Identifying Employment Opportunities for Low-income People Within the Manitoba Innovation Framework

MANITOBA RESEARCH ALLIANCE

CED IN THE NEW ECONOMY

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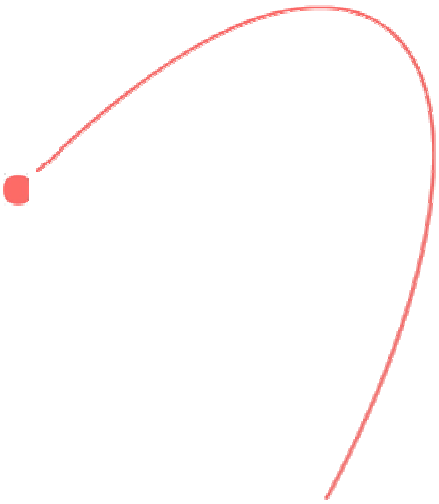


INTRODUCTION

This report arises out of the coincidence of two powerful socio-economic and demographic trends that are of considerable importance to Manitoba's future. First, like most other parts of the industrialized world, Manitoba is facing an impending labour shortage, and in particular a shortage of skilled labour. We are already beginning to feel the effects of this demographic shift, but the shortage of skilled labour is expected soon to worsen, threatening our ability to manage our economic future. Second, in Manitoba generally and Winnipeg in particular, there are large and growing numbers of working age people who exist outside the formal labour market, or who do not have a permanent attachment to the formal labour market. The result: impending skilled labour shortages existing alongside a large and under-utilized, and even non-utilized, labour supply. This is a recipe for a great many problems; it calls out for innovative solutions.

In 2004, the Province of Manitoba released the document, *An Innovation Framework for Manitoba*, which outlined a strategy aimed at ensuring that the people of Manitoba benefit from economic development in those industries expected to be future growth industries. Six such clusters of economic activity were identified, and a coherent strategy for ensuring that Manitoba will become a player in these clusters was laid out. In the preamble to the document, there was

an acknowledgment of the importance of drawing members of disadvantaged communities into the paid labor force, including the expected job opportunities to be created in those clusters targeted for growth. However, although the *Innovation Framework* named the importance of drawing members of the disadvantaged communities into the paid labour force of those industries and clusters, it did not lay out clear strategies for achieving that goal. There remains the need, therefore, to identify innovations aimed at contending with the two powerful socio-economic and demographic trends mentioned at the outset: the coincidence of an impending shortage of labour, and especially skilled labour; and the growth in the numbers of people who are outside of, or who have no permanent attachment to, the paid labour force.

We proposed to the provincial government that we undertake a research project aimed at identifying ways of bringing members of disadvantaged communities into the paid labour force, and in particular into the labour force in those industries identified by the Province of Manitoba as growth industries. The proposed research project was, we believed, a logical extension of research being done by the Manitoba Research Alliance on Community Economic Development in the New Economy, funded by the Social Sciences and Humanities Research Council of Canada under their Initiatives on the New Economy program. The Manitoba Research Alliance has undertaken over 40 separate research projects aimed at: exploring the characteristics of the new economy in Manitoba; determining the impact of the New Economy on disadvantaged communities in urban, rural and northern Manitoba; and identifying ways in which community economic development might enable disadvantaged communities to realize the benefits and overcome the barriers created by the new economy. Consistent with this broad theme, we proposed that we examine ways in which members of disadvantaged communities might overcome barriers to employment in the new economy industries identified by the Province of Manitoba in its *Innovation Framework*.

The research leading to the preparation of this report has been funded by the Departments of Education and Training, and Energy Science and Technology, of the Province of Manitoba. We began in September of 2004 with a research team that included Garry Loewen and Jim Silver, both members of the Manitoba Research Alliance, and four students, Martine August and Michael MacKenzie of the University of Winnipeg, and Patrick Bruning and Shauna Meyerson of the University of Manitoba. The research team was supported by an Advisory Committee comprised of representatives of the provincial departments of Education and Training, and Energy Science and Technology, plus Donna May Morin, Director of the PATH Centre, a community-based employment development agency operating in Winnipeg's North End, Professor Reg Litz of the University of Manitoba's Asper School of Business, and Professor Wanda Wuttunee, Department of Native Studies, University of Manitoba.

August and MacKenzie, supervised by Silver, conducted extensive and detailed analyses of the literature on employment development strategies aimed at getting members of disadvantaged communities into 'good' jobs—by good jobs we mean those that pay a living wage, and that include benefits and opportunities for advancement. The literature drawn upon is primarily, although not only, American—we also examined initiatives in Ireland, Australia, continental Europe and elsewhere in Canada. A great many reasonably well-funded projects aimed at getting members of disadvantaged communities into 'good' jobs have been undertaken in various jurisdictions beyond Winnipeg in recent years, and a great deal has been learned from these well-documented efforts.

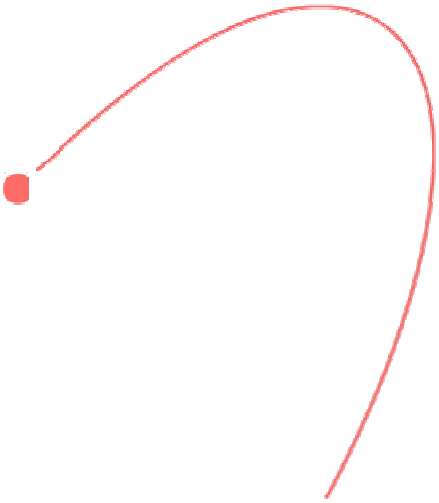
Bruning and Meyerson, supervised by Loewen, investigated three sectors identified in the *Innovation Framework*—advanced manufacturing, information technology, and culture and new media industries. After an analysis of culture and new media industries, and interviews with some industry associations, we decided that this sector—with the exception of its printing and publishing component—offered relatively few opportunities for bridging low-income people from disadvantaged communities into good jobs. With the exception of printing and publishing, jobs in this industry are relatively few, and not appropriate for our target group. In the film industry, for example, most work is done on a project by project basis, and offers little stability. Many new media companies are small, not well established, and relatively unstable. As a result, we dropped culture and new media industries from our study, and folded its printing and publishing component into advanced manufacturing, with which it has many similarities.

In the other two areas, advanced manufacturing and information technology, Bruning and Meyerson identified innovative employment development initiatives; analyzed the Manitoba manifestations of these industries; and interviewed 34 Human Resource and other Managers in the Manitoba-based companies and industry associations. Our purpose was to determine their hiring practices, including any current efforts to bridge low-income people from disadvantaged communities into good jobs, and in particular to determine from these Managers what they believed would have to happen in order for their companies/industries to hire significant numbers of people from disadvantaged communities.

We believe that our findings can be the basis of more than just a research report. We believe that what we have found in our research can be turned into action, with results that are beneficial both to Manitoba employers, and to members of disadvantaged communities in Manitoba. All Manitobans would benefit were this to happen.

Our research report proceeds as follows. In Part I, we draw upon a considerable body of literature to describe the impending shortage of labour, and especially skilled labour, that is beginning to appear and that is widely anticipated to worsen soon. In Part II, we abstract from the very many practical, on-the-ground projects recently undertaken in the USA, as well as Ireland, Australia, and Europe, to find

ways to successfully bridge members of disadvantaged communities into ‘good’ jobs in the paid labour force. Building inductively from these many practical and well-documented efforts, we develop a model of ‘best practices’ for successfully bridging members of disadvantaged communities into ‘good’ jobs. In Part III we examine various elements of the employment development system in Winnipeg, and attempt to measure that system against the best practices model developed in Part II. In Part IV we provide relatively brief descriptions of a number of innovative employment development initiatives aimed at bridging low-income members of disadvantaged communities into good jobs in advanced manufacturing and information technology. In Part V we briefly profile the character of the advanced manufacturing and information technology industries in Manitoba, and describe the results of our interviews with Human Resource Managers and other Managers in 34 companies and industry associations—interviews aimed at learning more about company and industry hiring practices and hiring needs, and about what, from a company and industry point of view, would have to be done to employ more people from disadvantaged communities in good jobs in those companies and industries. In Part VI we describe the results of a ‘collaboration’ conducted in May, 2005, at which we tested our research findings and recommendations with employers in advanced manufacturing and information technology, plus representatives of unions, community-based organizations, governments and educational institutions. In Part VII we draw some conclusions from our research, and in Part VIII we advance some recommendations.



PART I
SKILL SHORTAGES AND DEMOGRAPHICS

In Canada and across the industrialized world, evidence is growing of an impending labour shortage. Industrialized nations are facing the same demographic realities: longer life expectancies, falling birth rates, and in Canada and the United States, a large 'baby boomer' generation about to reach retirement age. With a large chunk of the labour force set to retire in coming years, and a smaller proportion of young people available to replace them, these countries are realizing that their labour forces may start shrinking, and shortages of labour may be looming. For the most part, researchers agree that a general shortage of labour will not hit Canada, but that shortages of specific skills will be felt in certain industries and regions (McMullin, Cooke, & Downie, 2004; Schetagne, 2001; Gingras & Roy, 2000; Kuhn, 2003).

The average age of Canada's population has been increasing in recent years. Only 8% of Canada's population was over 60 in 1971; by 2001 that figure had risen to 17%; and it is predicted to reach 30% by the year 2050 (McMullin, Cook, & Downie, 2004, p. 5). Why is our population aging? Life expectancies have been steadily increasing since industrialization in European and North American countries, due to improvements in living conditions, technology, and medicine. Coincident with increasing life expectancies, fertility rates have been falling for a number of reasons, including new methods of birth control, increased labour market participation, and higher levels of education for women (Conference

Board of Canada, 2004, p. 2). In Canada, women now have an average of 1.5 children in their lifetime, which is far below the 'replacement' level of 2.1 required for a population to sustain itself (Standing Committee on Citizenship and Immigration, 2002, p. 5). As a result, the populations in industrialized nations are now aging at "unprecedented rates" (McMullin et al., 2004, p. 4).

