



United Way
Toronto & York Region

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**On Track to Opportunities:
Linking Transit Development to
Community Employment and Training Project**

**UWTYR/MTCU OLMP
FINAL REPORT**

*October 2015
United Way Toronto and York Region*

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ACKNOWLEDGEMENTS

Since the onset of the project, United Way Toronto and York Region (UWTYR) and the Project Team have been highly cognizant that the heart of the work for this Ontario Labour Market Partnership (OLMP) “On Track to Opportunities: Linking Transit Development to Community Employment and Training Project” is to bring together all the various stakeholders, build bridges between organizations, agencies and communities, and establish new opportunities for collaborations.

As such, we would like to take this opportunity to express our deep gratitude to all those that have supported, participated, and allowed this project to flourish.

Ontario’s Ministry of Training, Colleges and Universities (MTCU) has been a very supportive partner, providing knowledge, support, resources, and guidance throughout the OLMP. The collaborative nature in which MTCU ran the OLMP is undoubtedly one of the key factors in facilitating and contributing to the project’s outcomes.

A highly qualified Project Advisory Committee (PAC) that included representation from government, community, labour, workforce development experts, the construction industry and funders oversaw the OLMP. The PAC provided invaluable insight and expertise on all the key subject matters, ranging from construction building trades to RFP procedures to program management. UWTYR thanks the PAC for their commitment and valuable time dedicated to this project on an ongoing basis over the last 18 months.

PAC members included:

- Anne Jamieson - Social Enterprise Network
- Colette Murphy - Atkinson Charitable Foundation
- Elizabeth McIsaac - Maytree Foundation
- Judy Brooks - Metrolinx
- Karen Wilson - City of Toronto
- Karen Lior - Toronto Workforce Innovation Group
- Kathryn Jacobs - Ontario Construction Secretariat
- Marc Arsenault - Ironworkers Association - Ontario
- Pedro Barata - United Way Toronto and York Region
- Steve Shallhorn - Toronto Community Benefits Network

In order to carry out the work required under the OLMP, the Project Team was required to consult with key project stakeholders on a regular basis. We greatly appreciate the involvement and participation of all those individuals and organizations that provided insight into current workforce development systems and those that provided guidance, recommendations and feedback on a potential workforce development pathway dedicated to the construction building trades.

One of the key components of the OLMP was to reach out to communities most affected by the Eglinton Crosstown Line (ECL) Community Benefits Framework, specifically historically disadvantaged and equity seeking groups. The Project Team was successful in reaching the target audience and conducted nine resident engagement sessions with over 300 participants over the course of the OLMP. We acknowledge that this work would not have been possible without the support and commitment from community leaders, community organizations, and their respective volunteers. We thank all those communities that partnered with the Project Team. Their trust and confidence in the project was paramount in allowing the Project Team to connect with residents who may not have sought help otherwise. We are very grateful and appreciative of this support.

Finally, we would like to acknowledge the quality work carried out by the Consultants that comprised the Project Team. Their respective understanding and appreciation for the value and importance of this project was continuously demonstrated through their commitment, enthusiasm and optimistic outlook for strong outcomes. Together, as a team, they carried the project forward by collaborating together and facilitating other collaborations amongst key stakeholders. They have developed recommendations that we hope will be pivotal in the implementation of existing and future Community Benefit Agreements in Ontario and abroad.

The Project Team included:

- Social Research and Demonstration Corporation
- Toronto Community Benefits Network
- James Nugent, Ph.D. Candidate, University of Toronto
- Howard Green (Project Advisor)
- Tanaz Pardiwala (Project Manager)

INTRODUCTION

In 2012, Metrolinx, an agency of the Government of Ontario dedicated to improving coordination and integration of all modes of transportation in the Greater Toronto and Hamilton Area, revealed a significant new blueprint for transit expansion in the Toronto region. The first phase of the investment would be the development of a new light rail line traversing the city along a key roadway, Eglinton Avenue, from east to west. The transit line is known as the Eglinton Crosstown Line (ECL). The ECL will cover 19kms, have an expected budget of Cdn \$5.3 billion and take approximately 5 years to build.

At the same time, a group of local labour and community organizations formed to establish the Toronto Community Benefits Network (TCBN) to advocate on behalf of local communities and residents. In 2013, Metrolinx and TCBN together began exploring and discussing the possibility of including community benefits within this significant infrastructure investment. Soon after, the conversations turned towards development of a formal agreement, known as a Community Benefits Framework (CBF) related to ECL. In April 2014, the Community Benefits Framework was signed between Metrolinx and TCBN.

The CBF specifies, “Metrolinx recognizes that its major infrastructure investments should also provide benefits for the communities in which it works, including employment, training, apprenticeship, local supplier and social procurement opportunities where possible. Metrolinx has therefore committed to include a community benefits program for the Toronto Transit Project (defined as the LRT project planned for Finch, Sheppard and Eglinton Avenues), beginning with the Eglinton Crosstown LRT line.”

While there was much enthusiasm lauded from all sides, including government, labour, building and construction trade associations, and the private sector, there were also a number of questions regarding how to successfully move forward with the implementation of this opportunity.

As such, the Government of Ontario’s Ministry of Training, Colleges and Universities (MTCU) entered into an Ontario Labour Market Partnership (OLMP) with United Way Toronto and York Region (UWTYR) for the purpose of developing a plan with strategies and models for the future implementation of the CBF.

The OLMP has 3 key objectives:

1. Document research lessons learned from the implementation of community benefits programs in other jurisdictions in Canada and the US;
2. Investigate and test various methods for engaging residents in the target population of the CBF, specifically historically disadvantaged and equity-seeking groups; and
3. Develop a model for a construction workforce pathway that could be used to connect jobseekers with construction jobs stemming from Metrolinx’s Eglinton Crosstown project.

Each objective was considered a separate work stream under the OLMP. UWTYR contracted experts within each field to carry out the necessary work.

This report is a compilation of three detailed reports, each written by a Project Team Consultant and speaking to one of the three primary objectives. This is followed by two supplementary reports that address secondary objectives of the OLMP. The structure for the report is as follows:

- Chapter 1: Study of Lessons Learned and Best Practices of Community Benefits Agreements: In-depth Analysis of Two Case Studies; prepared by James Nugent
- Chapter 2: Development and Testing of Resident Engagement Strategies; prepared by Toronto Community Benefits Network
- Chapter 3: Jobseeker Pathway Model for the Metrolinx Community Benefits Framework; prepared by Social Research and Demonstration Corporation

- Chapter 4: Initial Review of a Professional, Administration and Technical Jobs Pathway; prepared by Karen Lior
- Chapter 5: Overview of Social Enterprises; prepared by Anne Jamieson

At the heart of the work of the OLMP, the OLMP Project Team has been committed to fostering and further developing key relationships with the multitude of stakeholders. This relationship building has been crucial for 2 primary purposes:

1. The entire process to develop models and systems for future implementation of the CBA has been informed through a consultative process; the recommendations made henceforth have been developed after extensive conversations with the full gamut of stakeholders. This includes government (MTCU, City of Toronto, Metrolinx), employment service providers from across the city (Employment Ontario and TESS agencies), labour, building trades, community groups, etc.
2. The conversations that have started and the relationships that have been established and/or strengthened during the course of the OLMP will prove vital in the future implementation of the CBF. This groundwork will exponentially facilitate the integration and collaboration required in the next stage of implementation.

Finally, during the course of the OLMP, the concept of community benefits in the Province has gained greater prominence and importance. Awareness, support and promotion of Community Benefits Agreements have been strengthened. Evidence of this has been demonstrated in two important ways:

First, the passing of landmark legislation in Ontario, Bill 6, Infrastructure for Jobs and Prosperity Act, 2015. Amongst other clauses, the Bill states, “Infrastructure planning and investment should promote community benefits, being the supplementary social and economic benefits arising from an infrastructure project that are intended to improve the well-being of a community affected by the project, such as local job creation and training opportunities (including for apprentices, within the meaning of section 9), improvement of public space within the community, and any specific benefits identified by the community.”

Second, at various occasions within the past year, Premier Wynne has made public reference to the significance of Community Benefits Agreements. Drawing from her keynote speech at the Good Jobs Summit in October 2014, Wynne stated, “Especially relevant to the good jobs discussion is how we build. Most of you will be familiar with the Eglinton Crosstown LRT. This 19 km light rapid transit line will stretch across Toronto from Etobicoke to Scarborough. It’s a multi-year, multi-billion dollar project - the biggest transit build in Canada today. That presented an opportunity. Along the line are five of Toronto’s priority neighbourhoods. These are communities where poverty is pervasive and opportunity is scarce. These are neighbourhoods where historically disadvantaged groups face too many barriers to getting good jobs. These groups need to be a part of every “good jobs” conversation. And thanks to the work of Metrolinx, Infrastructure Ontario, the Toronto Community Benefits Network, the Ministry of Training, Colleges and Universities, and so many others, they actually are. Working together, these partners have ensured that the Crosstown will mean good jobs for people from disadvantaged communities along the line. They signed Ontario’s first Community Benefits Agreement. Training, apprenticeship and employment opportunities are now a legally binding aspect of the Crosstown. To me, it represents a turning point in how we invest public money. That’s why I love infrastructure: good jobs, here in Ontario, with benefits for the entire community today and tomorrow.”

From the onset, it was hoped that the ECL CBF would be the beginning of many more community benefit initiatives in Ontario and that the lessons learned here would have purpose in future implementations of similar agreements. With the public support from the Premier and the passing of Bill 6, the work under this OLMP has taken on even greater significance, as the systems developed for ECL will undoubtedly provide concrete lessons learned and potentially a strong model for implementation of future CBFs in the province.

EXECUTIVE SUMMARY

The Eglinton Crosstown Line (ECL) project presents an historic opportunity to improve the lives of thousands of residents in Toronto, and potentially influence broader economic inclusion throughout Ontario.

The five-year, \$5.3 billion Eglinton Crosstown Line (ECL) project is more than simply a way to move people quickly along 19 kilometres of track traversing the city from east to west. It also offers the promise of benefits for communities along the line through an association of developers, governments, residents, unions and community groups. Leveraging this and other construction projects over the next five years will build stronger communities, help young people achieve their potential and move people from poverty to possibility.

In a very real way, the neighbourhoods along the Eglinton line – from Weston-Mt. Dennis in the west to Dorset Park in the east – will be connected.

The need for action is well understood. As a series of high profile reports from the United Way Toronto and York Region (UWTYR) have documented, Toronto's reputation as a city of widespread opportunity is in jeopardy. Poverty is becoming concentrated in neighbourhoods, especially in the inner suburbs, and income inequality is growing faster in the city than in other major Canadian communities.

For many people, a growing gap in opportunities means that hard work is no longer a guarantee of success. In many cases, where you come from and who your family is – such factors as race, gender, your postal code and household income while growing up – are likely barriers to a good future. The growth of precarious employment is falling disproportionately on the young and those living in communities where the proportion of residents living in poverty is above average.

The stage is set for new approaches to today's emerging challenges. Metrolinx, the Ontario government agency overseeing integration of transportation in the Great Toronto and Hamilton Area (GTHA), has been working closely with local labour, community and resident organizations to explore the possibility of community benefits as a result of the investment in the Eglinton Crosstown Line. In April, 2014, Metrolinx signed a formal agreement and the Toronto Community Benefits Network (TCBN) TCBN, known as the Community Benefits Framework (CBF), that recognizes that major transit infrastructure investments should also provide benefits for the communities in which it works, including employment, training, apprenticeship, local supplier and social procurement opportunities, where possible. Metrolinx has therefore committed to include a community benefits program for the Toronto Transit Project (defined as the LRT project planned for Finch, Sheppard and Eglinton Avenues), beginning with the Eglinton Crosstown LRT line.

The creation of an Ontario Labour Market Partnership (OLMP) between UWTYR and the Ontario Ministry of Training, Colleges and Universities (MTCU) in May 2014 is a continuing step in responding to the opportunities offered by the ECL and builds on the CBF based on three key objectives:

- Determine the lessons learned in other community benefits programs in Canada and the United States;
- Investigate and test methods for engaging residents in the target population of the CBF, specifically groups and communities that have been historically disadvantaged;
- Develop a pragmatic model for a workforce development pathway that could be used to connect jobseekers with construction jobs (and other type jobs) related to the ECL.

This report, *On Track to Opportunities: Linking Transit Development to Community Employment and Training Projects*, is a summary of what has been learned through this important partnership.

Community Benefits Agreements: Lessons Learned across North America

Nearly three dozen examples of jurisdictions implementing community benefit agreements were researched over the course of the OLMP project. Two of these projects were analyzed in-depth because their characteristics most clearly conformed to the Eglinton Crosstown Line, specifically, the Atlanta BeltLine redevelopment project and the Port of Oakland expansion project.

In North America, Community Benefit Agreements (CBA) are typically defined as legal contracts negotiated between public or private developers, unions and community groups that leverage construction projects towards realizing additional social, economic and environmental objectives. CBAs coordinate a process for providing equity-seeking and historically disadvantaged groups with pre-employment and training programs, wraparound supports (e.g. childcare, transportation, housing, etc.), and preference in securing job opportunities for a given project. CBAs have also been used to secure living wages, unionization, affordable housing, sustainable design, and environmental mitigation measures.

CBAs began in the 1990's as a way to compensate marginalized or historically disadvantaged residents who were being displaced by urban renewal projects. Today they are commonly used across the United States and in Scotland as an effective policy tool for maximizing the social and environmental return on public infrastructure investments.

This comprehensive review of available literature and case studies points to key pillars that are necessary if CBAs are to facilitate a range of community benefits, particularly labour market access, for equity-seeking and historically disadvantaged groups:

- **Strong governance role for community and community-based, culturally appropriate outreach:** Most CBAs are typically initiated by a coalition comprised of grassroots community organizations, organized labour, and social service and workforce development agencies. Including community-based organizations in a formal governance role when it comes to CBAs has been key to successful coordination of pre-apprenticeship programs and to monitor contractor compliance and accountability. This also means that grassroots community organizations require capacity-building supports to effectively participate in governance structures.
- **Pre-employment programs, training and wraparound supports:** In addition to building and construction trade jobs, other CBAs cover jobs and training in a range of sectors: non-trade construction jobs; retail jobs; aviation-related jobs; and health sector jobs requiring varying degrees of technical training. Equity-seeking and historically disadvantaged participants face numerous social and economic barriers while accessing training as well as on the job site. CBAs have addressed some of these barriers by providing wrap-around supports including assistance with transportation and childcare, job mentoring and on-site job coaches, healthcare benefits and legal counselling. Creating a job pipeline with multiple entry points and a range of supports to engage those farthest from the labour market is a key enabler in this respect. This is especially valid when the pipeline ensures that those who do not meet entry-level qualifications for apprenticeship training programs can be coached into a clear pathway for upgrading their basic educational and/or other essential skills so that they can become eligible.
- **Start early.** Successful ventures ensure that outreach, recruitment and training are well timed in advance of hiring waves, particularly for residents who require basic skills upgrading. Ideally, monitoring systems with clear accountabilities for results are up and running when hiring commences. “Quick wins” can build the profile of the program and buy-in from stakeholders, and provide early identification of implementation challenges.
- **Preferential hiring mechanisms and social procurement policies:** The primary legal mechanism used in North American CBAs to achieve equity hiring goals is a First Source

Referral System, which is often combined with a stronger First Source Hiring Policy. A First Source Referral System requires employers to circulate job postings to organizations and agencies that service targeted client groups in advance of the general public. A First Source Hiring Policy goes one step further in committing employers to interview targeted job applicants within a stipulated period (e.g. 2-3 weeks) before opening up interviews to the general public. Other CBAs stipulate a specific hiring goal—either a number or percentage—that should occur through first source hiring. Provisions usually allow employers to miss these targets so long as they can demonstrate “best efforts” or “good faith efforts” in trying to reach them. But these “good faith effort” clauses have also been criticized for allowing employers to avoid hiring targeted groups, especially since litigation against such employers would be too costly for community-based groups to afford and often difficult to win in court.

- **Program monitoring and enforcement procedures with benchmark success:** The literature on CBAs primarily details and evaluates the terms or goals of particular CBAs, the legal mechanisms to achieve these targets and the organizing efforts by labour and community groups to win a negotiated agreement. Surprisingly little quantitative data is available to demonstrate whether CBAs are actually reaching their stated goals in terms of training and job placement outcomes, especially for equity-seeking and historically disadvantaged groups. Better monitoring and a robust accountability framework for results is required. Little research has been published on recruitment strategies used for bringing disadvantaged residents into job pathways because most studies cover the negotiation vs. implementation of CBAs.
- **Practices that increase the role and buy-in of employers:** Integrating contractors into early stages of training and screening means that candidates are better aware of the skills they require and/or need to strengthen in order to get hired. “Job-driven training,” specifically targeting training programs to the needs of a particular employer, can also improve the chances of equity-seeking participants securing a job following training.
- **Innovative funding models:** The level of CBA funding for resident engagement and workforce development is difficult to ascertain and likely under-reported. In the research on comparing other CBAs, funding for workforce development as a percentage of the total project cost ranged from 0.003%-1%. Generally, community organizations or service agencies conducting pre-employment or pre-apprenticeship training are responsible for outreach and recruitment. Some projects required the developer or government to hire a special “Jobs Coordinator” to assist with resident engagement and to give the implementation of CBAs an institutional priority.

Community Engagement: Lessons Learned in Resident Outreach and Recruitment

The Toronto Community Benefits Network (TCBN) brought together more than 100 diverse resident associations, community-based organizations, workforce development agencies, trade unions and others who support a vision of infrastructure development that includes inclusive training, employment and social enterprise opportunities for all residents.

Within the OLMP, TCBN took the lead role in developing and testing various strategies for reaching out to historically disadvantaged communities in Toronto.

Working with community leaders, TCBN organized nine resident engagement sessions between October 2014 and July 2015. These sessions were carried out in neighbourhoods along the future Eglinton line. It worked with specific ethnic groups, faith-based organizations, neighbourhood agencies and associations serving specific groups such as women and youth.

A variety of approaches were used to recruit participants to the sessions, chosen on the advice and consultation with community partners. Tactics included distribution of flyers, blast emails, community radio stations, word of mouth and community outreach. The approaches varied from one group to another but the overall strategy was the same – to allow each community-based organization hosting

a meeting to use its own communications tactics. The host organizations screened participants to ensure they were interested in a career in the trades and had the language skills to participate in a session. In the initial sessions, turnout exceeded expectations and, as a result, in later meetings, the number of attendees was capped.

In conjunction with the resident engagement meetings, the TCBN worked with a broad variety of community groups to identify the barriers faced by the target population to enter and to stay in the labour market. Among the chief barriers: lack of professional networks; a complex path to the building and construction trades; little understanding about how building trades associations work and the connection between pre-apprenticeship programs and union jobs or contractors; strong competition for a limited number of trades opportunities; and inadequate wrap-around supports especially affordable, accessible childcare.

A number of factors were seen as crucial to the success and execution of the resident engagement strategy:

- **Community development:** In all sessions, community leadership was a key to success. It was noted that formal mainstream employment services were sometimes perceived as complicated. By involving community leadership to manage both expectations and de-mystify employment services in a community setting, the resident engagement sessions had a key advantage. Pairing community development with workforce development is a win-win. If this strategy is to succeed, resources have to be allocated to continue building both community leadership and a volunteer base that would allow for a deep reach into the relevant communities of interest.
- **Critical mass of community residents:** If you build it, they will come. The experience with the ethno-specific sessions has demonstrated that strategically targeting these communities does bring a critical mass of residents together that would generally not access mainstream services. This may be in part due to community solidarity and community leaders who are in positions of trust, leading the outreach process.
- **Balance between resident outreach and magnitude of available opportunities:** A successful resident engagement strategy should strive for a balance between outreach and promotion and the magnitude of opportunities that would become available and when, so as to manage community expectations. Residents involved in the engagement sessions expected immediate results, which had to be skilfully and innovatively managed because of delays in the launch of the ECL construction.
- **Flexibility:** Every community is different. Outreach strategies to bring individuals to the mosque, for example, may not necessarily work in bringing youth to a community centre. Flexibility in working with different community groups is key to a successful resident engagement strategy.
- **Leveraging existing community institutions to reach residents:** While much of the focus in community work is developing capacity and leadership, our limited experience unveiled the value in leveraging already existing community institutions that have been built on grassroots organising. Identifying groups such as the ANCs, (Action for Neighbourhood Change), NIAs (Neighbourhood Improvement Areas), faith groups, etc. that have resident committees that tap directly into communities and creatively develop workforce development solutions in a collaborative format, is a promising approach that makes resident engagement meetings not only successful but cost effective.
- **Communication and follow-up:** We have learned that resident engagement is not a one-shot deal but an ongoing relationship with the community. To gain community trust, not only should the resident engagement process deliver on jobs and a construction workforce development pathway, but also maintain ongoing communication and contact with the community organisations.

- **Trades' ambassadors:** The presence of trades' ambassadors at resident engagement sessions was one of the highlights for the participants and a critical success factor in this project. At the resident engagement meetings, there was a notable level of energy and motivation when residents were able to talk first-hand and ask questions of trades people "on the tools" from various training centres for each of the trades.

Bringing it all together: Developing and Implementing a Construction Pathway

Labour market reports show that unemployment rates in the GTA in the 12 building trades identified with the ECL project compare favourably to other regions in Ontario and are falling faster than the provincial average for almost all these occupations. Continued growth in the construction industry is predicted over the next five years and qualified jobseekers are not expected to face difficulty in finding employment. Thus, the industry is a promising area for connecting economically vulnerable and historically disadvantaged individuals to opportunities.

Yet, employers in the industry face challenges in meeting their labour market needs. It is often difficult for employment counsellors and individual jobseekers to navigate the options in a complex industry. As well, service providers lack information on the needs of employers and tools that can assess jobseekers against those needs. There is no overarching service planning function across employment and training service providers to ensure that local labour market needs are met. Jobseekers are finding that pre-employment services to upgrade employment skills are not widely offered and those who are not Employment Insurance or Ontario Works eligible clients lack access to income supports to offset the cost of completing pre-apprenticeship training.

At the same time, the OLMP project has revealed near-unanimous support across sectors to achieve better integration across community engagement, workforce development, pre-apprenticeship, and job placement programs and systems.

In particular, the project has helped craft a consensus for building a dedicated construction pathway as a clear strategy for addressing the currently daunting task of service coordination planning, which is hampered by disconnected client information sharing and tracking across networks, and performance management structures that limit the extent to which inter-agency and inter-network collaboration can be incentivized.

Implementing a jobseeker pathway has many advantages. It has the potential to leverage existing strengths in the system while also addressing many of the gaps identified in the current employment and training landscape. It also provides, in the Greater Toronto Area (GTA) context, an ideal testing ground for sector-focused workforce development and local service integration in the GTA context. This learning which could be applied not only to future projects associated with Community Benefits Agreements, but also for the broader employment and training ecosystem as a whole.

Testing this pathway as an innovative, ground-breaking demonstration project focused on the Eglinton Crosstown presents an opportunity to learn what works before implementing widespread policy/program change, which can be a lengthy and complicated process. As a result, there is no need to invest resources in developing the industry expertise of all providers, since the demonstration would only focus on a handful of key service providers.

By establishing a multi-sector collaborative partnership to govern this approach, the pathway is well positioned to identify and meet the needs of a variety of stakeholders, including key players in the construction industry.

A formal labour market intermediary to plan and manage both the labour market supply and demand in a timely and effective manner with dedicated resources and structures would be a critical component of the demonstration project. This architecture would enable the intermediary body to cultivate long-lasting relationships with employers, unions, and community organizations and service providers, and would provide a solid foundation for developing deep industry expertise.

Based on the analysis of other workforce development initiatives and stakeholder consultations, along with interviews with key informants, the OLMP project proposes a model for a jobseeker pathway that involves the following core functions:

Resident engagement	Residents are engaged in the pathway through multiple channels, through an inclusive and supportive process.
Intake, assessment, exploration & planning	Residents are screened into the pathway and participate in career exploration services and assessment activities to determine whether a career in the construction sector is a suitable and desirable career path. Participants are continuously assessed throughout the pathway to ensure job readiness and aptitude for employment in construction sector.
Training	Jobseekers who demonstrate an interest in and aptitude for a career in the construction industry participate in a variety of training activities designed to prepare them for employment in the construction trades or in a non-trades construction related career. Instruction on foundational skills and technical skills is integrated to accelerate progress. Non-cognitive skills, such as self-management and interpersonal skills, are developed to ensure jobseekers have the right attitudes and skills to succeed in a construction workplace environment. Academic upgrading is provided to ensure jobseekers have minimum academic requirements for employment in construction. Jobseekers who lack basic employability skills participate in pre-employment training.
Job matching & placement	Jobseekers who are ready to begin a career in construction are matched with job opportunities and placed in construction jobs.
Retention & advancement	Follow-up is carried out with jobseekers over the long-term and retention and advancement activities, such as mentorships and additional training and certifications, are available. Follow-up is also carried out with employers to learn about jobseekers' performance and to participate in mentorship training activities.
Case management & wraparound supports	Jobseekers and case managers meet regularly throughout the pathway and work together to identify barriers and solutions. Jobseekers are supported in transitioning to other pathways as needed. Financial and wraparound supports are also available as needed, including to offset costs for: work cloths and boots; hard hats; tools; transportation; and childcare.
Pathway management, jobs brokering, monitoring & evaluation	A labour market intermediary: plans and manages pathway services to meet jobseeker and employer needs; brokers job opportunities between service providers and employers; and monitors and evaluates pathway services to identify where jobseekers succeed or falter, where service adjustments are needed, and to assess progress against objectives.

The inclusion of these core functions supports the following key components of the construction pathway model:

- **Responsive:** Prepares jobseekers to obtain and keep employment in both trades and non-trades constructions jobs. Services are aligned with job-performance needs and the pathway can adapt to ebbs and flows in labour demand. *In this report, chapter 4 includes discussion about key considerations related to Professional, Administrative and Technical career pathways, and Chapter 5 includes a discussion and considerations related to social procurement and social enterprise employment pathways.*
- **Employer and union buy-in:** Is a credible and reliable source of skilled labour by employers and unions and, in addition, employers are committed to hiring participants.
- **Jobseeker needs:** Offers an array of services and support (including financial) that can be drawn on to respond to the needs of individual residents. Those who enter the pathway at various points are supported throughout the process and are provided with the resources they need to enable them to make sound career decisions.
- **Co-ordinated and integrated service delivery:** Blends programming from traditionally separate services to allow jobseekers to transition seamlessly and accelerate their progress. Employers have a co-ordinated access point to a qualified labour pool.
- **Continuous improvement:** Collects data from jobseekers and employers through a tracking system that is co-ordinated and integrated to monitor progress toward objectives, to learn what works and to inform the continuous improvement of the model.
- **Labour market intermediary:** Provides dedicated services and staff that focus on aligning the labour market interests of employers, contractors, unions, government and community leaders to ensure that jobseeker services are the appropriate scale and design to meet local workforce development needs.
- **Technical assistance and capacity building:** Offers technical assistance, stable funding and tools to pathway service providers that enable them to foster strong relationships with other service providers, unions, contractors and industry leaders.
- **Responsive to community:** Works with community leaders to ensure that historically disadvantaged communities are aware of the job opportunities in the construction industry and can channel people into jobseeker pathways.

Seizing the Opportunity

There is a broad consensus that the construction of the Eglinton Crosstown Line affords a broad spectrum of private, public, community and not-for-profit partners with an opportunity to address the kind of growing gaps that are undermining the city's progress. The concentration of poverty in certain neighbourhoods and the deteriorating quality of jobs is creating divides that undermine the long-term well-being of our region.

Dozens of people were involved in the creation of this report. They represent the diverse nature of Toronto and they embody the goodwill that is coalescing around the issue of community benefits as part of large-scale infrastructure projects in the GTA.

The findings and proposals in this report are significant for the ECL. But the project is also a test for the future.

The Ontario government is embarking on a plan to deliver \$130 billion in infrastructure projects across the province in the next 10 years. Language regarding Community Benefits is included in the enabling legislation, the *Infrastructure for Jobs and Prosperity Act*. The Act stipulates that infrastructure planning and investment should promote community benefits that improve the well-being of a

community affected by the project, such as local job creation and training opportunities, improvement of public space within the community, and any specific benefits identified by the community. Under this legislation, bidders in construction procurement processes will have to provide a plan for creating employment opportunities arising from the construction for apprentices who are women, aboriginal persons, newcomers to Ontario, at-risk youth, veterans, or residents of the community in which the infrastructure asset is located.

The ECL provides us with a great opportunity to test the success of an innovative labour market model that can be adopted more broadly.

The need now is to find practical ways to ensure that goodwill is transformed into practical deeds.

We hope this report is a start in this respect.

Next Steps

As a next step, a plan for operationalizing the model should be developed that aims to achieve the following:

- Confirm support among key stakeholders for a demonstration project for a dedicated jobseeker pathway;
- Assess the capacity of service providers interested and willing to participate in the demonstration project (e.g. Can they deliver the model well? Do they have/can they develop industry expertise? Can they perform research tasks such as administer participant surveys and record participant information accurately in information management systems?);
- Estimate the appropriate scale and eligibility and suitability criteria for the construction pathway demonstration project once ProjectCo and Metrolinx have signed the project agreement, which will include a plan for hiring historically disadvantaged residents;
- Identify an appropriate and feasible comparison group for estimating pathway impacts;
- Determine estimates of effect size/variability that should be used in the design of the evaluation of impacts; and
- Estimate costs.

RECOMMENDATIONS:

Governance of CBAs

1. Community-based organizations should have a formal governance role in CBAs to help shape and inform the process of linking residents with opportunities and to ensure accountability and monitoring of contractor compliance.
2. Grassroots community organizations that are part of engaging residents in CBAs should be supported in order to have the capacity required to effectively participate in governance structures.
3. Equity-based targets and hiring mechanisms should be legally enforceable. CBAs should target and monitor the hiring of low-income, equity seeking and historically disadvantaged groups. Geographic targeting should occur at the neighbourhood scale.
4. Baseline demographic studies should be conducted to benchmark success. Evaluating the success of CBA initiatives requires first knowing the make-up of the existing workforce before hiring and tendering begin.

Resident Outreach and Engagement

5. Invest upfront in grassroots groups and leverage existing community institutions to reach residents who face barriers to access mainstream services. Involving community leaders also helps to set and communicate the appropriate level of expectations.
6. When designing a resident engagement strategy, be flexible and tailor outreach approaches to recognize the differences among communities.
7. Engagement is not a one-shot deal. Resident engagement strategies should consider how to ensure that residents have a continuing relationship with community groups for follow-up, more information and support.
8. Involve building trades in the design, implementation and follow-up of resident engagement sessions as these ambassadors often provide unique insights into the industry that are helpful to prospective applicants.
9. Create a resident-participant database. Residents who attend an orientation, job fair or workshop should receive immediate follow-up with an individual case manager to keep them engaged for when training and jobs become available. A database is also necessary to track participants as they go through training and apprenticeships in order to report on retention rates and participation rates disaggregated according to equity-seeking and historically disadvantaged group.
10. Use a written or on-line application and/or competency test to glean skill level and appropriateness of the participants. In doing so, it is important to keep in mind that an initial on-line application system is not as effective as a human counsellor in encouraging applicants who fail to meet the minimums to enrol in skill upgrading programs. A counsellor should therefore follow-up with all failed applicants to direct them into an appropriate training pathway (e.g. Employment Ontario; colleges, Toronto District School Board essential skills adult-upgrading, etc.).

Employment Pathway to Enable CBAs

11. Create a distinct construction pathway within the current and emerging outreach, employment and training ecosystem that is dedicated to serving jobseekers interested in pursuing a career in the construction industry. Interested residents should be referred to the pathway through multiple channels. Those who do not meet basic qualifications for apprenticeship training programs should be coached into a clear pathway for upgrading their skills so that they can become eligible.
12. Model what works. The pathway should be implemented as a demonstration project that tests a sector-focused approach to service integration and workforce development, and that provides learnings for future infrastructure projects that are linked with Community Benefits Agreements. A comprehensive monitoring and evaluation framework, as outlined in the full OLMP project report, should guide the demonstration project. Resources for the demonstration project could include a mix of financial and in-kind supports from government, ProjectCo, and philanthropic sources, and should cover all costs required to implement the proposed model.
13. Take a collaborative approach to governance and delivery. The pathway should be governed by a collaborative consortium of key stakeholders in funding, program and policy design, and service delivery. Employment and training service providers should collaborate to offer the full suite of services in the pathway. Service providers would operate under a performance management framework that incentivizes collaboration and service excellence.

14. Formal labour market intermediary. The pathway should include a formal labour market intermediary organization that plans and manages the execution of pathway services, and brokers employment opportunities between employment service providers and ProjectCo employers.
15. Capable service providers. Service providers should be selected based on a set of pre-established criteria, including the extent to which providers' existing service models align with the proposed model and their outcomes. Providers should be selected by the intermediary through a competitive process and should receive some upfront funding and lead-time to develop programming, processes, and expertise.
16. Grounded in the community. The pathway should be grounded in local communities through its connection to place-based hubs or similar community-based infrastructure that are involved in resident outreach and engagement through multiple channels. Some pathway services could also be located at these local hubs.
17. Start early. Training must be well timed in advance of hiring waves, particularly for residents who require basic skills upgrading. Monitoring systems must be up and running when hiring commences. "Quick wins" can build the profile of the program and buy-in from stakeholders, and provide early identification of implementation challenges.