Canada and the United States were able to slow down their 'aging' because both countries experienced high birth rates between the mid-1940s and mid-1960s, giving rise to the 'baby boomer' generation. Now between the ages of 40 and 58, the boomers are poised to retire in the coming years; some have already taken early retirement. The retirement of this cohort, who in 2001 made up 47% of the labour force, is predicted to have a serious effect on the labour market (Statistics Canada, 2003a, p. 4). The post-boomer, or 'baby bust', generation is 16% smaller than the boomer cohort, meaning their numbers are insufficient to replace their retiring predecessors (Capelli, 2003, p. 224). In a joint study by the Canadian Council on Social Development and Columbia Foundation (Schetagne, 2001), possible consequences of these retirements were advanced, including shortages of either general or skilled labour, and a "decrease in the productivity and competitiveness of Canadian companies as a result of the loss of experienced and competent personnel …" (p. 6). This study also found that in recent years, the 'active life' of workers has become shorter and shorter, as workers enter the labour market later in life, and leave it earlier (Schetagne, 2001, p. 13). So not only are the post-boomer cohorts smaller in size, but they are waiting longer before entering the workforce. In Canada, these demographic factors will cause our labour market to stagnate, and by 2016 it is predicted that it will begin to shrink in size (Schetagne, 2001, p. 16). The Canadian government has chosen to address "potential shortages in the Canadian labour market" in part by promoting higher levels of immigration, recognizing that "by 2011, all growth in the labour market will come from immigration" (Standing Committee on Citizenship and Immigration, p. 4).

The alarm over labour shortages is being sounded most loudly by the business community. Study after study has found that labour shortages have been ranking higher on employers' lists of concerns, and some employers are already reporting skill shortages. A survey of their membership by the Canadian Federation of Independent Business [CFIB] found that in 2000, 46% of respondents had "difficulties finding qualified labour to meet their staffing needs" (Bruce & Dulipovici, 2001, p. 1). In a 2002 follow up study, that number had risen to 49.6%. The highest levels of concern were found in Manitoba, where almost 60% of respondents were experiencing labour shortages (Dulipovici, 2003, p. 4).

A survey by the Canadian Labour and Business Centre [CLBC] in 2002 found that labour shortages were viewed as a 'serious problem' by leaders in business and labour, in both the private and public sectors. Public and private sector managers surveyed by CLBC ranked 'skill shortages' as the second and fifth most important issue facing their businesses, from a list of 39 issues.

Labour leaders also placed skill shortages in their top ten serious concerns. Compared to past surveys, the CLBC found concern over skill shortages to be growing, and the most dramatic increase was among labour leaders. Between 1996 and 2002, the proportion of public sector labour leaders who were seriously concerned about skill shortages rose from 17% to 59% (Canadian Labour and Business Centre, 2003, p. 11).

According to the CLBC, there now exists a "consensus" among managers and labour leaders in both the private and public sector that, "a serious human resource challenge lies ahead" (CLBC, 2003, p. 11).

A report released in May 2004 by the Canada West Foundation also predicts skill shortages, with a focus on Western Canada. Their survey of industries found that 80% were already experiencing 'some' or 'severe' shortages, and even more [73 of 76 industry representatives] expected to experience labour shortages in the near future (Hirsch, Brunnen, & Molin, pp. 4-5). The prairies seem to be hit the hardest by labour shortages, with all 12 of the industry respondents reporting an insufficient supply of labour. According to the report authors, the labour shortages in Manitoba and Saskatchewan are more acute than in other parts of Canada because both provinces experience high rates of out-migration to other provinces (Hirsch et al., p. 6). Thus in Manitoba, not only are we experiencing the same demographic forces that are leading to a labour shortage across Canada, but in addition we are losing some of the skilled labour that we do have to competition beyond our provincial borders. A recent poll of Manitoba business leaders brings the point home: for the second year in a row, labour shortages ranked as the number one concern among leaders in business, 64% of whom reported difficulty in finding qualified workers to fill skilled positions (Probe Research Inc., 2004).

Not everyone agrees that Canada will soon be beset with a shortage of workers. David Foot, author of *Boom, Bust, and Echo*, believes that before labour market shortages occur, we will have labour market surpluses—and that once the boomers do retire, their children will enter the job market to replace them (Beauchesne, 29 July 2002). Peter Capelli (2003) is convinced that older workers will decide to retire later, preventing the labour market from shrinking as predicted (p. 225). This prediction notwithstanding, retirement ages in Canada have been falling, from an average of 64.9 years in 1976 to 61 years in 1999 (Davidge, 2004).

The most common prediction found in the literature is a tempered one—predicting skill shortages, but not a general labour shortage. Based on an extensive literature review, McMullin, Cook, and Downie (2004) concluded that "there is no evidence of a general shortage of skilled labour in Canada as a direct result of demographic ageing" (p. 38). They agree however with Peter Kuhn (2003) that "future skill shortages are likely to take the form of localized and industry-specific 'hotspots'" (McMullin et al., p. 21). In a CCSD-sponsored study,

Sylvain Schetagne (2001) agrees that fears of a general labour shortage are unfounded, but that skill shortages may be noticed in certain industries or workplaces which have a high proportion of older workers (p. 17). In a well-known study prepared for Human Resources Development Canada, Gingras and Roy (2000) explain that, "the claim that Canada is in the throes of a generalized skill shortage is not borne out by the data" (p. 165). The study also explains that the labour shortages being reported by employers are part of a "normal cyclical phenomenon … attributable to a tightening of the labour market, not a sudden, aggregate shortage of skilled labour" (p. 172). So while a shortage of general labour will not be felt in Canada, there will still be "hot spots of acute skill shortages, localized in terms of geography, industry, or occupation" (Kuhn, 2003 cited in McMullin et al. 2003 p. 21). Some of the areas where skill shortages will be felt, according to Statistics Canada, include the health sector, educators, and construction workers (2003, p. 5).

When it comes to geography, Manitoba and Winnipeg are particularly likely to be sites of some skill shortage 'hot spots'. The lowest rates of unemployment in the country have consistently been found in Manitoba, and specifically Winnipeg (Manitoba Intergovernmental Affairs and Trade, 2004). Winnipeg is a slow-growth city [increasing at an annual rate of 0.04%] in a province that loses about 1000 skilled young workers each year to provincial out-migration (Ibid). Losing young people is contributing to the greying age structure of the city, where in 2001, 17.2% of residents were over 60 years of age (City of Winnipeg, 2004). The tight labour market and demographic aging in Winnipeg point to looming labour shortages, the beginnings of which are already being felt by employers. The Canada West Foundation found that the most substantial reports of shortages were from Manitoba and Saskatchewan, and predicted that Manitoba would face "severe shortages" in the information-technology, food processing, and health care sectors (Hirsch et al., 2004, p. 6). The 2001 CFIB found that concern for labour shortages were at an "all-time high" in Manitoba at 59.3% (Bruce & Dulipovici, 2001, p. 1), and the Conference Board of Canada projected that the labour shortage which is already being felt in Winnipeg will start to intensify in 2009 (CBC, 2004, p. 9).

Within the Winnipeg population, concealed by statistics that predict a labour shortage, there exists a sizeable community with a different demographic story than the population as a whole—the Aboriginal population. Manitoba has one of the highest proportions of Aboriginal residents in Canada [14.3%] and Winnipeg has more Aboriginal residents [55,755] than any other Canadian city, making up 8% of the population in 2001 (Mendelson, 2004, p. 9). It is this component of Winnipeg's population that holds the key to turning around the city's demographic fortunes. The Aboriginal population is much younger than the population as a whole, with a median age of 24.7 years in 2001, notably younger than the median age of the general Winnipeg population, 37.1 years (Statistics Canada 2003b, 2003c). So while Winnipeg's general population begins to age, the

growing Aboriginal population will slow that aging down, and provide large numbers of young new entrants into the labour market in coming years. The Manitoba Bureau of Statistics projects that by 2016, one in every five labour market participants will be Aboriginal (1997, p. 3). According to Michael Mendelson (2004), "the increasing importance of the Aboriginal workforce to Manitoba … cannot be exaggerated. There is likely no single more critical economic factor for [the Prairie] provinces" (p. 38).

Although Aboriginal children represent "the economic future" of the province, the Aboriginal population in the past has been significantly under-represented in the labour market. Although Winnipeg had a low unemployment rate of 5.7% in 2001, and was experiencing labour shortages, Winnipeg's Aboriginal population had an unemployment rate of 14.7%, two-and-a-half times that of the general population—even though Aboriginal participation rates were similar to those of Winnipeg as a whole[1] (Mendelson, 2004, p. 29). This disparity between Aboriginal and non-Aboriginal employment in Winnipeg and elsewhere can be explained by a number of factors. Formal educational levels are lower for the Aboriginal than the non-Aboriginal population, although Aboriginal educational levels are rising. In 2001, 42.2% of Winnipeg's Aboriginal population had not finished high school, compared to 28.2% of the total Winnipeg population[2] (Statistics Canada, 2003b; City of Winnipeg, 2003). Although levels of post-secondary education completion in the Aboriginal community have also tended to lag behind those of the non-Aboriginal community, the proportion of Aboriginal people in Canada earning trade certificates [12.1%] recently rose above that of the non-Aboriginal proportion [10.8%] (Lamontagen, 2004, p. 3). Low levels of educational attainment and employment, in tandem with persistent systemic racism, have put Aboriginal Canadians at a distinct disadvantage in the job market—and as a result they suffer poverty in numbers out of proportion with the general population, live in poorer housing conditions, and rely more on social assistance (Manitoba Bureau of Statistics, 1997, p. 4). Michael Mendelson has argued that "Canada cannot have a high quality of life if there is a significant minority forming an impoverished underclass", and that we must look to Aboriginal people to fill impending labour market shortages.

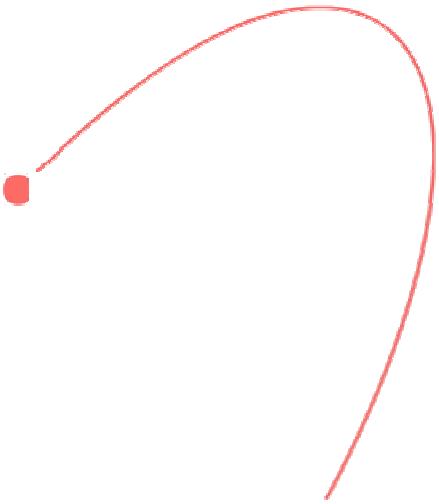
Nearly half of Winnipeg's Aboriginal population [44%] live in the inner city. As in other metropolitan areas, Winnipeg's inner city has been declining for decades, and has become an area with concentrated poverty, unemployment, and social problems. Aboriginal people make up 19.2% of the inner city population, and

1 The Aboriginal participation rate in 2001 was 64.3% and the Winnipeg participation rate was 68.6%, and so the Aboriginal rate was 94% of the Winnipeg rate (Mendelson, 2004, p. 30).

2 The data for Winnipeg's Aboriginal population include all adults 25 years and older, whereas the Winnipeg data included all adults 20 years and older.

visible minorities another 20%. There are twice as many low-income households in the inner city as in the city as a whole [40.5% compared to 20.3%]. Labour force participation rates are lower in the inner city than in the rest of Winnipeg, and the inner city unemployment rate [8.1% in 2001] is almost double that of Winnipeg. Almost one in five [19.2%] inner city households rely on government transfer payments as their main source of income (City of Winnipeg, 2004). Disconnected from the mainstream world of work, and living in an area of concentrated poverty, disadvantaged inner city residents represent a large population of Winnipeggers who are not benefiting from meaningful employment, and are thus not contributing to Manitoba's economy to the extent that is possible.

Michael Mendelson explains that, "[e]mployment is the cornerstone of participation in modern Canadian society. Employment is not only a source of income, it is also the basis for self-respect and autonomy" (2004, p. 1). To improve the quality of life for disadvantaged members of Winnipeg's Aboriginal population and of Winnipeg's inner city, proactive and innovative measures must be implemented to support their entry into good jobs in the mainstream labour force. Extending the benefits of employment to these groups is not only a matter of equity—it is a matter of economic necessity. The city is already experiencing the beginnings of a labour shortage, and it is expected to worsen. Skilled workers are needed to fill these shortages. Previously under-utilized sources of labour in Winnipeg's inner city can be and ought to be tapped to fill current and impending skilled-worker shortages.



PART II
BEST PRACTICES FOR EMPLOYMENT DEVELOPMENT INTERVENTIONS

Tightening labour markets, increasing reports of skill shortages, and the upcoming baby boomer retirements are signals of a looming labour shortage problem. In Winnipeg's inner city, as in inner cities across Canada and the United States, disadvantaged and marginalized residents exist as large, untapped, and generally ignored sources of potential labour. It is going to be necessary to dip into non-traditional populations to fill impending labour shortages. The types of jobs that are going to need to be filled, however, are not entry-level 'McJobs' that disadvantaged jobseekers are often shuffled into through some workforce development approaches. With the 'New Economy' shift in the last twenty years towards white-collar and service industry employment, jobs are increasingly either 'good', requiring training and higher education, and offering benefits, family-supporting wages, and opportunities for advancement; or 'bad'—requiring neither training nor education; and offering a low wage, no benefits, and no career ladders (Betcherman et al., 1998, p. 3). The shortages that North Americans are bracing themselves for are in skilled sectors, and so the challenge is to equip disadvantaged inner city populations with the skills, education, and training they will need to acquire, retain, and advance in these 'good' jobs.

Bob Giloth of the Annie E. Casey Foundation [AECF] 'Jobs Initiative', understands that getting low-income and disadvantaged workers into good jobs is no easy task. He describes the "disconnection between the hardest to employ and the mainstream economy" as two separate 'worlds'. "One world is made up of business culture and expectations that hard work is rewarded. The other world is made up of people who have been marginalized by the mainstream over generations and face the labour market with cynicism, loss of hope, and few positive expectations. Bridging these worlds is an enormous challenge" (Giloth, 2004b, p. 20).

In the United States, a number of programs and initiatives are up to this challenge, with the goal of securing jobs that pay a "liveable wage and provide opportunities for advancement" for disadvantaged individuals (Jenkins, 1999, p. 8). Programs like the multi-city Annie E. Casey Foundation Jobs Initiative, the Center for Employment Training in San Jose, and Project: QUEST in San Antonio have had remarkable success in connecting disadvantaged job seekers with the training, education, skills development, and supports they need to overcome their barriers to employment. These programs have also connected jobseekers to real-life employers, and have worked to forge and formalize relationships between different actors in the local labour market, and change how the labour market system operates in such a way as to benefit disadvantaged jobseekers.

The goal of 'workforce development' or 'employment development' is to connect disadvantaged and low-income job-seekers with high-quality, well-paying jobs with opportunities for advancement. Although both terms are common, we prefer 'employment development' because it recognizes that not only the workforce, but the entire employment system needs to be improved. According to Giloth, employment development strategies are "dual customer" oriented, serving both employers and job-seekers, and "the change in terminology signals the recognition that business and workers are both key customers" (n.d., p. 1). Based on a review of employment development literature, this section highlights what were found to be the best practices of employment development initiatives. According to the literature, the most successful initiatives are comprehensive, networked, and interventionist. Successful initiatives tend to engage in the following best practices:

Successful and effective employment development initiatives…

1. Focus on high-quality jobs
2. Engage employers at every stage of a program
3. Build formalized networks and create partnerships
4. Enlist stakeholders with clout

5. Offer comprehensive training with supports
6. Create training environments that simulate the workplace
7. Promote 'cultural competence' for both employers and employees
8. Provide 'post-employment' or 'follow-up' supports
9. Alter the structure of the labour market to benefit disadvantaged job-seekers

Building upon these best practices, we have developed a schematic hierarchy of employment development and workforce training approaches. Such a hierarchy can be used to compare different approaches, and to identify where gaps may exist in any given community's employment development system. At the top of our hierarchy are approaches that: 1) aim to effect significant change in the labour market system by various means of intervention; 2) direct resources toward the building of extensive network relationships; and 3) offer a comprehensive list of services designed to overcome barriers to employment. At the bottom are approaches that are the least interventionist, networked, and comprehensive.

2.1 Successful initiatives are comprehensive

Many programs and a variety of approaches have been used to get economically disadvantaged people into work. Some programs focus only on basic education—connecting low-income job seekers with basic skills in mathematics and literacy. Other programs focus on job-training—linking job-seekers with training programs that teach the technical or 'hard skills' required for certain jobs. Some programs focus on neither education nor training, but instead on job search and job preparation activities—offering access to job kiosks, resume writing assistance, and interview tips. There are also approaches that deliver supports to help job-seekers overcome their barriers to employment. 'Job Readiness' programs teach job-seekers the 'soft skills' they will need to adjust to the norms of the working world—emphasizing the importance of appropriate language, punctuality and proper dress. Some programs help individuals overcome alcoholism or drug addiction, or offer counselling for victims of domestic violence and abuse. There are also programs that offer support services such as financial assistance for housing, transportation, child care, and health care, or help with budgeting or financial literacy.

Initiatives that offer one or even a combination of the services above take the most traditional approach to employment development. These programs are designed in response to perceived employment 'deficiencies' in disadvantaged populations, and they provide the resources that these populations are missing. The research reveals that 'stand-alone' programs like these have had limited

success in helping disadvantaged job-seekers obtain and keep good jobs, amounting to a “disjointed system” without a coordinated approach to training or employment preparation (Torjman, 2000, p. 3). Julie Strawn (1998, p.5) found that although ‘quick employment programs’ like job search assistance resulted in increased employment and earnings for participants, “the impacts quickly diminish … after one or two years”. Job search or quick educational upgrading may also statistically increase earnings, but a Prairie Research Associates literature review (1998, p.13) reports that with such short-term treatments, “the likelihood of coming off welfare has not been reduced”. Job-readiness training alone is similarly unsuccessful, and according to William T. Dickens, “the low-paying jobs people generally find through such programs fail to sustain their commitment to work” (1999, p. 421). Helen Buckley (1992, p.104) found that training courses for Aboriginal Canadians instituted in the 1970s failed because they were not linked to jobs. A similar finding among American government-led training programs was that “they are disconnected from contemporary employer needs” (Clark & Dawson, 1995, p. 5).

If none of the preceding approaches—those traditionally employed by governments and community agencies—have had a great deal of success, what can be done to get low-income people into good jobs, and keep them there? And with such a dismal track record, how could employers and job-seekers alike be convinced to even look at ‘another training program’? The literature suggests that although these strategies offered separately as ‘stand-alone’ programs are not likely to be successful, the story is quite different when they are offered together in a comprehensive fashion. Wendy Fleischer (n.d.) explains that “job placement services were most effective when complemented with an individually tailored package of skill enhancements including: job readiness, soft-skills training, hard skills training, and job retention and support services”. Julie Strawn (1998, p.23) agrees, saying that the most effective approaches “… share a flexible, balanced approach that combines job search, education, job training, and work”. Giloth adds (interview, May 25, 2005) that basic support services are a solid predictor of getting somebody a job; job readiness services are a good predictor that the person will still be in a job at least three months later; and hard skills training is a good predictor that they will still be in the job twelve months later. In other words, initiatives are effective if they offer a comprehensive array of interventions including training, education, hard and soft skills, support services, and post-employment supports. According to Giloth (n.d., p.2) “the Jobs Initiative experience has shown that successful workforce programs must combine job readiness with technical skills training and work supports. Failures occur when strategies only adopted a single element of workforce development”. Partnerships between organizations are usually required in order for an initiative to be truly comprehensive. As Stephanie Sommers (2000, p.8) observes, “few organizations can provide the full range of training and support services needed to make an [employment] program work. As a result, [employment] programs often form as a partnership of organizations”.

Providing post-employment supports was identified repeatedly in the literature as a best practice that is critical to successful job retention. Employment development strategies that are truly comprehensive recognize the importance of providing support services throughout the process, and even after a participant has been placed in a job. According to Wendy Fleischer, "[job] retention is even more important than placement" (2004, p. 6), and to achieve this, follow-up supports are critical. Examples of post-employment supports include mentoring, ongoing case-management, phone calls, and continued financial assistance. A U.S.-based program found that "early and regular contact with participants was critical to job retention" (Torjman, 1998a, p. 26). Making the transition to work is difficult, and new barriers to employment may present themselves after job placement. Providing support services to help clients overcome these barriers, even if it is as simple as giving out bus tickets, is critical to keeping workers in jobs. Stephanie Sommers (2000, p.7) found that "the most effective bridge programs provide follow-up support and encouragement to program graduates even after they complete training and have been placed in a job". Davis Jenkins (1999, p.10) found that follow-up supports "ensure that [participants] not only stay on the job, but advance up the ladder". Harrison and Weiss (1998, p.150) agree that "follow-up mentoring and counselling are both crucial". Because of the effort and resources that are committed to a successful employment development strategy, it is essential that effort is also put into retention, and post-employment supports drastically increase retention.

Providing a comprehensive array of services including basic education, hard (technical) skill training, soft skills training, job search and placement assistance, support services, and post-employment supports, is characteristic of successful jobs initiatives. Comprehensive strategies that provide disadvantaged communities with the resources they need to overcome their barriers fall into what we call the 'traditional community development model'. This model is not without its shortcomings, however, and many traditional employment initiatives find that they are still not successful in matching workers with good jobs, despite a comprehensive approach. Their problem is they are focused on delivering needed resources to disadvantaged job seekers, but not developing connections to the employers who will ultimately hire them. This approach fails to look at both sides of the labour market—workers and employers. A comprehensive approach alone does not build the networks that connect workers to employers, or initiate changes in the labour market structure to benefit disadvantaged workers (Clark & Dawson, 1995, pp. 9-10).