CHAPTER 1 – Study of Lessons Learned and Best Practices of Community Benefits Agreements: In-depth Analysis of Two Case Studies

By James Nugent, PhD Candidate, University of Toronto

INTRODUCTION

This study examines lessons learned and best practices of Community Benefits Agreements from across North America, as part of the Labour Market Partnership between the Ministry of Training, Colleges and Universities and United Way Toronto and York Region, *On Track to Opportunities: Linking Transit Development to Community Employment and Training Project*. The study informs the creation of workforce development pathway models and resident engagement strategies in line with the Toronto Community Benefits Framework negotiated between Metrolinx and the Toronto Community Benefits Network for Toronto's LRT projects. The research consisted of three phases, each producing a separate report. Phase one of the research identified the scope and gaps in the CBA literature by scanning thirty-four examples of Community Benefits Agreements, as well as other similar labour market agreements including four Project Labour Agreements (PLAs), three city ordinances, and three Impact Benefit Agreements. Phase two selected twelve cases, based on their relevancy to the Toronto Community Benefits Framework, and conducted a comparative analysis in relation to the four principles of the Framework. In phase three, the workforce development pathways and resident engagement approaches of two case studies were analyzed in-depth, drawing out lessons from these projects for the Toronto context. This report is included in full in this chapter.

IN-DEPTH ANALYSIS OF TWO CASE STUDIES

The first project examined in this report is the **Atlanta BeltLine**, a \$2.8 billion redevelopment project to create green space, multi-use trails, affordable housing and rapid transit anchored along a former 35-km rail corridor around the downtown core of Atlanta. The Atlanta BeltLine uses a unique city ordinance that leverages anticipated property tax increases in the redevelopment area to pay for construction projects. These projects are linked to job training programs and a “First Source Hiring” policy targeted at equity-seeking groups. The second project examined in this report is a \$1.5 billion expansion of the **Port of Oakland**, which involves the construction of new shipping yards, berths, cargo storage and ship-to-rail transfer facilities, as well as expanding its aviation facilities. A Project Labour Agreement for the expansion contains a local hiring provision and a novel Social Justice Program aimed at increasing the hiring of historically disadvantaged residents living in neighbourhoods around the Port.

These two case studies were chosen because they relate well to the Community Benefit Framework for the Toronto Eglinton Crosstown Project. The Atlanta BeltLine and the Port of Oakland projects are on comparable scales to the Eglinton Project and are similarly being implemented by a public agency. All projects have equity hiring goals and none of these are to be met through “hard targets” (such as quotas for the hiring of targeted groups). Rather, equity objectives in these three projects are to be realized through targeted resident engagement and workforce development programs and the coordination of social agencies, technical colleges, community groups and labour organizations. The two cases reviewed in this report also employ novel financial mechanisms for funding workforce development and resident engagement that could help inform discussion around sustainable funding for CBA development in Toronto.

The Atlanta BeltLine

Project Overview

The Atlanta BeltLine is a \$2.8 billion redevelopment project to create green space, multi-use trails, affordable housing and rapid transit anchored along a former 35-km rail corridor around the downtown core of Atlanta. The goal is to use this new transit infrastructure to reduce congestion and spur the economic redevelopment of approximately 3,000 acres of underutilized or idled industrial land around the corridor. The redevelopment is being primarily financed by the government which is borrowing against the anticipated increase in property taxes associated with the planned redevelopment.¹ Infrastructure projects financed through these public funds are subject to a “First Source Hiring Policy” that requires contractors to give interviews, and make good faith efforts to hire, local residents who have completed training programs. Over the 25-years of the project, 30,000 new full-time jobs and 48,000 person-years of construction jobs are expected to be created. These include direct jobs in commercial and residential construction, transit construction, landscaping, and public art, as well as jobs created as businesses move into the corridor. The project is managed by Atlanta BeltLine Inc.—a quasi-public agency. The stated goal of the Atlanta BeltLine workforce development model is to “lower costs associated with hiring and training, reduce employee turnover, ensure Atlanta BeltLine residents have requisite job skills and access to economic opportunities, and mitigate the environmental impacts associated with long automobile commutes.”²

Workforce Development Model

The BeltLine project has two job pathways (referred to as “workforce partnerships”): a health sector stream and construction sector stream. Within the construction sector stream there are two different job programs. These pathways target the high percentage of low-income, and largely African-American residents living in Atlanta's downtown core. The Atlanta BeltLine Inc. (ABI) manages the partnerships, coordinating existing pre-employment programs, social agencies, businesses and government departments. One of the construction sector stream job programs is a partnership called Westside Works. ABI provides or links businesses along the corridor with financial incentives to hire local and disadvantaged workers, and also monitors the negotiated “First Source Hiring Policy.” This Policy requires contractors receiving ABI funds to make good faith efforts to hire local residents first. ABI is also responsible for: establishing a clearing house for job postings along the corridor; providing preliminary screening services for employers; helping employees find housing in the corridor; monitoring project goals; and marketing the region to employers and funders.

¹To create the tax allocation district: bonds have been issued to raise money, with bondholders being paid back through the money generated from anticipated land and property value increases along the corridor. The Atlanta City government, Fulton County (in which the entire BeltLine is situated) and the Atlanta Public School Boards have agreed to freeze future anticipated tax increases associated with redevelopments for the next 25 years. Atlanta BeltLine, “The Importance of Local Funding,” The Atlanta BeltLine, 2014, <http://beltline.org/about/the-atlanta-beltline-project/funding/atlanta-beltline-tad/>.

² Atlanta BeltLine Inc., “Workforce Partnerships,” *The Atlanta BeltLine*, 2015, <http://beltline.org/programs/employment/workforce-partnerships/>.

Healthcare Workforce Partnership

The health sector stream provides participants with 10-12 weeks of free, but unpaid, training. Training is specifically tailored to the needs of the employer, Grady Health System. The program is coordinated by New Hope Enterprises, which runs the first four weeks of “soft skills” training and some of the basic computer literacy and office fundamentals. More technical training related to nursing is taught through the Atlanta Technical College. The training schedule is outlined below:³

- Weeks 1-4 STRIVE attitudinal and job readiness training
- Weeks 5-6 Digital literacy training, introduction to healthcare, and introduction to electronic medical records
- Weeks 7-10 Certified Nursing Assistant (C.N.A.) technical training OR Microsoft Office certification training
- Weeks 11-12 (C.N.A. only): Study period and certification testing. Additional training to supplement participants’ skills may be added

Figure 1 depicts the healthcare stream pathway for the Atlanta BeltLine project.

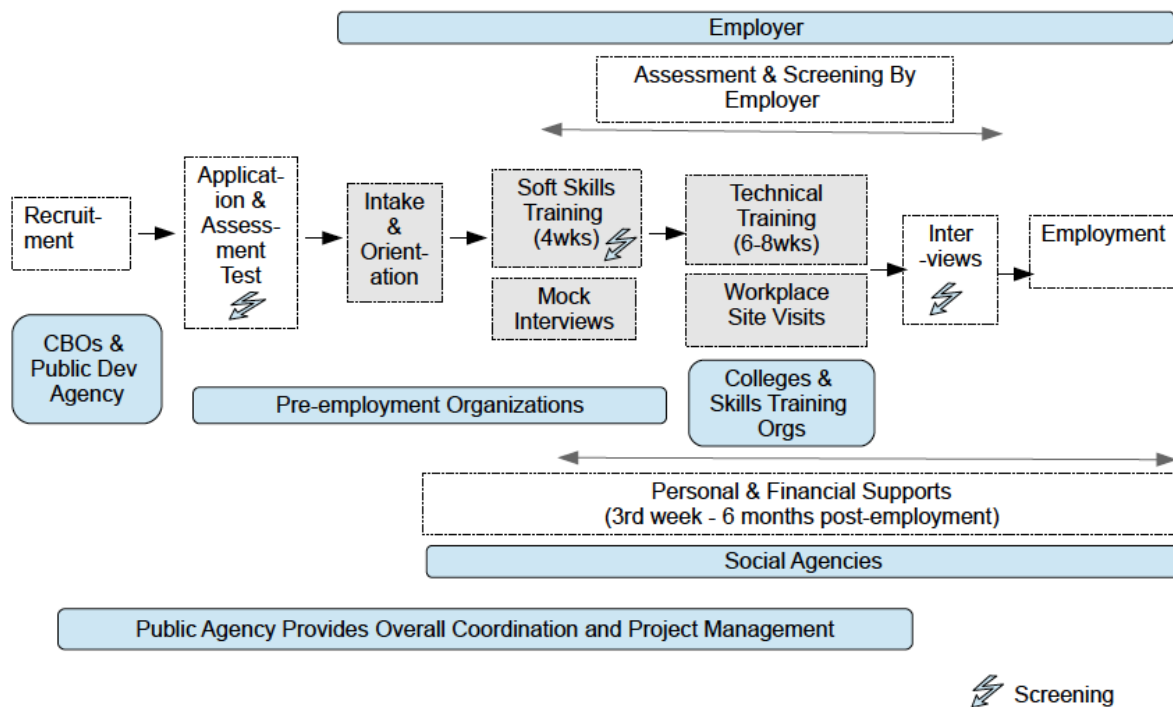


Figure 1 Atlanta BeltLine Healthcare Stream Workforce Partnership

³ Atlanta BeltLine Inc., “A Healthy Workforce Partnership for Employment Opportunities,” <http://beltline.org/programs/employment/workforce-partnerships/careers-in-healthcare/>

In the first year of the program, 79% of participants were received jobs at Grady Health System or were pursuing an advanced degree.⁴ The program owes its success to the heavy involvement of the employer (Grady Health System) at every stage. Training is driven by the employer's skills needs. The employer provides sites visits, job preview presentations, and also trains trainers on the type of interviews they give. Mock interviews therefore greatly prepared participants for interviews with Grady upon completion of the program. All graduates of the program are guaranteed an interview upon successful completion.

Screening of candidates occurs throughout the program: during intake (training agency's evaluation, basic adult education test, drug tests, background checks); following completion of the four-week soft-skills training; and during the interview process. The employer participates in conducting assessments at all three phases. Site visits also allow candidates to self-select out of program before being interviewed or hired, if they do not feel well-suited to the job or work environment.

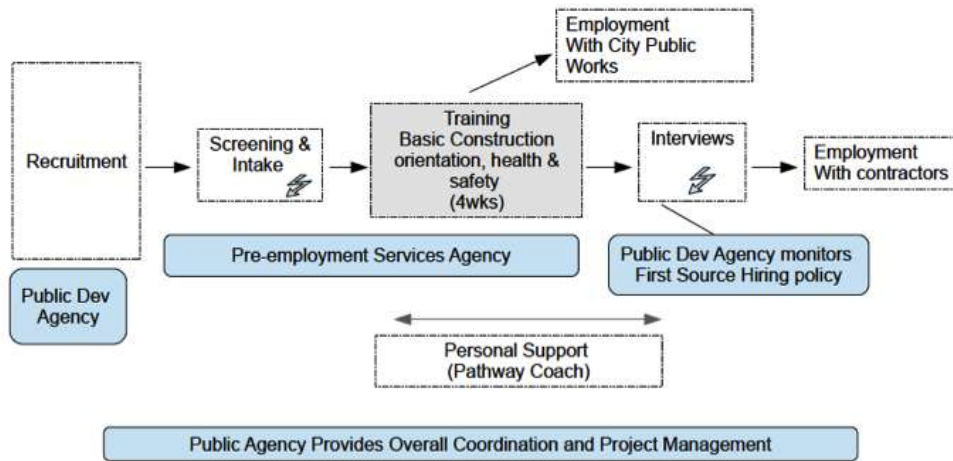
The program is small, and is now admitting 40 candidates per year, seventeen of whom are accepted for technical training and interviews. Participants must have a high school diploma or GED to enter the program. Supports are also given to participants, including a free public transportation pass and personal coaching up to six months post-employment.

Greenworks Job Training Program

The Greenworks Job Training Program is a construction stream pathway that began in 2010 between Atlanta BeltLine Inc. and the Atlanta Workforce Development Agency. It is managed by The Center for Working Families, Incorporated (TCWFI)—an employment services agency. The program was small and designed to provide some high profile, “quick wins” at the start of the Atlanta BeltLine project.

Outreach for Greenworks was targeted at disadvantaged residents living along the BeltLine who wanted to work in construction or landscaping. Four weeks of training were provided including: basic construction; health & safety; trenching; and introduction to heavy equipment operation. Participants were also provided with personal development training and matched with a “Pathway Coach” through the Center for Working Families. Pathway Coaches provide emotional and practical mentorship, helps participants assess their strengths, matches interests with opportunities, and helps plan out strategies for overcoming barriers to achieve self-sufficiency and better family outcomes. Figure 2 depicts the model of workforce development developed by Greenworks.

⁴ Atlanta BeltLine Inc., September 2014, “Atlanta BeltLine Employment Partnership Announces Second Cohort,” available on-line at: <http://beltline.org/wp-content/uploads/2014/09/BeltLine-WFP-FINAL.pdf>



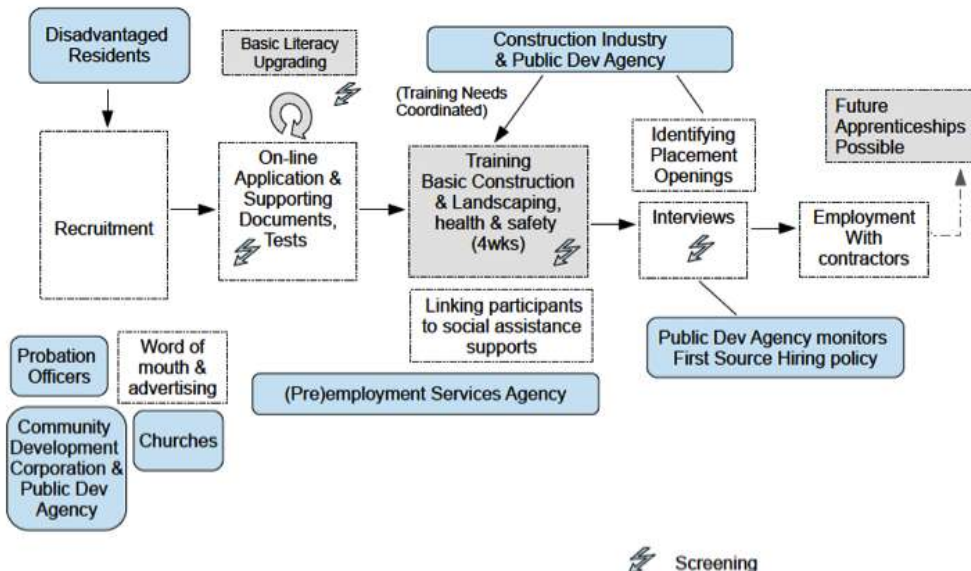
⚡ Screening

Figure 2 Atlanta BeltLine Greenworks Job Training Program

Graduates of the program were given job placements on projects being directly financed by Atlanta BeltLine Inc., such as new bike and pedestrian trails. Twenty-nine participants began the program, with twelve participants placed with the Department of Public Works. Ten participants completed the program while the remaining seven participants were referred for additional training at the nearby airport and other locations.

Construction Workforce Partnership

The second construction stream pathway, called the Construction Workforce Partnership, is a partnership between Atlanta BeltLine Inc., the construction industry and a training partner. A four week training program offers basic construction skills and health and safety training, and links graduates with contractors around the BeltLine and the nearby area (see Figure 3 for a model of the job pathway).



⚡ Screening

Figure 3 Atlanta BeltLine Construction Stream Workforce Partnership

The training partner, called Westside Works, is itself a partnership between the Construction Education Foundation of Georgia, Integrity Community Development Corporation, and New Hope Enterprises.⁵ The goal of the program is to help historically disadvantaged residents “get a job, keep a job, and get a better job over time.”⁶ The program prepares residents for entry-level job placements in the construction sector. These placements are not apprenticeships but could be the first step towards securing an apprenticeship in the future. The city's economic development agency, Invest Atlanta, and the Arthur M. Blank Family Foundation, have each provided \$15 million in funding. In 2015, the Atlanta Workforce Development Agency will also be contributing funding to double the number of graduates from fifteen to thirty.

The Construction Education Foundation of Georgia (CEFG) collaborates with construction companies, trade associations, and education institutions offering vocational programs, to support training programs and to encourage students to pursue careers in construction. The CEFG established a “Downtown Atlanta Construction Workforce Consortium” to coordinate the workforce development needs of contractors involved in a number of major projects in the downtown area (e.g. two professional sports stadiums in addition to the Atlanta BeltLine project). Contractors benefit from Westside Works because they receive high-quality, pre-screened applicants thereby saving time and money on human resources.

Integrity Community Development Corporation (ITCDC) carries out grassroots organizing and recruitment in the historically disadvantaged English Avenue/Vine City neighbourhoods. ITCDC provides “soft-skills” or job readiness training, focussing recruitment on ex-offenders and war veterans. New Hope Enterprises is a city-wide agency that delivers a month-long training program called STRIVE—involving soft-skills training, job readiness, career development, computer skills training, customer service, and civics. The goal is to prepare participants with the attitude and discipline needed for additional vocational training or completion of a GED.

Candidates who are interested in the Westside Works program must first submit an online application⁷ and then undergo a skills assessment and interview. Residents who are job-ready, and from specific zip codes (or specific historically disadvantaged neighbourhoods), can enter the four-week Westside Works program directly. Residents from other zip codes are referred to the City of Atlanta's other employment services programs. Participants must be physically fit, pass a drug test and have a letter of recommendation from a community leader or family member. A criminal background check is undertaken but a criminal record will not disqualify an applicant (although it could restrict them from certain jobs). Screening for Westside Works is not only done during the initial intake, but also at several “checkpoints” throughout the training. Participants who are not fully engaged in the program or who are late for a checkpoint meeting are sent to the back of the waiting list to re-enter the program at a later time.

The four-week training takes place in a former schoolhouse that has been refitted with tools and equipment. Participants acquire both in-class and hands-on skills, including seven construction certifications. Those who cannot meet the basic math and reading skills requirement are asked to first enrol in a basic education upgrading program. Residents facing serious barriers to employment (e.g. life skills challenges; re-entry after a long absence from the labour market; attitude or motivational problems; etc.) are directed to either ITCDC or New Hope Enterprises for pre-employment training programs. All these training programs are unpaid, but participants are given an “earned benefits” assessment to determine whether they qualify for additional government financial assistance programs. Clothing is also provided to participants for the purposes of interviews.

5 Westside Works, “Partners,” *Westside Works*, 2014, <http://www.westsideworks.org/partners/>.

6 Frank Fernandez (VP Community Development for the Arthur M. Blank Family Foundation) in Rose Scott, 2015 February 20th, “Plight To Progress? Redeveloping West Atlanta Neighborhoods,” *90.1 WABE*, available on-line at: <http://wabe.org/post/plight-progress-redeveloping-west-atlanta-neighborhoods>

7 Westside Works Registration Form, available on-line at: <https://www.tfaforms.com/337294>.

The Construction Workforce Partnership focuses on non-apprenticeship labourers. Because Georgia is a “Right to Work” state, unions are considerably weaker and a lot of workers do not enter the construction sector through an apprenticeship stream (e.g. concrete and drywall labourers). As a result, the qualification bar is lower for entrants into the construction sector, requiring as little as grade 6 literacy. Although unions are not directly involved in the Construction Workforce Partnership, graduates of job programs can go on to apply to union apprenticeship programs, where these exist.

A key challenge of any workforce development program is to coordinate training programs with the anticipated training needs of contractors. Construction in Atlanta is booming right now with two stadiums being built in addition to other projects like the BeltLine. The high demand for all types of workers means that the main workforce development problem is a lack of training capacity to meet labour supply needs. Westside Works sometimes coordinates with contractors to time their training to the needs of contractors, e.g. adding a class or two on concrete if there is going to be a big need for that.

Resident Engagement

Recruitment for the healthcare job pathway is done through social agencies and through regular community outreach sessions organized by the Atlanta BeltLine Inc. Because it is a small program, and provides graduates with guaranteed interviews with an employer, recruitment is not a problem (they are already over-subscribed).

Recruitment for Westside Works is primarily done through word of mouth. ITCDC has ties to churches and has also developed relationships with probation officers. The Atlanta BeltLine Inc. carries out more formal advertising in the form of newspaper and TV ads, as well as community outreach meetings. CEFG sends out construction job placements to high schools and technical colleges, maintains a database of interested students, and conducts some preliminary screening of candidates. Contractors are brought into the Westside Works building to talk directly with participants during “lunch and learns.” One-on-one sessions between contractors and participants, in addition to job fairs, help participants find job placements.

More broadly, the Atlanta BeltLine has developed a “Community Engagement Framework” that aims to increase participation of Atlanta residents into many aspects of the project, including its financing, planning, design and implementation. The Framework includes:

- Tax Allocation District Advisory Committee
- BeltLine Affordable Housing Advisory Board
- Community Representative on ABI Board of Directors
- ABI Community Engagement Advocate Office
- Atlanta BeltLine Quarterly Briefings
- Atlanta BeltLine Study Groups

Five study groups have been setup across the BeltLine implementation area, and address topics from park design to transit planning. These various community engagement bodies help spread the word in the community regarding workforce development training opportunities. Community member participation in these governance bodies also helps build support for community benefit programs.

Lessons Learned and Recommendations for Toronto's Eglinton Crosstown Project

Several lessons from the Atlanta BeltLine project can be applied to the Toronto context:

- *Quick wins*, like the Greenworks Job Training Program, are important for building the profile of the program and buy-in from stakeholders, and for early learning around implementation logistics
- *Integrate contractors* into early stages of training and screening so that candidates are better aware of the skills they require or need to strengthen in order to get hired.
- *Conduct more initial screening* before contractors/employers and building and construction trade associations get involved, but also involve the employer earlier in the process to better target skill development.
- *Use a written or on-line application and/or competency test* to limit the number of participants. One downside to an initial on-line application system is that it would not be as effective as a human counsellor in encouraging applicants who fail to meet the minimums to enrol in skill upgrading programs. To mitigate against this, have a counsellor follow-up with all on-line applicants to direct them to an appropriate training pathway (e.g. Employment Ontario; colleges, Toronto District School Board essential skills adult-upgrading, etc.).
- *Provide those who do not meet basic qualifications for training programs with a clear pathway* for upgrading their skills so that they can become eligible.
- *Link affordable housing provision to workforce development.* Affordable housing within the project area ensures that low-income residents can more easily access training, jobs and improved services arising from redevelopment projects.
- *Build partnerships* with the Council of Ontario Construction Associations as well as BuildForce Canada, to increase employer buy-in to targeted training programs. Employers stand to gain from community benefit programs because they generally offload human resource costs (i.e. recruitment, screening, and training).
- *“Job-driven training,”* which specifically targets training programs to the needs of one employer, can improve the chances of finding employment for equity-seeking participants. This is a good model for strengthening the Professional, Administration, and Technical (PAT) job pathway that Metrolinx and ProjectCo may want to examine.

Port of Oakland Maritime and Aviation Project Labour Agreement

Project Overview

The Port of Oakland, a public agency, carried out a \$1.5 billion expansion including new shipping yards, berths, cargo storage and ship-to-rail transfer facilities, as well as expanding its aviation facilities. A Project Labour Agreement (PLA) was signed between the Building and Construction Trades Council of Alameda County and the project contractor - Davillier-Sloan, Inc/Parsons Constructors, Inc. The PLA was adopted by the Board of Port Commissioners in February 2000 and, after being renewed, remains in effect for current projects underway. The PLA covers usual provisions around union rights, wages and benefits, safety, hours of work, and so forth, but also contains a local hiring provision and a novel Social Justice Program aimed at increasing the hiring of historically disadvantaged residents living in neighbourhoods around the Port. Contractors pay fifteen cents for every hour worked into a Social Justice Fund that is then distributed to community-based organizations to help disadvantaged residents overcome barriers to employment in the trades. The goal of the PLA is for 50% of all hours worked (on a craft-by-craft basis) to be performed by residents of the “Local Impact Area”, including Alameda, Emeryville, Oakland and San Leandro. A goal of up to 20% of total craft hours are to be performed by apprentices, with a goal that 100% of these

apprentices come from within the Local Impact Area. However, contractors' "good faith efforts" have not been sufficient to realize these goals. The Port also has programmes to support small local and historically disadvantaged businesses that allow small contracts of less than \$300,000 to be excluded from the PLA (up to a total of fifteen million dollars for all small contractors over the duration of the PLA). Aside from their role in workforce development, community-based organizations are given a formal role in the governance of the Social Justice Program (Figure 4).

Port of Oakland PLA Governance Structure

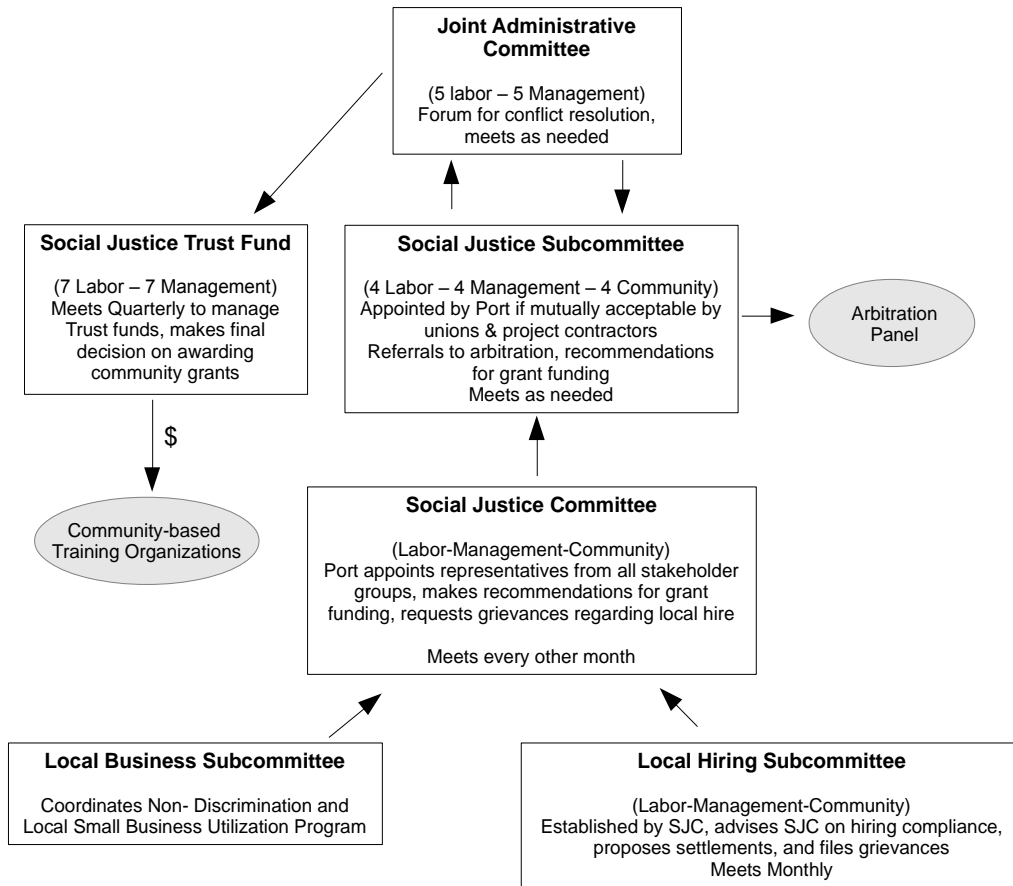


Figure 4 Port of Oakland PLA Governance Structure (Adapted from: MAPLA Administrators, Port of Oakland Maritime and Aviation Project Labour Agreement Progress Report Summary July 1, 2008 to June 30, 2008; Johnston-Dodds, 2001, Constructing California: A Review of Project Labour Agreements)

Workforce Development Model

The workforce development model for training and bringing building and construction workers into the Port of Oakland's expansion projects is depicted in Figure 5. Training of apprentices follows a one, two or three step process depending on the skill level and job readiness of the applicant.

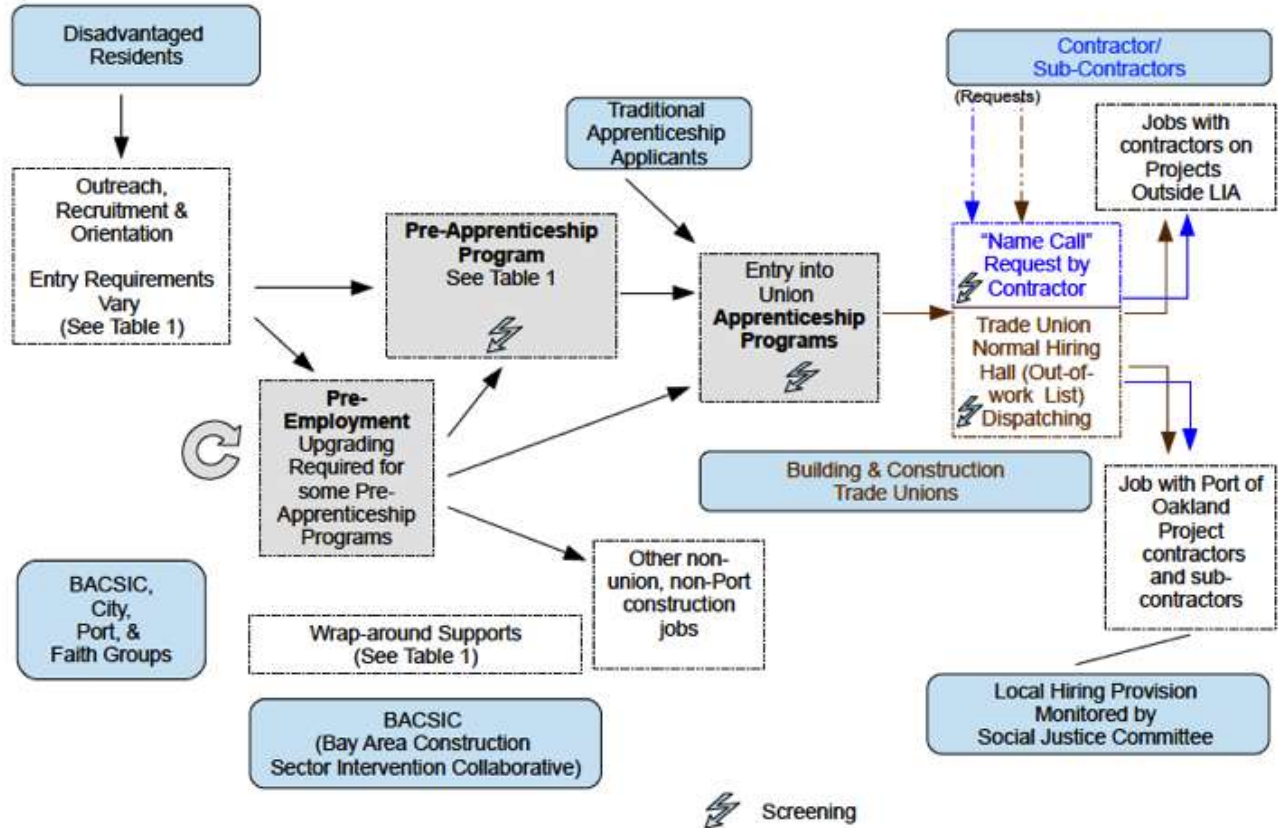


Figure 5 Port of Oakland Social Justice Program

Apprenticeship Program

Most apprentices gain entry into a building trades association directly through a one-step application and in-take process that requires an aptitude test, an interview and proof of minimum qualifications (such as a GED, math, English proficiency, drug-free, a driving licence and reliable transportation). Successful apprenticeship applicants then have their names added to the hiring hall list.

Pre-Apprenticeship Program

Applicants who cannot meet the basic requirements to enter an apprenticeship program directly, or whose attitude or life skills present a barrier to employment, must first upgrade their credentials and skills. In some cases this only requires one further step, by enrolling in a pre-apprenticeship program for those who already have basic educational requirements, a driver's licence and who are drug-free. (e.g. the 13-week pre-apprenticeship program offered by the Cypress Mandela Training Centre).

Pre-Employment Program

Residents facing more severe barriers to employment, who ultimately want a career in the building and construction trades, may first have to enrol in a pre-employment program. These programs are open to anyone. An intake counsellor conducts an initial needs assessment for each participant. Training involves life skills training and basic academic upgrading (remedial education) oriented to the construction sector. Residents are connected to on-site or off-site support services that address the far reaching barriers to employment facing these participants: financial need; childcare responsibilities; lack of transportation; drug and alcohol abuse; domestic violence; long absences from the workforce; mental health needs

Both pre-apprenticeship and pre-employment programs also provide “soft skills development training” in areas such as dependability, attendance, communication, problem-solving, self-confidence, workplace attitude, and a general understanding of workplace culture in construction.

BACSIC

Training and social service agencies in the Oakland area preparing historically disadvantaged residents for construction careers joined together to form a multi-agency collaborative under a memorandum of understanding (MOU), called the Bay Area Construction Sector Intervention Collaborative (BACSIC). A further MOU was signed between BACSIC and the Oakland Army Base Workforce Development Collaborative that provided a physical location for BACSIC to carry out its workforce development activities. This allowed community-based organizations to coordinate pre-employment and pre-apprenticeship training through a “one-stop shop” making it easier for residents to find an appropriate member organization for their specific needs. BACSIC also streamlined coordination between service providers, building trades associations, contractors and the Port. This increased efficiency of service delivery while helping to reduce the competition amongst organizations for scarce workforce development funding.