2.2 Successful initiatives are networked

Networks, in the employment development context, are made up of relationships between actors in the labour market (Tilley, 1996). The theory of networks recognizes that workers are not hired according to 'what they know', but rather are hired through interconnected social and business networks, so what really

matters is ‘who they know’. Bennett Harrison and Marcus Weiss (1998,pp. 35-37) explain that the job market cannot be thought of as a ‘queue’, where the next qualified worker in line gets the job. Rather, workers finds jobs through their network connections. Networks provide job seekers with information about job prospects, connections to real employers, and they “teach young people about what is needed to find work” (Dickens, 1999, p. 410). Workers with limited network connections may not find a job, even if they are qualified. The problem with low-income, inner city neighbourhoods is that residents in them do not tend to have good network connections. K. S. Newman (1995) found that in many low-income neighbourhoods, residents were connected to ‘deficient networks’ which provided access to jobs, but not to ‘good’ jobs. William Julius Wilson (1996) explained that, unlike traditional working class neighbourhoods, where young people would find work in the local plant because an uncle or an older brother or sister or other family member put in a good word with the foreman or forewoman, in today’s inner city neighbourhoods, where unemployment is very high and labour force participation rates are very low, young people do not have such connections, nor such role models. Wendy Bancroft (2004, p.26) explained that “poor people tend to know other poor people, and therefore might not be able to provide the kind of social leverage necessary to move beyond past experience”. Disadvantaged workers who are lacking network connections have little or even no relationship with the world of work, and children growing up in these areas are not learning how to connect to the mainstream labour market. To have a chance at good jobs, inner city job seekers need connections to good employers, through high-quality networks, and since such networks do not exist ‘naturally’, they have to be created.

Successful employment development initiatives feature partnerships between different labour market actors, forming an expanded network that links disadvantaged workers with job opportunities, training opportunities, educational opportunities, and support services. The best networks, according to Harrison and Weiss (1998), are formalized connections between community-based organizations [CBOs] and employers. CBOs, because they are located in inner city neighbourhoods, act as the ‘gateway’ to employment opportunities for low-income people, and bring them into contact with the network. A successful employment initiative relies on CBOs to recruit, assess, and possibly offer job readiness [soft skills] to disadvantaged job seekers. Wendy Fleischer and Julie Dressner (2002, p.12) found that “neighbourhood-oriented, community-based organizations … are more likely to successfully recruit and engage residents of isolated neighbourhoods than … government agencies”. Rhonda Simmons of the successful Seattle Jobs Initiative explained that “jobseekers feel most comfortable walking into a CBO that knows them” and that “CBOs should be the doors to employment and training opportunities” (Annie E. Casey Foundation Jobs Initiative website).

Partnerships with many different stakeholders make up a successful employment development network. Community-based organizations are valuable partners for recruiting participants and offering soft skills training and career counselling. Community colleges can be partnered with to provide training services. Connections to local and provincial governments can provide political and monetary support. Partnerships with adult education centres can provide basic education skills. Partnering with unions can be useful in helping workers navigate unionized sectors.

But perhaps the most crucial partnership in a successful network is with employers. According to Stephanie Sommers (2000, p. 7), employers should be involved in all aspects of employment development, "from design, to implementation, to ongoing evaluation and improvement". Cynthia Gibson (n.d., p. 5) agrees that these partnerships are key: "employers must be engaged in workforce development at the beginning of the process and viewed as collaborators in that process". Employers can help develop 'customized training' to prepare workers for a specific job that they can offer to participants once training is finished. Harrison and Weiss (1998, p. 150) found that it is important to design networks with "strong ties to real employers". Wendy Fleischer (2001, p.9) found that with the Annie E. Casey Foundation Jobs Initiative, "Employers are regarded as essential collaborators in the initiative. They are engaged in governing the Jobs Initiatives sites, designing and developing training curricula, and promoting systems reform". Davis Jenkins (1999, p. 9) also found that with successful bridging programs, "employers are involved in all aspects … design, implementation, defining standards, helping find instructors with industry experience, offering paid internships, and offering full-time jobs [to participants] …". A best practice of employment development initiatives then, is to build networks and create partnerships—with CBOs, community colleges, adult education centres, government, unions, and especially with employers.

Employers make good partners in a workforce development network because they can provide important information: they can identify what skills they want in a worker, help design a training program, provide labour market information, and even provide equipment or instructors for training. The success of an employment development initiative relies on strong partnerships with employers who have really 'bought in' to the program. Jessica Laufer and Sian Winship (2004, p. 217) note that "engaging employers in workforce development programs for low-income people and non-traditional labour pools is no easy task". This rings true in Manitoba where only 14% of business leaders think that engaging 'non-traditional' labour sources is a good solution to impending labour shortages (Dulipovici, 2003).

In order to get employers on board with employment development initiatives, the benefits of networking must be well-articulated to them. Employers can benefit in a number of ways from being involved in drawing members of disadvantaged communities into their workforce. Having the opportunity to influence training

curricula gives employers the chance to prepare a workforce with the exact skills they require. Involvement may also help them save on training costs—an expensive part of hiring new employees. Firms may also benefit by enhancing their reputation as a socially conscious business. Working to employ disadvantaged job-seekers is not charity, however, and as the previous section detailed, in Manitoba it is very much a necessity. Cynthia Gibson (n.d., p. 6) argues that "employer participation in workforce development is largely fueled by self-interest, due to an unprecedented shortage of entry-level and skilled workers, the high cost of employee turnover, and the increasing number of baby boom retirements". Turnover is expensive for employers, and a successful employment development initiative can reduce this variable cost. Once they have established a relationship with an employment development initiative, employers can count on it to deliver high-quality, well-trained employees.

Building networks and creating partnerships is a practice of successful employment development interventions, as is engaging employers at every step of the process. Partnerships among these various actors and agencies must be strong and formalized. Building these partnerships, and co-ordinating the efforts of so many actors is, not surprisingly, a complex task. Rosenfeld (2002, p. 32) explained that community-based organizations "are unaccustomed to working with employers … employers and non-profits working with low-income populations do not even speak the same language". To do the leg work of building relationships between various stakeholders, cementing these partnerships, and coordinating an employment development initiative, an 'intermediary organization' is often required to pull it all together.

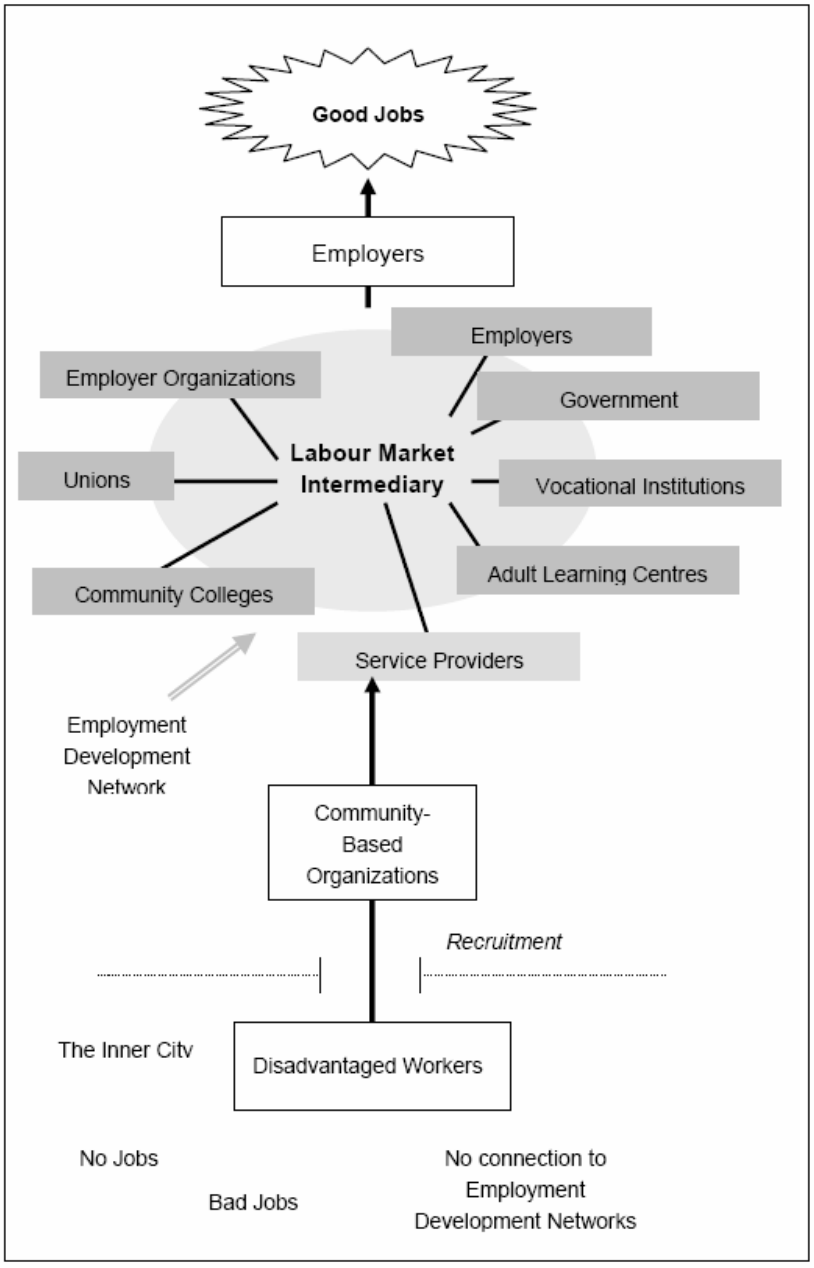
2.3 Co-ordinating the effort: The role of the labour market intermediary

Labour market intermediaries are organizations that are "charged with bringing together diverse stakeholders from across [a] region to plan, support, and oversee [the job development] effort" (ABT Associates Inc., 1997, p. 1). Labour market intermediaries "bring together a set of key players to create long-term pathways to careers for low-skilled workers and value-added productivity for employers" (Giloth, 2004a, p. i). Intermediaries are described by Gordon Betcherman (1998, p.62) as 'brokers', brokering relationships "between consumers of labour and suppliers of labour, serving to improve the functioning of the labour market". Richard Kazis (2004, p. 75) explains what intermediaries do: "[they] organize multiple partners and funding streams towards common goals … [they] provide and/or broker labour market services to individuals and employers … [they] project a vision that motivates and guides its partnerships and activities". The intermediary is responsible for brokering relationships with community colleges to provide training, with employers to provide jobs and guidance, with government and funding agencies to provide financial assistance,

and with community-based organizations to recruit and deliver services to help clients find and keep jobs.