BACSIC's approach used a five-step process:⁸

1. Outreach, recruitment and orientation of local residents regarding opportunities in the construction sector.
2. Intake and assessment of local residents' interest and aptitude for success in construction. Counsellors use an initial assessment coupled with testing to identify gaps in both hard and soft skills that are necessary for successful entry and completion of an apprenticeship program.
3. Counselling, case management and coordination of services: Individuals are directed to the appropriate organization and a personal plan and timeline is developed.
4. Local residents are referred to appropriate apprenticeship (or other employment) opportunities. A database is used to track and monitor the progression of applicants.
5. Case managers conduct follow-up and BACSIC coordinates post-placement training to reinforce skills and to address problems interfering with participants' ongoing success.

⁸ Jason Parkin, “Constructing Meaningful Access to Work: Lessons from the Port of Oakland Project Labor Agreement,” *Columbia Human Rights Law Review* 35 (2004): 375–414.

Bay Area Construction Sector Intervention Collaborative (BACSIC) Pre-Apprentice Programs Available in Alameda County								
Program	Applicant Requirements	Eligibility	Length of Program	Times Offered per Year	Trainees/ Cycle	Training Stipend	Support Services Provided	Types of Training Available
Asian Neighborhood Design	None	M/W Age 17-55	8-16 Weeks Full-time	Open Enrollment	18	None	Free bus passes; Childcare vouchers; Job placement; Driver's license support; GED support; Basic Reading/ Writing/Math Skills program	Basic skills enhancement (math, reading, writing); Construction (cement, drywall, concrete, painting, tool operation and safety); Carpentry (framing, door, window install, concrete forms, siding); Cabinet Making
Building Opportunities for Self-Sufficiency (BOSS)	Low income Ala. County Resident At risk-homeless	M/W Over 18	90 Days	3 – Open Enrollment	6-12	\$5.75-\$8 per hr or \$69/wk	Free bus passes; Childcare referral; Substance Abuse Counseling on-site & referral; Domestic violence counseling referral; Money management workshops	Clerical; Intro to carpentry; Janitorial/building maintenance; Landscaping/ground maintenance; Culinary arts
Citizens for West Oakland Revitalization	None	M/W Age 18-55	2 weeks	2 – Open Enrollment	75	None	Free or discounted shuttle; Substance abuse counseling referral; Case management; Life Skills; Job readiness; Job Retention	Orientation and life skills training.
Cypress Mandela/ Trades Training Cntr.	CA Drivers License; HS GED, Soc. Sec. Card; DMV rec.	M/W Over 18	13 weeks	3 - No open entry	50	None	Life Skills; Job Readiness; Resume Help; Placement	Basic construction training; Environmental training
Federation of African	None	M/W Age 18-55	6 months	2 – Open Enrollment	50	None	Free or discounted shuttle; Substance	General construction; Basic home repair; Carpentry; Work place

Bay Area Construction Sector Intervention Collaborative (BACSIC) Pre-Apprentice Programs Available in Alameda County								
Program	Applicant Requirements	Eligibility	Length of Program	Times Offered per Year	Trainees/ Cycle	Training Stipend	Support Services Provided	Types of Training Available
African American Contractors							abuse counseling referral; Case management; Life Skills; Job readiness; Job Retention	literacy; Mentoring
Jobs Consortium	None	Anyone	10-14 weeks	5 - No open entry	10-14	None	Free bus passes; Childcare Referral; Substance abuse Domestic violence on- site counseling/referral; English; Tutoring/mentoring; Resume help; Job search, placement assistance; Provide work equipment	Deconstruction/soft demolition skills; Lead abatement; Basic or general construction; Basic home repair; Carpentry; Construction (Cement, drywall, etc.); Cabinet making
Laney College Workforce Development Program	None	Anyone	9 weeks (may repeat)	5 - No open entry	5	None	Childcare on-site; Substance abuse counseling referral; Domestic violence counseling referral; Housing referral; ESL; Test prep for apprenticeship exams.	Introduction to skilled trades; Math; PE/Body building; English; Job readiness class. This basic 9 week program can be followed by training at Laney in carpentry, welding, cabinetmaking, machinery, etc.
Youth Employment Partnership* *Not a BACSIC member	Oakland residents; Low- Income	M/W Age 14-25	6-10 months (18 month follow-up)	4	25	Approx. \$400 every 2 weeks	Case Management; Job Search and placement assistance; Substance Abuse/Anger Management Counseling.	General construction skills; Heavy machine operation; Lead abatement; Lumber mill operations; Basic employability; Leadership development; GED prep; Intro to computers; Environmental awareness and blight abatement; Driver's license training; After school tutoring; Commercial baking.

Table 1 Pre-apprenticeship and pre-employment programs offered by BACSIC (Johnston-Dodds, 2001)

Table 1 presents the pre-apprenticeship and pre-employment programs offered by BACSIC members and lists the support services they provided to address barriers to employment. The range of support services provided include: substance abuse counselling; domestic violence counselling; tutoring and mentorship; living stipends during training; bus passes or free shuttle busses; personal counselling and case management; assistance with resume writing and finding job placements. Some member organizations of BACSIC focused on supporting and training those who are most marginalized from the workforce (i.e. through pre-employment programs) while other organizations targeted residents requiring only minimal training (i.e. pre-apprenticeship training). BACSIC, and other workforce development agencies, received funding by applying for grants through the Social Justice Fund.

Recruitment & Resident Engagement

The Port of Oakland PLA engages community organizations in an innovative way by giving them a formal role in the monitoring and governance of the Social Justice Program. The governance structure of the PLA is shown in Figure 4. The Social Justice Committee (SJC) is appointed by the Port and is comprised of representatives from all stakeholder groups, including: local, minority and female business organizations; community-based organizations; construction and building trades associations; and contractors. The SJC meets monthly allowing stakeholders to build relationships, exchange information and ideas, and to monitor the practices and progress of the Social Justice Program (i.e. pre-apprentice recruitment, training and referral; apprentice development and utilization; local hiring goals; and the inclusion of small and local disadvantage business). Progress reports are reviewed by the SJC with recommendations and concerns about the compliance of the contractors or the building trades forwarded to the Social Justice Subcommittee of the Joint Administrative Committee. The Social Justice Subcommittee is comprised of representatives of the building trades associations and the contractors, as well as community-based organizations located in the Local Impact Area and selected by the Port (in consultation with the Social Justice Committee, and mutually accepted by the building trades and contractors that signed the PLA). If the Subcommittee is unable to resolve disputes, it can refer matters to binding arbitration. Financial matters relating to the distribution of the Social Justice Fund are to be voted upon by the Subcommittee and ratified by JAC.

Recruitment of historically disadvantaged residents into pre-employment and pre-apprenticeship programs is primarily carried out by training providers and social agencies. The City and Port of Oakland have also facilitated “Apprenticeship Orientation” workshops to help local residents understand how apprenticeships work and to find appropriate programs. Residents inside the Local Impact Area can have their contact information put into a database in order to receive notifications of potential training or job opportunities as well as orientations held by specific building trades associations. Similarly, the City of Oakland's Local Construction Employment Referral Program is an on-line database that allows City departments and private employers to connect with suitable jobseekers in the construction sector.

The Port of Oakland PLA also provided for the construction of one or more Community Resource Centers in the Local Impact Area. The purpose of the Centers are to “serve as a resource for preliminary orientation; assessment of construction aptitude; referral to pre-apprenticeship and apprenticeship programs or hiring halls; needs assessment; counselling and mentoring; support network for women; employment opportunities and other needs as identified for prospective workers.”⁹

9 PLA Signatories, “Port of Oakland Maritime and Aviation Project Labor Agreement” (Port of Oakland, October 2004), 15, http://portofOakland.com/pdf/responsibility/busi_maplaAgreement.pdf.

Outcomes

Table 2 compares the goals and outcomes of the Social Justice Program between November 1999 and June 2014.

	Total Craft Hours	% of Total	PLA Goal
Total Hours Worked	4,175,908		
LIA Residents	1,313,329	30.01%	50%
LIA/LBA Residents	2,578,111	58.92%	50%
Total Apprentices	560,051	12.80%	20%
LIA Apprentices	263,186	6.01%	20%
LIA/LBA Apprentices	414, 741	9.48%	20%

LIA: Local Impact Area includes Alameda, Emeryville, Oakland and San Leandro.

LBA: Local Business Area includes Alameda and Contra Costa counties

Table 2 Cumulative results for the Port of Oakland local hire and apprenticeship programs (1999-2014).¹⁰

Over the fifteen-year period, the Social Justice Program was not able to reach its primary goals. Only 30% of total hours worked were performed by residents in the Local Impact Area, compared to a goal of 50% (although this goal is exceeded once the much larger and less disadvantaged counties of Alameda and Contra Costa are included). Only 6% of the hours were worked by apprentices living in the LIA despite the LIA containing four different cities: Alameda, Emeryville, Oakland and San Leandro. Not even half of the 20% apprentice target was realized even when including the entire Alameda and Contra Costa counties.

These figures only tell us whether workers are from a particular city adjacent to the Port, not whether workers are from equity-seeking and historically disadvantaged groups (which is the ultimate goal of the Social Justice Program). To better appreciate the impact of the Social Justice Program, and to assess whether the stated goals for the program were set at appropriate levels, it would have been necessary to conduct a baseline study to measure participation rates of targeted groups before the implementation of the Program. Nevertheless, comparing with the first year of the program gives us some indication of baseline conditions. Between November 1999 and January 2001, only 8% of total hours were worked by LIA residents, while only 4% of apprenticeship hours were worked by LIA residents. These numbers suggest that local resident participation successfully increased during the implementation period of the PLA's Social Justice Program.

Although the outcomes of training programs are not available for all BACSIC member organizations, the well-established Cypress Mandela Training Centre's pre-apprenticeship program gives some indication. Between 1994-2006, Cypress graduated 1,341 students, with an 80% placement rate.¹¹ Despite participants being pre-screened and having to have a GED, be drug-free, and a driving licence, only about 50% of participants make it through the program. This demonstrates how difficult it can be for historically disadvantaged residents to overcome structural barriers to getting and securing employment in the construction industry.

¹⁰ MAPLA Administrators, *Port of Oakland Maritime and Aviation Project Labor Agreement Progress Report Summary July 1, 2013 to June 30, 2014*, October 2014, http://www.portofoakland.com/pdf/responsibility/MaplaReport_2013-14.pdf.

¹¹ Cypress Mandela, Inc., "Placement and Retention," *Cypress Mandela, Inc.*, 2015, http://www.cypressmandela.org/our_successes/placement_and_retention.

Evaluation of Equity Mechanisms

The Port of Oakland PLA uses a number of mechanisms “to achieve the inclusion of historically disadvantaged businesses and individuals in the contracting and employment opportunities created by the covered work.”¹²

Local hire

The primary mechanism contained in the PLA for creating equitable opportunities is the local hiring provision. The goal of the PLA is to have 50% of all craft hours performed by local residents, and for 20% of craft hours to be performed by apprentices - 100% of whom should be from the Local Impact Area. The local hire provision is only an indirect mechanism for trying to achieve equity goals (compared with affirmative action or employment equity programs that set clear targets and monitoring categories for specific equity-seeking and historically disadvantaged groups). The logic of the local hiring provision is based on the fact that the four cities defining the Local Impact Area are low-income. It is assumed that if more workers are hired from low-income cities (e.g. Oakland), then a greater percentage of the overall workforce will be low income or from low-income backgrounds. In turn, since racialized communities and women disproportionately suffer from low incomes and low-wage jobs, the hope is that by hiring from low-income areas, a greater percentage of workers will be from equity-seeking groups. However this mechanism, on its own, may not work to realize equity since many workers who live in the targeted cities are not from equity-seeking groups, but would still count as “local” for the purposes of the Social Justice Program. Using a geographical mechanism to achieve equity goals would work much better if delineated at the neighbourhood rather than city scale. Simply put, “local” does not mean “equity,” especially if “local” is defined at the scale of entire cities.

Addressing Barriers through Targeted Training and Supports

Pre-apprenticeship and pre-employment programs ensure that historically disadvantaged residents can successfully compete for the limited apprenticeship opportunities. The training, financial support and wraparound services that these programs provide to participants are critical to realizing social justice goals.

Dedicated Funding Stream

The Social Justice Fund is a funded by contractors and gives workforce development agencies long-term financial stability. But the funding mechanism presents some problems. Because contractors pay fifteen cents for every hour worked, funds do not start flowing until the work has started. Often sub-contractors wait until the end of their project before transferring money to the Social Justice Trust Fund. In one case, the Social Justice Committee had to go through arbitration to force a contractor to pay. These delays make it difficult to provide pre-employment and pre-apprenticeship training which should be delivered before the work actually starts. The level of funding has also proved insufficient. Between 2001-2013, seventeen grants worth \$420,000 have been dispersed through the Social Justice Fund. Total collective contributions to the Fund are capped at one million dollars. Finally, contributions by contractors into the Fund are made in lieu of payments into normal industry promotion funds stipulated by collective bargaining agreements.¹³ In this sense, contractors are not being asked to contribute new money to workforce development, even if the Fund helps ensure that community-based organizations are receiving more of this money.

¹² PLA Signatories, “Port of Oakland Maritime and Aviation Project Labor Agreement,” 10.

¹³ Kimberly Johnston-Dodds, *Constructing California: A Review of Project Labor Agreements* (California State Library, October 2001), 48, <https://www.library.ca.gov/crb/01/10/01-010.pdf>.

Labour Market Alignment

One way to help equity-seeking and historically disadvantaged residents become more competitive for scarce apprenticeship positions is by ensuring that targeted residents are given pre-apprenticeship and apprenticeship training in trades that are highest in demand at any given time. This requires training agencies to build relationships with contractors and building trades associations.

Developing Long-term Relationships

Coming together monthly through the Social Justice Committee allowed community-based organizations, building trades associations, contractors and the Port to develop long-term relationships. This built trust in the ability of community-based organizations to deliver strong candidates for building trade apprenticeship programs. Working together with community groups, celebrating achievements and sharing success stories, also gave building trades associations and contractors a stronger sense of social justice.

Outreach & Communication

Historically disadvantaged residents must become aware of training and apprenticeship opportunities in order to benefit from them. Community-based organizations carry out on-going outreach (orientations, job fairs, walk-in services, etc.). The Port includes all apprenticeship intakes in its monthly job listings that are sent to over 200 local community, faith-based organizations, individuals and agencies in Oakland.¹⁴ A database is used to conduct follow-up with interested residents to inform them of new training or job opportunities.

Monitoring

The database also tracks the progression of local residents from orientation through to apprenticeship. Community organizations have a direct role in the monitoring of the Social Justice Program. Besides reviewing progress reports submitted by contractors to the Social Justice Committee, working subcommittees of the SJC periodically conduct site visits. Two community members were initially hired by the project contractor for twenty hours a week to visit worksites and track local resident participation levels, although this was later scaled-back to just one monitor.¹⁵ Close monitoring by the community works towards ensuring that commitments are fulfilled under the PLA's Social Justice Program. Tracking hours worked by each craft can also help inform the future training needs for similar projects.

Enforcement

The PLA only requires that contractors make "good faith efforts" to meet the goals of the Social Justice Program, or else face economic sanctions as determined by an arbitrator. The PLA also acknowledges that contractors are bound by "normal union-hiring hall procedures" negotiated as part of existing trade union collective agreements.¹⁶

Disadvantaged Businesses

The PLA also supports the Port's Non-Discrimination and Local Small Business Utilization Program. Under the program, the Port will devise special contracts and project packages for a bidding pool of small contractors, or a pool of small contractors that are only from the Local Impact Area. Up to fifteen million dollars of construction work (but less than \$300,000 per contract) can be "set aside" for these special contracts aimed at small and local area businesses. Through the Program, the Port will also

14 Ibid., 45.

15 Parkin, "Constructing Meaningful Access to Work: Lessons from the Port of Oakland Project Labor Agreement." Ibid.

16 PLA Signatories, "Port of Oakland Maritime and Aviation Project Labor Agreement," 15.

support small local businesses through “technical assistance programs, bonding programs, prompt payment programs, and advisory or training programs.”¹⁷ The creation of smaller contracts as part of a multi-billion dollar projects is a long-standing demand of contractors who identify as being part of equity-seeking and historically disadvantaged groups. The logic of the program from a social justice perspective is that local area contractors are more likely to hire local workers who are equity-seeking or historically disadvantaged. Unfortunately, the PLA’s monitoring program only tracks the extent to which small local contractors are utilizing the program, not whether these contractors are actually hiring and training equity-seeking and historically disadvantaged residents.

Lessons Learned and Recommendations for Toronto's Eglinton Crosstown Project

- *Conduct a baseline study to benchmark success.* To properly evaluate the success of social justice initiatives, it is important to know the make-up of the workforce and contractors before the start of the project. In the Toronto context, this could be achieved by conducting an anonymous demographic survey of the current construction workforce.
- *Good faith efforts are insufficient.* Over the past fifteen years, the goals of the Social Justice Program were not reached. Although an arbitration process did allow some enforcement of the PLA social justice provisions, stronger legal requirements for meeting targets may have improved outcomes. Of course, enforceable targets are not by themselves sufficient to realize results.
- *Examine employer hiring practices.* To some extent, contractors were constrained in hiring equity-seeking and historically disadvantaged workers because the PLA requires them to follow “normal union-hiring hall procedures”.
- *Fund workforce development upfront.* Funding on a per hour basis creates unnecessary delays, litigation, and shortfalls.
- *Create a resident-participant database.* Residents who attend an orientation, job fair or workshop should receive immediate follow-up with an individual case manager to keep interested and engaged for when training and jobs become available. A database is also necessary to track participants as they go through training and apprenticeships in order to report on retention rates and participation rates by different equity-seeking and historically disadvantaged groups.
- *Create a job pathway with multiple entry points and a range of supports.* Providing a range of training programs (pre-employment, pre-apprenticeship, apprenticeship) and a range of wrap-around supports are necessary for engaging those farthest from the labour market.
- *Start early.* Training needs to be well timed in advance of hiring waves. Monitoring systems also have to be operational for when hiring commences. An automated certified payroll system was not in place when the Port of Oakland PLA went into effect, making it difficult to monitor contractor compliance. Baseline demographic surveys should take place before hiring commences.
- *Community must have a formal governance role.* Including community-based organizations within the governance structures of the labour market agreement will help strengthen the relationships between stakeholders that are critical for coordinating pre-apprenticeship programs with apprenticeship opportunities. Community-based organizations, along with building trades associations, are also best suited for monitoring contractor compliance. Grassroots community organizations may require capacity-building supports to effectively participate in governance structures.

¹⁷ Port of Oakland, “Port of Oakland Non-Discrimination and Small Local Business Utilization Policy,” October 6, 1997, 3, http://www.portofoakland.com/pdf/responsibility/ndslbu_policy.pdf.

- *Prepare for an economic downturn.* Like the Toronto Community Benefits Framework, the Port Oakland PLA was negotiated during a period of high employment in the construction sector. This means that building and construction trade associations were looking to attract more apprentices than usual, creating overlapping interests with community-based organizations that were trying to increase the representation of historically disadvantaged residents into the trades. When the Port of Oakland project slowed down due to an economic downturn, recent recruits who had been hired through the Social Justice Program were often the first being laid off. Apprenticeship intake also declines during economic slowdowns. In response, BACSIC shifted from only focusing on placing residents into jobs at the Port to a “saturation strategy” that tried to simply get as many residents prepared and admitted to the construction and building trades associations to take advantage of the next wave of construction jobs whether they are at the Port or elsewhere in the area.¹⁸
- *Avoid geography-based targeted hiring.* The Port of Oakland PLA's local hiring provisions were at too broad of a scale (i.e. the city-wide scale) to effectively target and monitor the hiring of low-income, equity seeking and historically disadvantaged groups. A more explicit and fine-grained definition of these targeted groups could improve program efficacy. Geographical targeting should occur at the neighbourhood scale, if at all.
- *Build long-term relationships amongst stakeholders.* Building trusting relationships helps stakeholders challenge the assumptions they have about one another, helping to create necessary shifts in hiring and workplace cultures, and to better address logistical problems.

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18 Parkin, “Constructing Meaningful Access to Work: Lessons from the Port of Oakland Project Labor Agreement.”

CHAPTER 2 – Development and Testing of Resident Engagement Strategies

By Steve Shallhorn, Prince Sibanda and Rick Ciccarelli, Toronto Community Benefits Network

INTRODUCTION

The Toronto Community Benefits Network (TCBN) was founded by community groups and labour organizations to build an apprentice jobs pathway for the Eglinton Crosstown Light Rail Transit line, using a Community Benefits Agreement (CBA) model. The TCBN Foundation Document identified “historically disadvantaged communities and equity seeking groups”, as those who should benefit from the Eglinton Crosstown CBA. Funded by private foundations, the TCBN held its inaugural General Meeting in January 2013, one month after its first meeting with senior staff of Metrolinx.

In September 2013, the Metrolinx Board of Directors agreed to work with the TCBN to develop the first CBA for the Eglinton Crosstown and affirmed that it would have a Community Benefits Agreement for all its major projects. In April 2014, Metrolinx signed the Metrolinx Community Benefits Framework with TCBN (Appendix 1). The Ministry of Colleges, Training and Universities (MTCU) was named as a third partner in the Framework, which allowed MTCU to fund the development of the apprentice pathway through an Ontario Labour Market Partnership (OLMP) in collaboration with United Way Toronto and York Region (UWTYR). In May 2014, the TCBN presented its expectations to the two construction consortia that were vying to win the Eglinton Crosstown contract, who thus become the fourth partner (ProjectCo) of the Framework.

In October 2014, TCBN received funding through the OLMP that allowed for a broader approach to the resident engagement process and contributed to the overall development of a construction workforce pathway, working in collaboration with the Social Research and Demonstration Corporation (SRDC). Specifically, TCBN was contracted to a) develop and experiment different strategies for outreaching to historically disadvantaged communities in Toronto; b) try various engagement methods with these residents and c) test communications material and presentation styles for delivering appropriate and effective material to them with regards to the upcoming ECL job opportunities.

1. RESIDENT ENGAGEMENT: WHAT WE DID AND HOW WE DID IT

TCBN’s community development approach has been to:

- Build a base of understanding and joint action with leaders in grassroots communities as a foundation for achieving community benefits on large scale development projects in Toronto;
- Involve people who are most affected by issues of income disparity and racial/cultural exclusion in transforming the way the economy works;
- Develop systemic partnerships to bridge historic divides between community, labour, workforce development groups, government and industry; and
- Promote the values of a career in the construction sector and demonstrate a supply delivery system that can effectively meet the labour demands of the Crosstown Project.

Resident Engagement Sessions

At TCBN’s 2014 General Meeting, it was established that resident engagement sessions would be the most appropriate approach to test in terms of outreaching to and engaging with historically disadvantaged communities. This process involved engaging community leaders from historically disadvantaged communities and equity seeking groups to help recruit individual residents from within their respective communities.

In an effort to demonstrate equanimity, it was agreed that there should be equal number of resident engagement meetings throughout the trajectory of the Eglinton Crosstown line (west-end, east-end and the central portion).

Women for Change and For Youth Initiative, two organizations in the west-end that had been a part of the TCBN since its inception, were asked to host the first two meetings, which took place in Fall 2014. Their familiarity with CBAs and their contribution in developing the model in Toronto were considered to be important factors when planning the inaugural resident engagement sessions.

In an effort to strengthen the network and scout out other potential host organizations, TCBN held meetings with various other community organizations representing historically disadvantaged communities and equity seeking groups. These meetings allowed TCBN to determine the reach and capacity of the organizations to either host or co-host resident engagement meetings. From October 2014 to July 2015, nine resident engagement meetings were held across the City of Toronto using an action-learning process to pilot a mix of strategies and tactics for engaging unemployed and underemployed residents.

The hosts of the resident engagement meetings can be categorized into four broad groups:

1. Ethno Specific: Filipino (PATAC), Somali (Women for Change), Bengali (SAWRO)
2. Faith Based: Islamic Society of Toronto, Thorncliffe Mosque
3. Geo-centric: Mid-Scarborough (Victoria Park hub)
4. Sector Targets: Women (YWCA) and Youth (For Youth Initiative)

Note: a resident engagement session for aboriginal and First Nation peoples that had been planned under Sector Targets could not be scheduled within the timeline of this phase; plans are underway to hold such a meeting in the future.

The resident engagement meetings were held in five Neighbourhood Improvement Areas (NIAs): two in the Mount Dennis, Rockcliffe, Weston, Keele, and Greenhills cluster of NIAs in the west end and one meeting each located in Thorncliffe, Victoria Park, Oakridge, and East Scarborough NIAs.

In choosing the communities that each session would target, stronger weighting was given to those communities along the Eglinton Crosstown line whose demographic profiles included factors such as: lower than the city median income, high immigrant population, higher incidence of youth involved with law, and lower than average employment rates.

During planning discussions, Unite Here-Local 75 and the Hospitality Workers Training Centre approached TCBN to see if they could refer their members to the planned resident engagement sessions. The hospitality workers pioneered the Community Benefits Agreement model in the US and brought the concept to Toronto in 2008 around the Woodbine Live project. Given that their membership is reflective of the TCBN's target population of historically disadvantaged communities and equity seeking groups, a decision was reached to involve them in the east and west-end sessions. This was preferable to hosting a separate citywide meeting for one constituency.

2. VARIOUS ENGAGEMENT STRATEGIES TESTED

The strategies used to engage residents and to attract them to the sessions were primarily derived from the bottom-up. The TCBN met with each of the community partners to discuss approaches and strategies that would be the most effective in attracting their community members to the sessions.

Table 1 below provides a summary of the strategies used in each of the nine resident engagement meetings.

Table 1 Summary of Resident Engagement Sessions

Approach	Community Host	Location & Date	Target population	Resident Engagement Strategy	# of Attendees	Key Observations
Sector Specific - Youth	For Youth Initiative (FYI)	Oct 16, 2014 (Step 1) Weekday evening event	Afrocentric teens and young adults living in low-income neighbourhoods in the northwest end of Toronto	<ul style="list-style-type: none"> Youth animators/volunteers Flyers at host agency space Email blast OLMP resources augmented staff support for outreach FYI a service provider with community roots so most of the outreach was to their client base and existing programs not directly from community 	35	<ul style="list-style-type: none"> Trades Reps paired with EO Counsellors for the one on one screening was a really effective exercise in providing guidance and answering specific participants queries Encouraging support from EO agencies and TESS Outreach partnership with Unite Here Local 75 worked well Trades Presentation: Panel Format Some youth participants expected professional and administration jobs Logistics: slightly delayed by late arrival of food. Ensure back-up supplies for food in future
Ethno-specific, Somali	Women For Change (WFC)	Nov 18, 2014 (Step 2) Weekday evening event	Somali community, mainly youth in the west end of the City.	<ul style="list-style-type: none"> OLMP resources funded Community Outreach Worker Community animators/volunteers TCHC building canvassing campaign Word of Mouth: close connectivity within the community Session generated a number of calls post-resident engagement from residents who had not been to the session. Proves grassroots outreach model is sustainable and an effective way of reaching the community 	119	<ul style="list-style-type: none"> Staff and host agency overwhelmed by numbers. Need to put a cap on future meetings, though large numbers indicative of the needs in the community Need for clarity on Next Steps Need to position resident engagement sessions as an orientation to the trades, not as a hiring event Trades presentation: Panel Format. Highly interactive About 15% of residents were Torontonians who had moved to Alberta but had been laid off due to the economic downturn. Session provided a glimpse into how the economic fallout had impacted a particular community

Approach	Community Host	Location & Date	Target population	Resident Engagement Strategy	# of Attendees	Key Observations
Geo-centric – Victoria Park Village	Victoria Park Hub	April 28, 2015 Weekday evening event	Women and youth including a range of communities with Arabic and African descent in the east end	<ul style="list-style-type: none"> • OLMP resources funded youth animators and community outreach worker from Out of the Box • Flyers • Most residents came from agencies located at the Hub • Multiple referral sources from co-hosts (Working Women Community Centre, Out of the Box, African Canadian Legal Clinic). Session had most number of co-hosts organisations. 	30	<ul style="list-style-type: none"> • Diverse range of residents reflective of community • Video presentation on trades did not work. Ensure back-up copies on USB in future • Trades representative not well prepped, affecting flow of meeting and energy. Have at least 2 presenters in the future. Points to the need for resourced trades ambassadors • Need to have information/resources at counsellors table for people to take away
Ethno-specific - Filipino	Philippine Advancement through Arts and Culture (PATAC)	May 30, 2015 Saturday morning event	Filipino community in Scarborough and the GTA	<ul style="list-style-type: none"> • OLMP resources funded 2 outreach workers • Only session to use community radio as a means of outreach • Flyers • Volunteers/Animators • Word of Mouth and networking within the Filipino community in Scarborough • Session attracted large number of middle aged, Internationally Educated Professionals compared to youth 	41	<ul style="list-style-type: none"> • Coordinated volunteer base • Space and numbers manageable. Host had to turn away people, a learning from the Women for Change session • Trades Representative a no-show, Steve filled in. Need to develop service relationship with the trades • A number of experienced trades people but with no certification from the Gulf and Philippines • Acoustics an issue. Better sound could have improved quality of presentations.
Faith based – Islamic Society of Toronto	Thorncliffe Mosque	June 13, 2015 Saturday morning event	Residents from the Muslim community, primarily with South Asian, Middle Eastern & African backgrounds.	<ul style="list-style-type: none"> • OLMP funding provided resources for paid volunteers and community outreach worker • Announcements at Mosque events • Email blast to Inter-Faith Network • Community/faith leaders outreach to buildings in the neighbourhood • Outreach to EO Agency (TNO) • Word of Mouth 	16	<ul style="list-style-type: none"> • In-kind space contribution from Mosque • Higher ratio of residents more suited for professional, administrative and technical (PAT) opportunities • Trades presentations a tad too long but visuals/graphics helped keep the residents engaged • Low turnout compared to numbers registered

Approach	Community Host	Location & Date	Target population	Resident Engagement Strategy	# of Attendees	Key Observations
Ethno-specific, Bengali	South Asian Women's Rights Organization (SAWRO)	June 25, 2015 Weekday evening event	Pre-dominantly Bangladeshi women and youth in the east end More women attended this session than previous sessions	<ul style="list-style-type: none"> • OLMP funding provided resources for a community outreach/development worker • Outreach to women resident groups • Neighbourhood canvassing • Youth animators/volunteers • The fact that recent high school graduates were in attendance, indicative of the RE session's success in engaging young people to explore trades. During the planning process one of the approaches considered by SAWRO was to target the parents first due to the general perception of trades in the community, and to dispel myths so they could in turn encourage their children. However the fact that high school graduates were present points to a cultural shift that can happen at the grassroots level, owing to the trust factor involved 	48	<ul style="list-style-type: none"> • 2 trades presenters with different but complementary styles. Emphasis on trades as viable career option • Trades ambassadors hung around to speak to residents one-on-one. Very helpful to connect participants with individual queries or Internationally Educated with transferable experience and skills • Excellent participation from EO staff helped handle larger than expected crowd – need for a service relationship with EO • A lot of recent high school graduates and Internationally Educated Professionals looking for PAT opportunities • More parents at the session, deliberately targeted to help change perceptions on trades • General feedback: community fatigue with workforce related events that do not lead to jobs
Sector Specific - Women	YWCA	July 30, 2015 Weekday morning event	Women of all backgrounds and communities.	<ul style="list-style-type: none"> • Email blast • Outreach to pre-apprenticeship programs focused on women in trades 	In progress	Experimenting with an approach that leverages a workforce development agency with successful record of running trades related pre-apprenticeship program and capacity to follow up with clients.

While the individual strategies may vary from one community group to another, the overall approach stayed the same: allow each host organization to use its own existing and proven communication strategies to reach their constituency. For example, Women for Change does not have a web-site, instead they rely on networking and community animation, word of mouth and cell phones to reach their members, primarily Somali mothers in the Weston Mount Dennis neighbourhoods. Through their membership, they were also able to identify a number of Torontonians from the community who had just returned from Alberta after being laid off due to the slowdown in the Alberta economy. They also reached out to a network of mosques in the Weston Mount Dennis neighbourhood to whom they are connected with. Therefore, their primary strategy was reaching out one-to-one using their network of community connections. The Filipino community (PATAC and the Filipino Workers Network), on the other hand, used a mix of community animation, posters and ethnic radio. For Youth Initiative used flyers at focal points where residents tend to congregate. For others, like SAWRO and the Mosque, it was through community and faith leaders. The key was to creatively tap into the community and the everyday life of its residents, while at the same time sensitively managing cultural nuances and the social risk associated with creating expectations about jobs whose scale of demand was yet largely unknown. In each scenario, this work was best spearheaded by leaders and people of trust from within the community.

Initially, TCBN had proposed translating some materials of the resident engagement meetings into different languages, anticipating language barriers. However after consultation with community host organisations, it turned out that language was not going to be as big a barrier as initially anticipated. So instead, the TCBN then focussed on working with community hosts in developing outreach materials and flyers that would appeal to their specific community.

3. DESCRIPTION OF THE RESIDENT ENGAGEMENT MEETINGS

Managing capacity

The turnout was extremely positive at all the resident meetings with the rooms reaching full capacity. In fact, TCBN had learnt from the earlier sessions that it was important to cap the numbers in order to manage the crowds. The session at Women for Change had targeted about 50 attendees and the staff was overwhelmed when a record of 90+ youth showed up at the session. As such, going forward, TCBN instructed host organizations to cap the numbers for individuals registering for the resident engagement sessions and to not broadcast their outreach, but rather rely on targeted communication tools. This was done in effort to help manage the large numbers. The use of a community radio by the Filipino community host was a planned exception. As an indication of the great demand for such type of events, the organizers of the Filipino engagement session spent hours on the phone in the days leading up to the meeting, and were still receiving calls 2 months after.

Pre-screening

Pre-screening was under-taken by the host organizations prior to each session to ensure that participants were interested in a career in the trades and had the necessary language skills.

Structure of the resident engagement sessions

In general, the sessions followed a similar format:

- Host organization made the opening and closing remarks;
- Metrolinx gave a presentation that outlined the projected timelines/milestones of the project and when the residents could expect to know more about the nature and number of jobs;
- TESS presented on the suite of services they offer and how residents could access them;
- As another key workforce development partner, the Toronto Workforce Innovation Group (TWIG) presented resources such as the “Routes to Trades” website and were available to

answer labour market related questions. “Routes to Trades” is a web-based tool that TWIG has developed to help guide individuals through the complexity of entry requirements for various trades and accompanying labour market projections.

- Professional trades journeypersons and/or trade ambassadors from the trades training centres presented on the entry requirements into the building trades and job expectations. This was a major highlight of the sessions, as their first-hand account and detailed explanation of what is expected on the worksite as well as the perks associated with crafting a rich career in the trades was enthusiastically received by the participants. Involving trades ambassadors worked extremely well and served multiple purposes: a) helped to break down complex pathways to each of the key trades that will be a part of the Crosstown, b) provided residents an opportunity to interact first-hand with the trades ambassadors to get a real feel of the work, and c) served to transfer knowledge of key components of the apprenticeship system directly to the employment counsellors who were on hand at all the resident sessions. Feedback received from the residents after the sessions clearly demonstrated the vital role the Trade Ambassadors played in making the sessions “real” and their contribution in demystifying the trades for the participants, making the prospects of a job in the trades seemingly more achievable. For example, showcasing women “on the tools” at a number of the sessions helped to highlight the fact that a career in the trades could be an equally viable option for women as well.
- Videos and/or a PowerPoint presentations on the different trades
- After the presentations, Employment Ontario (EO) Counsellors sat down with the residents to carry out one-on-one screening to assess the educational backgrounds, barriers, skills and experience, career goals and suitability of the participants. Referrals were also provided during that time, as needed. Residents who were not registered with any EO agencies were encouraged to do so. Participants were referred to EO agencies closest to them, with location and contact details. In these instances, full assessments would be carried out when residents visited the EO agencies following the resident engagement meetings. The role of the EO Counsellors thus was central in the resident engagement meetings and they will continue to play an important role.
- At the conclusion of each of the resident engagement meetings, the various parties (workforce development, community hosts, Metrolinx, TCBN and the trades) met to debrief on the session and review lessons learned. Detailed notes were captured, the learnings of which were then incorporated as best practices in the planning for the future sessions. As a result of this, the quality of the resident engagement sessions showed significant and progressive improvement over the course of the project.

Monitoring and evaluation of the resident engagement sessions

A variety of tools were developed and utilized to collect information and insight on the sessions.

- Resident Survey: This was used to collect key demographic characteristics and labour market information of residents attending the sessions. The purpose of the Resident Survey was to help us better understand the composition of attendees and the level of inclusivity in serving people of all backgrounds. A sample of the survey is attached in Appendix 2;
- Screening Interview Form: Residents filled the form out as part of the registration process. This assisted the Counsellors to glean some highlights of the participants in terms of their career aspirations and skill sets and also to assess their employment situation and needs and apparent suitability for the trades. A sample of the survey is attached in Appendix 3;
- Feedback Form: The feedback form was a critical component of the iterative process of learning and adaptation. Resident feedback has been used along the way to make

adjustments to the engagement process and to better understand and plan for the residents' needs. A sample of the survey is attached in Appendix 4;

- Excel database: In order to capture the information from the various resident engagement sessions, a database was created in the form of a basic excel spreadsheet. While not sophisticated and lacking real-time information on residents, the spreadsheet has proved to be a useful tool that has facilitated needs assessment, planning, outreach and referrals. It has been an effective tool in communication, data compilation and tracking. The database records, among other things, the educational backgrounds and work experience of the residents as well as their preferences for different trades. The contact information on the database has allowed TCBN to reach out to the residents and to share pre-apprentice and other relevant training and employment opportunities as they became available, while participants wait for Metrolinx jobs. TCBN has also been able to connect residents needing immediate assistance to appropriate resources such as Employment Ontario agencies.

As a result of the database, TCBN has been able to determine key statistics that have both assisted in planning future the resident engagement meetings and generated conclusive evidence such as the gender distribution of the residents, number of Internationally Educated Professionals seeking alternative employment, language needs, levels of education, residents' ability to access other services in the community etc. These findings have also highlighted the compelling need and desire of young people from historically disadvantaged communities to get an opportunity to utilize their skills to make a decent living to improve their plight and that of their families. For many of them, working with their hands is something they are both passionate about and are skilful at, and the building trades profession is an excellent medium for them to exercise both their passion and their skills. However, the opportunity is needed for them to demonstrate this.

Unfortunately, a major limiting factor in using the database is that it is not compatible with the EOS CAMS system. As well, it is currently not in use as of end of July 2015, as the funding has ended with the conclusion of the OLMP and therefore managing it with limited resources is a real challenge.

4. KNOWLEDGE TRANSFER MEETINGS

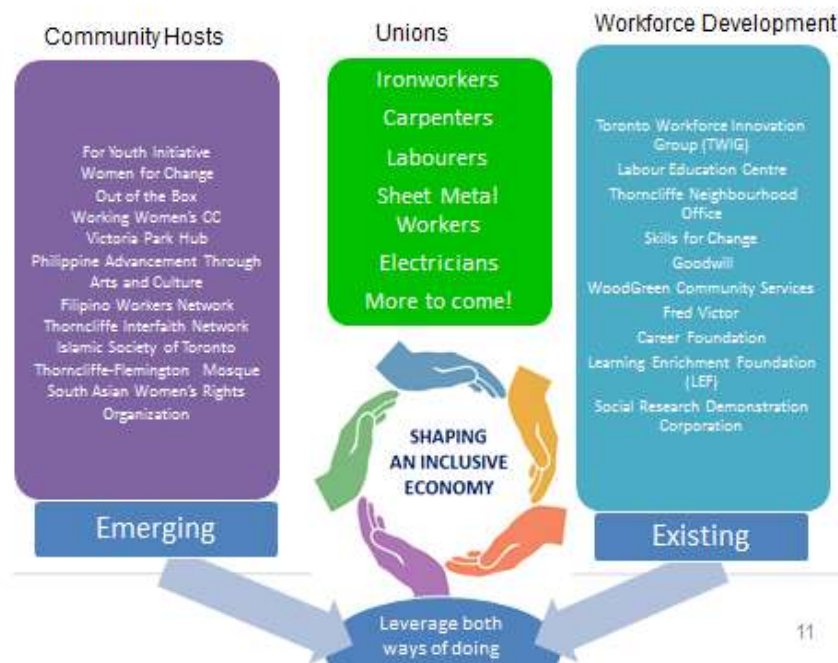
A key factor in the success of the resident engagement meetings was the collaboration between community hosts, the workforce development sector and the building trades training centres.

TCBN held two separate meetings in which they invited EO agencies to learn about CBAs, in general, and the ECL CBF, specifically, and their prospective role in the workforce development initiative for the Crosstown Line. The first meeting was held in Toronto's west-end at the Learning Enrichment Foundation in September 2014 and the second was in the east-end at the Victoria Hub in February 2015. These meetings also proved useful as they allowed TCBN to build stronger relationships with the EO agencies. Developing these partnerships resulted in Employment Counsellors attending and assisting at the resident engagement meetings.

In April 2015, SRDC and MTCU held another round of meetings with EO agencies. This time, a wider net was cast to ensure that all EO service providers situated along the Eglinton Crosstown line were invited. The meetings were again held in two sessions; one in the west and the other in the east. These meetings outlined the work carried out under the OLMP thus far by both TCBN and SRDC. At the meetings, emphasis was placed on receiving comments and feedbacks from participants regarding the development of a more streamlined apprenticeship pathway. One of the main objectives of the meeting was to highlight the need for a collaborative role of all the key stakeholders and their involvement throughout this process.

As a follow-up to these meetings, TCBN organized a Trades Knowledge Exchange with EO agencies on April 22, 2015. The objective was to provide EO Counsellors with sufficient and ongoing knowledge and resources about the trades. This would allow them to a) work effectively with clients that are interested in the building trades and b) fulfil their functions in a construction-focussed workforce development pathway. It is important that EO Counsellors have a proper understanding of the various trades and their nuances in order to appropriately guide the residents in navigating the complex system. This knowledge exchange will help to build capacity amongst the workforce development agencies.

Figure 1 Building Partnerships for Collective Impact (trades and employment service providers that have participated in the resident engagement sessions)



5. FINDINGS AND LESSONS LEARNED FROM THE RESIDENT ENGAGEMENT MEETINGS

The community-based recruitment process used in the resident engagement meetings demonstrated a success in reaching those furthest from the labour market and offered a glimpse on the effects of unemployment on specific Toronto communities who do not access mainstream workforce development agencies.. Data collected at the meetings showed that 78% of the participants were not registered with Employment Ontario agencies. In the meeting hosted by Women for Change, only 1 participant of over 90 indicated he was registered. Many participants registered with EO agencies during the screening portion of the resident engagement meetings with the EO Counsellors on-site, and more followed later by visiting agencies to register after attending the meetings.

Here we present a bird's eye view of the findings and lessons learned.

1. Ethno-specific: Filipino (PATAC), Somali (Women for Change), Bengali (SAWRO)

This strategy was premised on several assumptions, including one that ethno-specific groups tend to settle in certain regions of the city; hence to reach a critical mass of that particular community, one needs to “go where they live”. It also tested the theory that immigrants do not immediately assimilate into the mainstream economy of a city but tend to gravitate to an enclave economy (a sub-economy of immigrants who share common culture, businesses, spaces and networks).

A working thesis has been that if small success can be achieved in ethnic enclaves, then the camaraderie or social solidarity will likely result in more people being attracted to the building and construction trades professions. Based on the experiences of earlier Italian and Portuguese immigration waves to Toronto in the 1950-70s, it is reasonable to expect that after a few years of experience in the construction industry, some members of the enclave community will form contracting companies that will tend to hire from within their own community.

This approach tends to generate a high response rate when word spreads in the community. Both Women for Change and PATAK had to turn residents away in the pre-registration phases after the registrations had exceeded the cap limit. Word travels fast within ethno-specific communities and it inevitably also draws a portion of the ethnic community that may not meet the targeted criteria but may be curious and eager about employment opportunities in general. It also attracts “stand-ins” for friends or relatives who may not be able or unwilling to attend the session(s).

As an anecdote, Women for Change reached out to a family member of a Somali young man who had moved from Toronto to Alberta for work, but then subsequently lost his job. Upon hearing about this potential new opportunity, the young man moved back to Toronto. He also persuaded a few of his Torontonians friends, who had also been laid off in Alberta, to attend the resident engagement sessions. As a result, the Women for Change session had a number of youth who had been separated from their families move back to Toronto for these opportunities. The young man in question has since been placed with the Carpenters.

The flip side to this approach is that if messaging on the timing and magnitude of jobs is not communicated well prior to a resident engagement meeting, expectations may rise well beyond what is feasible, and therefore may result in disappointment for some. There is also concern that community members may feel restricted by limiting the number of participants at each session, which may result in a backlash.



May 30, 2015. Philippine Advancement through Arts and Culture (PATAK) Resident Engagement Meeting, Scarborough

2. Faith Based: Islamic Society of Toronto, Thorncliffe Mosque

For the session held at Thorncliffe Mosque, accommodation was made by the mosque for people of all religions. Nonetheless, the turnout was predominantly those who lived in the neighbourhood or were members of the mosque. The attendance for this session was reflective of the membership and residents of Thorncliffe Park, i.e. long-term residents, many of whom are internationally educated professionals. The mosque donated in-kind space, audio-visual equipment and staff time to help with

registration and other logistics. The location was right in the heart of Thorncliffe, making it very accessible to community residents.

The outreach approach used for this session was effective in reaching out to participants that fit the general candidate profile for the trades. Also in attendance were a few highly qualified internationally educated professionals looking to enter the professional, administrative and technical side of the construction profession, in a bid to utilize their past experience and transfer skills from various fields such as engineering, architecture, project management etc.

3. Geo-centric: Mid-Scarborough (Victoria Park Hub and Out of the Box)

In a separate approach, TCBN held meetings in community hubs where residents congregate for a myriad of services. The goal was to reach those that are already tapping into some of the community services in their neighbourhoods. The community infrastructure was effective in bringing in the target population through community outreach and using community intelligence that Employment Ontario (EO) and TESS offices are otherwise not able to provide due to funding limitations. EO agencies, in general, do not have a centralized or specific marketing budget that includes outreach to specific community groups. This model was used to test a place-based workforce development strategy.

The Victoria Park/Eglinton area was chosen because of the strong network ties in the community and the presence of a community hub (Victoria Park Hub). The presence of a hub created an opportunity for alignment of employment efforts from TESS and EO, with community agencies at the hub working across issues in areas such as settlement, health and housing. The community co-host, Out of the Box (an African Canadian led youth project), was tasked with connecting with residents in the Victoria Park area and tapping into the clients accessing different services at the hub. The diversity of residents who turned up showed the strengths of a place-based approach.

Despite an enthusiastic staff from the Hub, the organization was not able to provide sufficient paid staff or volunteers. Many of the Out of the Box constituency were participants themselves, and so not available to assist at the meeting. It is also proved to be more labour intensive to track and register people from multiple referral sources. Despite organizational difficulties, some excellent candidates came from this session.



April 28, 2015. Victoria Park Hub- Out of the Box Resident Engagement Session Scarborough

4. Sector Targets: Women (YWCA) and Youth (For Youth Initiative)

This strategy tested an agency referral system for residents who fit within two TCBN target groups: women and youth.

YWCA (Young Women's Christian Association) had a multi-referral process. Working with the TCBN, the YWCA brought in residents already enrolled in a pre-apprenticeship program. They also coordinated a referral system from other pre-apprenticeship programs such as George Brown College and Micro Skills Community Centre.

The YWCA session had a range of women participants across the racial spectrum but more importantly, the majority were already either directly or indirectly exposed to the trades in some fashion. Some were in pre-apprenticeship programs, while a few had completed their pre-apprenticeship programs but had no employer. Towards the end of the session, the participants were separated into small breakout groups, which provided an opportunity for them to richer conversation with trades representatives and also allowed the meeting facilitators to better understand the barriers women face in entering the trades. A summary of the findings from these break-out groups is found in Appendix 11.

This was the only resident engagement meeting where there were no Employment Counsellors, as most participants were already in training.

FYI (For Youth Initiative) was the very first resident engagement meeting, which took place in October 2014. FYI's mission is to reduce violence and build youth leadership in the Mount Dennis community by increasing access to opportunities for marginalized youth. For this project, FYI recruited residents already accessing their services. Attendees were youth of African descent. There were a few women participants who were expecting to get information on entry-level administrative-type of jobs, and were subsequently disappointed to find that the meeting was exclusively about construction-related jobs in the building trades. Consequently, later host organizations were briefed to recruit residents for building trades only.

6. ENVIRONMENTAL SCAN: BARRIERS FACED BY TARGET POPULATION TO ENTER/STAY IN LABOUR MARKET

As part of the resident engagement process, the TCBN was tasked with developing an environmental scan of resident needs and barriers. We consulted with a number of stakeholders in the community to better understand the barriers that historically marginalised and equity seeking groups have experienced. The groups that were reached out to include Youth Leaps, MicroSkills Employment Services, Canadian Tamil Congress, AYCE Employment Services, Council of Agencies Serving South Asians (CASSA), Thorncliffe Neighbourhood Office (TNO), WoodGreen Employment Services, Labour Education Centre (LEC), Goodwill Employment Services, Skills for Change, Springboard, PCPI (Progress Career Planning Institute), The Career Foundation, ANC-Victoria Village, YMCA Scarborough, Learning Enrichment Foundation, Flemingdon Park Ministry, Roma Community Centre Toronto, Malvern Family Resource Centre, Toronto District School Board (Next Steps), Centre for Education and Training (CET), VPI Inc., On-Track, Learning Enrichment Foundation (LEF), ACCES Employment, East Scarborough Storefront, Youth Employment Services (YES), JVS Employment Services, Respect Scarborough, Bereaved Families of Ontario, Eglinton-East Kennedy Park Youth Network, Youth Centre for Asian Research, MiziweBiike and a number of TESS and EO staff from across the City. This is a summary of some of the key barriers that were identified. A more detailed report that outlines the methodology used and some additional barriers was prepared earlier for the OLMP.

1. Lack of professional networks

Historically, building and construction trades have been “tribal enclaves” recruiting mainly from their own networks or contractor base. Breaking into the building trades profession has proven to be difficult for those individuals with no “insider contacts”. Moreover, most ethnic associations that recent newcomers to Canada turn to, tend to be isolated from building trades associations or contractors and have no connections and thus, they have difficulty in providing proper information about the building trades. As one community leader, the National Spokesperson for the Canadian Tamil Congress stated, “The majority of immigrants are left out of initiatives like the Eglinton Crosstown opportunities unless they have connections such as TCBN which are actively seeking proactive engagement of these communities”. Women are at a greater disadvantage, as they lack role models to look to for advice about entering into and staying within the building trades. Similarly, other communities like the Roma population with a rich history in the trades, do not know where to get the necessary information on trades jobs, as emphasized by the Executive Director for the Roma Community Centre.

2. Navigating pathways to the building and construction trades

Understanding the different pathways to navigating the different trades, their requirements and intake processes is complex for even the most seasoned workforce development staff, let alone a newcomer venturing into the trades. Residents often have no clue where to look for answers for even the most basic questions like the difference between a unionized employer pathway and a non-unionised one. This lack of understanding of the different trades and how to take the first step presents a significant barrier and a major challenge for most disadvantaged communities. At the resident engagement sessions, participants asked a variety of questions ranging from basic to complex on the construction and building trades: How do you get in? How does it work? Where do you begin? How can we find jobs that are long-term and secure? How and where do we look for the connections? “We do not know the basic process for accessing trades here in Canada,” says one youth. Very few community groups and grassroots agencies are able to develop this expertise and pass this knowledge on to their community members, as has Canadian Association of Agencies Serving South Asians (CASSA) and PATAC in the Filipino community. Some, like the Canadian Tamil Congress, do have connections to small placement agencies owned by community members who help with referrals to construction jobs.

3. Lack of connection between pre-apprenticeship programs and construction and building trades jobs or contractors

From our conversations with stakeholders, it was apparent that there are significant numbers of residents who have already been through training, either finishing or just finished their pre-apprenticeship programs’ Level 1, but that the programs were not able to provide needed assistance in making connections to employers. It was discovered that many pre-apprenticeship programs (both at Colleges and workforce development agencies) are not connected to either unions or non-union employers. “The biggest barrier is finding someone who will take me in as an apprentice,” said one young woman at a resident engagement session. Given this, funding of pre-apprenticeship programs should be closely tied to the ability to connect participants with an employer upon completion of the training. Most building trades associations hire apprentices from the supply of candidates from their own pre-apprenticeship programs. Building trades associations usually insist that apprentices go through their own training programs, even if participants have recently taken a similar program.

The real concern is that participants deplete their meagre financial resources by enrolling in pre-apprentice programs that have little chance of helping them find a good job upon completion. Should this happen, the participant will be forced to return to a survival job in a vulnerable financial position, discouraged, frustrated and, likely more cynical towards government-programs that are meant to offer support.

4. Foreign credential recognition

Credential recognition for newcomers/immigrants is an issue across the board, from trades experience to university programs. At the resident engagement sessions, almost all of the participants were not aware of any accreditation service for their foreign earned Grade 10/12 certificates and few knew of equivalency tests such as GED or CAAT. A sizeable number of participants at the resident engagement sessions had worked as trades people in the Middle East and the Gulf region or had experiences from their home countries, but had no certifications to show for it, making it difficult to enter the trades in Canada based on their previous work experience.

A recurring theme is the lack of bridging programs in the trades that may help Internationally Educated Professionals (IEPs) to transition into the trades. Besides information barriers about different resources and tests (CAAT, WES, ICAS) in order to be professionally recognised and get Canadian equivalency, there were also financial barriers to studying and writing tests, due to the associated fees and costs.

5. Minimum education is not enough; strong competition and few trades spots

Most participants at the resident engagement sessions had at least the minimum level of education required for the trades, but found themselves in competition with applicants with higher levels of education such as university degrees or college diplomas. Steadily increasing rates of successful completion of high school from the Filipino, Somali and Afghan communities means that more and more residents from racialized communities are meeting the minimum academic requirements for entering the trades. The reality, however, is that building trades training centres report that more-and-more they are receiving applications from individuals with post-secondary education. This means residents from equity seeking groups and marginalised communities are competing for a limited number of spots in the trades' schools with people who may have much higher academic qualifications.

6. Childcare

By far the biggest barrier for women, single parent households and even two-parent households is the lack of childcare. For the working poor, where both parents have to work, participants expressed concern that there are currently no realistic options for childcare when one factors in travel time and construction industry start times, usually 7 am in winter, often moving to 6am in the summer heat. Barriers such as cost, finding a space, and hours of operation of daycare centres are all important issues that restrict the ability of residents to pursue careers in the trades.

7. Mental health and substance abuse

Many agencies and community groups interviewed for the resident environmental scan cited undisclosed mental health issues related to immigration stress and drug and substance abuse as an ongoing challenge. In the environmental scan consultations, employment service providers emphasised the gap in service provision when they work with youth that have "lost hope" and often resort to substance and alcohol abuse. Community workers may notice signs of substance abuse while providing employment services, but unless this is self-declared in the intake assessment, it is often hard to recommend services that may help clients. Services are also often hard to come by.

8. Misconceptions about skilled trades

"All Tamil youth want to be doctors or engineers. There is a perception of trades as being fairly low level, with little status" says David Poopalapilla from the Canadian Tamil Congress with a light hearted chuckle. Sultana Jahangir, from the South Asian Women's Organisation echoes the same sentiment. It is surprisingly a widespread belief among some newcomer communities that building trades are unsafe and one cannot make a good living working in the skilled trades. This stems in part from the

experiences from their home countries where trades have historically been looked down as offering “dirty, unsafe, low paying jobs” says Liban from Youth Leaps. As one youth put it, “you can’t get rich as a carpenter”. Skepticism within the South Asian and Filipino communities can also be understood, as they are often used as “guest workers” in Gulf States and elsewhere where they are housed in sub-standard camps and provided with little or no safety training or equipment. When told about the earning potential for skilled trades, most participants were initially incredulous at least and sceptical at best. This highlights the need for further trades education and exposure and more insights for youth and their families in to the profession.

9. Misconceptions about women in the trades

Related to the above, most women felt that employment service providers were not doing enough to promote trades as a viable option for women. “People usually make fun of you if you are a woman in the trades. They question why I did not choose science or how I ended up in the trades; questions men do not usually get. Most women are already scared of venturing into the trades. What are some of the ways to help women overcome that fear?” questioned one young woman in exasperation.

In discussions with community leaders in racialized communities, trades are still viewed as highly gendered professions, with a bias for men and muscle. In discussions with Women for Change, while cultural and timing were mainly to explain for the absence of women in their resident engagement sessions (women reluctant to come to an evening gathering with lots of men), we were told that most women just could not imagine themselves on the job sites. Discussions with women community activists in Thorncliffe Park also suggested the same. As empowered as the women were, “building and construction trades would be a tough sell for women who live here, especially women from South East Asia. I can bring in a group of women so you can talk to them about these opportunities; however the trades are still regarded as a man thing. Women prefer to be entrepreneurial like knitting, selling clothes, jewellery or doing catering” said Sabina Ali from the Thorncliffe Park Women’s Committee.

Some women we had discussions with also pointed out that cultural issues play a role for women who do not traditionally work with men.

Nevertheless the July 30th meeting held for women had a very high turnout (47) with many of the participants being racialized women. Most were already in some kind of pre-apprentice training, indicating that despite the views of community leaders, there is an interest in the building trades from racialized women, perhaps stemming from an economical need.

10. Police record

In focus groups with community groups, the issue of police records was continuously raised as a barrier to employment. We have no sense of how many participants had police records. Criminal records are less of a barrier in the construction trades, as only a very few projects require criminal background checks.

11. Lack of soft skills

Many newcomer immigrants lack the soft skills and communication skills, such as working with others, teamwork, and conflict resolution, required to attain and retain jobs in the Toronto job market, as a result of cultural differences, which can devalue their hard/academic skills. When they eventually land jobs, “some immigrants from our community struggle with soft skills that may impact their job retention, such as how to deal with conflict, or discrimination/ racism in the workplace. They may react in ways that may jeopardise their employment due to lack of the necessary soft skills required to deal with such issues. These soft skills tend to be culturally embedded” said one community leader in Scarborough.

12. Lack of wrap-around supports

In surveys conducted at resident engagement meetings, participants expressed interest in quitting dead end jobs and accessing training, but they had concerns that these training programs offered no financial supports for childcare and no living allowance for those not eligible for EI or on social assistance. They cannot attend unpaid pre-employment or pre-apprenticeship programs without a means of survival. Identifying the range, nature and coordination of supports needed to move people successfully through the pathway will be crucial to the success of the project. These findings are consistent with the results of the 2015 Survey on “Service Providers’ Perceptions of the Challenges of Delivering Services to Vulnerable Adults in Ontario” conducted by Essential Skills Ontario. The authors highlight the high rate at which clients return to Ontario Works and attribute this in part to the nature of the labour market and the prevalence of temporary low wage jobs. They note however that “this high rate may also occur because the current employment and training structures fail to provide adequate integrated supports to address complex barriers to employment”. Participants at resident engagement meetings expressed concern about the inability to pay for and lack of supports to help with required expenses such as union dues, boots and safety equipment, tools, childcare, transportation, and other ready-to-work needs, especially at the crucial upfront unpaid portion of an apprentice training which can last between 8-12 weeks long. This, they expressed, was a major barrier preventing them from embarking on a promising career in the skilled trades. Unless training takes place they cannot move forward and they need money to purchase the tools and safety gear to proceed with the training, leaving the residents in limbo, a catch 22 situation.

13. Employment support network invisible to many communities

The resident engagement process demonstrated the ability of TCBN to connect with hard-to-reach residents who normally would not access Employment Ontario workforce development agencies. We found this to be true in the Somali community where 99% of the attendees at the session were not connected to any mainstream employment service. When asked, anecdotally the response was that they did not know such services were available.

There is no central marketing campaign to make people aware of, or drive people to Employment Ontario services. Most EO agencies do some local marketing, usually distribution of flyers or pamphlets, but there is no systemic effort to ensure that populations who most need the services are aware of the services or how to access them.

14. Mistrust of formal mainstream employment supports

In many instances, there is an unfortunate mistrust and misunderstanding of available services, and as such newcomer communities can be reluctant to access these government programs. Some mistakenly believe that in the future, they will need to pay back the employment services they received, especially if they are on social assistance. Other communities we talked to also expressed disappointment with the ability of mainstream agencies to provide a continuity of services. Long gaps between different program components was a deterrent due to the need of residents to find employment quickly. Some residents cited structural barriers such as age limit or length of stay or status as program cut-offs limiting access. There was also an inherent lack of trust, founded or otherwise, in mainstream services due to past personal negative experiences or anecdotal evidences from community members. What the resident engagement process succeeded to do was to connect residents to EO services in an informal way through a medium that they trust. Residents felt comfortable in a peer supported familiar environment where job expectations are explained in a relaxed community setting, building much needed faith and rapport.

Feeding into the mistrust is the experience immigrants have had with governments in their country of origin, reinforced for some with experiences in Canada where in enclave communities primary contact

with “government” is through the police. In Toronto, the carding policy of the Police Service cannot be divorced from community attitudes, especially youth, towards government.

7. THE FUTURE OF RESIDENT ENGAGEMENT: KEY SUCCESS FACTORS

A number of factors were seen as crucial to the success and execution of the resident engagement strategy:

1. **Community development:** In all sessions, community leadership was a key to success. It was noted that formal mainstream employment services were perceived as complicated, with too much reporting, and not yielding many results. By involving community leadership to manage both expectations and de-mystify employment services in a community setting, the resident engagement sessions had a key advantage. Pairing community development with workforce development is a win-win. If this strategy is to succeed, resources will have to be allocated to continue building both community leadership and a volunteer base that would allow for a deep reach deep into the communities of interest.
2. **Critical mass of community residents:** If you build it, they will come. The experience with the ethno-specific sessions has demonstrated that strategically targeting these communities does bring a critical mass of residents together that would otherwise not access mainstream services. This may be in part due to community solidarity and community leaders who are in positions of trust, leading the outreach process.
3. **Balance between resident outreach and magnitude of available opportunities:** A successful resident engagement strategy should strive for a balance between outreach and promotion and the magnitude of opportunities that would become available and when, so as to manage community expectations. Residents expect results immediately and due to the reality of the delayed construction of the Eglinton Crosstown we had to innovate by triaging residents coming to the meetings. Those that were in need of an immediate job in any area were filtered to TESS/EO; those that were not ready were referred to pre-apprenticeship or employment readiness programs wherever possible; and those that were ready for the trades, few were directed to the trades and/or trades related training with the support of the trade ambassadors.
4. **Flexibility:** Every community is different. Outreach strategies to bring individuals to the mosque may not necessarily work in bringing youth to a community centre. Flexibility in working with different community groups is key to a successful resident engagement strategy. In our experience, collaboration and inclusion was key to engaging community groups. The communities themselves determined their own priorities. Here, we provide a few examples to better illustrate: At the SAWRO and PATAC sessions, allowance was made to have older family members attend sessions, as the community felt this may be an effective strategy in bringing youth into the trades. Parents and grandparents were used as community animators, because once they are convinced, they can have influence over their children or grandchildren to take advantage of the opportunities. The timing of the event was also left to community organisations. This resulted in the full gamut, from evening, daytime and weekend events. The choice of culturally appropriate food was also left to the host agency while the TCBN concentrated on the content of the meetings. Flexibility fosters cooperation, social inclusion and makes the community organisation a true partner and not just a participant at the event.
5. **Leveraging existing community institutions to reach residents:** While much of the focus in community work is developing capacity and leadership, our limited experience unveiled the value in leveraging the community institutions that are built on grassroots organising. One such example is the session at the mosque. The mosque brought its community organising resources and donated in-kind space and other materials, such as a sound system. These additional resources amplified the investment the project had made in that community. Identifying similar groups such as the ANCs, (Action for Neighbourhood Change), NIAs (Neighbourhood Improvement Areas),

which have resident committees that directly tap into residents and creatively develop workforce development solutions in a collaborative format, is a promising approach that makes resident engagement meetings not only successful but cost effective.

6. Communication and follow-up: We have learned that resident engagement is not a one-shot deal but an ongoing relationship with the community. To gain community trust, not only should the resident engagement process deliver on jobs and a construction workforce pathway, but also maintain ongoing communication and contact with the community organisations. They are the ones who are actually on the frontlines with the residents who have attended the sessions. It is important therefore to follow up with them and maintain an ongoing flow of communication. If the community organisations cannot provide timely updates to their residents regarding job opportunities, next steps, etc., the project will lose its credibility. A more formal and continuous process for ongoing community engagement should exist between and amongst the various players in order to ensure effective planning, feedback and monitoring of the pathway.
7. Trades' ambassadors: The presence of trades' ambassadors at resident engagement sessions has been one of the highlights for the participants and a critical success factor in this project. At the resident engagement meetings, there was a notable level of energy and motivation when residents were able to talk first-hand and ask questions of trades people "on the tools" or from training centres. In future sessions, having trades' ambassadors available at interactive booths/stations with resource materials available for participants will add immense value and an additional depth to the sessions.



April 22, 2015. TCBN Trades Knowledge Exchange, Victoria Park Hub, Scarborough. Collen Dignam Carpenters Local 27, Merissa Preston Labourers International (LiUNA) 506, Jay Peterson Sheet Metal Workers Local 30

8. RESIDENT ENGAGEMENT - CONCLUSION

The resident engagement approach facilitated a deep reach into communities of interest and provided an opportunity to connect with those in priority communities experiencing multiple barriers to enter the workforce. Members of equity seeking groups and historically disadvantaged communities who are under-represented in the trades face additional barriers, over and above those barriers that all apprentices face. For example, an immigrant woman from a visible minority group faces not only those barriers commonly experienced by all women but additional barriers on account of being a visible minority and an immigrant. Over and above this, a significant number of residents we met were not only unemployed or underemployed but sadly lacking a connection to any workforce development agency.

The resident outreach process also designed and tested a model that brought community, labour, workforce development, government and industry as working partners. The approach provided a one stop-shop for residents that simplified the apprenticeship pathway. While much work has been done at this phase, more needs to be done to overcome barriers that residents face and bridge silos between labour, workforce development and pre-apprenticeship programming.

The lessons learned from this phase of resident engagement sessions highlights the potential of community organizations in leading an active and vibrant engagement of residents, often but not exclusively by harnessing employment related socio-economic supports. It also highlights the fact that workforce development agencies are not being accessed or utilised as much as one may think, with most jobseekers from these communities often navigating their way to precarious and short-term employment through informal networks. There is also no direct linkage or formal relationship between community organisations and workforce development agencies, with a number of community organisations not familiar with workforce development agencies and how they operate. Residents are often stuck in survival jobs with little opportunity to take training for a higher paying career, and unaware of any wrap-around supports. This leads to a vicious cycle of poverty in spite of the willingness and the desire of the residents to improve their lot in life. With the right supports and resources, this can change and the capacity and skills of the residents can be creatively leveraged to empower them to take control of their lives.