Paul Osterman (2004) explains that labour market intermediaries, or 'LMIs', are an emerging necessity in today's labour market, and not just in the realm of employment development. As the new economy labour market becomes tighter, more volatile, and as jobs become less secure, there is "a greater need for intermediary services that in the past" (pp. 155-156). "Without intervention," Osterman (p.166) warns, "it will be increasingly difficult for firms to obtain the kind of labour force they need". Shifts in the makeup of the labour market towards groups who have traditionally faced "significant" employment challenges and a shrinking supply of labour mean that more intervention will be necessary to link appropriate workers with employers. Intermediaries will increasingly be required and respected. "Whereas in the past employment and training systems were viewed as essentially an extension of the welfare or charity systems, and hence not taken seriously, today well-designed programs may be able to sell their services to a wider range of employers" (Osterman, 2004, p. 167).

Figure 1: Labour Market Intermediaries



The concept of intermediaries is simple—they are organizations who improve the functioning of the labour market by brokering relationships between employers and workers, and by creating networks that link labour market players—but the question is, whose job is it to take on this role? Examples from various cities show that many types of organizations and agencies can act as labour market intermediaries. The Annie E. Casey Foundation's Jobs Initiative is a multi-city project that has placed over 9000 clients in well-paying jobs. In different cities the role of labour market intermediary has been taken on by different groups: a city agency in one case, a state agency in another, a regional non-profit workforce organization, a community-based organization, and a community college in others.

To illustrate how an intermediary might pull different agencies into an employment development network, the case of Philadelphia is a good example. A community-development finance corporation called 'The Reinvestment Fund' [TRF], stepped up to the role of intermediary for Philadelphia's Jobs Initiative. TRF began by partnering with a retail organization and a vocational school to design a six-week customer service training program. They were then able to open a permanent Customer Service Training centre for program participants. TRF also wanted to create a program to help high school, technical school, and community college students get into the Information-Technology sector, and so they partnered with business leaders to create a successful internship program (Annie E. Casey Foundation website).

In Saint Louis, the role of intermediary was taken on by the city's metropolitan planning corporation, the East West Gateway Coordinating Council. The intermediary began by partnering with a trusted community-based organization which was given the task of recruiting participants, offering support services, and offering job placement and retention services. The CBO also developed a four week job readiness 'soft skills' training program. The East West Gateway Coordinating Council forged a partnership with a local community college, collaborating to design a comprehensive job training program. They then collaborated with local employers and forged a connection with a network of 18 local employment service providers. They also partnered with local construction unions to create a program that helps workers navigate the confusing world of trade unions and assists participants in getting internships (Annie E. Casey Foundation website).

To summarize, building networks and creating partnerships have emerged as best practices for successful employment development initiatives. Engaging employers is also consistently emphasized as crucial to the success of any jobs initiative. Intermediary organizations are responsible for building these networks, and forging strong formalized partnerships with employers and other actors in the labour market. Although well-networked initiatives are successful in getting low-income workers into good jobs, they are still not getting to the root of the problem unless they attempt to initiative change in the structure of the local labour market

system. The most successful employment development initiatives are not only comprehensive and networked, they are also interventionist.

2.4 Successful initiatives alter the structure of the labour market

The labour market system is the structure that produces employment in an area or region. Like any market, labour markets feature a voluntary exchange of resources. On the supply side there are workers who want jobs, and on the demand side there are employers who want labour. Markets do not promise to operate in a socially equitable way, and history has shown that disadvantaged, low-income people are not necessarily well-served under the existing system. Interventionist approaches seek to change the way the labour market system functions in a way that will benefit disadvantaged workers. The theory of Labour Market Systems Reform, articulated by Peter Plastrik, Marlene Seltzer, and Judith Combes-Taylor (2001) assumes that what is needed to reduce significantly the incidence of chronic unemployment in a particular city, community, or region, is a conscious intervention in the way the labour market system works. Harrison and Weiss (1998, p. 150) argue that the structural causes of unemployment are linked to the labour market system itself, and only interventions that seek to alter the system are getting at the heart of the problem. Achieving success, according to Lisa Ranghelli (2002, p.5), "involves engaging in systemic change: altering the way key players—such as employers, government agencies, educational institutions, and unions—operate, so that their mission incorporates the goals of good jobs and career ladders for poor people". Interventionist approaches benefit all disadvantaged workers—not only those who are involved in a given employment program—by getting at the underlying cause of their marginalization: a flawed labour market system.

One type of comprehensive, networked, interventionist approach that is being used in some cities is the 'Sectoral Approach'. Sectoral initiatives target a high-potential industry, intervene in its practices and processes, and create systemic change in the labour market (Fleischer & Dressner, 2002, p. 10). If an industry or occupation has the potential to provide good jobs to low-income workers, the sectoral initiative's labour market intermediary attempts to intervene in the local labour market system and become a valued actor within the industry. Once immersed, sectoral initiatives then try to alter how this system operates to benefit disadvantaged workers (Clark & Dawson, 1995, p. 10). There are many ways that systemic change can be initiated. Sectoral initiatives may attempt to influence employer's perceptions about their own needs, reform standard hiring policies, and increase the quality of jobs. According to Susan Clark and Steven Dawson (1995, p. 27), "a sectoral initiative cannot be considered successful until it has improved how key employers within a regional labour market employ low-income people".

The Centre for Employment Training [CET] in San Jose, is a celebrated example of a successful sectoral initiative. CET became a trusted part of the human resources network in the Silicon Valley information-technology industry. Once CET had established itself as a source of high-quality workers, industry members began relying on it as a source of labour, drawing workers from the previously untouched population of disadvantaged job-seekers. Harrison and Weiss note that "CET has profoundly institutionalized the process of interfacing with the already trusted recruiting and training networks of companies" (1998, p. 56). The Saint Louis Regional Jobs Initiative [RJI] has also had success in changing their local labour market system. RJI was able to convince one of the largest consumers of construction resources in Saint Louis to require contractors to hire apprentices for 15% of labour hours on each job. Getting disadvantaged workers into apprenticeship positions is done with help from union partners who assist them in navigating the construction trade union process. This seemingly small change has provided opportunities for disadvantaged workers to get high-quality construction jobs in Saint Louis, something that would have been next-to-impossible before the Jobs Initiative (Annie E. Casey Foundation Jobs Initiative).

The literature on employment development has revealed that the most successful initiatives are comprehensive, networked, and interventionist; they engage employers throughout the process; and they provide follow-up 'post-employment supports'. In addition to these similarities, successful initiatives prepare workers for the actual workplace—by creating training environments that simulate the real workplace, and by promoting cultural competence for employers and employees. They also focus on offering high-quality jobs with opportunities for advancement.

2.5 Prepare workers for the workplace: Simulated workplace training and cultural competency

The transition to work can be a shock to workers who have never held down a job, even if they have been given the most comprehensive soft skills, basic skills, and hard skills training, and have been provided with counselling and support services. Many workers are not emotionally prepared for the workplace. Becoming accustomed to time management and the highly-structured environment can be difficult and stressful for first-time workers. Although post-employment supports are a successful way of easing the transition into work, steps can also be taken during the training process to prepare workers. One way to prepare workers for the transition into work is to provide job-specific training that simulates the actual workplace. Researchers have found that highly successful initiatives provide training environments that closely resemble the real workplace environment. Davis Jenkins (1999, p. 9) emphasized that "the best teaching method is applied training or 'learning by doing', it is best to make

instruction resemble the workplace … [to] familiarize students with basic principles of how businesses operate". Since employers are involved in successful initiatives, they can help make training as much like the actual job as possible—by providing equipment, space, or instructors to make training mirror the real job.

CET in San Jose is at the forefront of this strategy. Their 'contextual learning environment' seeks to 'duplicate the rhythms of industry' and acclimatize participants to the world of work. CET's "real-life" job environment includes demanding instructors, who prepare workers for demanding bosses; hands-on work to prepare participants for job tasks; and a time clock that participants punch to reinforce the habits of a structured workplace (Murphy & Cunningham, 2003, p. 294). Another successful employment development initiative that is using this strategy is Focus: HOPE in Detroit, a sectoral initiative that trains disenfranchised workers for machinist jobs in the auto industry. Focus: HOPE has established four operational manufacturing businesses to train workers in a realistic workplace environment. A bonus of their strategy is that these businesses actually turn a profit, generating revenue for the program. Focus: HOPE graduates are not only well-prepared for the workplace after this training, they are particularly attractive to employers, who value the work experience that their training has provided (Thompson, Turner-Meikeljohn, & Conway, 2000).

Preparing workers for the job site with workplace-simulating training is a practice of successful employment development initiatives, but it will not in itself prepare workers for the cultural differences they may find between themselves and the mainstream workforce. Bob Giloth of the Annie E. Casey Foundation Jobs Initiative knew that issues of race and ethnicity were important when he started the jobs initiative, but soon found that "these issues had to be front and centre" (Fleischer, n.d.). Many of the clients assisted by the AECF Jobs Initiative were not only economically and socially isolated from the world of work, but also racial minorities—and culturally different from the mainstream workforce in target industries. Adjusting to the culture of the workplace was not only difficult for the participants, but Giloth found that many employers were "unaccustomed to working with people of colour" (Fleischer, n.d.). Wendy Fleischer (2001, p. 27) emphasizes that "disadvantaged job seekers need to develop cultural competencies and work habits that will enable them to succeed on the job", but it is not just job seekers—employers need to become more culturally aware too. Cynthia Gibson (n.d., p. 6) believes that "practitioners must learn 'cultural competence' and develop strategies for integrating issues of race and ethnicity … in all facets of workforce development". The Annie E. Casey Jobs Initiative recommends a "cultural competency" strategy which means "understanding and integrating the web of behaviors, attitudes and policies that foster effective work in cross-cultural situations" (Annie E. Casey Foundation, 2001). In a 2001 publication, *Jobs and Race*, the AECF argues that increased cultural competency

"improves output, leading to higher productivity and greater respect for diversity in the world of work" (Ibid.).

One way to prepare workers for the cultural differences they will encounter at work is to introduce them to the idea of 'code-switching'. The theory, developed by African American Anthropologist Elijah Anderson, is that people put on a 'different face' and apply a different kind of behaviour when they are at work than they do at home, and a different face still when they are in other situations or settings. To adapt to different situations, people have to be able to 'switch codes'. This is natural to people who are used to the mainstream world of work, but many disadvantaged workers have to be taught to 'switch codes' at work, and then 'switch codes' back at the end of the day when they return home to their neighbourhood. Rhonda Simmons of the Seattle Jobs Initiative [SJI] realized that employers also need to "switch codes" and adopt "culturally competent behaviour" (Fleischer, n.d.). SJI responded to this need by developing a course to teach soft-skills and cultural competency to workplace supervisors.