Community agencies have rich local knowledge of their residents and enjoy their trust, demonstrated by the profile and number of participants that showed up at the resident engagement sessions. This can be utilized to inform policy and to guide in the planning and implementation of service delivery that is inclusive and sensitive to the needs of the residents. Community leadership and trust can also be leveraged to increase the participation of residents who otherwise would not access mainstream workforce development institutions in employment related activities (job search, identifying opportunities, and networking) and encourage the adoption of proactive labour market integration strategies. This scan throws light on a wealth of untapped potential, experience and skills of the residents (some of whom have worked with private contractors in the construction sector) and are looking for breaking opportunities to help build their careers. It also showcases a potential to advance local employment equity through community level engagement and education in trades as a viable career option. The results of this environmental scan demonstrate the value of utilizing community engagement as a mechanism to assist residents of some of Toronto's impoverished neighbourhoods to achieve their aspirations and dreams of finding meaningful employment to improve their lot in life. It is important to recognize that critical needs exist around developing community level workforce development capacity and forging links between workforce development and community. Yet despite the challenges that accompany such needs, community engagement is critical in bringing those at the periphery into the circle and providing them with an equitable opportunity to join the labour force. These suggestions and recommendations we believe can result in a model sectoral approach that can be rolled out not only at the local level but also provincially to embrace all future infrastructure projects making them equitable, accessible and inclusive and truly showcasing the diversity of Ontario and Canada.

9. CONSIDERATIONS FOR MOVING FORWARD

Key considerations

- Develop grassroots leadership. Experience has shown that passing small amounts of funding (up to \$4,000 per resident engagement meeting) to community host organizations resulted in ground-breaking community outreach through grassroots organisations. This was key to reaching residents who were not part of either the EO or TESS systems, countering social exclusion. It built social capital in priority neighbourhoods by empowering community leaders to become knowledgeable about the trades and workforce development. It also facilitated in relationship building with local EO agencies and strengthened their volunteer base.
- System coordination: The OLMP program demonstrated that there are huge information gaps between the EO system, the Building Trades Training Centres (TDAs) and the communities that they serve. Until this pilot program there was no history of working together. The program also demonstrated a willingness of all three sectors to collaborate on service delivery, and when they do act together, the results are significantly improved. Many EO counsellors, Building Trades reps and community volunteers donated their time. To be effective over the long run there is a need to move beyond goodwill alone. Resources need to be allocated to develop formal and sustainable protocols between workforce development (TESS/EO), building trades' partners and community partners in future resident engagement programs.

Other considerations

Considerations for future resident engagement sessions

- Database: An effort should be made to maintain and update the existing database, with thought given to export the data into a more sophisticated tool for future use; the first round of resident engagement meetings (October 2014 to July 2015) resulted in a database of 330+ residents who have been screened for interest in the building trades. The database contains relevant work experience, educational backgrounds, preferred trades, and suitability factors of the participants. People on this list have received a number of notifications pertaining to training opportunities at Building Trades Training Centres, and with other service providers.
- The building trades should have significant representation at the resident engagement sessions; this will provide participants with an opportunity to speak directly to a trades representative and will allow them a better opportunity to explore their interests
- Special effort should be made to provide childcare for participants as needed.

Considerations for the broader workforce pathway

- In-depth and extensive training on the building trades should be provided to all counsellors from participating EO agencies.
- EO Counsellors should be allowed to visit training centres and construction job sites in an effort to develop insights into training programs and the construction job culture.
- EO Counsellors should receive an orientation on navigating the apprenticeship system for both union and non-union construction and building trades jobs)
- Online data should be made available and accessible with accurate and up-to-date information on the pre-requisites for each trade; TWIG has made a good start on this with their "Route to the Trades" website
- A comprehensive information management system should be developed that allows for tracking, case management, and real time problem resolution
- Special efforts should be made to provide financial supports while in training; book fees, union dues, personal equipment and tools and/or other financial costs be anticipated, supported and planned for.
- Streamlined processes for dedicated training seats based on the Crosstown Project Labour Agreement based on ProjectCo's needs.

APPENDIX 1: METROLINX COMMUNITY BENEFITS FRAMEWORK



METROLINX COMMUNITY BENEFITS FRAMEWORK

Introduction

Metrolinx

Metrolinx, an agency of the Government of Ontario, was created in 2008 to improve the coordination and integration of all modes of transportation in the Greater Toronto and Hamilton Area (GTHA). Metrolinx is planning and building a transportation system that allows residents to travel across the region more quickly and efficiently, while enhancing the region's prosperity, sustainability and quality of life. Currently, \$16B of transit projects are underway across the GTHA, including: bus rapid transit in York Region and Mississauga, York-Spadina subway extension, light-rail in Toronto, an expanded and improved GO Transit system.

Metrolinx recognizes that its major infrastructure investments should also provide benefits for the communities in which it works, including employment, training, apprenticeship, local supplier and social procurement opportunities where possible. Metrolinx has therefore committed to include a community benefits program for the Toronto Transit Projects (defined as the LRT projects planned for Finch, Sheppard and Eglinton Avenues), beginning with the Eglinton Crosstown LRT line (the "Crosstown", or the "Project"). The Crosstown will run across Eglinton Avenue between Mount Dennis (Weston Road) and Kennedy Station. This 19-kilometre corridor will include a 10-kilometre underground portion, between Keele Street and Laird Drive.

The Crosstown will be delivered through an Alternative Financing and Procurement mechanism. A Request for Proposals has been issued and two qualified consortia are expected to bid on the project. Delivery of the community benefits program will ultimately be included as part of the final contract between Metrolinx, its procurement agent Infrastructure Ontario (IO) and the winning bidder ("ProjectCo") (jointly, the "Parties").

Principles

Metrolinx's approach to community benefits programs will be:

- a. **Inclusive**, offering a range of employment, training, and apprenticeship opportunities for historically disadvantaged communities and equity seeking groups, as well as encouraging the provision of goods and services from local suppliers and social enterprises.
- b. **Accessible**, ensuring that information about employment, training, apprenticeship, and procurement opportunities are made readily available to residents, businesses and social enterprises.
- c. **Transparent**, making the community benefits plan in the final agreement with ProjectCo public, and publishing quarterly reports on progress.
- d. **Collaborative**, by working together with community, labour, business, government, and other stakeholders to share information, resources and learnings, and maximize the impact of the program



57 Front Street West
Toronto, Ontario, Canada M5J 1E6

57, rue Front Ouest
Toronto, Ontario, Canada M5J 1E6

Toronto Transit Projects: Roles and Responsibilities

The information below describes the general roles and responsibilities of the primary partners involved in the community benefits program. This has been developed for the Crosstown, and the partners, roles and responsibilities may vary for the other Toronto Transit projects.

MetroInx

As the owner of the Project, MetroInx is responsible for:

- a. ensuring that the community benefits commitments made by ProjectCo in the agreement between the Parties maximize employment, training and apprenticeship opportunities as well as opportunities for the provision of goods and services from local suppliers and social enterprises
- b. monitoring and enforcing the agreement with ProjectCo, including provisions respecting the community benefits program.
- c. hiring a dedicated liaison who will work with the various business units at MetroInx, ProjectCo, community partners and stakeholders to support the implementation of the community benefits program
- d. providing timely information about professional, administrative and technical employment opportunities at MetroInx to workforce development and community partners and stakeholders for dissemination to local communities and other target employment groups

ProjectCo

As the implementer of the Project, ProjectCo is responsible for:

- a. submitting a plan six months after financial close of the RFP which outlines its commitments to apprenticeships, employment and local procurement for review and approval by MetroInx. Once approved, this plan will form part of the project agreement.
- b. implementing the plan as approved unless any changes are made by mutual agreement with the other parties to the agreement (i.e. MetroInx and IO)
- c. including a community liaison person or team as part of its plan
- d. reporting on its activities on a regular basis.

MTCU

As a key government partner, the Ministry of Training, Colleges and Universities (MTCU) will play an important role in helping coordinate workforce training and apprenticeship opportunities, distributing employment opportunities through its networks and agencies (including Employment Ontario and others), and ensuring prospective employees are ready for the opportunities to come. Specifically, MTCU will:

- a. fund and conduct a Labour Market Partnership (LMP) project to identify skills gaps, required neighbourhood outreach and other areas that will work to facilitate the employment pipeline for the Eglinton Crosstown line.
- b. Through its work force development service providers network (Employment Ontario) and partnerships, help create a streamlined mechanism through which prospective employees and ProjectCo can access employment services during the project.

- c. Link Employment Ontario training service providers with identified community training needs to prepare residents, when required for Metrolinx job opportunities

Community Partners

Metrolinx is committed to working with community groups and agencies along the Crosstown project, and welcomes input from a wide variety of stakeholders.

The Toronto Community Benefits Network (TCBN) has come forward as a key partner in this initiative. The TCBN was created by labour and community groups in January 2013 to bring the Community Benefit Agreements (CBA) concept to the building of Toronto's Light Rail Transit system, and advocates using legally binding CBAs in all major public infrastructure projects.

The Network envisions Toronto as an inclusive, thriving city in which all residents have equitable opportunities to contribute to building healthy communities and a prospering economy.

The Network believes that a priority for a thriving and inclusive city is the continued expansion of transit infrastructure and neighbourhood improvement to meet the needs of all residents. Accessible transit is critical for the social, environmental and economic wellbeing of our city today and into the future.

The expansion of transit that is envisioned for Toronto will result in opportunities for good jobs. It is crucial that all Torontonians have access to economic opportunities stemming from infrastructure investments. As such, the TCBN believes that the diversity of the workers on the LRT project should reflect the diversity of residents of Toronto.

As members of Toronto's communities the TCBN commits to working in partnership with Metrolinx and all other partners on a Community Benefits program that can advance our vision for an inclusive, accountable thriving City.

- a. Working together with MTCU, in assisting with outreach to and recruitment of prospective apprentices and employees where appropriate and able, providing training and/or mentorship for prospective apprentices and/or employees
- b. Developing and retaining a registry of social enterprises in the City of Toronto that can be shared with ProjectCo to encourage procurement of goods and services from social enterprises
- c. Working with Metrolinx, ProjectCo and MTCU as applicable to support events and initiatives designed to disseminate information about employment, training apprenticeship and social opportunities for the Eglinton Crosstown line.
- d. Acting as a resource for community information and feedback to Metrolinx on an ongoing basis.
- e. Participating in an ongoing working group as described below

Communications and Coordination

Metrolinx shall host regular meetings of a Community Benefits Working Group with the designated ProjectCo liaison, representatives from MTCU and from the TCBN (and other community partners as appropriate) to ensure smooth coordination of the activities identified as part of the community benefits program. This group will serve as a forum for dialogue for any issues that may arise and will work collaboratively to support and promote the community

benefits program. This group may also be invited to participate in discussions about other areas relevant to the Crosstown project, including but not limited to development on Metrolinx-owned property such as mobility hubs.

This group will also participate in the creation of the monitoring and evaluation framework for the community benefits program, review progress reports supplied by ProjectCo, suggest refinements and improvements to the program on an ongoing basis, and provide input into the quarterly reports published by Metrolinx which will summarize the relevant activities of all of the partners involved.



Bruce McCullig
President & Chief Executive Officer
Metrolinx

April 23, 2014
Date



Steve Shelton
Community Benefits Network

April 23, 2014
Date

APPENDIX 2: TCBN RESIDENT SURVEY

TCBN Resident Survey

Your input is important to us! This survey will help us better understand and serve people of all backgrounds. We are an inclusive program: You will not be excluded from the program because of your answers. Participation in this survey is voluntary. You may decline to answer any question. If you have questions, do not hesitate to ask for help. This survey will take about 10 minutes of your time.

SECTION A > You and your household

1. What is your gender?	<input type="checkbox"/> Male	<input type="checkbox"/> Female	<input type="checkbox"/> Other
2. What is your birth date?	(day/month/year) ____/____/____		
3. What is your postal code?	Postal code: _____		
4. What is your current marital status?	<input type="checkbox"/> Single, never married <input type="checkbox"/> Married <input type="checkbox"/> Common law (you live with someone as a couple but are not legally married) <input type="checkbox"/> Separated, divorced, or widowed (and not common law)		
5. Are you a Veteran? (member of Canadian Forces who took basic training and has been discharged)	<input type="checkbox"/> Yes	<input type="checkbox"/> No	
6. Are you a person with a disability?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	
7. Do you identify as LGBTQ? (lesbian, gay, bisexual, transgender, or queer/questioning)	<input type="checkbox"/> Yes	<input type="checkbox"/> No	
8. In what country were you born?	<input type="checkbox"/> Canada – skip to question 10	<input type="checkbox"/> Other – Specify: _____	
9. If you were born outside of Canada, in what year did you come to live in Canada?	Year: _____		
10. How many people, including yourself, live in your household?	Number of people: _____		
11. How many children <u>under age 18</u> live in your household? Include all children who usually live with you, including those attending school or travelling.	Number of children: _____		
12. What is your main source of income? Check one.	<input type="checkbox"/> Employment <input type="checkbox"/> Self-employment <input type="checkbox"/> Employment Insurance <input type="checkbox"/> Ontario Works (OW)		
	<input type="checkbox"/> No income, supported by family/friends <input type="checkbox"/> No income, no support <input type="checkbox"/> Other – Specify: _____		

13. What was the <u>combined</u> income of everyone in your household in 2014, before taxes and other deductions? (Total income generated by all the people who occupy the same dwelling as you. Include all sources of income – e.g. wages, social assistance, etc.)	My total household income for 2014 was: \$ _____ <i>If you are not sure what your household income was in 2014, please give your best guess.</i>
14. Of all the people in your household, how many contribute to the income of your household?	Number of people: _____
15. What were the ethnic or cultural origins of your ancestors? E.g., English, Filipino, Korean, Jamaican, Lebanese, Mi'kmaq, Somali.	Specify: _____
16. Do you identify yourself as an Aboriginal person, that is, First Nations (North American Indian, including Status and Non-Status Indians), Métis, or Inuk (Inuit)?	<input type="checkbox"/> Yes <input type="checkbox"/> No
17. What language do you speak most often at home?	<input type="checkbox"/> English <input type="checkbox"/> French <input type="checkbox"/> Other – Specify: _____
18. What is the language that you first learned at home in childhood and still understand?	<input type="checkbox"/> English <input type="checkbox"/> French <input type="checkbox"/> Other – Specify: _____

SECTION B > Your education and training

19. What is the highest level of education you have <u>completed</u> ?	<input type="checkbox"/> No high school diploma or equivalency <input type="checkbox"/> High school diploma equivalency (e.g. ACE, GEO) <input type="checkbox"/> High school diploma <input type="checkbox"/> Registered Apprenticeship or other trades certificate or diploma – Specify: _____ <input type="checkbox"/> College, or other non-university certificate, diploma or degree – Specify: _____ <input type="checkbox"/> University degree
20. In what country did you complete your highest level of education?	<input type="checkbox"/> Canada <input type="checkbox"/> Other – Specify: _____
21. Are you <u>currently</u> studying towards a degree, diploma, or certificate?	<input type="checkbox"/> Yes, full-time <input type="checkbox"/> Yes, part-time <input type="checkbox"/> No
22. Have you ever been in training related to trades/construction work?	<input type="checkbox"/> Yes – Specify training: _____ <input type="checkbox"/> No

SECTION C > Employment services

23. Have you ever used an employment agency? (a place where you look for jobs, and/or receive services to help get a job) Yes No – skip to question 27

24. Are you currently using an employment agency? Check all that apply. Yes, from Employment Ontario (EO) Yes, but don't know which agency/office
 Yes, from Toronto Employment and Social Services (TESS) Not sure
 No

25. What kind of services are you receiving/have you received from employment agencies? Check all that apply. Job-search assistance Assistance with my resume
 Assessment of my skills/credentials Referral to training to upgrade skills
 Exploring career and training options Other – Specify: _____
 Assistance connecting with employers

26. Do you think that these services helped/are helping you reach your goals? Check one, and explain your response. Yes Somewhat No
 Explain:

27. Are you currently working? Yes – continue to Section D - Your employment
 No – skip to Section E – Your work history (Q43, next page)

SECTION D > Your employment

28. What is your job title? Title: _____

29. Excluding overtime, on average, how many paid hours a week do you work? Hours: _____

30. Please report your wage or salary before taxes or deductions and indicate how you are reporting it. (Include tips and commissions, if applicable.) \$ _____ Per hour Twice a month
 Per week Per month
 Per 2-week period

31. Which of the following best describes the job/contract that paid you the most in the last 3 months? Please check one only. Casual (on-call, day labour)
 Temporary/short-term contract (less than a year)
 Fixed-term contract, one year or more
 Self-employed – no employees
 Self-employed – others work for me
 Permanent part-time – less than 30 hours per week

	<input type="checkbox"/> Permanent full-time – hours vary from week to week and could sometimes be less than 30				
	<input type="checkbox"/> Permanent full-time – 30 hours or more per week				
32. In the past 3 months, what portion of your paid hours came from temporary employment agencies?	All	Most	Half	Some	None
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
33. Do you have one employer, who you expect to be working for a year from now, who provides at least 30 hours of work a week, and pays benefits?	Yes	No			
	<input type="checkbox"/>	<input type="checkbox"/>			
34. Do you receive any other employment benefits from your current employer(s) such as a drug plan, vision, dental, life insurance, etc.?	Yes	No	Does not apply	Don't know	
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
35. Does your current employer(s) provide a private retirement income plan such as a pension plan, or a contribution to an RRSP? (CPP does not count)	Yes	No	Does not apply		
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
36. Do you usually get paid if you miss a day's work?	Yes	No			
	<input type="checkbox"/>	<input type="checkbox"/>			
37. In the last 12 months, how much did your income vary from week to week?	A great deal	A lot	Some	A little	Not at all
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
38. How likely is it that your total hours of paid employment will be reduced in the next 6 months?	Very likely	Likely	Somewhat likely	Not likely	Not likely at all
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
39. In the last 3 months, how often did you work on an on-call basis?	All of the time	Most of the time	Half of the time	Some of the time	Never
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
40. Do you know your work schedule at least one week in advance?	Always	Most of the time	Half of the time	Some of the time	Never
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
41. In the last 3 months, what portion of your employment income was received in cash?	Most	About half	Less than half	None	
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
42. Would your current employment be negatively affected if you raised a health and safety concern or raised an employment rights concern with your employer(s)?	Very likely	Likely	Somewhat likely	Not likely	Not likely at all
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

SECTION E > Your work history

43. When did your <u>last</u> job end?	<input type="checkbox"/> I have only ever had my current job		
	<input type="checkbox"/> Less than 6 months ago		
	<input type="checkbox"/> 6 months to 1 year ago		
	<input type="checkbox"/> More than 1 year ago		
	<input type="checkbox"/> I have never worked – skip to question 45		
44. Have you ever been employed in construction work? (excluding current job)	<input type="checkbox"/> Yes, for less than 6 months	<input type="checkbox"/> Yes, for 6 months or more	<input type="checkbox"/> No – skip to question 45

45. What type of construction work are you doing now or were you doing most recently? Type: _____
 E.g., "residential plumbing"

SECTION F > Your opinions

46. Please rate how much you agree or disagree with the following statements:	Strongly disagree	Somewhat disagree	Somewhat agree	Strongly agree	Don't know / no response
a. There are generally good opportunities in Toronto today for people from all social groups and all backgrounds.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Many people are disadvantaged because of their background and have to work much harder than others of equal basic talent to overcome the obstacles they face.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Thank you!

APPENDIX 3: TCBN SCREENING FOR METROLINX APPRENTICES

TCBN Screening for Metrolinx Apprentices

Name: _____ Date: _____
 Male Female Postal Code _____
 Email 1: _____ Email 2: _____
 Phone number (Home): _____ Mobile: _____
 Friend's mobile number as alternate contact: _____
 How did you hear about this event? _____
 Are you legally entitled to work in Canada? Yes No
 Are you Employed? Yes No
 Position: _____ Full time Part time
 How long have you been in Canada? _____
 Are you in full-time school or training? Yes No
 Were you referred by "Unite Here Local 73" (Hospitality Workers Training Centre)?
 Yes No

Emergency Contact	Telephone #:
Did you complete high school with the following subjects? (tick all that apply)	<input type="checkbox"/> Below Grade 10 <input type="checkbox"/> Grade 10 <input type="checkbox"/> English <input type="checkbox"/> Math <input type="checkbox"/> Physics <input type="checkbox"/> Grade 12 <input type="checkbox"/> English <input type="checkbox"/> Math <input type="checkbox"/> Physics
What is your Age?	
Valid Driver's License	<input type="checkbox"/> Yes <input type="checkbox"/> No
Any Building/Construction experience? Please tick where applicable	<input type="checkbox"/> Currently working in construction trades Which Trade? _____ <input type="checkbox"/> Some experience in construction Which Trade? _____ <input type="checkbox"/> Have worked in construction outside Canada only Which Trade? _____ <input type="checkbox"/> Limited skills and no work experience in construction trades

You have had an opportunity to hear about the different building and construction trades. Tell us why you are interested in an apprenticeship.

Do you have a preference for a specific Trade(s)? Yes No

If yes, please list your preferences:

-
-
-

Have you been through a pre-apprenticeship training in the past?

Yes No

If yes, please provide details:

Approximate date training completed: _____

Duration of the training: _____

For which Trade: _____

Did you find the training useful?

Yes No

Have you applied for an apprenticeship in the past? If so, please give details.

What are the biggest barriers you have encountered while trying to find an opportunity in the Trades or employment?

Please note that where it might benefit you; we may refer you to a pre-apprentice program which may last up to 12 weeks or more. A pre-apprentice program is unpaid training that provides you with an overview of working in the Trades and some of the skills required for the job. If you qualify for this training, will you have the means to support yourself while in the program?

What do you excel at; do you have any special hobbies or talents?

The Metrolinx jobs are an opportunity to build a long term career, however the jobs will not be available till the end of the year/beginning of 2016. Are you able to wait until then and are you open to exploring other employment/training opportunities in the meantime?

Yes (I am able to wait for the Metrolinx opportunities)

No (I need to find employment as soon as possible, if so staff please provide referral)

Are you registered with an Employment Services Centre?

Yes No

Name of Employment Services agency: _____

Are you currently actively getting support from the ES? Yes No

Are you registered with TESS or on Ontario Works? Yes No

Name of TESS office: _____

The Metrolinx opportunities will not be around till early 2016. If in the interim you need assistance in looking for employment would you like to register and follow up for employment support services with an Employment Ontario (EO) agency?

Yes No

(If yes, Staff please provide referral and book an appointment to meet with an EO Counsellor)

Do you need support with any of the following? If yes please give details.

<i>Support</i>	<i>Details</i>
<i>Child Care</i>	
<i>Housing / Shelter</i>	
<i>Identification</i>	

Candidate Signature _____ Date _____

Staff Notes/Observations/Referral:

Barriers:

Candidate's suitability/past experience:

Training Needs & Referral: (Please provide details of EO agency and contact if client has been referred to EO)

If candidate is not able to wait for Metrolinx jobs, please provide referral details:

Additional Notes:

Staff: _____ Agency: _____ Date: _____

APPENDIX 4: TCBN RESIDENT FEEDBACK SURVEY

TCBN Resident Feedback Survey

Name: _____

Phone number: _____ Email address: _____

1. How much do you agree or disagree with each statement? Please check the appropriate box for each statement below.	Strongly Disagree	Disagree	Not Sure	Agree	Strongly Agree
a. I know more about Community Benefits because of this session.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. I know more about work in trades because of this session.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. I have a clearer idea of my career options because of this session.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. I did not know about Employment Ontario/ Toronto Employment and Social Services before this session.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. I feel that a career in trades might be a good option for me.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. I have a clear idea of next steps that I can take for my career.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

2. How did you hear about this event?	<input type="checkbox"/> From staff at Out of the Box /Brighter Futures Alliance <input type="checkbox"/> From staff at an Employment Ontario agency <input type="checkbox"/> From a friend or family member <input type="checkbox"/> Other- Specify: _____
3. Why did you come to this event?	
4. What is the most important thing that you have learned at this session?	
5. What was the most helpful or informative part of this session?	
6. Is there anything else you would like to share with us?	

APPENDIX 5: FOCUS GROUP REPORT FOR WOMEN IN APPRENTICESHIP PROGRAMS



Participation of Women in Apprenticeship Programs

Focus Group Report

30 July 2015, 87 Elm Street, Toronto

Summary of key points arising out of the Focus Groups

Thematic Area: Reasons why most women are attracted to trades and why?

- Friend/family working in the trades
- Immigrant with international education/experience that has skills transferable to the trades
- Hands-on by nature, handy-women
- The money is good!
- Job security and better chance of having a job long term
- Previous experience in the trades
- Recent co-op experience

What most participants did before going into the trades

- Unemployed
- Retail jobs
- Recently laid off
- A small percentage came from high school. In high school it was promoted as a last choice for anyone to take. Marketing and promoting trades positively might help

Thematic Area 2: What trades are women attracted to?

- Hair styling
- Plumbing
- Horticulturist
- Electrician
- Carpentry
- HVAC
- There is a general preference for trades that provide for an opportunity to work indoors.

Thematic Area 3: Barriers/Challenges Women Encounter

- Childcare. Difficulty of cost, spaces and hours of operation of day care centres not aligned with a profession in the trades You can pair up and make a childcare buddy
- Cost of Canadian equivalency certification if one is trained abroad
- Older workers face discrimination
- Working in a male dominated environment
- No flexibility with personal issues
- Culture: sometimes women and men do not work together in some cultures. Religious headware may also make it difficult for women to enter trades
- Stigma surround trades as a profession. Some may make fun of you for choosing trades instead of say sciences
- Not having practical, hands on experience after an apprenticeship program

What can be done to attract more women into the trades?

- Simulation labs, knowledgeable guest speakers
- Computer courses connected to trades
- Motivational podcasts of successful women talking about their experience, providing a reality check
- Peer support/coaching for women by women
- Trades exposure program where women can explore a variety of trades
- Ways to help women overcome their fear of trades
- More focus on trades in the school system

CHAPTER 3 – Jobseeker Pathway Model for the Metrolinx Community Benefits Framework

By Karen Myers and Natalie Conte, Social Research and Demonstration Corporation

INTRODUCTION

Report purpose

This report is the final deliverable for the *On Track to Opportunities – Linking Transit Development to Community Employment and Training Project*, an Ontario Labour Market Partnership (OLMP) project led by the United Way of Toronto & York Region (UWTYR) and funded by the Ministry of Training, Colleges and Universities (MTCU). The vision of the OLMP is to ensure that the diversity of the workforce on Metrolinx’s projects is reflective of the diversity of Toronto’s residents, and inclusive of historically disadvantaged communities and equity seeking groups.

Recognizing that its major infrastructure investments should provide benefits for the communities in which it works, Metrolinx has signed a Community Benefits Framework for its Toronto transit projects. SRDC was contracted by UWTYR to develop a workforce development pathway model to support the implementation of this Framework, to ensure Toronto residents that have been historically disadvantaged are engaged and prepared for employment in new jobs related to these transit projects.

The purpose of this report is to present a model for a construction-focused jobseeker pathway designed to engage, recruit, assess, train, and place Toronto residents in new jobs related to the Metrolinx transit projects. We also present a summary of our research findings that informed the model design.

Research questions

In this report, we address five questions:

Construction industry context – What are the key labour market trends for the Ontario construction sector and how might these trends inform the design of a construction sector jobseeker pathway in Toronto?

Existing employment and training services – How are jobseekers interested in pursuing careers in the construction trades currently served by existing employment and training services? What are the strengths of existing services and how can these strengths be leveraged to build a construction-focused jobseeker pathway? What are the major challenges in meeting jobseekers’ needs and how can the proposed pathway address these challenges?

Promising approaches – What are promising approaches for construction sector pathways? What can we learn from recent GTA initiatives and other jurisdictions?

Model design – Given the construction industry context, strengths and gaps in existing employment and training services, and lessons learned from other initiatives, what are the key features, functions, and service components needed for the construction sector jobseeker pathway?

Implementation approach – How should the model be operationalized in the Toronto context?

Lines of inquiry

Our research involved the following activities:

Labour market analysis – We analyzed employment data and reviewed labour market reports published by industry groups and governments to identify key labour market trends, projections and insights for the construction industry in Ontario and the GTA.

Environmental scan – We reviewed documents on existing employment and training services, past and current workforce development initiatives in Toronto, and innovative and/or promising workforce development approaches related to construction trades in Toronto and in other jurisdictions.

Stakeholder consultations and informant interviews – We conducted interviews and focus groups with stakeholders and key informants to obtain insights on current gaps and needed pathway features, including: Employment Ontario providers, Toronto Community Benefits Network (TCBN), Central Ontario Building Trades (COBT), the Ontario Construction Secretariat, building and construction trade associations, joint apprenticeship training providers, City of Toronto Employment & Social Services, and Metrolinx (consultations with ProjectCo are still to be scheduled.) See Appendix 3 for a complete list of organizations consulted and Appendix 4 for the consultation discussion questions.

Chapter organization

This chapter is organized into the following five sections:

Construction industry context – This section presents key findings from our labour market analysis to provide an understanding of the construction labour market in the GTA, the nature of construction trades work, and supply-side challenges to meeting construction labour market needs.

Components of workforce development models and key lessons learned – This section describes innovative and promising construction-focused workforce development approaches in Toronto and other jurisdictions, and lessons learned for designing a construction-focused jobseeker pathway to support the implementation of the Metrolinx Community Benefits Framework.

Proposed jobseeker pathway model – This section presents our proposed jobseeker pathway model based on our findings from Sections 1 and 2, including a description of its key features, functions, service components, and monitoring and evaluation components.

Current strengths, gaps, and what is needed to address gaps – This section describes current strengths and gaps identified in existing employment and training services, and what is needed to address these gaps in order to develop the proposed jobseeker model.

Operationalizing the pathway model – This section presents an approach for implementing the construction sector jobseeker pathway model, and proposed next steps.

1. CONSTRUCTION INDUSTRY CONTEXT

Our approach

There are a variety of reports on the current status of and outlook for construction labour markets. These reports include work by industry leaders like BuildForce Canada, and the Ontario Construction Secretariat (OCS), and government agencies like the Ministry of Training, Colleges, and Universities (MTCU), and Employment and Social Development Canada (ESDC). Our analysis draws heavily on these reports. (See the References section for a complete list of sources. See our full labour market analysis report in Appendix 5 for a more detailed description of findings.) We also consulted with key stakeholders such as building trades associations, joint apprenticeship training providers, and

employment and training service providers to better understand the implications of our findings for the design of the jobseeker pathway.

Key trades for ECL construction

Metrolinx has identified 12 trades as especially important for construction of the Eglinton Crosstown Line (see Table 1). Four of the 12 trades are “compulsory trades”. This means it is a legal requirement that practitioners of these trades be either apprentices holding a Registered Training Agreement with MTCU, or journeypersons certified by the Ontario College of Trades (OCOT). The remaining eight trades are “voluntary trades”: for these trades, certification and/or apprenticeship is not legally required in order to work, but rather is voluntary.

Table 1 Key trades identified for the Eglinton Crosstown Line project

Trade
1. Welders
2. Carpenters
3. Ironworkers
4. Boilermakers
5. Millwrights
6. Instrumentation mechanics
7. Heavy equipment operators
8. Trades helpers and construction labourers
9. Hoisting engineers (crane operators)*
10. Plumbers*
11. Electricians*
12. Sheet metal workers*

*Compulsory trade

Labour market trends, projections, and implications

Positive labour market trends for construction trades, particularly in the GTA

Labour market reports indicate that overall, unemployment rates among the key ECL construction trades were low in the GTA relative to other regions across Ontario and Canada between 1999 and 2013. Although there is some variation by trade category, in general, unemployment for all construction trades between 1988 and 2014 has stayed close to or below the overall provincial unemployment rate. Recent trends show unemployment falling faster than the provincial average for all construction occupations, except for trades helpers/labourers.

Growth in construction predicted over next five years, potential for brief periods of tight labour markets in the GTA for specific trades

Reports predict growth in the construction sector in the GTA over the next five years, and the Big Move transit infrastructure projects are identified as a significant driver of this growth. Although there are no major labour shortages predicted among construction trades over next five years, the industry can expect to experience brief periods of tight labour markets associated with peak hiring demands for major projects in the region. Demographics continue to be an issue for Ontario's construction industry. The industry anticipates significant retirements over the next decade that far outweigh the number of new entrants into the industry. As such, the industry must continue to promote careers in construction to attract young workers to the industry.

Existing journeypersons and apprentices can anticipate stable job opportunities in the GTA over the next five years given opportunities on transit/transportation projects, commercial construction activity and increases to high rise residential construction.

Apprentices likely to face access and completion challenges

A detailed analysis of apprentices was not possible, since apprentices are not tracked separately in labour force indicators. Nonetheless, it is reasonable to assume that apprentices will have a more difficult time finding and maintaining employment than more experienced workers in any given trade. This is because they face barriers experienced by many new labour market entrants, such as a lack of occupation-specific experience. They also face apprentice-specific issues, such as apprentice-to-tradesperson ratio restrictions, and potential lack of employer willingness to take on apprentices due to perceived costs associated with apprentice training (OCS, 2014; Conference Board of Canada, 2002; Human Resource Professionals Association, 2014). Even for those jobseekers who are able to find employers and register as apprentices, apprenticeship completion remains a concern. According to the Higher Education Quality Council of Ontario, less than half of Ontario's apprentices are completing the requirements of their program within two years of their expected completion date (HEQCO, 2015). However, there is some anecdotal evidence suggesting that unionized apprentices have better outcomes than their non-unionized counterparts.

Jobseeker pathway can help connect residents to economic opportunity and promote apprenticeship access

Given that construction trades jobs pay well and employment prospects are positive, they are a promising area of focus for connecting economically vulnerable individuals to opportunity. Connecting jobseekers to employment through union membership may be an especially promising approach, since research has shown that union membership is associated with apprenticeship access, continual training, higher wages, and other employment benefits such as supplemental employment insurance that can mitigate the costs of job loss during the off-season or an economic downturn (Raykov and Livingstone, 2002; Ontario Construction Secretariat, 2014; Laporte, C., and Mueller, R., 2012a). However, stakeholders we consulted indicated that employers and building trades associations already have preferred recruitment channels. These channels are perceived to be working, and there is no indication of a labour shortage in the construction trades.

At the same time, recent GTA experience suggests employers and building trades associations in the construction industry have goodwill towards giving back to the communities in which they are working. In the specific context of Metrolinx Community Benefits Framework, many of the relevant building trades associations have expressed a willingness to use a construction-focused jobseeker pathway to recruit new members if it is reliable and effectively prepares jobseekers to meet employers' needs.

While goodwill is a starting point from which much is possible, recent experience in the GTA also suggests that a formal agreement that includes a process for hiring disadvantaged jobseekers is

critical for delivering on opportunities at a scale that can achieve community impact, since employers and building trades associations are faced with competing demands.

Working in the construction trades

To understand the nature of work and hiring practices in the construction trades, we consulted with representatives from relevant construction and building trades associations, as well as the Central Ontario Building Trades (COBT). Stakeholders indicated that construction work is very demanding and may be unsuitable for some jobseekers. The work is physically taxing and requires significant self-management skills (for example, the ability to be ready to work by 7:00 am or earlier on a daily basis), often requires working in confined spaces or at heights, and requires the ability to withstand a potentially harsh workplace culture.

Given these requirements, stakeholders emphasized the importance of ensuring that the proposed jobseeker pathway meets three key success criteria¹⁹:

- Jobseekers have a strong understanding of the nature of construction work before they begin pre-apprenticeship and apprenticeship training;
- Screening and assessment tools effectively identify suitable candidates for a career in the construction industry;
- Pre-apprenticeship training programs should focus on exposing jobseekers to a range of trades and ensuring that they have the requisite foundational skills and non-cognitive skills to meet the demands of construction work.

However, our consultations with key stakeholders revealed that there are a number of challenges faced by employment and training service providers that inhibit their ability to ensure the above conditions. We describe these challenges briefly below, and in more detail in Section 4 of this chapter.

Challenges in meeting construction labour market needs among employment and training service providers

Based on consultations with key stakeholders including employment and training service providers, we identified a number of challenges for employment and training providers in meeting construction labour market needs.

- **Lack of knowledge of construction careers and training options** – Service providers and jobseekers lack knowledge about the range of construction careers, and find training options difficult to navigate due to the significant variation in program design that exists across pre-apprenticeship programs. Moreover, because there is also a lack of evidence on which training options are most effective for which types of jobseekers under which conditions, it is difficult for employment counsellors and individual jobseekers to identify an optimal training pathway.
- **Lack of high-quality career exploration tools** – There is a lack of high-quality tools and resources for career exploration and navigation.
- **Lack of industry-informed assessment tools** – Service providers lack information on employers' on-the-job performance needs, and tools that can assess jobseekers against these needs.
- **Limited financial supports** – Jobseekers who are not Employment Insurance or Ontario Works clients lack access to income supports or other financial supports to offset training-related costs while they are completing pre-apprenticeship training.

¹⁹ An understanding of the realities of construction work and of employers' hiring and performance needs will be deepened through future consultations with ProjectCo.

- **Limited provision of pre-employment services** – Jobseekers may need pre-employment services that teach employability skills, but these services are not currently offered by many providers.
- **Lack of a labour market intermediary** – There is no overarching service planning and brokering function across employment and training service providers to ensure that local supply-side activities are designed to meet local labour market needs, are coordinated, and that employers have single-point access to a screened and qualified labour pool.

We discuss these challenges in greater detail in Section 4.

2. COMPONENTS OF WORKFORCE DEVELOPMENT MODELS AND KEY LESSONS LEARNED

Our approach

In this section we identify initiatives that have linked workforce development with economic development objectives in order to achieve community benefits. We identify key components of these initiatives and lessons learned that may inform the development of a construction trades jobseeker pathway to support the implementation of the Metrolinx Community Benefits Framework.

We begin by highlighting some GTA initiatives that have attempted to connect economic development and community revitalization with workforce development goals. We then present an analysis of selected workforce development models linked with CBAs in other jurisdictions. The section concludes with a discussion of lessons learned from the GTA and other jurisdictions.

Construction focused GTA initiatives linking workforce and economic development

There is a growing interest in Toronto to leverage public investments in infrastructure and community revitalization to further social goals. A number of recent initiatives have attempted to link workforce development with economic development objectives in order to achieve community benefits.

For example, the Georgetown South Expansion was a multi-year transit infrastructure project spanning across the urban neighbourhoods of the west-end of Toronto. Associated with the project was the Georgetown South Project Employment Initiative (GSPEI), which was launched in 2012. The GSPEI was a partnership between Metrolinx and the City of Toronto Employment and Social Services Division that brought together the City of Toronto and Georgetown South construction contractors in order to connect with, train and support local community members to pursue careers in the engineering and construction fields.

The project engaged 600 community members through career fairs and networking events, and provided guidance and support to over 100 individuals through a City of Toronto Career Specialist working out of the Georgetown South community office. Metrolinx and the City of Toronto co-sponsored a class of 15 youth to attend an intense 12-week construction pre-apprenticeship training program through the Central Ontario Building Trades Hammer Heads program.

The expectations of community advocates were very high for this project. GO Transit, the operating division of Metrolinx, indicated that the project would support thousands of design and construction jobs (GO Transit, 2015) and that contractors working on the project had committed to consider qualified community members to fill any employment positions. However, Metrolinx did not guarantee a specific number of jobs. Ultimately, just over 60 employment opportunities were posted, 15 local community members were hired, along with 15 apprentices on job sites across the GTA (GO Transit, 2015).

While the GSPEI did not meet community expectations in terms of employment opportunities and community hires, the ground was laid for future initiatives, and lessons were learned about what was needed to ensure success. The greatest accomplishment was that Metrolinx has embarked on new ground to ensure that the communities in which it works and serves realize not only the transportation benefits of The Big Move, but also social and economic benefits from transit infrastructure investments. Although Metrolinx was not ready to set hiring targets or create a binding community benefits agreement for the Georgetown South project, it did lay the groundwork for the Metrolinx Community Benefits Framework, and gave the City of Toronto insights into how to work with Metrolinx and contractors.

Another initiative, *Woodbine Live!* is historic in terms of the level of employer commitment for preparing and hiring Toronto residents. The now defunct Woodbine Live! Project was scheduled to launch in 2008 and was to be a billion-dollar joint venture between the Woodbine Entertainment Group and Cordish Company for shops, restaurants, clubs and a hotel next to the Woodbine racetrack in Rexdale. Although the project ultimately fell through, it was ground-breaking in that the partnering employers agreed to establish a first-hire protocol to fill new jobs created as a result of the project. Specifically, residents living close to the project as well as nearby priority areas (Rexdale-Jamestown, Weston-Mount Dennis and Jane-Finch) were to be given five months' notice of any job postings as well as other job training supports and apprenticeship opportunities (CommunityBenefits.ca, 2013). Furthermore, the developer also agreed to provide \$10 million to underwrite construction of a training and employment centre on the site (Posner, 2010).

An example of an initiative that is currently operating is the Regent Park Revitalization project. As part of the revitalization of Regent Park, the City of Toronto's Employment and Social Services, Daniels Corporation and Toronto Community Housing developed a local hiring program for local residents. The program has helped create 491 jobs for local residents (Communitybenefits.ca, 2013). While many of these employment opportunities have been in the construction trades through Daniels Corporation, most opportunities have come from economic spinoff from the influx of new local service establishments (e.g. retail, food and beverage, and banking services), which may provide a meaningful stepping stone to future opportunities. The initiative includes a Regent Park Employment Centre, a storefront location in the community that provides a single, physical access point for employers, residents, agencies/services and employment opportunities. The University of Toronto has partnered to conduct credentials assessment for internationally trained individuals, and Daniels Corporation is contributing funds for financial supports for jobseekers while they attend training, which is partly funded through financial contributions from The Daniels Corporation (City of Toronto, 2012).

This Regent Park Revitalization project demonstrates the importance of relationships between workforce development organizations, employers and other local institutions, which allows for leveraging each party's existing strengths and capitalizing on emerging social and economic opportunities. Although there are no employment targets established for the project, it appears that the commitment of the partners to work together, as well as the expertise of the City of Toronto in mobilizing resources to capitalize on opportunities as they emerge has contributed to the promising results achieved so far in terms of hiring of Toronto residents.

The *2015 Pan Am Games* provides an example of how the City of Toronto and the province can work together to recruit and place large numbers of local residents in jobs related to economic development. Toronto Employment and Social Services (TESS), the Ministry of Training, Colleges and Universities (MTCU) and TO2015 partnered to fill temporary paid positions for the 2015 Pan Am Games. The partnership leveraged TESS's Employment Opportunities System (EOS), an integrated client tracking and job matching information system, to provide one-window access to the employer and to identify job candidates. City of Toronto staff from the Partnership to Advance Youth Employment (PAYE) program and community partners planned and delivered information sessions across the city, and prepared top candidates for interviews, while 30+ Employment Ontario (EO) agencies connected youth with summer jobs offered as part of TO 2015. Extensive outreach and

promotion resulted in 763 applications reviewed and 268 suitable candidates referred to TO2015 recruiters. 103 youth have been hired by TO2015 to date (City of Toronto, 2015a). These short-term summer jobs spanned a range of positions for the Games – from transportation to customer service – and included mentorship support from a corporate sponsor.

The Pan Am experience is considered a major success by those involved in its execution. Moving forward, there is an interest in improving the effectiveness and efficiency of inter-agency and inter-network coordination, such as by developing a more efficient approach to client information sharing and tracking, and by creating incentives for service provider collaboration within and across service provider networks to contribute to client success. However, while key actors are optimistic about opportunities for improvement moving forward, there is also recognition among stakeholders that current performance management structures limit the extent to which collaboration can be incentivized.

Construction focused workforce development models in other jurisdictions

Community benefits initiatives included in our analysis

Our scan of construction-focused workforce development in other jurisdictions draws heavily on community benefits research conducted by James Nugent, a researcher contracted by the United Way. Specifically, we draw information from Nugent’s following three reports: *Initial Scan and Assessment of the Literature*; *Comparative Analysis of CBAs*; and *In-Depth Analysis of Two Case Studies*.

Nugent’s research on CBAs included a high-level analysis of workforce development models of 13 different community benefits initiatives. These initiatives were selected due to their relevance to the Metrolinx Community Benefits Framework. Our scan includes these 13 initiatives, with a special focus on the following three initiatives:

- **Vancouver 2010 Olympic Village (BC)** – This is a Canadian example of a workforce development model linked with a community benefits agreement.
- **Atlanta BeltLine project (GA)** and **Port of Oakland project (CA)** - these projects are similar in scale to the ECL project and align with the Metrolinx Community Benefits Framework in that equity hiring goals are not supported by hard targets or quotas, but rather through targeted engagement and workforce development programs, and coordination of social services, colleges, labour organizations, and community groups.
- **Alameda Corridor (CA)** - Similar to the ECL project, the Alameda Corridor project was a large unionized (“closed shop”) public transit infrastructure project. It is widely recognized as an example of a successful community benefits initiative because it ultimately exceeded its training and local hiring targets.

In addition to those in Nugent’s analysis, we also examined the **Wisconsin Regional Training Partnership/BIG STEP** model. WRTP/BIG STEP is one of the largest and long-running sectoral workforce development initiatives in the US. It is widely considered an exemplary model that provides employment and training services and jobs brokering services for the construction industry and other industries, including to support local community benefits agreements (e.g. the Milwaukee Park East Redevelopment CBA).

Key components of workforce development models of community benefits initiatives

Below we describe key components of the workforce development initiatives included in our analysis. Due to a lack of publicly available information on the workforce development models associated with each of the community benefits projects, we do not know the prevalence of each component across

the 14 models in our analysis. Models that included a particular component are mentioned where this information was available.

Orientation and information sessions

At least five of the models include orientation and information sessions for local residents. For example, in the Alameda Corridor project, residents pre-registered for half-day orientation sessions, which involved a presentation on: the overall Corridor project; the training and hiring program; the requirements of construction trades work; types of jobs available and working conditions; special issues and programs for women; the trades and non-trades training paths; and the assessment process for each path. Information on other services was also made available, such as childcare, driver's license recovery, GED programs, and remedial math programs (Ranghelli, 2002).

Industry-informed screening and ongoing assessment

A feature of at least three of the models in our analysis – the Alameda Corridor model, the Vancouver Olympic Village model, and WRTP/BIG STEP model – is a screening and assessment approach that is reflective of the needs of employers in the construction industry. For example, in the Alameda Corridor project, assessment covered basic math, spatial relations, and mechanical aptitude. Those passing the assessment were interviewed by a panel representing the construction industry, job trainers, and community-based organizations (Nugent, 2015b).

Assessment is also a continuous process rather than a single point-in-time activity that involves both formal and informal approaches. For example, assessment in the Atlanta BeltLine project is done at intake and at several “checkpoints” throughout the training. Participants who are not fully engaged in the program or who are late for a checkpoint meeting are sent to the back of the waiting list to re-enter the program at a later time (Nugent, 2015c).

Career exploration services

At least one model – the WRTP model – includes intensive, one-on-one career exploration services to assist jobseekers in identifying suitable construction careers.

Pre-employment and foundational skills training for jobseekers who need it

A common feature across workforce development models is pre-employment, or “job-readiness” training, which focuses on basic education and soft skill development. The Port of Oakland project, the Alameda Corridor project, the Atlanta BeltLine project, and the Vancouver Olympic Village all provided pre-employment training for jobseekers with multiple/complex barriers to employment (e.g. life skills challenges, long absence from the labour market, attitude or motivational problems; etc.) to improve non-cognitive skills and life skills such as dependability, attendance, communication, and problem-solving skills. Jobseekers with lower education/skills could access basic educational upgrading.

Pre-apprenticeship training and industry-recognized credentials

Almost all construction-focused models in our analysis include introductory construction skills training, many of which include site visits and/or training at actual construction sites, and access to multiple types of industry-recognized certifications. For instance, the Alameda Corridor model includes: instruction on construction terminology; safety; construction math, fastening systems and power tool usage; daily physical conditioning akin to that encountered on the job; guest speakers from building trades associations; and seven weeks of on-the-job training at a construction site (Ranghelli, 2002).

Focus on trades and non-trades construction careers

Another key feature of workforce development models that support projects that have community benefits requirements (through CBAs, PLAs, or other mechanisms) is their focus on not only

construction trades careers, but also non-trades opportunities in the construction industry. For instance, the Vancouver Olympic Village project and the Alameda Corridor project targeted both trades and non-trades construction jobs, such as drafting assistants, office support, and site security (Nugent, 2015b).

Retention and advancement services

A small number of models also include services to support job retention and career advancement. For example, the Port of Oakland project offers post-placement skill development opportunities to promote advancement. WRTP/BIG STEP maintains relationships with graduates and facilitates mentoring programs to promote retention and advancement of new and existing employees (Milwaukee County and WTP/BIG STEP, 2011).

Case management and wraparound supports

Roughly half of the models in our analysis appear to provide case management and/or wraparound supports, such as assistance with transportation and childcare, legal counselling, and job mentoring and on-site job coaches that provide emotional and practical support for overcoming barriers to achieve self-sufficiency. A few models, including the Port of Oakland model and the Alameda Corridor model, also provided a stipend for time spent in training.

Supported transition to other jobseeker pathways

Jobseekers in the Alameda Corridor project were assisted in finding other career paths if for some reason construction did not work out. Partnering one-stop career centers also made efforts to place jobseekers into other job opportunities and supportive services (Ranghelli, 2002).

Labour market intermediary function

Several models also include a labour market intermediary function. Labour market intermediaries take a dual customer approach by helping employers meet their training and hiring needs, while helping individuals prepare for and connect with work and learning opportunities. For instance, as part of the Atlanta BeltLine project, the Downtown Atlanta Construction Workforce Consortium was established to coordinate the workforce development needs of contractors involved in a number of major projects in the downtown area, allowing contractors to benefit from a high-quality, pre-screened pool of applicants.

WRTP/BIG STEP is widely recognized as an exemplary intermediary model. The model aligns the interests of a range of partners – employers, contractors, building trades associations, government, and community leaders – to ensure that a workforce development strategy meets critical workforce development needs from a regional perspective, from the earliest planning stages. WRTP/BIG STEP regularly conducts sector based Industrial Needs Assessments, which drive WRTP/BIG STEP's programming. WRTP/BIG STEP regularly works with bid-awarding agencies and bid-winning contractors for publicly funded capital projects that have local and/or equity hiring requirements to find and prepare qualified workers that will help contractors meet local preference, registered apprentice, minority, and gender related bid requirements. WRTP maintains a centralized database that tracks job-ready candidates in the Milwaukee area, and certifies eligible candidates. Contractors use the database to find workers with special skills, such as bilingual workers or residents of neighbourhoods close to where projects will take place (Jobs for the Future, n.d.).

Key lessons learned

We identify five key lessons that can inform the design and development of a construction-focused jobseeker pathway:

1. Early employer buy-in is critical, but need for hard targets or quotas may depend on local context

Achieving employer buy-in and commitment early in the process through more formal mechanisms than goodwill alone is important for ensuring that employment opportunities for residents materialize. Goodwill is important as a starting point, and indeed, is the starting point for many jurisdictions that have established community benefits agreements or other similar instruments. However, there is a growing consensus that to achieve employment opportunities for disadvantaged groups at a scale that can produce social impact, a formal agreement is required. This may be especially true when employers are faced with competing priorities.

Even in cases where a commitment has been formalized, such as through language in a CBA or PLA, the design of the hiring and enforcement mechanisms may also matter for preventing contractors from finding loopholes and circumventing their obligations. However, the extent to which this is important likely varies depending on a number of factors, such as the specific labour market context, the strength of relationships between parties, the perceived credibility and quality of supporting workforce development programs, and the extent to which the developer feels an obligation to compensate local communities for any inconvenience or risk associated with the construction project.

For example, a lack of local hiring targets and a weak first source hiring mechanism in the context of the 2008 recession may have contributed to fewer local hires than expected in the Port of Oakland project, since the focus became finding employment for those on building trades' out-of-work lists. The Regent Park Revitalization is an example of a relatively successful project that does not rely on hiring targets to achieve results, but rather on the strong relationships between the partners, and the credibility of the supporting workforce development model coordinated by Toronto Employment and Social Services (TESS). The Alameda Corridor project is an example of a "perfect storm" in that there were several conditions promoting a successful first source hiring system, including: welfare reform in 1996, which had a strong work-focused component, creating a demand for jobs for low-income people; a sense of obligation to compensate with jobs for the environmental justice issues raised related to the project; and a formal agreement that guaranteed the training of a 1,000 residents and that 30% of all work hours would be performed by residents from local low-income communities (Ranghelli, 2002).

As communities experiment with various approaches for achieving local hiring and/or hiring of disadvantaged groups, there is an emerging recognition that hiring goals should be embedded in construction projects from the outset, at the point of contract bidding. For example, an approach is to require contractors to include in their bid a plan for hiring local residents and/or residents from disadvantaged groups. The selected proponent is then held accountable for achieving the goals set out in their bid.

2. Plan and develop the jobseeker pathway well in advance

Once the buy-in and commitment of all the parties has been achieved and formalized, the next critical step is to begin planning the jobseeker pathway. This planning and development process should happen well in advance of implementation so that the pathway can be launched in time to prepare jobseekers for upcoming employment opportunities. It should involve identifying any existing strengths that can be leveraged and gaps that need to be addressed, and gaining a deep understanding of employer needs, so that services can be designed to meet these needs. Securing a funding source,

sufficient funding levels, and establishing an appropriate funding model is also important to ensure that staff and services are well-resourced and able to meet jobseekers' needs.

In the Alameda Corridor project, a considerable amount of research effort went into identifying the types of jobs that would be created, the skills required, and the physical demands of those jobs, as well as understanding how the construction industry works, and which building trades associations would be involved (Ranghelli, 2002). Service planning involved identifying and partnering with service providers that would deliver employment and training services, establishing partners' respective roles, responsibilities, and specific tasks, securing funding through the CBA, and establishing the financial structure of the pathway and the allocation of funds across partners.

3. Invest in the development of relationships and industry expertise

It is important to create conditions that allow for the jobseeker pathway to build trust and long-term relationships with key stakeholders. This builds the credibility of the pathway, and allows service providers to develop the required industry expertise to best meet employer, building trades, and jobseeker needs. A degree of permanency through longer-term funding commitments and appropriate infrastructure that can bring key stakeholders to the table appears to be an important element for supporting the development of industry expertise and long-term relationships.

In its early years, WRTP/BIG STEP received multi-year funding from the Annie E. Casey Foundation as part of a demonstration project, which provided a tremendous opportunity for WRTP to expand its operations and increase its capacity to invest in real partnerships between business, labour, and the community (Parker, 2000). Today, their funding partners span several sources, including government workforce programs, foundations, and the private sector. Now widely acclaimed as an exemplary model, "the WRTP/BIG STEP model is the result of decades of honing best practices internally, regionally and nationally" (Centre for Economic Development, 2015).

Through various employment projects including the Regent Park Revitalization and many others, the City of Toronto has been developing expertise in building relationships with and leveraging public and private actors. Recently, this has included partnering with Employment Ontario, such as for the 2015 Pan Am Games jobs initiative.

4. Services should be tightly aligned with employer needs

Services along the entire pathway, from intake, to training, to retention services, should be tightly aligned with industry needs. In the Atlanta BeltLine project, employers participate in conducting assessments at various points in the jobseeker pathway, which ensures that candidates are being assessed against the actual needs of employers. In the WRTP/BIG STEP model, industry needs drive almost all aspects of programming. Building trades associations and employers take the lead in setting WRTP's agenda through steering committees established for each target sector, which are comprised of corporate and building trades leaders in the industry. The industry-driven orientation of the model is considered to be critical to the model's success.

5. Adopt a flexible, responsive approach to align with shifting labour market needs

A common lesson across several initiatives is that programming must be informed by local labour market needs and have flexibility to adjust to changes in local demand and provide opportunities in other emerging sectors. Workforce development programs related to CBAs/PLAs do not normally constrain their efforts to placing residents into jobs in the construction project to which the CBA/PLA relates, but rather focus broadly on meeting labour needs for a variety of occupations in the construction sector in the surrounding geographic region. Adopting a broader focus beyond the specific construction project related to the CBA allowed the projects to achieve employment for a greater number of residents than they otherwise would have.

In the Alameda Corridor project, although the agreement funded the training and placement of 650 people in construction jobs, the demand for training and jobs well surpassed this number. In response, the additional jobseekers were placed in employment opportunities in other construction jobs outside of the Alameda Corridor project.

In the Port of Oakland project, when the construction sector shrank during the recession of the mid-2000s and work on the Port of Oakland project slowed down, placement numbers dropped significantly. In response, some agencies developed a long-term strategy that looked beyond the PLA and attempted to integrate residents into the regional construction industry (Parkin, 2004).

3. PROPOSED JOBSEEKER PATHWAY MODEL

Our approach

In this section, we propose a model for a jobseeker pathway to support the implementation of the TCBN-Metrolinx Community Benefits Framework. The proposed model is based on findings from stakeholder consultations and key informant interviews, as well as lessons learned from our analysis of other workforce development initiatives in Toronto and other jurisdictions.

Key model features

Based on our research findings from the environmental scan, stakeholder consultations and key informant interviews, we identify seven key features for the jobseeker pathway:

1. **Responsive to employer hiring needs in the construction sector** – Prepares jobseekers to get and keep employment in both trades and non-trades construction jobs. Services are aligned with job performance needs and the pathway adapts to ebbs and flows in labour demand.
2. **Employer and building trades associations' buy-in** – Is a credible and reliable source of skilled labour by employers and building trades associations, and employers are committed to hiring participants.
3. **Responsive to jobseeker needs** – Provides a full suite of services, financial and wrap-around supports that can be drawn on to respond to individual jobseeker needs. Jobseekers can enter the pathway at multiple points, are supported throughout the process, and are provided with resources, enabling them to make sound career decisions.
4. **Coordinated, integrated service delivery** – Allows jobseekers to transition seamlessly between services. Programming from traditionally separate services is blended to accelerate jobseekers' progress. Employers have a coordinated access point to a qualified labour pool.
5. **Continuous improvement** – Collects jobseeker and employer data through a coordinated/integrated tracking system to monitor progress toward objectives, learn what works, and inform the continuous improvement of the model.
6. **Labour market intermediary** – Provides dedicated services and staff that focus on aligning the interests of employers, contractors, building trades associations, government, and community leaders to ensure that jobseeker services are of appropriate scale and design to meet local workforce development needs.
7. **Technical assistance and capacity building** – Offers technical assistance, stable funding, and tools to pathway service providers that enable them to foster strong relationships with other service providers, building trades associations, contractors, and other industry leaders, and build industry expertise and capacity for service excellence.
8. **Responsive to community** – Works with community leaders to ensure that historically disadvantaged communities are aware of the job opportunities in the construction industry and can channel people into jobseeker pathways.

Core functions

The jobseeker pathway would involve seven core functions, which are described below.

Resident engagement	Residents are engaged in the pathway through multiple channels, through an inclusive and supportive process.
Intake, assessment, exploration & planning	Residents are screened into the pathway and participate in career exploration services and assessment activities to determine whether a career in the construction sector is a suitable and desirable career path. Participants are continuously assessed throughout the pathway to ensure job readiness and aptitude for employment in construction sector.
Training	Jobseekers who demonstrate an interest in and aptitude for a career in the construction industry participate in a variety of training activities designed to prepare them for employment in the construction trades or in a non-trades construction related career. Instruction on foundational skills and technical skills is integrated to accelerate progress. Non-cognitive skills, such as self-management and interpersonal skills, are developed to ensure jobseekers have the right attitudes and skills to succeed in a construction workplace environment. Academic upgrading is provided to ensure jobseekers have minimum academic requirements for employment in construction. Jobseekers who lack basic employability skills participate in pre-employment training.
Job matching & placement	Jobseekers who are ready to begin a career in construction are matched with job opportunities and placed in construction jobs.
Retention & advancement	Jobseekers are followed up with over the long term and can participate in retention and advancement activities, such as mentorships and additional training and certifications. Employers are followed up with to learn about jobseekers' performance and can participate in mentorship training activities
Case management & wraparound supports	Jobseekers and case managers meet regularly throughout the pathway and work together to identify barriers and solutions. Jobseekers are supported in transitioning to other pathways as needed. Financial and wraparound supports are also available as needed, including to offset costs for: work cloths and boots; hard hats; tools; transportation; and childcare.
Pathway management, jobs brokering, monitoring & evaluation	A labour market intermediary: plans and manages pathway services to meet jobseeker and employer needs; brokers job opportunities between service providers and employers; and monitors and evaluates pathway services to identify where jobseekers succeed or falter, where service adjustments are needed, and to assess progress against objectives.

Service components

This section describes the service components associated with each of the six core functions. Figure 1 presents these components and how they fit together to form the jobseeker pathway model.

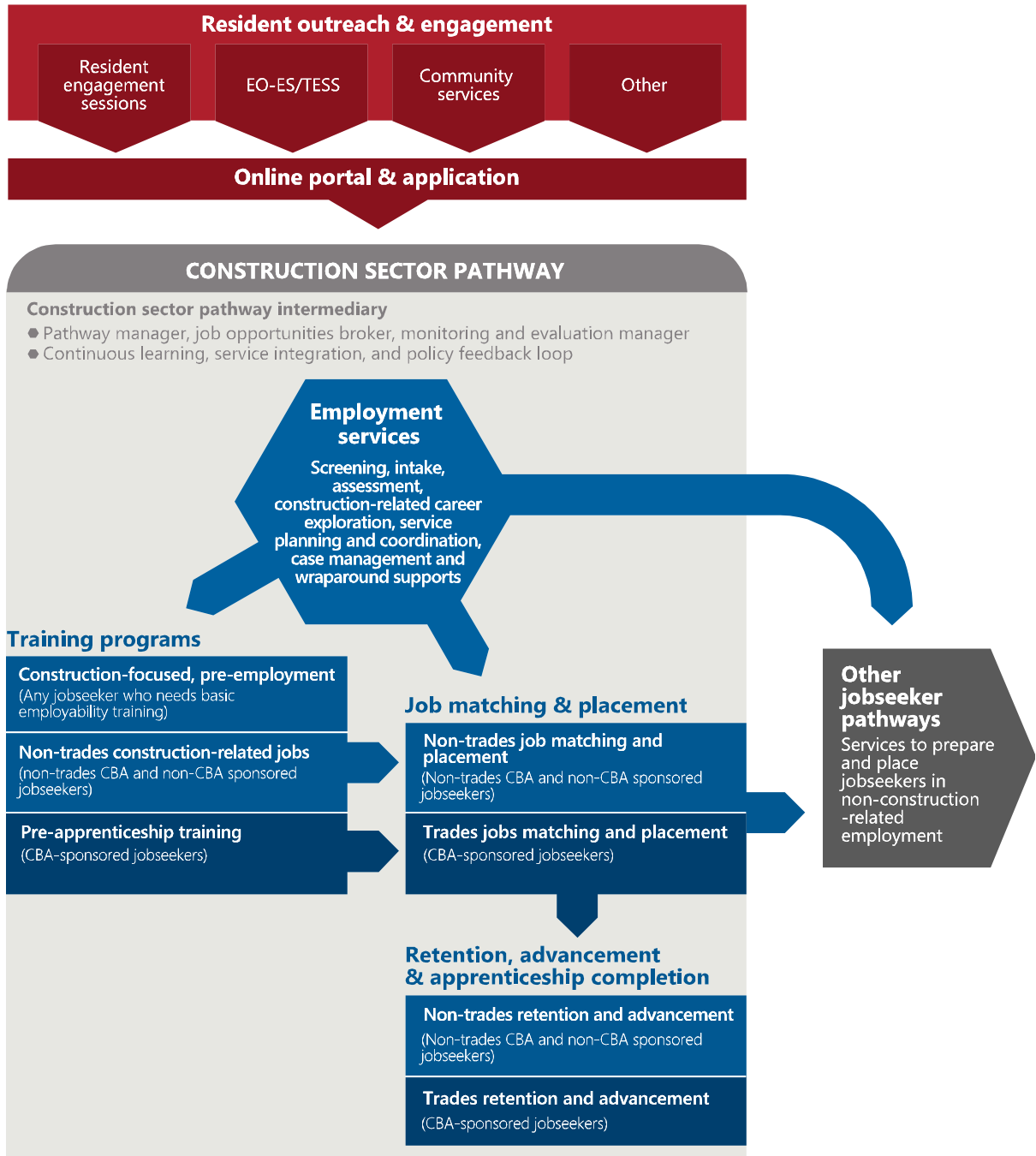


Figure 1 Proposed jobseeker pathway model

Outreach and engagement

- **Multi-channel** – Outreach is conducted through multiple channels: resident engagement sessions, employment service providers, community organizations and other channels, such as social media. The engagement strategy is audience-appropriate, and guided by transparent eligibility and suitability criteria.
- **Consistent messaging** – Jobseekers receive consistent information on construction trades, the ECL construction project, and the training and preparation process, regardless of the channel through which they are engaged.
- **Single, online interface and application** – Jobseekers who are interested in a construction career and who are likely to meet basic eligibility criteria are referred to an online portal that provides general information on careers in the construction industry and an online application for the construction sector jobseeker pathway. Jobseekers are supported by staff or volunteers in completing an application. Upon submitting an application, jobseekers who meet the basic eligibility and suitability criteria are given an intake appointment time with a specific employment counsellor.

Intake, exploration, assessment and planning

- **Inclusive, community-friendly intake approach** - An inclusive, community-friendly approach ‘screens-in’ jobseekers, based on their career interests and transparent eligibility and suitability criteria.
- **Demand-informed, comprehensive, consistent assessment process** - Assessment begins at intake and continues throughout the pathway using formal and informal approaches to identify jobseekers’ service and support needs over time. Jobseekers’ strengths are assessed against employer needs and gaps are identified. Areas of assessment include: work history; education; attitudes and aptitude for construction trades work; skills (language, employability, technical and essential skills); financial need; and need for other community services/supports.
- **High-quality, engaging exploration** – Jobseekers use career exploration tools that provide high-quality, comprehensive information on career pathways for construction trades, enabling jobseekers to make sound career decisions. Tools are used independently or with support from service staff, in a group or individual setting. The duration and intensity of career exploration activities are tailored to individual need. User-friendly, visually appealing online modules include videos of trades people, trainers, and ProjectCo employers, to provide “day-in-the-life” information. Guest speakers (trades people, trainers, and ProjectCo employers) give presentations.
- **Individualized service plans** - Jobseekers work with employment counsellors with industry expertise to develop an individualized service plan. Jobseekers are matched to pathway services that prepare them to meet employer hiring needs for their chosen career pathway, or referred to other jobseeker pathways as needed. Job-ready candidates are referred directly to job matching and placement services.