Preparing workers for the workplace is important for retention, and successful employment development initiatives adopt strategies to help workers adapt to the organization and structure of the workplace and the workday, and to the cultural realities of the mainstream working world. Training programs that simulate the workplace, and adopting cultural competency strategies for workers and employers, are best practices.

2.6 Successful initiatives focus on good jobs with opportunities for advancement

Job programs must not only train and prepare job seekers for work, they must ensure that jobs exist for them when they are finished their training. In Milwaukee employment developers were following "the old method of skills assessment, career counselling and training, and turning the person loose to find a job with their new skills", but were finding that participants were having minimal success. They decided to "recast the problem" so that "workers no longer sought to find jobs, jobs sought workers". They developed a new model where they focused first on finding real jobs that were also good jobs … jobs that pay living wages and have benefits. After identifying the jobs, in partnership with employers, they provided workers from disadvantaged communities with the skills to get those jobs (Annie E. Casey Foundation website).

Focusing on good jobs seems like a no-brainer, but it is a real departure from the 'Work First' mentality that is common in jobs programs, especially in the USA. The 'work first' or 'rapid attachment' approach to employment development grew in response to changes in the American welfare system, requiring that workers be moved off welfare and into work as quickly as possible (Brown, 1997, pp. 5-6). The philosophy underlying this approach is that any job is a good job, and skills are best learned on the job, rather than in a classroom. This approach may

succeed in getting people off welfare, but Davis Jenkins (1999, p. 1) found that it does not succeed in "enabling most welfare families to become self-sufficient". A focus on poor-quality jobs does not benefit job seekers in the long term, and it does not provide long-term workers for employers. Wendy Fleischer (2001, p.10) found that AECF Jobs Initiatives participants in cities focusing on higher-paying jobs had far better retention rates than cities in which the initiatives placed workers in lower-paying jobs. An initiative that focuses on low-paying jobs also does nothing to benefit employers who are experiencing or expecting skill shortages, because these tend to be higher-paying sectors.

Focusing on good jobs is about more than improving program retention rates, or providing benefits to employers. A 'good' job that pays a family-supporting wage, offers benefits and has career ladders, provides a foundation upon which workers and their families can build better lives. Working in a good job makes people happier, it bolsters their self-esteem and self-confidence, and it improves their quality of life. Disadvantaged and low-income Manitobans deserve good jobs, and Manitoba industries deserve well-trained and prepared workers. A successful employment development initiative can link disadvantaged workers with good jobs, and provide the skilled workforce Manitoba's growing industries need.

2.7 A hierarchical continuum of employment development approaches

A number of approaches are common in the world of employment development, many of which have been discussed already. Based on the best practices revealed from the literature review, we have developed a hierarchical continuum on which different approaches can be placed and compared with one another. The hierarchy of approaches can also be used to highlight potential gaps in a given community's employment development landscape.

At the top of the hierarchy are approaches that are comprehensive, networked, and interventionist, and that focus on high-quality jobs. Highly ranked initiatives would also engage the employer at every step of the process, create training environments simulating the actual workplace, and promote cultural competence.

An additional factor included in our hierarchy is whether programs address truly disadvantaged populations. Some of the most successful training programs, especially in knowledge-intensive industries, "cream off" the most "trainable" individuals from a wider selection of the unemployed. Although such programs are still working with disadvantaged populations, they are ensuring a high success rate by choosing candidates that are 'almost there'. From our perspective, "creaming" is not a holistic answer to the unemployment problems of disadvantaged communities. If an attempt is going to be made to help disadvantaged communities access good jobs, it ought to be done in earnest.

A model of poverty and unemployment developed by the Saint John Urban Core Support Network describes poverty using the analogy of a caved in ‘mineshaft’, in which people are trapped at different levels. To draw people from the different levels, differing degrees of assistance are needed. The “marginally poor”—who are newly unemployed or who are low-wage workers—are close to the surface; they need only a helping hand to get out. Those in the middle of the mineshaft may have been out of work for long periods of time or have no work experience. They will require comprehensive financial and social supports as well as extensive skills training to emerge from poverty. “At the very bottom of the shaft, where the sunlight of hope rarely penetrates, are the long-term dependent poor who have not worked for a long time or may have never been employed. They may not even be aware that there is a world above ground to which they might aspire” (Urban Core Support Network, 1998, p. 8). Our goal is to ‘reach back’ as far as possible to include disadvantaged people who are ‘buried’ in the deeper levels of the poverty mineshaft.

Figure 2
Placing Common Approaches on the Hierarchy

Employment Interventions

Comprehensive, Networked, & Interventionist Approaches:

- Sectoral Approaches: Target a high potential industry and intervene in its practices to benefit disadvantaged job seekers.
- Customized Training: Short-term, intensive training for specific jobs in a given industry, designed in collaboration with employers.
- Bridge Programs: Training for disadvantaged adults to enter advanced technology trades.
- Apprenticeship Programs

Traditional Community Development Approach:
Delivering a comprehensive array of needed resources to disadvantaged people.

Stand Alone Programs:

- **Technical (Hard Skills) Training Programs:** Technical skill training at a college or vocational school.
- **Basic Education Programs:** Teaching math, writing, and reading
- **Soft Skills Training (Job Readiness):** Teaching job-seekers to adapt to the norms of the workplace looking at punctuality, proper dress, appropriate language, etc.
- **Support Services:** Offered by service agencies, job-seekers receive supports to help them overcome their barriers to employment (e.g. child are; drug, alcohol, or abuse counseling; financial assistance for housing, transportation, health care, phone, etc.)
- **Job Search Activities:** Resume-writing, interview skills, access to employment kiosks, help with job search, work experience placements
- **Post Employment Counselling or Mentoring**
- **Job Placement Activities:** Job developers match job-seekers with employment.

2.8 Placing common approaches on a hierarchy

We can now compare common approaches to employment development—including the 'Work First' approach, the traditional community development model, and sectoral initiatives—by placing them on our hierarchical continuum. Not surprisingly, stand-alone programs [including job search, basic education programs, and training programs] and the 'Work First' approach to employment development, occupy a low position on the hierarchy. These programs are not comprehensive, do not connect workers to employment development networks, and do not seek to alter the structure of the labour market.

At first glance, the traditional community development model seems to be a very positive approach to employment development. It is comprehensive, offering a vast array of resources to disadvantaged workers to help them overcome their barriers to employment. The approach may even feature partnerships between different service provider organizations. The serious limitation of this approach however, is that it focuses only on the supply-side of the labour market. There is little effort made to network and develop meaningful ties with other parts of the labour market system, and little effort to alter the structure of the labour market system.

Customized training and bridging programs [described below] are similar approaches that seek to link disadvantaged workers to good jobs. Their position on the hierarchy is elevated because they are not only comprehensive, but also networked—involving partnerships with employers, community-based organizations, and training bodies. These approaches are also used to prepare workers for high-quality employment.

Customized training provides short-term, intensive training that prepares individuals specifically for jobs in a targeted industry. Once the industry is selected for an employment development initiative, an intermediary organization extensively researches the industry, and partners with employers and employer groups to determine what skills workers will need for jobs in the industry, and what jobs are available. Training is often supplied by a community-college, with the training being designed in collaboration with employers and community-based organizations. Employers then use the intermediary as a 'hiring window' because it has pre-screened and trained prospective workers (Torjman, 1999b, p. 1). Well-designed customized training programs also incorporate comprehensive services like soft skills development, child care, basic skills, and other supports. Customized training programs have been criticized for preparing workers with a narrow range of skills, and not enough 'transferable skills'. These programs do not tend to initiate sustained change in the labour market, rather, they attempt to create workers who will fit into the job market at a particular place and time.

Bridge programs offer disadvantaged job seekers a 'bridge' to "employment as technicians and for post-secondary technical education in advanced technology trades" (Sommers, 2000, p. 3). The point at which participants get on the training 'bridge' depends on their individual attributes. 'Pre-bridge' programs can bring participants up to speed on basic education and soft skills. Bridge training provides technical skills just as customized training does, but it is typically a longer process. Stephanie Sommers and Davis Jenkins (2000, p. 3; 1999, p. 8) both emphasize that bridge programs are not for the 'hard to employ' , or those with very limited basic skills. Some very successful programs like Project: QUEST in San Antonio and Focus: HOPE in Detroit are considered bridging programs, and these, in addition to being highly networked and comprehensive, have successfully altered aspects of the labour market system to benefit low-income job seekers. These programs do not rank at the top of the hierarchy, however, because of their long time frame, and their focus on the 'cream' of disadvantaged workers.

The approach that ranks the highest on our continuum is the sectoral approach to employment development. As discussed earlier, this approach targets a high-potential industry, intervenes in its practices, and alters the structure of the labour market to benefit disadvantaged workers. Sectoral approaches rank the highest because they aim to create a sustained change in the labour market, while providing comprehensive training and supports to participants, and linking them to a broader employment development network.

2.9 Summary: Best Practices for Employment Development Initiatives

A review of a large body of employment development literature has revealed that the most successful employment development initiatives have three qualities in common and use a number of strategies that can be considered best practices. Excellent strategies are ones that offer a comprehensive package of supports to help workers overcome their barriers to employment, and a comprehensive training program teaching basic education, soft skills, and technical or 'hard skills'. Comprehensive programs also offer 'post-employment' supports to ease the transition into the workplace and increase worker retention. The best programs connect job seekers to an 'employment development network', consisting of formalized partnerships with relevant actors in the local labour market system—such as community colleges, community-based organizations, governments, unions, and most importantly—employers. Engaging employers at every step along the way is important for the success of the initiative, and will provide the high-quality jobs that are the ultimate goal of workforce development. The best initiatives try to alter how the labour market works to benefit low-income job seekers. The transition to work can be eased for workers if employment initiatives design training to simulate the actual workplace. The transition to work

will also be eased if cultural competency strategies are used for employers and employees alike.

Best Practices

Focus on High-Quality Jobs
Jobs alone will not help disadvantaged people out of poverty. They must offer benefits, opportunities for advancement, and a living wage.

Engage the Employer
Involve employers from beginning to end in designing the initiative. They can identify jobs, identify desired skills, help design training curricula, offer jobs to participants.