Training

- **Demand-informed, industry approved** – Training is designed with input from ProjectCo employers and recognized as high quality by these employers and by jobseekers.
- **Responsive to jobseeker and labour market needs** – Training offerings align with local labour market needs, with flexibility to adjust according to changing local context. Non-trades

construction training is available for jobseekers who may not be suitable for trades work and/or to provide other opportunities if trades jobs are limited.

- **Pre-employment for those who need it** – Construction focused pre-employment training is available for jobseekers who need to strengthen basic employability skills (e.g., soft skills, self-management skills, personal presentation, and interview skills).
- **Integrated training** – Foundational skills training is integrated with introductory construction skills training to accelerate jobseeker progress and ensure seamless transitions. Depending on jobseeker needs, construction training may be integrated with:
 - Non-cognitive skills development to manage the demands of construction work
 - Academic upgrading to attain Grade 12 and/or required courses for specific trades
 - Essential skills training
 - Occupation-specific language training for newcomers
- **Work exposure** – Jobseekers in pre-apprenticeship training are exposed to a range of construction trades through visits to construction sites and building trades training centres, and/or short-term job shadowing. Jobseekers pursuing non-trades construction jobs may also participate in short-term job shadowing.
- **Job coaching** – Job coaches provide coaching as needed to support career decision-making and retention, and follow up with clients for up to 6 months post-placement. Job coaches liaise with case managers and the labour market intermediary to share client information.

Job matching and placement services

- **Intermediary approach** – Job-ready candidates are referred to a single local labour market intermediary, which performs job matching, placement and solutions brokering functions on behalf of individual employment service providers.
- **Dual customer approach** – The intermediary screens job-ready candidates with the dual objective of matching them to the best available jobs for which they are suited, and meeting employer hiring needs.
- **Responsive to both employer and jobseeker needs** – Jobseekers are matched to ProjectCo jobs, and other trades and non-trades construction jobs in response to local labour market demand, as well as based on the skills, interests and needs of jobseekers.

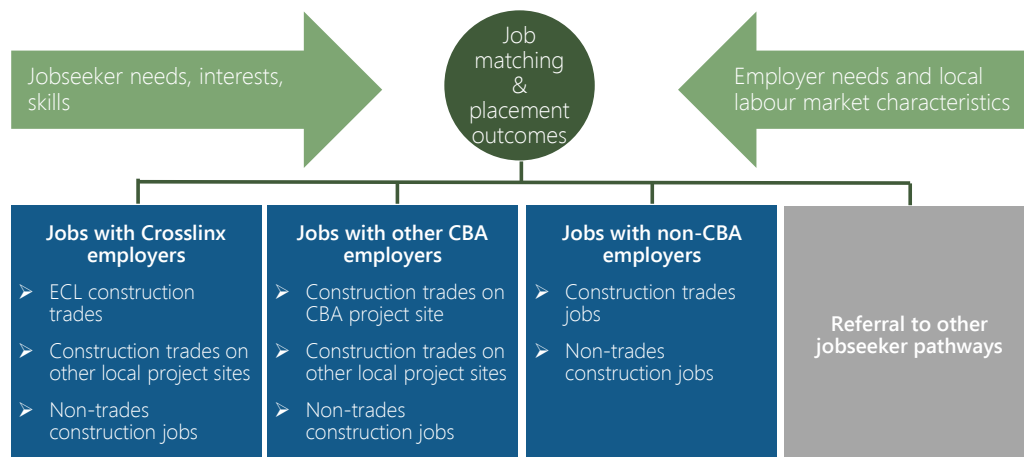


Figure 2 Job matching and placement factors and outcomes

Retention and advancement services

- **Long-term follow up** - Employed participants receive on-going career counselling, additional job matching and placement, and supports as needed. Employers are followed up with regularly to learn about employee performance and identify issues to be resolved in order to promote retention. The ultimate goal is apprenticeship completion/certification for apprentices, and labour market advancement (a living wage job in a desired field) for both apprentices and non-apprentices.
- **Iterative, “stepping stone” approach** - Jobseekers that are initially placed in “stepping stone” jobs are supported to move to the next career step. This is an iterative process that may involve multiple job placements and re-placements over time.
- **Mentorship component** - Employed individuals are matched to a mentor (e.g. a ProjectCo journeyperson) who provides ongoing coaching and support through regular in-person/phone meetings, serves as a sounding board for work-related issues, provides resolution strategies, and encourages perseverance.

Case management and wraparound supports

- **Holistic, needs-based approach** - Jobseeker needs are continuously assessed through a holistic lens that recognizes the complexity of individual and systemic barriers and understands how these barriers may affect an individual’s physical, emotional, and mental functioning. Jobseekers with complex barriers receive more intensive case management than clients with less complex barriers. Jobseekers receive needs-based financial supports to offset training costs, including supports for tools, equipment, registration fees, childcare fees, transportation, and supported access to other community services (e.g. drivers’ ed., childcare services). A needs-based living allowance is available to training participants.
- **Empowerment approach** - Caseworkers establish trusting relationships with jobseekers to explore options so that jobseekers can build on their strengths and address challenges. Jobseekers receive information, encouragement, support, coaching, mentoring, links to other services and resources to support them in overcoming barriers.

Labour market intermediary

- **Dual customer approach** – A key objective of the labour market intermediary is to ensure that services and support provided through the jobseeker pathway are meeting the needs of both jobseekers and employers. Service delivery is planned and managed with these dual goals in mind.
- **Continuous learning** – The intermediary engages in continuous learning through its monitoring and evaluation activities. Decisions about pathway design and/or delivery adjustments are informed by data collected through various means and at various points throughout the pathway.
- **Policy feedback loop** – Information on pathway successes and challenges are shared with key organizational leaders and policy makers so that policies, procedures and resources can be adjusted to address barriers that may be hindering success, and to enable service innovation.

Monitoring and evaluation strategy

Objectives of the monitoring and evaluation strategy

The purpose of the monitoring and evaluation (M&E) strategy is to:

- Contribute to transparency and accountability of the project;
- Provide a basis for questioning and testing project assumptions;
- Identify certain conditions that are crucial for success and highlight practices that can be improved;
- Allow for knowledge exchange where project partners and stakeholders learn from each other;
- Provide an organized framework to gather and share project information across a wide range of stakeholders (participants, community agencies, employers, training providers, funders);
- Credibly demonstrate project results by producing robust outcome information that is crucial for assessing the impact of the program, raising funds and influencing policy and practice.

Overall, the M&E strategy should aim to support both continuous improvement and program accountability. It should be designed to capture “emergent learning” and capacity building processes where project partners improve their abilities to collect and analyze data and use them to make more informed evidence-based programming decisions.

Evaluation research questions

The entire M&E process, including the development of the M&E framework and data collection tools, should be guided by key evaluation questions. These questions are critical inquiries that should contribute to learning and project accountability.

We propose that evaluation questions focus on the following broad lines of inquiry:

- **Is the jobseeker pathway successful?** To what extent has the pathway contributed to the achievement of desired outcomes? Is the pathway successful in recruiting the target group? Do participants experience gains on outcomes of interest (e.g. skills gains, improved labour market outcomes) as a result of their participation? Which types of jobseekers benefit most, and under what conditions? Do employers see any value added from the pathway? Questions around jobseeker outcomes can be addressed by comparing the outcomes of jobseekers who participate in the construction sector jobseeker pathway with the outcomes of other jobseekers with similar characteristics who do not participate in construction pathway. Questions around employers’ value of the pathway can be addressed through employer surveys and/or focus groups.
- **Is the jobseeker pathway cost-effective?** The proposed jobseeker pathway model is a comprehensive approach to serving clients at various degrees of distance from the labour market. While the model may be cost-intensive, it also has the potential to generate substantial benefits for jobseekers, employers and government. The question of cost-effectiveness can be addressed by estimating program costs and benefits from the perspectives of individuals, employers, and government.
- **How is the pathway model implemented, and what are key success factors?** How is the jobseeker pathway model implemented in practice? The proposed construction sector jobseeker pathway has the potential to be a ground-breaking model that will be tested in the context of a new approach to public infrastructure projects through the recent passing of the *Infrastructure for Jobs and Prosperity Act* in June 2015. Given that the province is introducing new regulations to support the inclusion of apprentices and underrepresented groups in public

infrastructure construction projects, the testing of our proposed model provides a timely case study that can be learned from and potentially replicated for future infrastructure projects. Thus, it is critical to understand the extent to which implementation is consistent with the model as designed. It is important to identify and understand the causes of any divergence from the model, as well as critical success factors. The analysis should also investigate areas that are perceived to be working well or that need improvement from the perspectives of jobseekers, employers and service providers. The implementation analysis can be used to assess the extent to which implementation factors affect program outcomes. It can also provide real time insights that can be used to drive continuous learning and improvement.

Research design

Participant outcomes analysis

We propose a longitudinal, quasi-experimental comparison group design for the analysis of pathway participant outcomes. Outcomes would be measured over time, and changes in outcomes would be compared to changes in outcomes among a comparison group. This would involve constructing a comparison group from eligible/suitable non-participants to establish a counterfactual benchmark for non-construction pathway participants, and then tracking jobseeker outcomes in both the pathway group and the comparison group over time. This will allow us to compare outcomes of participants to non-participants with similar observed characteristics. A possible comparison group could be Employment Ontario clients who are interested in construction related jobs and who receive services through Employment Service and/or the Pre-Apprenticeship Program, but who are not receiving services through the construction sector pathway.

Participants in the evaluation would be tracked at baseline, at multiple points throughout the pathway, and at specific follow-up points to assess changes in outcomes. Relevant data would be collected both through a client information/case management system and through the use of short, focused surveys.

The outcomes evaluation could include four survey data collection points throughout the pathway, plus two follow-up surveys post job placement (at 3 months and 6 months), as well as a survey for those who exit the pathway early to pursue non-construction related employment or training. Surveys would be administered by designated pathway service provider staff, and/or by a field researcher.

Outcomes after 6 months post placement would be tracked using administrative data collected through an integrated client tracking system. We recommend that outcomes for jobseekers placed in non-trades construction jobs be tracked for at least one year post-placement. Jobseekers placed in trades jobs should be tracked until apprenticeship completion, or until 7 years post-placement (whichever is happens first).

Depending on the diversity/equity hiring objectives of the project, we will also want to benchmark the existing composition of the GTA construction workforce to assess progress against diversity/equity targets.

The outcomes analysis would require a specialized information management system that has the following capabilities:

- Can link or integrate jobseeker data collected and recorded by pathway service providers with employee data recorded by employers/contractors;
- Tracks individual jobseekers' demographic, socioeconomic, labour market-related, and other relevant personal characteristics;
- Tracks individual jobseekers' participation in, completion of, and transition between pathway services, including service duration and intensity;
- Tracks referrals into and out of the pathway, including the referring/referral agency;

- Tracks key outcomes of interest, such as changes in skills, employment status, social assistance status, apprenticeship attainment, earnings, apprenticeship level completion, certification attainment, etc.;
- Tracks participants as they move across different construction projects and/or employers.

One example of a promising information management program that may be able to track all of the above is LCPtracker. LCPtracker is labour compliance software that can be integrated with government information management systems to track jobseekers as they move throughout employment and training programs and while they are employed by contractors. It is used in at least 38 US states to track outcomes of large infrastructure projects that have local and/or diversity equity hiring requirements. Potentially suitable information management programs, such as LCPtracker and other similar programs, should be identified and assessed in more detail before selecting an approach.

Employer outcomes analysis

Employers in the project would be engaged to provide information on their expectations of the pathway and of job candidates, their perceived performance of candidates hired through the pathway, and their perception of the effectiveness and value added of the pathway. Employer data could be collected at three points: pre-placement, and at 3 months and 6 months post placement. Employer data would be collected by designated pathway service provider staff, and/or a field researcher.

Figure 3 provides a visual depiction of proposed jobseeker and employer data collection points for jobseekers and employers.

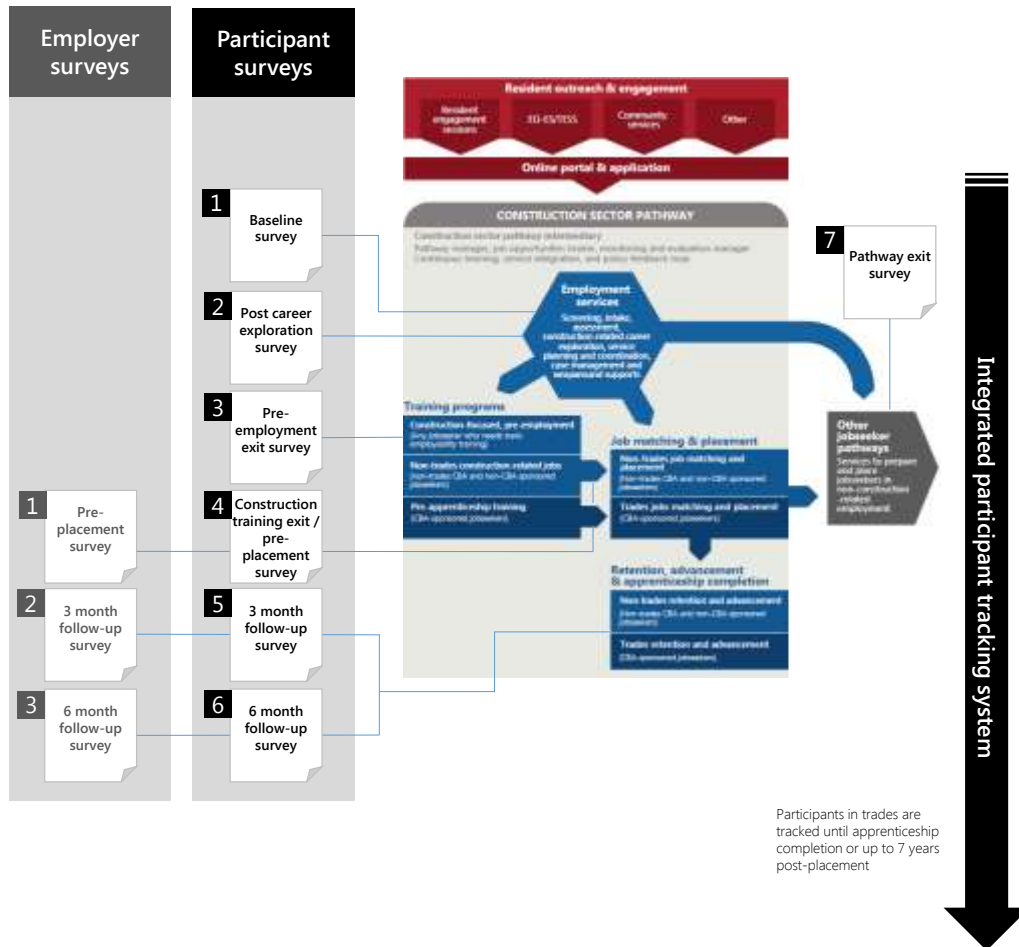


Figure 3 Possible data collection strategy for outcomes analysis

Implementation analysis

The implementation analysis would assess how services in the pathway are delivered and would identify critical success factors, through the use of multiple research methods, including:

- An analysis of data collected through the participant information management system;
- Site observations (at resident engagement sessions, career exploration workshops, training sites, etc.);
- Focus groups and/or interviews with service providers, jobseekers, building trades associations, and employers.

Research activities

The M&E strategy will involve the following research activities:

- **Develop the evaluation framework, research design, and data collection strategy** – Work with key stakeholders to: identify desired outcomes of the pathway; develop the pathway logic model; develop the evaluation framework (outcomes, indicators, and metrics); develop the research design, including identifying an appropriate comparison group; and develop the data collection strategy.
- **Develop data collection tools, protocols, and data management system** – Assess existing data collection tools against the evaluation framework to identify gaps. Once gaps are identified, adjust and/or develop new tools to address gaps. Consult with service providers to ensure that tools are practical and streamlined with service delivery.
- **Orientation, enrol participants** – Service provider staff and/or field researchers must be trained to administer surveys and input participant data into the participant tracking system. Jobseekers who are accepted into the pathway and who consent to participating in the evaluation are enrolled into the study.
- **Collect data** – Throughout the project, collect data and monitor response rates and data quality to ensure that data is of sufficient quantity and quality to allow for a rigorous analysis of pathway effects.
- **Conduct implementation research throughout project delivery** – Throughout pathway delivery, observe program activities as appropriate. Interview employers and jobseekers to understand which features of the model appealed to them most/least, and to obtain their perceptions on the effects and value of the services. Triangulate this information with activity and outcomes data to identify any patterns that may shed light on key factors affecting pathway effectiveness.
- **Analyze and share results** – Analyze implementation and outcomes, and share relevant findings with key stakeholders. Consult with key stakeholders to ensure that: all parties have the information they need, when they need it; that research activities are integrated as seamlessly as possible into service delivery and do not detract from core operating activities; and that data is analyzed in a manner that generates timely, actionable insights that can be used to improve the effectiveness of the jobseeker pathway.

4. CURRENT STRENGTHS, GAPS, AND WHAT IS NEEDED TO ADDRESS GAPS

Approach

A key question is, *to what extent does the current state of employment and training services available to jobseekers pursuing construction careers align with the proposed model?* In this section, we assess strengths and gaps identified in the current system based on findings from consultations with stakeholders, the environmental scan, and our own observations. We then identify a series of steps for addressing the identified gaps. (See Appendix 3 for a discussion of strengths and gaps identified from the piloted resident engagement sessions led by the Toronto Community Benefits Network.)

Current strengths

Some promising models of demand-informed, integrated service models

Some service providers are finding innovative ways to design demand-informed programming and coordinate and integrate various service components, such as pre-employment, academic upgrading, and essential skills training into pre-apprenticeship programming to meet jobseeker needs. Some pre-apprenticeship providers have strong connections with union training centres, and in some cases, partner with them to provide the technical training component.

A particularly promising model is the Hammer Heads program, which is designed and delivered by the Central Ontario Building Trades (COBT). The Hammer Heads model is now widely recognized as a 'best-in-class' across stakeholder groups, due to its deep connections with multiple trade unions and employers, and long-standing partnership with Toronto Employment & Social Services. Based on the strong track record of the Hammer Heads program, SRDC recommends that this model should be a central component in the proposed construction sector pathway. We describe this model in detail below, highlighting its features and their alignment with the key features of the proposed construction sector pathway.

HAMMER HEADS

Hammer Heads is a 12-week, boot-camp style, comprehensive skills development program that supports under-privileged youth to develop the skills required to gain meaningful employment in the construction trades. The program was established by the Central Ontario Building Trades (COBT) and has been in operation since 2010.

The program is targeted to youth living in under-resourced and Aboriginal communities between age 18 and 26. Candidates must be receiving services from a social service agency, and must be referred to the program by their job coach or caseworker. Candidates must also have completed Grade 10 English, Math and Science. The program reaches some of the most under-privileged youth in Toronto, with the majority of participants living in Toronto Community Housing and/or are in receipt of Ontario Works, and some candidates being referred through the Children's Aid Society or the shelter system.

In addition to its deep industry expertise, the Hammer Heads program is notable to the extent to which it collects extensive data on participant outcomes and uses this data to inform the continuous improvement of the program. The results of this deep industry expertise and data-informed approach are impressive. Since 2010, Hammer Heads has produced 219 apprentices. The program has exceptional placement and retention rates. Among all graduates, 98% are successfully placed in a job in the construction trades, among which 97% have retained their job for at least one year (Crossflow, 2015). According to program statistics, more than half of graduates have worked well into their second, third, and fourth year of apprenticeship, with some graduates completing their apprenticeship and achieving journeyman status. The program has amassed numerous testimonials from program graduates attributing their participation to changing the trajectory of their lives.

SRDC conducted extensive analysis of the program including multiple site visits, interviews with the program director and selected program participants and interviews key stakeholders. Based on this analysis, SRDC concluded that the program model is strongly aligned with the evidence base on what works for jobseekers with complex barriers, especially its emphasis on non-cognitive skills development and mentoring, coaching and retention supports.

Key features of the program include:

- Integrated support from Toronto Employment and Social Services – TESS provides coordinated, city-wide outreach to Toronto’s youth population, pre-screens candidates and coordinates the application process in partnership with the program. In addition, TESS provides coaching and financial supports to eligible youth with demonstrated need to ensure the successful transition to the workplace. This partnership with TESS helps ensure the program is an optimal match for each candidate and that entire process from outreach to graduation and placement and retention is as seamless as possible.
- Health and Safety training – The first two weeks of the program are exclusively focused on health and safety training to ensure that participants understand what is required for them to work safely and diligently on the jobsite. Participants are able to attain more than ten types of industry recognized safety certifications, including WHMIS, Fall Protection, Confined Space, Forklift Training, and First Aid/CPR. This extensive health and safety training combined with more general employability training ensures that program graduates arrive at jobsites ready to work safely, effectively and efficiently. This is a feature that is particularly attractive feature to the multiple employers that hire Hammerheads graduates.
- Exposure to a wide range of construction trades – Once safety training is completed, participants engage in 10 weeks of hands-on training in a variety of construction trades. The program utilizes the experience and training facilities of COBT’s 25 affiliated union training centres, which provide high-quality training specific to their construction sector. This feature is unique among the pre-apprenticeship programs we reviewed and is considered by stakeholders to be a key strength of the program. Hammerhead’s relationship with multiple trade unions allows youth to explore a variety of trades and upon graduation offers an impressive range of placement opportunities. This wide range of potential opportunities helps ensure an optimal match between individual strengths and current employer needs. This in turn helps increase the likelihood of that program graduates will complete their apprenticeship and become journeypersons in the construction industry. For this reason, partnerships with a broad range of trade unions will be a particularly important feature of the proposed construction sector pathway.
- Non-cognitive skills development – Beginning from the first day of the program, participants are trained to have the right attitudes, self-management skills, resiliency, and professional image to succeed in the construction workplace. This feature is another distinguishing feature of the program that is well-aligned with the evidence base on what works for youth with multiple barriers. This feature is also attractive to employers because it helps ensure that graduates are ready to meet the demanding nature of construction sector jobs.
- Academic upgrading – Participants must complete academic upgrading at Frontier College to address any skills gaps and to ensure that they meet minimum academic requirements for employment in the construction trades. Each participant is assessed, and a tailored education plan is developed. Supporting youth to invest in their own human capital development helps ensure that they are ready to meet the academic demands associated with successful apprenticeship completion.
- Continuous assessment process – While at the training facilities, participants are closely monitored and evaluated on job readiness, mechanical aptitude, and attitude displayed. Instructor

assessment and feedback are important for enabling program administrators to guide participants toward the trade for which they have demonstrated the most aptitude.

- Job matching and placement – Based on an evaluation of individual participant’s demonstrated job readiness, mechanical aptitude, and attitude, the participant is matched to a specific trade, and a current or upcoming job opportunity. Once hired, participants also gain union membership with the associated trade union local. The program’s strong track record with match and placement is a key feature that distinguishes it from other pre-apprenticeship programs.
- In-kind supports – Participants have access to a range of in-kind supports, much of which has been donated by the program’s generous corporate partners, including: work clothes, work boots, a toolbox and tools, and a transportation service that offers two pick-up and drop-off locations (one in Toronto’s East end, and another in Toronto’s West end).
- Mentoring, coaching, and retention support – Mentoring and coaching support is available throughout the program, provided by former Hammer Heads graduates who are members of the Youth Advisory Committee. Once participants are placed in a job, a Hammer Head staff member will attend the work site on the participant’s first day to introduce him/her to their new foreman. Participants are then followed up with weekly for the first three weeks of their employment, and then monthly for one year.

Other construction-focused employment and training programs in the GTA

CHOICE – A 12-week carpentry-focused training program established by Toronto Community Housing to provide youth age 16-29 with skills training and job placement support in the carpentry field. The program involves: a 2-week health and safety and basic hand-tool training at Carpenters’ Local 27 Training Centre; 10 weeks of practical work experience under the supervision of a Carpenters’ Local 27 instructor; job placement assistance and follow-up supports; income assistance (\$11/hour) for time in training; and a start-up tool set, hard hat, safety boots, and safety glasses at no cost to participants.

JVS/LiUNA Construction Craft Worker Program – A 22-week employment and training program established by JVS Toronto and LiUNA Local 183 for individuals age 24+ that aims to provide the skills and experience needed to begin a career in the construction trades. The program involves: 5 weeks of pre-employment services, which includes construction-focused employability and life skills workshops, as well as essential skills training delivered onsite at JVS by Frontier College staff; 9 weeks of hands on training at LiUNA Local 183, which includes Level 1 apprenticeship training and shuttle bus service; and an 8-week paid job placement.

I’m Eglinton – A new 8-week pre-apprenticeship program provided by the Labour Education Centre in partnership with LiUNA 183 and LiUNA 506. The program is client-centred and aimed at giving Ontario Works clients basic skills, construction skills and certificates to prepare them for entry into a building trades training centre. Participants receive one-on-one support in exploring career options in construction trades, as well as participate in site tours, guest lectures, and technical skills training.

Some examples of labour market intermediary approaches

While there is no overarching labour market intermediary to monitor the local supply- and demand-side context and plan and manage programming in Toronto, there are some promising models that focus on specific population groups and service delivery networks that could be adapted. Box B-4 provides descriptions of some examples of labour market intermediary models in the GTA.

Examples of labour market intermediary models in the GTA

Partnership to Advance Youth Employment (PAYE) – A key component of the City of Toronto's work to address youth unemployment. PAYE connects youth (aged 18-29) from disadvantaged communities with jobs and employment opportunities. Since 2009, PAYE has evolved into a city-wide initiative, connecting employers and jobseekers at signature learning, networking and hiring activities year round. PAYE works with employers to determine and meet their workforce needs through customized recruitment, training and retention supports. Employers offer a range of entry and mid-level positions to job-ready youth across multiple business lines including full-time, part-time and seasonal positions. PAYE works with local delivery teams to recruit youth from diverse neighbourhoods. Interested youth are provided with employment coaching and linked to a range of City and community services and supports. Youth are then screened and matched to available positions with partner employers. The PAYE process includes employer needs assessments, youth outreach, job coaching, screening and matching, interviews and action planning. Since 2009, PAYE has: partnered with over 100 leading employers and sector councils; served over 4000 youth through one-on-one employment coaching and learning and networking opportunities; facilitated over 2800 interviews between employer partners and youth; and resulted in the hiring of 700 youth from diverse neighbourhoods in the city (City of Toronto, 2015b).

2015 Pan Am Games – A partnership between MTCU, TESS and Toronto 2015 Pan Am Games to fill 140 temporary paid positions in support of the 2015 Games. EO agencies and Toronto 2015 co-hosted engagement sessions across the city where Toronto 2015 provided information on available jobs and EO provided information on their services. The partnership leveraged the City of Toronto's Employment Opportunities System (EOS) to screen, match and track jobseekers from across the city, providing one-window access to Toronto 2015 for qualified candidates. 700 + applicants were screened, 250 referred to Toronto 2015, and 104 were hired. The project demonstrated the value of the City of Toronto and the Government of Ontario working collaboratively to implement a hiring pathway – the process from initial partnership to hiring took less than 2.5 months.

Consortium of Agencies Serving Internationally-trained Persons (CASIP) – A consortium of community-based agencies and colleges who deliver employment and training services to internationally-trained jobseekers and employers in the GTA. Jobseekers access a full suite of employment services and supports, including sector-specific bridging programs and language training; employers have a single access point to job-ready candidates, training incentives, and can participate in tailored recruitment, networking and mentorship events. Job matching is performed by a group of 20+ job developers, and employers and hired candidates have access to integration and retention supports.

Professional Access Into Employment (PAIE) – An employer-led bridge training program operated by the Toronto & Region Conservation that connects employers in the environmental sector with highly-skilled internationally-trained professionals. Employers receive free support screening and preparing candidates for jobs, employee onboarding services and unlimited retention support, as well as connections to workplace diversity and cross-cultural training. PAIE candidates access sector-specific technical and soft skills training aligned with employment opportunities, licensing support, job matching and mentoring services.

Current gaps

Although individual service providers are finding innovative ways to integrate services and respond to jobseeker and employer needs, we also identify a number of significant gaps in the current state. We discuss these gaps below.

Lack of knowledge, expertise, and high-quality career exploration tools

As alluded to above, a clear finding that came through strongly in the stakeholder consultations is that service providers lack information about the range of careers and training pathways in construction trades, and the skills requirements and hiring practices of employers. As a result, they have difficulty providing needed information and advice to jobseekers to make informed career decisions.

Lack of demand-informed assessment tools

Service providers we consulted indicated that the assessment tools currently used by service providers to assist jobseekers seeking construction careers are not designed based on employer needs and are not effective in identifying suitable jobseekers. However, tools that may have more industry applicability are costlier to attain, and often require special training for administrators. Resource-constrained providers often cannot afford the time and money associated with these tools.

Limited provision of pre-employment services

Despite a broad recognition that jobseekers with more complex barriers require pre-employment services to enhance basic employability skills, pre-employment services are not offered by many providers.

Limited income and wraparound supports

There was also a broad consensus among stakeholders that jobseekers with multiple and/or complex barriers require financial and other wraparound supports in order to participate in and complete training, but many jobseekers lack access to the supports they need to succeed. Jobseekers who do not qualify for Employment Insurance or Ontario Works have extremely limited sources of financial support through the Employment Ontario Employment Service. Even those who do qualify for EI or OW may still require more supports than are currently available, given the potentially steep upfront costs associated with apprenticeship registration and union membership.

No local service coordination or intermediary

Particularly among providers in the EO network, service providers are not incentivized to collaborate, and there is no overarching planning and brokering function to ensure supply-side activities are designed to meet local labour market needs, and to provide single-point access for employers. While there are clear examples of service coordination and labour market intermediation in the TESS network, there is no overarching local system planning across both the EO and TESS networks.

Complex, ambiguous, unstandardized training pathways

It is difficult for jobseekers and service providers to identify, understand, select, and navigate training options. Requirements, components and processes vary across and even within training pathways depending on the provider, and there is little available data on the outcomes of jobseekers who take different pathways. As a result, there is a lack of evidence on which pathways and providers are most effective at connecting jobseekers to employers, for which types of jobseekers, under what conditions.

Lengthy, siloed training

Jobseekers may take multiple training programs delivered by multiple providers (e.g. employability skills with a TESS provider, literacy training with an LBS provider, language training with a school board, pre-apprenticeship training with a college, etc.), which can be a lengthy process. In those cases where jobseekers are pursuing intake into a union, union training centres may not recognize a jobseeker's prior training, so jobseekers may need to take additional training and/or repeat similar kinds of training with a union training centre in order to meet union intake requirements.

Lack of transparent recruiting practices

Often, recruitment opportunities with contractors and intake opportunities with construction and building trades' training centres are not widely advertised, and processes are often not clearly

described on public websites. This makes it difficult for service providers to match clients to available jobs or training opportunities.

Lack of transition/retention support

There is a lack of support for jobseekers transitioning between trades pathways, into and post-employment, or from trades pathways to non-trades pathways. As a result, jobseekers “fall through the cracks” and either drop off from the employment and training system, or cycle in and out without much success.

What is needed to address gaps?

Given the identified strengths and gaps, a new service model is needed to ensure that ProjectCo has timely access to a qualified labour pool. Below we identify a series of high-level steps for developing the model:

- **Consistent messaging & marketing** - Develop consistent pathway messaging and marketing materials for use by outreach organizations.
- **Online portal and application** – Design and develop a user-friendly jobseeker pathway portal and application.
- **Referrals and collaboration** – Ensure that pathway performance management incentivizes referrals to the pathway and collaboration among service providers and delivery networks.
- **Eligibility criteria and suitability matrix** – Develop transparent eligibility criteria and a suitability matrix for prioritizing jobseekers.
- **Assessment tools** – Develop demand-informed assessment tools.
- **Career exploration tools and capacity building** – Develop high-quality, comprehensive career exploration modules, and build service provider knowledge and expertise on construction trades careers and training pathways.
- **Identified employment service providers** – Identify lead service providers to provide screening, assessment, career exploration, retention, case management, and wraparound supports.
- **Pre-apprenticeship service standards** – Develop program standards for pre-apprenticeship.
- **Pre-employment/pre-apprenticeship providers** – Identify suitable pre-employment/pre-apprenticeship providers.
- **Identified/established pathway manager/intermediary** – Identify/establish a pathway manager, planner, and labour market intermediary. The entity must be impartial, have credibility with stakeholders, and have human resource capacity to screen, match and place jobseekers quickly according to employer needs. Deep knowledge of employment services networks, industry and employer needs, building trades practices and employer-building trades relations is also required.
- **Established placement protocol** – Develop a job placement protocol that takes into consideration employer preferences and building trades dispatch practices.
- **Long-term follow-up and supports** – Incentivize longer-term follow up with jobseekers and employers to promote retention, advancement and apprenticeship completion.
- **Mentoring program** – Develop a mentoring program in partnership with ProjectCo to support new apprentices and employees.

- **Model for financial supports and training allowance** – Develop a model and eligibility criteria for the provision of financial supports and training allowance for pre-apprenticeship participants.

5. OPERATIONALIZING THE PATHWAY MODEL

This section proposes an approach and supporting rationale for operationalizing the construction-focused jobseeker pathway model, and concludes with next steps.

Proposed approach

There are six key elements to the proposed approach:

- **Develop a dedicated construction sector pathway** – Implement model through a distinct pathway within the current employment and training ecosystem that is dedicated to serving jobseekers interested in pursuing a career in the construction industry. Interested residents are referred to the pathway through multiple channels.
- **Model what works** – Implement the pathway as a demonstration project that tests a sector-focused approach to service integration and workforce development, and that provides learnings for future infrastructure projects that are linked with Community Benefits Agreements. The demonstration project would be guided by a comprehensive monitoring and evaluation framework (see section 3 for the proposed monitoring and evaluation strategy). Resources for the demonstration could include a mix of financial and in-kind supports from governments, ProjectCo, and philanthropic sources, and should cover all costs required to implement the proposed jobseeker model.
- **Take a collaborative approach to governance and delivery** – Build a collaborative consortium of key stakeholders in funding, program and policy design and service delivery to govern the pathway development. Service providers will collaborate to offer the full suite of services in the pathway and will operate under a performance management framework that incentivizes collaboration and service excellence.
- **Create a formal labour market intermediary** – Establish a formal labour market intermediary organization that will plan and oversee the execution of pathway services, and broker employment opportunities between employment service providers and ProjectCo employers.
- **Partner with capable service providers** – Select service providers based on a set of pre-established criteria, including the extent to which providers' existing service models align with the proposed model, and their outcomes. Providers can be selected by the intermediary through a competitive process, and should receive some upfront funding and lead-time to develop programming, processes, and expertise.
- **Be grounded in the community** – Ensure the pathway is grounded in local communities through its connection to place-based hubs that are involved in resident outreach and engagement through multiple channels. Some pathway services can also be located at these local hubs. Investing in grassroots groups and leverage existing community institutions to reach residents that bring together a critical mass of residents who would not otherwise try to gain access to mainstream services.

Figure 4 presents a visual depicting the proposed approach.

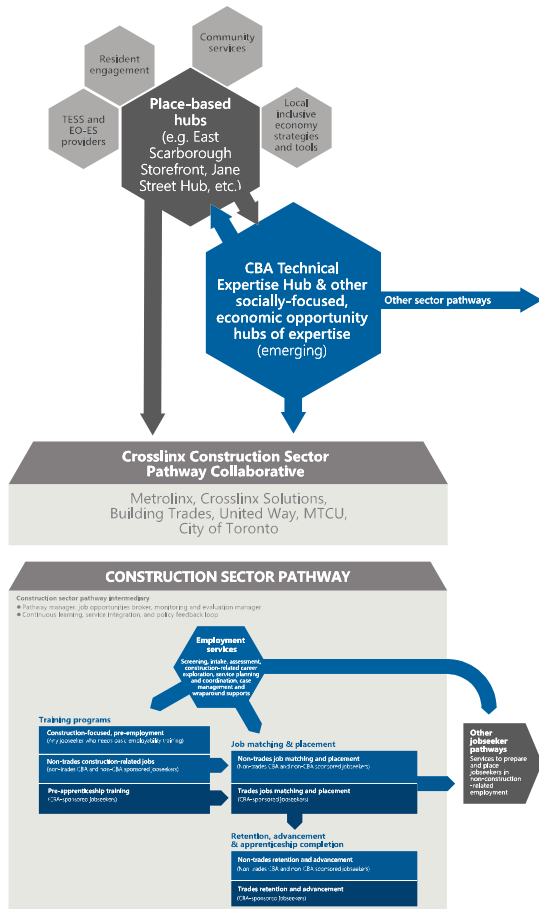


Figure 4 CBA and sectoral workforce development ecosystem

Place-based hubs deliver a range of community services and supports, including employment services through EO and/or TESS, and host resident engagement sessions. The hubs refer potentially suitable candidates to the *construction sector pathway*. Hubs also partner with other local organizations and institutions (e.g. colleges, universities, local governments) to develop and deliver workforce development opportunities for local residents. A *CBA technical expertise hub, and other socially-focused economic opportunity hubs of expertise*, assist community partners in negotiating economic opportunities for local residents with developers and/or employers through CBAs or other formal mechanisms.

Example: The University of Toronto at Scarborough is commissioning infrastructure projects for the construction of a new building on campus and would like this project to provide community benefits through hiring of local disadvantaged jobseekers. U of T decides to engage an economic opportunity hub of expertise to assist in specifying and negotiating local hiring terms with the future selected contractors. U of T also partners with its local place-based hub (e.g. Scarborough Storefront) to engage local residents and refer interested jobseekers to the construction sector pathway. The pathway prepares residents for construction jobs, and the pathway intermediary brokers job placements with the construction contractors commissioned by U of T to execute the construction work.

Rationale for a dedicated construction sector pathway

Implementing a demonstration that tests a dedicated jobseeker pathway has many advantages. It has the potential to address many of the gaps identified in the current employment and training landscape,

and provides an ideal testing ground for sector-focused workforce development and local service integration in the GTA context, learning which could be applied not only to future projects associated with Community Benefits Agreements, but also for the employment and training ecosystem as a whole.

- A dedicated pathway provides a clear strategy for addressing the currently daunting task of service coordination planning, which is hampered by disconnected client information sharing and tracking across networks, and performance management structures that limit the extent to which inter-agency and inter-network collaboration can be incentivized.
- It also presents an opportunity to learn what works before implementing widespread policy/program change, which is a lengthy and complicated process. As a result, there is no need to invest resources in developing the industry expertise of all providers, since the demonstration would only involve a handful of selected providers.
- By establishing a multi-sector collaborative to govern the pathway, the pathway is well positioned to identify and meet the needs of a variety of stakeholders, including key players in the construction industry.
- A formal labour market intermediary also means that resources and structures would be dedicated to this function, which would allow it to cultivate long-lasting relationships with employers, building trades associations, and community organizations and service providers, and would provide a solid foundation for developing deep industry expertise.

Proposed next steps

A plan for operationalizing the model should be developed that aims to achieve the following:

- Confirm appetite among key stakeholders for a demonstration of a dedicated jobseeker pathway;
- Assess the capacity of service providers interested and willing to participate (e.g. can they deliver the model well? Do they have/can they develop industry expertise? Can they perform research tasks such as administer participant surveys and record participant information accurately in information management systems?);
- Estimate the appropriate scale, and eligibility and suitability criteria for the pathway once ProjectCo and Metrolinx have signed the project agreement, which will include a plan for hiring historically disadvantaged residents;
- Identify an appropriate and feasible comparison group for estimating pathway impacts;
- Determine what estimates of effect size/variability should be used in the design of the evaluation of impacts; and
- Estimate costs.

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APPENDIX 1: STAKEHOLDERS CONSULTED

Organization	Name, title
Metrolinx	<ul style="list-style-type: none"> • Jamie Robinson, Director, Community Relations and Communications, Toronto Transit Projects • Judy Brooks, CBA Specialist
Central Ontario Building Trades (COBT)	<ul style="list-style-type: none"> • James St. John, Business Manager, Director, Hammer Heads Program
Ontario Construction Secretariat (OCS)	<ul style="list-style-type: none"> • Katherine Jacobs, Director of Research & Operations
LiUNA Local 183 and 506	<ul style="list-style-type: none"> • Lisa Pryce, Manager, Apprenticeship and Skills Training, Local 183 • Merissa Preston, Training Liaison, Local 506
Ironworkers Association - Ontario	<ul style="list-style-type: none"> • Marc Arsenault, Stakeholder Relations
Carpenters Union Local 27	<ul style="list-style-type: none"> • Joe Ranieri, Industry Liaison Coordinator • Colleen Dignam, Provincial Training Coordinator, Carpenters' District Council of Ontario
International Brotherhood of Electrical Workers Local 353	<ul style="list-style-type: none"> • Lee Caprio, Education Director
Ontario Industrial and Finishing Skills Centre	<ul style="list-style-type: none"> • Robert Bronk, Executive Director
Sheet Metal Workers & Roofers Local 30	<ul style="list-style-type: none"> • Jay Peterson, President
Operating Engineers Local 793	<ul style="list-style-type: none"> • Joe Dowdall, Director of Apprenticeship Training
City of Toronto	<ul style="list-style-type: none"> • Karen Wilson, formerly Manager at Employment & Social Services • Senior staff from Toronto Employment & Social Services
Toronto Community Benefits Network	<ul style="list-style-type: none"> • Steve Shallhorn, Chair • Prince Sibanda, Project Director • Rick Ciccarelli, Community Engagement Officer • ShabnumBudhwani, Database Coordinator
Toronto Workforce Innovation Group	<ul style="list-style-type: none"> • Karen Lior, Executive Director • Luba Berezina, Manager, Projects and Partnerships

Employment service providers	Organization names
<p>Employment Ontario providers located in economically disadvantaged neighbourhoods surrounding the future ECL</p>	<ul style="list-style-type: none"> • Centennial College • Central Ontario Building Trades (Hammer Heads) • Centre for Education and Training • COSTI • Dixon Hall Neighbourhood Services • East Scarborough Storefront • Goodwill • JVS • Labour Education Centre • Learning Enrichment Foundation • Metro Toronto Movement for Literacy • MiziweBiik • Ontario March of Dimes • Seneca College • Skills for Change • The Career Foundation • Thorncliffe Neighbourhood Office • VPI Working Solutions • YWCA Toronto
<p>Non-EO providers</p>	<ul style="list-style-type: none"> • B.O.L.T. Foundation

APPENDIX 2: CONSULTATION DISCUSSION GUIDES

Metrolinx

- What prompted Metrolinx to enter into a Community Benefits Framework with the Toronto Community Benefits Network?
- What are Metrolinx's objectives for community benefits related to transit infrastructure projects?
- What does Metrolinx perceive their role would be in the future workforce development pathway?
- What are Metrolinx's needs related to this role?
- When should we begin consulting with Project Co.?

Construction and building trades training centres

- Can you describe pre-apprenticeship training programs offered by building trades training centres?
 - What trade(s) does the program focus on?
 - What services are offered?
 - Are there work exposure opportunities?
 - Are there fees for participants?
 - What financial or other supports are available, if any?
- Are there any trades career exploration materials available?
- What are the intake/qualification requirements?
- Can you describe the various pathways to apprenticeship?
- Can you describe the apprenticeship training?
 - How many levels?
 - Where is in-class portion delivered (at building trades training centre or college)?
 - What curriculum is used? How is it developed?
 - Any financial and other wraparound supports available to encourage completion?
 - What certifications are available?
- What advice would you give to employment counsellors who are trying to support jobseekers in accessing careers in the construction trades?

Central Ontario Building Trades, Ontario Construction Secretariat

- Please describe the roles and responsibilities of your organization.
- What labour market information resources do you use and recommend?
- How do labour agreements for large construction projects like the Eglinton Crosstown Line project typically work?
- Based on what you know about the current supply and demand context in the construction trades and in relation to apprentices, in your opinion, will Project Co. have a significant need for new apprentices?

- How can a workforce development pathway increase the chances that jobseekers will have access to apprenticeship with Project Co. employers?

City of Toronto, Employment & Training Providers, TWIG, TCBN

- Given the gaps identified in the current pathways to trades, are the guiding principles appropriate?
- What principles may be missing?
- Does the model include the right service components to address the full range of jobseekers' potential needs?
- What do these components need to look like in order to be effective? What are key features/principles that should be included?
 - Specifically, what should pre-apprenticeship training look like? What types of skills should it focus on? What services and supports are needed? Should programming be standardized?
- Are the jobseeker transitions clear and logical, and inclusive of the most relevant scenarios?
- What are examples of existing innovative approaches to addressing system gaps, and to what extent can these be leveraged to develop the pathway?
- Is developing and implementing a comprehensive, integrated, trades-focused pathway feasible in the current service delivery context? Why or why not?
- What changes might be required to implement the ideal pathway model?
 - What may be low-hanging fruit?
 - What may require fundamental systems change?

APPENDIX 3: KEY FINDINGS FROM PILOT RESIDENT ENGAGEMENT SESSIONS

Strong resident outreach and engagement

The resident engagement pilot sessions were led by the Toronto Community Benefits Network (TCBN), in partnership with local community-based grassroots agencies, such as ethno-culturally focused agencies and faith-based organizations. The sessions had multiple objectives, including: providing information to residents on the ECL construction project, the Community Benefits Framework signed by Metrolinx, and on the benefits and challenges of working in the construction industry; identifying career interests, strengths and gaps of residents; and directing residents to next steps they can take to prepare for upcoming ECL opportunities.

Site observations and attendance tracking from resident engagement sessions demonstrate that the TCBN and partnering grassroots agencies have the capacity to reach and engage the target group quickly and in large numbers. Using grassroots agencies, such as ethno-focused organizations and faith-based organizations, proved effective in mobilizing jobseekers from equity seeking groups, including those who are not currently registered with any existing employment or training service provider. Given that the ECL construction project is not yet underway and there is no indication of the number of job opportunities that will be available, efforts were made to contain the number of residents who participated in the sessions. TCBN set targets for the number of attendees, and these targets were consistently met or surpassed.

Guest speakers from construction industry captured interest of residents

Another strongpoint of the sessions was the inclusion of guest speakers from the construction trades and/or representatives from construction and building trades training providers, who could provide key information and insights, respond to resident's questions about construction and the trades, and who appeared to have credibility with the audience.

Employment counsellors lack industry knowledge and expertise

Once residents received information on the ECL project and on working in construction trades through a group presentation, each resident participated in a one-on-one 15-minute interview with an employment counsellor from a local Employment Ontario office. The purpose of the interview was to learn about the career interests of the resident, identify potential strengths and barriers, and direct the resident to services and supports that they can access now to prepare for upcoming job opportunities available through the ECL project. In some cases, residents with prior experience in construction trades were directed to building trades training centres if the counsellor knew about a current or upcoming intake opportunity. However, overall, employment counsellors lacked needed information and expertise on construction trades careers, training pathways and intake practices. In some cases, inaccurate information was imparted to residents. In response, TCBN organized a trades orientation session for employment counsellors in an attempt to build their trades-related knowledge. Based on feedback from counsellors and direct observations, the session provided useful basic knowledge about the trades, but served more as a foundation upon which greater knowledge and expertise must be built in order to meet the needs of jobseekers.

Limited time for screening and discussion of strengths and gaps

Counsellors also found it difficult to engage residents in an in-depth discussion of residents' strengths and gaps in the 15 minutes allocated. Residents were encouraged by the counsellors to visit their local EO office for a more in-depth discussion and assessment, but there was very limited support to help residents make this transition.

The intent behind including the one-on-one interviews in the engagement session as opposed to in a separate setting was to provide residents with a sense that they were making progress along their

career pathway by the end of the session. While a sense of accomplishment can be important for promoting residents' persistence to the next step, the extent to which residents actually took the next step is unclear, and there are arguably other ways it can be achieved. For example, a similar sense of accomplishment could be achieved by supporting residents in completing an application for an intake appointment, where a more thorough assessment can take place.

CHAPTER 4 – Initial Review of a Professional, Administration and Technical Jobs Pathway

By Karen Lior, Toronto Workforce Innovation Group

INTRODUCTION

The possibility of connecting qualified professional immigrants to careers in their fields of expertise was raised numerous times at the resident engagement sessions held by the Toronto Community Benefits Network (TCBN), in partnership with grass roots community agencies, between October 2014 and July 2015.

These sessions successfully attracted a number of under-employed and unemployed internationally educated professionals struggling to integrate into the Canadian labour market. Many of those residents had experience in engineering and technical fields similar to the positions thought to be needed in various phases of the construction, but had no way to learn of or apply for those positions. The TCBN refers to these professional jobs as “PAT jobs”: as in Professional, Administrative and Technical jobs.

Additional barriers identified in these sessions included gaps in literacy and numeracy as well as difficulty in obtaining credentials from outside of Canada or having those credentials recognized or validated. In some instances, the countries in which the credentials were received were in states of civil unrest, making it difficult to contact the learning institutions or employers that had originally issued the credentials or employed the individual. There were numerous anecdotes regarding discriminatory hiring practices.²⁰

Furthermore, it became evident that many of the residents had participated in additional training after arriving in Canada in order to improve their employment opportunities, but had still not been able to secure employment in their areas of expertise.

THE PAT WORKING GROUP

In anticipation of these findings, a working group was formed early in TCBN’s work to explore the possibilities of linking PAT jobs with the development of the Crosstown. The Working Group for the PAT jobs pathway was comprised from a range of organizational and institutional partners. The working group was formed with the shared understanding that several organizations and networks are already working on immigrant employment issues throughout the city and that these meetings would be an opportunity to start a conversation about coordinated and effective activities focused on the Crosstown.

A series of meeting brought together an array of relevant stakeholders. This included representation from local and provincial government (e.g. Toronto Employment and Social Services (TESS), Ontario’s Ministry of Training, Colleges & Universities), colleges and networks delivering training and placement (Consortium of Agencies Serving Immigrant Professionals (CASIP), Ontario Job Opportunity Information Network (JOIN), Toronto Regional Immigrant Employment Council (TRIEC)), front-line community-serving organizations, and other key stakeholders and experts (e.g. Toronto Workforce Innovation Group).

²⁰ TCBN, Resident Scan, What we learned, July 2105

BUILDING ON EXPERIENCE

The PAT Working Group included members with experience working in this area in the Regent Park Revitalization project and the recent Pan Am Games. That experience demonstrated that many of the jobs created by similar projects appear in the secondary or later stages of these initiatives. For example, in Regent Park, jobs were created when banks and other financial services arrived, restaurants and other facilities opened and other retailers moved in. So, while the first stages of infrastructure construction may not generate large numbers of new jobs, there are opportunities as these types of projects unfold and mature. While many of these opportunities may be entry-level positions, it will be important to plan a pathway that has the ability to move qualified residents through training and upgrading, if needed, into these jobs as a stepping-off point into work that more closely matches their professional experience and/or aspirations.

EARLY LESSONS

A PAT jobs pathway model was initially tested with Metrolinx, targeting early jobs opportunities arising as a result of new hires required for the Eglinton Crosstown tender process. Metrolinx required a team to organize the bid, evaluate the bid, and then work with ProjectCo, the successful proponent, to implement the project.

The PAT Working Group made a number of recommendations and suggestions to facilitate the process of prioritizing candidates that came through community channels to apply for Metrolinx positions. These included:

1. Receive information about job postings in a timely manner; this will contribute to successfully connecting clients/residents to appropriate jobs
2. Identify a point person at Metrolinx; by identifying one contact person within Metrolinx, agencies and networks would have better access to information and therefore be more likely to make successful job matches
3. Appropriate access to postings; for determined positions this would involve right of first refusal, for others, it might require distribution of all postings through the network
4. "Blind hiring" process; this process, which requires that all names and addresses are removed from resumes, has proven successful in increasing the number of "diversity" hires
5. Identify and use one system to capture and track referrals; this will allow for greater transparency and understanding of how the system(s) are working on behalf of internationally educated professionals. In this first pilot, CASIP came forward as the point organization for matching.

The Working Group also created a sample inventory of generic PAT positions that prior clients had successfully secured. This list of sample jobs was shared with Metrolinx.

The findings and results from this initial pilot revealed some important lessons:

- The number of PAT job opportunities that arose within Metrolinx were fewer than originally anticipated by the Working Group;
- More senior positions were filled first, which meant highest level of qualifications often beyond the reach of PAT targeted populations;
- Most of the postings called for specific skills and Canadian experience that were unlikely to match the expertise of candidates who had received their education and experience outside of Canada.

CONSIDERATIONS FOR FUTURE PAT PATHWAYS

The PAT Working Group reconvened following the pilot stage to identify potential ways forward for PAT jobs related to the Crosstown project. The following were identified as key considerations:

1. Determine numbers and types of positions related to Professional, Administrative and Technical jobs by working with Metrolinx and ProjectCo (the successful proponent)
2. Provide examples of systematic approaches that are connecting internationally educated professionals to the labour force, such as Ontario's bridging programs in the private sector
3. Clearly determine the capacity of the existing matching and tracking systems to act as central point of contact between Crosstown and community. At this stage, two coordinated approaches to job posting and client-sharing were discussed: CASIP's Employer Services Network and Toronto Employment and Social Services Employment Opportunities Service (EOS)
4. Work with Metrolinx's Community Liaison Officer and other critical stakeholders to develop clear pathways for residents to move into commensurate employment through employment services, appropriate bridging and/or support services to the labour market
5. Create linkages between existing systems, including Employment Ontario, and define what additional capacity and/or coordination might facilitate job matching and job retention
6. Identify an entity or intermediary to work with the Metrolinx Community Benefits Liaison to bring best practices regarding diversity hiring to the attention of the successful proponent. This might include:
 - First source or preferential local hiring
 - Blind hiring (removing names and addresses from resumes)
 - Working with EO/TESS agencies to connect candidates to jobs or interviews
 - Creating a "hiring hall" for highly qualified internationally educated professionals
 - Crafting or editing resumes that would adapt or accommodate to experience and credentials gained outside of Canada
 - Working with HR departments at ProjectCo and Metrolinx to revise online application "key words" to recognize equivalent skills and expertise to posting

CHAPTER 5 – Overview of Social Enterprises

By Anne Jamieson, Social Enterprise Fund

WHY SOCIAL ENTERPRISE?

The Social Enterprise component of the Community Benefits Framework (CBF) was not part of the Labour Market Partnership, however procurement from social enterprises is one of the five pillars of the CBF between the TCBN & Metrolinx. In addition, social enterprise is an important part of the ecosystem of supports for people who are far from the labour market to find pathways to long-term, meaningful employment.

WHAT IS A SOCIAL ENTERPRISE?

Social enterprise is an innovative approach to meeting financial objectives while addressing a social problem. A social enterprise is a business whose primary purpose is to achieve a social goal. The TCBN is focused on social enterprises that create employment for people from historically disadvantaged and equity-seeking groups. By employing and generally increasing access to employment for groups, such as new immigrants, youth and individuals with disabilities, social enterprises create the economic opportunities that result in a more sustainable social environment that is less dependent on government and philanthropic funding. Social enterprises operate using traditional business frameworks, particularly leveraging the positive effects that a well-trained and motivated work force creates.

Specifically, social enterprise provides employees with real on-the-job development and comprehensive wrap-around benefits including job placement services, employment coaching, and life-stability supports. With the goal of helping employees secure long-term employment, these opportunities enable people to realize their full potential and establish a career path. This philosophy of merging traditional business frameworks with social objectives has individuals across public, private and civic sectors pointing to this model as a better way to build social and economic infrastructure

As part of the Community Benefits Framework (CBF), Metrolinx has committed to maximizing business opportunities for social enterprises. The TCBN has committed to developing and maintaining a registry of social enterprises that will be shared with ProjectCo and Metrolinx, and to supporting events and initiatives designed to disseminate information about social procurement opportunities arising from the Eglinton Crosstown LRT (ECL) construction.

The TCBN has formed a Working Group to focus on the social enterprise component of the CBF. The goal of the Social Enterprise Working Group is to help social enterprises secure appropriately-sized contracts from the general contracting consortium, ProjectCo, or from its sub-contractors, resulting in increased sales volume and a corresponding increase in employment opportunities.

SCOPE OF SOCIAL ENTERPRISES

A 2012 survey of Ontario social enterprises found that 363 social enterprises employed over 5,000 people who have faced barriers to access to employment, including aboriginal communities, people with disabilities, and newcomers.; they also trained 65,902 people, and engaged a further 3,400 individuals as contractors or freelancers. These enterprises contributed \$120 million in sales revenue to Ontario's economy. They operate in a variety of industries, and most operate in more than one: retail sales (36%), education (27%), landscaping/gardening (20%), food service (19%), janitorial/cleaning services (17%), tourism (16%), and sports and recreations (15%).

In Toronto, the Social Purchasing Project has built a database of nearly 700 social enterprises; about 120 of these are looking for business opportunities that will arise from the ECL construction, such as food service (e.g. snack bar operation and catering), printing, translation, courier services,

streetscaping, artwork, and other construction-related activities. The TCBN also anticipates that a wide variety of opportunities will arise as construction proceeds.

PROGRESS TO DATE

The Social Enterprise Working Group includes leading organizations operating or supporting social enterprises in the region: the Canadian Community Economic Development Network, KLINK Coffee, Learning Enrichment Foundation, Mill Centre/Dixon Hall, Social Enterprise Toronto, Social Purchasing Project, Toronto Enterprise Fund, Working for Change, Youth Unlimited, and several others.

The Working Group has met with and made presentations to the two bidding consortia, and arranged meet and greets between social enterprises and potential purchasers. The Group will continue to expand the number of social enterprises in the SPP database and will act as a liaison between ProjectCo and its sub-contractors and the social enterprises. The group is recommending that ProjectCo adopt a deliberate policy to include social enterprises in their sub-contracting processes by, for example, using a scoring system that awards points for purchasing from social enterprises, or ensuring at least one social enterprise is included to bid on smaller contracts (where there is capacity).

FUTURE CONSIDERATIONS

Government/ Funders Support for Social Enterprise

Like all businesses, social enterprises require capital to start-up and establish their operations. However, community-based enterprises, especially those operated by a non-profit organization, typically do not have access to the types of private investment available to businesses²¹. They therefore require funding from government, foundations and donors to respond to business and/or community opportunities. A fund to support start-ups – for example, a scaled-up version of the Toronto Enterprise Fund’s seed-funding program - would enable more non-profit organizations and community groups to start up and operate social enterprises that respond to both community and market demand.

Social enterprises also have higher costs than other small and medium businesses. Since they employ people who are likely to have limited work experience and limited life and employability skills, they provide extensive training and accommodations to support their target population. In addition to technical skills training, participants receive life skills training and coaching and, in transitional enterprises, employability training. For social enterprises funded by the Toronto Enterprise Fund, this provision of training and accommodations adds 30-40% on average to the total cost of operating a business. Since the competitive market place seldom allows for operating margins of 30-40 – the margin required to cover these social costs - most social enterprises need funding to support their social.

To support people who are too far from the labour market to enter a trades training centre, or who are not suited to the trades, MTCU could provide a fund to enable their participation in a social enterprise. The fund would be used to provide life skills and employability training and coaching to the target population.

TCBN Support for Social Enterprise

The TCBN’s Social Enterprise Working Group is committed to building a relationship with the ProjectCo consortium to support the implementation of their Community Benefit Plan. This will involve raising awareness among purchasing officers of the value of social enterprises, as well as the best ways to include them in the supply chain, through meetings, trade shows and tours, as appropriate.

²¹personal, family and friends, angel investment and micro or small business loans

The Working Group will continue to work with the Social Purchasing Project on their capacity building efforts with existing social enterprises to help them be tender-ready. In addition, the Working Group will identify and reach out to minority groups in the priority neighbourhoods that operate, or want to operate, a social enterprise.

Other Supports for Social Enterprise

The social purchasing movement has benefited greatly from the experience and learning of the Social Purchasing Project (SPP) that has been funded by the federal and provincial governments, and United Way, since 2013. The SPP has played a critical intermediary role in matching social enterprises with business opportunities, in particular at the 2015 PanAm Games²², and has contributed a wealth of knowledge and expertise to the TDBN's Social Enterprise Working Group. Funding for SPP beyond the current end date of June 30, 2016 needs to be looked at.

The SPP has found that large corporate and institutional purchasers are interested in a certification process for social enterprises similar to those that exist for other diverse suppliers (Canadian Aboriginal and Minority Supplier Council, Women's Business Enterprises and Canadian Gay & Lesbian Chamber of Commerce). The SPP is piloting a project to establish criteria and an assessment process, and create a directory of social enterprises that meet the criteria. A clear and credible process for "certifying" social enterprises will enhance their ability to become part of the supply chain through corporate, institutional and government supplier diversity programs.

²²SPP has: educated purchasing officers, arranged or participated in trade shows, reviewed all Requests for Proposals, liaised with registered bidders, built a database of social enterprises, assessed their capacity, and supported them to bid and negotiate contracts

OLMP PROJECT EVALUATION AND MONITORING

Over the course of the 18-month OLMP, UWTYR has taken various steps to develop the necessary resources for appropriate program monitoring and evaluation.

The overall basis for the OLMP monitoring and evaluation component is as follows:

1. Establish Project Advisory Committee (PAC)
2. Set up Project Team made up of Project Manager and external Consultants
3. Conduct project using an iterative process
4. Externalize evaluation component
5. Involve key stakeholders throughout the Project
6. Report on a regular basis to MTCU

1. Establish Project Advisory Committee

In May 2014, the Project Advisory Committee (PAC) was established. The PAC was specifically designed to ensure balanced representation from all key stakeholder groups, including City, Province, labour, community, funding organizations, and sector-based organizations.

A formal letter of invitation was sent out to 10 prospective members and all replied favourably.

The PAC consisted of the following members:

- Anne Jamieson - Social Enterprise Network
- Colette Murphy - Atkinson Charitable Foundation
- Elizabeth Mclsaac - Maytree Foundation
- Judy Brooks - Metrolinx
- Karen Wilson - City of Toronto
- Karen Lior - Toronto Workforce Innovation Group
- Kathryn Jacobs - Ontario Construction Secretariat
- Marc Arsenault - Ironworkers Association - Ontario
- Pedro Barata - United Way Toronto and York Region
- Steve Shallhorn - Toronto Community Benefits Network

The PAC had their first meeting on June 19, 2014 at which time the OLMP project was introduced to the PAC members and the Terms of Reference for the PAC was developed.

Following the 1st PAC session, members asked for greater clarity in terms of the activities and structure of the OLMP project. Therefore, 2 design sessions were conducted and moderated by outside specialists. The objective of these sessions was to provide PAC members with an opportunity to think through the design and programming work of the OLMP. The 1st design session was moderated by external consultants from IBM. The 2nd session was moderated by the Director of MaRS Solution Labs.

After the initial meeting and design sessions, the PAC had regular quarterly meetings to keep updated on project activities and to provide guidance and support to the Project Team (UWTYR Project Manager and Consultants).

2. Set up Project Team

In Fall 2014, Request for Proposals (RFPs) were developed for each of the three work areas under the OLMP. The RFPs were prepared by the UWTYR Project Manager in collaboration with a subset of the PAC that had experience with RFP and tender processes.

Based on conversations with each member of the PAC, it was understood that there was a consensus that one work stream (Resident Engagement) was specifically suited to one group that was uniquely positioned to carry out this work, Toronto Community Benefits Network (TCBN). Therefore, the PAC invited TCBN to submit a proposal for the Resident Engagement component.

The RFPs for the other two work areas, Workforce Development Pathway and Applied Research, were widely distributed. Upon the receipt of the proposals, the RFP subset group consisting of Pedro Barata, Colette Murphy, Karen Wilson, Elizabeth McIsaac and Katherine Jacobs reviewed all proposals and made recommendations for the final selection of the Consultants. UWTYR took the recommendation of this group and entered into a contractual agreement with the following Consultants:

- Applied Research - James Nugent
- Workforce Development Model - Social Research and Demonstration Corporation (SRDC)
- Resident Engagement Strategy - TCBN

Upon the contractual agreements with each Consultant, the PT held its first meeting on October 23, 2014. At this meeting the Project Team discussed and agreed upon: Project Goals, Working Principles, Roles and Responsibilities, and the Project Timeline. This established the framework and expectations under which all Consultants would work as part of the larger Project Team.

The Project Team met on average monthly throughout the Project in order to maximise the synergies of each respective working area with the other areas.

Furthermore, the Consultants began to attend the PAC meetings in an ex officio basis in order to provide detailed information on the progress in each work area.

Given that one member of the existing member PAC entered contract with UWTYR to provide consultancy services under the OLMP, this member, Steve Shallhorn, moved from a PAC member to an ex officio member of the PAC. This removed any opportunity for conflict of interest, as it allowed Steve opportunity to provide valuable information to the PAC but removed him from any opportunities to participate in discussions that altered the decision-making process.

3. Conduct Project using iterative process

Under the contracts signed with both SRDC and TCBN, each Consultant was expected to work in an iterative fashion throughout the Project. This involved: 1. Developing their respective models and strategies, 2. Testing them with vested parties and stakeholders, and 3. Modifying the strategies/models based on feedback received. This was a cyclical process occurring various times throughout the duration of the project.

4. Externalize evaluation component

Aside from the overall development of the WFD model, SRDC was contracted to evaluate and make recommendations on TCBN's Resident Engagement Strategy. In Dec 2014, SRDC provided an evaluation report of TCBN's initial resident engagement strategy. This report was used to modify the strategy for future resident engagement outreach sessions in 2015. For all resident engagement sessions in 2015, SRDC was present to conduct the evaluation role. They prepared notes after each session and provided an overview of their findings (see Appendix 6), which were provided to TCBN for their consideration in future sessions.

As part of this component, SRDC and TCBN collaborated to develop a basic excel spreadsheet with coding to better understand the profile of residents attending the resident engagement sessions. This excel database allowed for the collection of baseline data regarding the residents coming in to the resident engagement meetings. With this data, the OLMP was able to decipher basic information such as the level of education, the employment history, and the socio-economic status of residents attending the sessions.

5. Involve key stakeholders throughout the Project

As part of the essential work for the OLMP, the Project Team has been in regular contact with the key stakeholders. This has been in effort to: a) inform the Project Team about the current workforce development system, its strengths, limitations, capacity, important players, and future potential; b) receive comments and feedback about suggested models, as they have developed throughout the course of the OLMP; and finally c) validate the findings and the final models developed to ensure support and buy-in for the implementation stage of the Project.

6. Report on a regular basis to MTCU

As part of UWTYR agreement with MTCU, the UWTYR Project Manager provided the MTCU Project Manager with regular monthly activity reports highlighting the work and progress made. Furthermore, an Interim Report was submitted by UWTYR to MTCU in May 2015. This report detailed the work conducted thus far including Appendices with deliverables prepared by the OLMP Consultants, and also provided an update on the overall budget.

Apart from the monthly reports, the OLMP Project Team has been in regular contact with the Operations staff from MTCU to keep them apprised of the work being carried out and to garner feedback, comments and suggestions along the way. We have found this to be a critical part of the work, as not only has it proven effective in validating the work, but also in ensuring that the work remains on a track with the most productive and outcome-based results.



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