Build Networks and Create Partnerships
No group can do workforce development alone. Neighbourhood community-based organizations, community colleges & vocational institutions, government, unions, and especially employers need to collaborate to get people into jobs.
A *labour market intermediary* works to bring these diverse stakeholders together.

Enlist Stakeholders with Clout

Offer comprehensive training with supports.
The best initiatives combine not only technical (hard skill) training *and* basic education, but also soft skills ("job readiness") training and job search / placement assistance. Furthermore, they provide a range of support services (child care, transportation and financial assistance, drug / substance abuse counseling etc.) to help clients overcome their barriers to employment.

Create Training Environments that Simulate the Real Workplace

Provide Post-Employment Support
Successful initiatives provide supports, mentoring, and/or follow-up counseling after a client is working to increase job retention.

Promote "Cultural Competence" for Both Employers and Jobseekers

Alter the Structure of the Labour Market
Promote changes in the local employment system that will benefit disadvantaged job seekers.

To prepare for anticipated skill shortages it is in the interests of employers in Winnipeg to begin tapping into previously ignored disadvantaged populations. Although Winnipeg does not have employment development programs as sophisticated as CET in San Jose or Focus: HOPE in Detroit, the city does have many of the components necessary for successful employment development initiatives employing the best practices we have described.

The chart on the following page summarizes the information presented in Part II.

Employment Interventions

Comprehensive, Networked, & Interventionist Approaches:

- Sectoral Approaches: Target a high potential industry and intervene in its practices to benefit disadvantaged job seekers.
- Customized Training: Short-term, intensive training for specific jobs in a given industry, designed in collaboration with employers.
- Bridge Programs: Training for disadvantaged adults to enter advanced technology trades.
- Apprenticeship Programs

Traditional Community Development Approach:
Delivering a comprehensive array of needed resources to disadvantaged people.

Stand Alone Programs:

- **Technical (Hard Skills) Training Programs:** Technical skill training at a college or vocational school.
- **Basic Education Programs:** Teaching math, writing, and reading
- **Soft Skills Training (Job Readiness):** Teaching job-seekers to adapt to the norms of the workplace looking at punctuality, proper dress, appropriate language, etc.
- **Support Services:** Offered by service agencies, job-seekers receive supports to help them overcome their barriers to employment (e.g. child are; drug, alcohol, or abuse counseling; financial assistance for housing, transportation, health care, phone, etc.)
- **Job Search Activities:** Resume-writing, interview skills, access to employment kiosks, help with job search, work experience placements
- **Post Employment Counselling or Mentoring**
- **Job Placement Activities:** Job developers match job-seekers with employment.

Figure 3
Placing Common Approaches on the Hierarchy

Best Practices

Focus on High-Quality Jobs
Jobs alone will not help disadvantaged people out of poverty. They must offer benefits, opportunities for advancement, and a living wage.

Engage the Employer
Involve employers from beginning to end in designing the initiative. They can identify jobs, identify desired skills, help design training curricula, offer jobs to participants.

Build Networks and Create Partnerships
No group can do workforce development alone. Neighbourhood community-based organizations, community colleges & vocational institutions, government, unions, and especially employers need to collaborate to get people into jobs.
A *labour market intermediary* works to bring these diverse stakeholders together.

Enlist Stakeholders with Clout

Offer comprehensive training with supports.
The best initiatives combine not only technical (hard skill) training *and* basic education, but also soft skills ("job readiness") training and job search / placement assistance. Furthermore, they provide a range of support services (child care, transportation and financial assistance, drug / substance abuse counseling etc.) to help clients overcome their barriers to employment.

Create Training Environments that Simulate the Real Workplace

Provide Post-Employment Support
Successful initiatives provide supports, mentoring, and/or follow-up counseling after a client is working to increase job retention.

Promote "Cultural Competence" for Both Employers and Jobseekers

Alter the Structure of the Labour Market
Promote changes in the local employment system that will benefit disadvantaged job seekers.

PART III

EVALUATION OF WINNIPEG'S LOCAL EMPLOYMENT DEVELOPMENT CONTEXT AGAINST THE BEST PRACTICES MODEL

3.1 The community-based character of employment development in Winnipeg

The employment development scene in Winnipeg has a community-based flavour. There are scores of community-based organizations offering a plethora of services to disadvantaged Winnipeggers who want to find employment. Its community-based character is the real strength of much of the employment development system in Winnipeg. Some of these community-based organizations (CBOs) help people overcome barriers to employment by offering support services. Others, such as the PATH resource centre in Winnipeg's North End offer job search assistance, resume help, and career counselling. Some provide basic skills upgrading, and others, such as the Urban Circle Training Centre on Selkirk Ave., provide a wide range of education and employment-related services, including technical skill training for specific jobs. Although the services offered are wide-ranging, and often overlapping, a uniting feature of

Winnipeg's employment development programs is that they are community-based efforts, attempting to meet the needs of disadvantaged populations in the neighbourhoods where such populations are most concentrated.

There are many positive virtues associated with a community-based approach to employment development. Most notably, community-based organizations are close to the populations that they serve. They are accessible for the people who need them, and are thus more successful at drawing in disadvantaged populations than government training programs, or employer-initiated interventions. Community-based employment service centres are located in the neighbourhoods where disadvantaged people are most likely to live—many of them, for example, in Winnipeg's inner city. People feel comfortable walking into them, and they provide an informal atmosphere that is accepting, familiar, and not intimidating. In addition to being geographically accessible and safe environments, CBOs are staffed and operated by people who understand the populations they serve, the barriers facing clients, and the realities of life in the neighbourhood. These organizations "generally emerge from grassroots, community efforts to tackle practical issues of local concern. As such, they are closely aligned with people who have first-hand experience of the issues being addressed" (Loewen, 2003, p. B-1).

Because of their unique reasons for existing, and client-focused service provision, community-based employment development organizations are able to offer flexible and integrated responses to the needs of their clients. They recognize that different people may be at different levels in the 'mineshaft of poverty', and are equipped to offer a variety of services and supports to each individual depending on the barriers that they face. Many offer a number of different programs under one roof, and work in partnership with other organizations and agencies to provide services that they themselves do not offer. Community-based employment service providers are often skilled at connecting different resources together to benefit and further support their clients.

3.2 Categorizing Winnipeg's Employment Development Agencies

We have developed three broad categories to classify Winnipeg's employment development agencies: those offering 'pre-employment' services; job search and placement agencies; and hard-skill training agencies. As most organizations provide more than one service, we cannot hope to develop a categorization scheme with exhaustive and mutually exclusive categories. Instead, we have tried to come up with general categories, and have placed different community-based organizations in those categories based on their principal employment development activities.

3.2.1 Pre-Employment Agencies (soft-skills training, basic education, supports)

Pre-employment agencies are those that prepare people for work. These include agencies that provide soft-skill building programs, personal development programs, basic education and upgrading, and support services. We have categorized all of these services together as 'pre-employment', because they help job-seekers to begin to overcome the barriers that are preventing them from entering the mainstream world of work. These barriers may include, among others: addictions, low literacy levels, a host of family issues, lack of self-esteem and self-confidence, lack of exposure to the world of paid employment, and to the culture of the workplace. Many community-based employment development organizations in Winnipeg provide a mixture of services aimed at addressing such issues. Until such issues are addressed, consistent employment at a living wage is often not possible.

The Andrews Street Family Centre, for example, which is located in the North End's William Whyte neighbourhood, provides what can be thought of as 'personal development' programming: parent and child drop-in groups, parenting classes, single-father drop-in groups, and sharing circles to promote healing. Andrews Street also offers adult literacy and upgrading programs. This type of CBO may not appear to be related to employment, but these services can help members of disadvantaged communities to begin to overcome their barriers and move closer to job readiness. Some of the many other organizations offering personal development programming include, for example, the Native Women's Transition Centre, the North End Women's Resource Centre, Wolseley Family Place and the Ma Mawi Wi Chi Itata Centre.

Many disadvantaged jobseekers need basic literacy and math skills, and educational upgrading. Adult Learning Centres in Winnipeg offer these services. The Victor Mager Adult Education and Job Training Program provides "general academic upgrading, pre-employment training, literacy classes, GED prep, and introduction to computers and the Internet" (Province of Manitoba, 2004). The Stevenson-Brittania Adult Learning Centre is another community-based learning centre, which offers daycare, counselling, bus tickets, job search and placement assistance, work experience and other supports to adult learners enrolled in literacy and upgrading courses (Province of Manitoba, 2004). A recent study of Aboriginal learners in selected Adult Learning Centres in Manitoba (Silver, Klyne and Simard, 2003) found those studied to be highly effective in meeting adult Aboriginal learners' needs, and in preparing them for employment.

Another agency offering pre-employment mentoring and counselling is the PATH Resource Centre on Selkirk Avenue in Winnipeg's North End. PATH has career coaches who assist clients in identifying a life and career path. Clients work to move along this 'path' and meet their personal development goals with ongoing assistance and mentoring. PATH helps clients prepare for employment by getting

their personal lives in order. PATH also offers career counselling, a “literacy with an employment focus” program, a “job survival skills program”, job search and resume writing assistance, and referral to other programs where necessary (PATH Website).

3.2.2 Job Search and Job Placement Agencies

A second category of community-based employment development organizations in Winnipeg includes those that help jobseekers prepare a resume, brush up on interview skills, and search for a job. Some also offer retention services and provide post-placement support or counselling to smooth a client’s transition into employment. Agencies in this category assist clients who are essentially ready to work, helping them with the process of connecting with employers and finding a job.

A typical example of a ‘job search’ agency is the Winnipeg Transition Centre. WTC offers services to clients who are unemployed and job-ready. Clients receive an assessment by a career counsellor, and may attend workshops on resume building, interview skills, soft-skills, and self-marketing. When ready, clients ‘cold call’ employers, who they have found in their job search sessions. The West Broadway Job Resource Centre is another example of a community-based job search program. Located in the West Broadway community, the Centre has a job board, computers for job searching, and offers resume-writing assistance. Other organizations in this category include The Salvation Army Work Readiness & Placement Program, the Elmwood Community Resource Centre, and House of Opportunities in the Spence neighbourhood.

Most of these organizations are not easy to categorize, as they offer more than one type of service. Employment Projects of Winnipeg, for example, is involved in both pre-employment and job search activities. EPW offers individual and group counselling, resume-writing assistance, computers for job searching, a job board, an HRDC job kiosk, and a variety of workshops. EPW also offers a program called ‘Bridges to Employment’, which provides educational upgrading and skill-building services to job-seekers who need pre-employment assistance.

Some job-search and placement programs are designed to help a particular barriered group. Reaching E-Quality Employment Services offers job search, resume workshops, assessments, and other services to unemployed job-seekers with physical disabilities. Specialized job-search and placement services are also available for ex-offenders, Francophone clients, people with mental health concerns, immigrants, youth, Aboriginal job-seekers, and people who are blind. Some of these are summarized below:

- The Society for Manitobans with Disabilities (People with physical disabilities)
- Sara Riel Inc. (People with mental health concerns)

- Premier Personnel Corporation (People with mental health concerns)
- Anishnaabe Oway-Ishi (Aboriginal youth)
- Youth Employment Service Manitoba (Youth)
- MMF Provincial Recruitment Initiative (Métis job-seekers)
- Pluri-Elles Inc. (Francophone job-seekers)
- Centre for Aboriginal Human Resource Development [CAHRD] (Aboriginal)
- Indian and Métis Friendship Centre (Aboriginal)
- Partners for Careers Aboriginal Employment Information Centre (Aboriginal)
- Success Skills Centre (Immigrant Professionals)
- Immigrant Employment Assistance Centre (Immigrants)
- Employment Projects of Winnipeg Inc. (Immigrants)
- John Howard Society of Manitoba (Ex-offenders)
- CNIB Employment within Reach (Job-seekers who are blind)

3.2.3 Hard skill training agencies

This third category of community-based employment development organizations found in Winnipeg offers training services that help job-seekers build specific skills. These programs may teach generic skills, offering such courses as forklift operation or computer certification; or they may be very specific, and possibly carried out under customized training agreements with particular companies (Loewen, 2003, p. B-2). Hard-skill training organizations often provide additional services, including pre-employment, job-search, and retention services, to complement their skill-training programs. Examples of hard-skill training organizations in Winnipeg include Educare Business Centre, Opportunities for Employment, Urban Circle Training Centre, Winnipeg Industrial Skills Training Centre Inc., Red River College, and the Aboriginal People's College.

Educare Business Centre provides a 26-week Administrative Assistant training program which includes two weeks of work experience. Opportunities for Employment [OFE] offers a number of courses, most of which include job readiness and soft skills elements, and job preparation, search, and placement services. OFE offers two- to six-week courses certifying clients in air tools, food services, forklift operation, and computerized accounting. For clients who need more job preparation, OFE offers an eight-week employability skills program, a self-marketing program, and job search assistance. The Aboriginal People's College, run through CAHRD, offers a number of training courses supplemented with employment counselling, job search assistance and retention services. Their courses certify participants in such areas as Early Childhood Education, Nursing, Cabinetry, and Power Engineering. Another training program that offers comprehensive supports to participants is the Aerospace Manufacturing and

Maintenance Orientation Program [AMMOP] offered at Tec Voc High School. This free program allows students to finish high school concurrently, has a training environment which mimics the workplace, and certifies students for employment in the aerospace industry upon completion. Red River's ACCESS program provides a number of certification courses for low-income and disadvantaged Manitobans, including a nursing program, a pre-trades program, and an integrated Business and Administration program.

Some programs in this category are undertaken in collaboration with employers who will offer jobs to successful participants. Trainees in the Manitoba Aerospace Human Resources Committee [MAHRCC] 'New Hires Project', for example, have jobs waiting for them when they complete their training. This 17-week welding program is provided to welfare recipients, Aboriginal people, and women. Red River College also has programs that provide specific-skill training with job opportunities. Their professional truck driving program includes classroom training, 'in-cab' training, and 4-weeks of work experience with a trucking company. Once the training is complete, participants are certified and typically stay on with the same company. The Manitoba Customer Contact Association is developing an Aboriginal Human Resources Strategy for the industry, and employs an Aboriginal Human Resource Liaison. The emphasis is on building networks between the Aboriginal community and the customer contact industry, incorporating a cultural component into the training for positions in the industry—for both potential employees and employers—and providing post-placement supports to new Aboriginal employees. Aboriginal Human Resource Liaison Barbara McMahon, when asked if the initiative had met with any resistance from employers, replied: "Not a bit, no, not a bit at all. All positive".

Many of Winnipeg's employment development organizations provide more than one type of service, and some are nearly comprehensive enough to serve as best-practice models themselves. For example, the Urban Circle Training Centre, located on Selkirk Ave. in Winnipeg's North End, offers Aboriginal participants a range of supports, pre-employment and soft-skills training, educational upgrading, hard-skill training, and post-employment support services. The approach adopted is holistic, and is rooted in an innovative, culturally empowering context. Participants can earn a mature grade 12 diploma that is geared to employment, and that includes training in life skills, study skills, financial management, career counselling, job preparation, and a work experience component (Silver, Klyne and Simard, 2003, pp.33-43). In partnership with RRC and the Health Sciences Centre, Urban Circle also offers a 10-month certified health care aide/health care unit clerk program, which has a very high graduation and job placement rate. Urban Circle 'reaches back' to help truly disadvantaged individuals, serving Aboriginal men and women who are on social assistance, and who in many cases have been severely adversely affected by the impact of colonization (Silver, Klyne and Simard, 2003, pp.33-43).

3.3 Comparing Winnipeg's employment development scene to the Best Practices Model

In Winnipeg, numerous and diverse community-based organizations have risen to the challenge of working with disadvantaged people to find employment. When we look at the employment development landscape in comparison to our best practice model, however, some gaps appear. We believe that Winnipeg's employment development sector has the elements that can be built upon to create an employment development system that incorporates the best practices that have been described. As it stands, however, there are four areas in which Winnipeg's employment development scene falls short of the best practice ideal.

3.3.1 We need strong, formalized networks

Employment development organizations in Winnipeg are not networked in a formalized and strong way. The current employment development system is not so much a 'system', as it is an assemblage of disparate parts. Many of the 'parts' are strong; they are not, however, connected sufficiently to form a coherent whole, a system or network.

The most successful employment development initiatives feature strong, formalized networks consisting of partnerships between various actors. To build such a network, organizations must sit at a common table and co-ordinate their activities. Community-based organizations must formalize partnerships not only with each other, but also with employers, government, unions, and educational institutions. There are some organizations which have forged partnerships with employers, as the previous section described, and many who share information and refer clients. But there is little in the way of a formalized network of the kind described in the best practice model.

3.3.2 Few programs are truly comprehensive

In its entirety, Winnipeg's employment development scene has all the elements of a comprehensive approach, including the full range of support services, soft-skills programming, basic-skills training, technical and hard skill training, job search and placement assistance, and post-employment supports. Taken separately, however, no community-based employment development organization in Winnipeg offers the complete continuum of services. Although some are quite close, no single agency is truly comprehensive on its own. Organizations must partner with each other to provide comprehensive services. This is a good practice, but with each transaction of this kind—each referral of clients from one agency to another—something is lost, and clients will attest that receiving all of their services from one trusted, community-based organization beats taking referrals and tromping all over town.

Many Winnipeg organizations receive funding with a narrow mandate to provide a specific service. Bound by these arrangements, and without other funding sources, such organizations are not capable of expanding their services—no matter how much they might want to. It may be that Winnipeg would benefit from having more 'higher capacity' organizations, capable of providing a more comprehensive range of services, even if that were to mean fewer small organizations offering one or more stand-alone services.

3.3.3 We need to make employment development initiatives more demand-side driven

The role of community-based organizations in employment development networks is important, as discussed earlier. CBOs are the gateway to these networks, and they provide the crucial link to disadvantaged populations that other types of organizations simply cannot provide. In Winnipeg this 'supply-driven', community-based side of the labour market system is well developed.

Where more work needs to be done is on the 'demand-side'. By this we mean that employers need to be involved in all aspects of employment development programs, including such things as program design, providing work experiences, integrating the programs into their recruitment practices, and even, in some cases, doing the training and instruction. Employer involvement is central to the success of any employment development initiative. No amount of soft-skills training, basic education, counseling, and even technical training will guarantee success if there are not employers on board to offer jobs to program participants. And for this to happen, employers need to be involved in every aspect of the employment development program. Helen Buckley's analysis of Canadian Aboriginal training programs serves as a warning—training alone does not lead to jobs (Buckley, 1992).

There are some programs in Winnipeg that have formalized relationships with employers—for example, the Urban Circle Training Centre's health care aide/health care unit clerk program; the Manitoba Aerospace Human Resources Committee 'New Hires' program; the Manitoba Customer Contact Association's Aboriginal Human Resources Liaison—but these examples are not the norm. A great deal of employment development work continues to be focused on the supply side, with a very low level of employer involvement in the total process.

The type of employer is also important. Our best practice model insists that the employers who are involved must be offering 'good' jobs—jobs offering a living wage with benefits and opportunities for advancement. The Hospitality Industry Training Program (HITP), which operates as a part of the Knox United Church Community Economic Development Society, is a very effective example of a community-based employment initiative closely linked to participating employers. A very high proportion of participants find paid jobs; retention rates are high; promotion possibilities exist (Janes, 2005). But starting wages in the hospitality

industry are so low—a function of Manitoba's low minimum wage—that this otherwise effective employment development program does not, despite its strengths, fully fit our best practices model.

There is some evidence that more employers—well aware as they are of labour shortage problems—may be prepared to enter into formalized relationships with CBOs to hire people from disadvantaged communities. A recent study by two University of Winnipeg students done in association with the PATH Centre involved interviews with ten North End industrial employers. The employers were asked their opinions about the development of a proposed North End Trades Training Centre (NETTC), which would be intended to move members of disadvantaged inner city communities into good jobs in the trades. Employer responses were generally positive. All identified the shortage of skilled tradespersons as a problem that they themselves faced. Many expressed scepticism that a NETTC would be established, and all emphasized the importance of developing 'soft skills' as part of such a program, but most expressed sentiments similar to the employer who said: "… if there is a training centre set up where they could take a 6-8 month course, get the fundamentals of the trade, and then when they come out we'd hire them …. Try to find a person with any qualifications or any abilities for trades and there isn't" (Prosser and Charles,2005). This suggests that there are more employers who would be prepared to add the crucial demand-side component to a fully-networked employment development system in Winnipeg.

3.3.4 We need an interventionist approach

The approach to employment development taken by community-based employment development organizations is not sufficiently interventionist. By that we mean that not enough effort is being made to change jobs to fit the circumstances of members of disadvantaged communities; the entire burden of change is placed on job-seekers, who are expected to fit into employment systems that have not been designed with their circumstances in mind. Some such changes could be made, we believe, relatively easily if there were a will to do so.

There are three kinds of demand-side interventions that could improve the labour market chances of disadvantaged Winnipeggers. First, attempts could be made to change the recruitment criteria of major employers. By reassessing what skills are really needed to do the job, and removing inflated criteria in place to screen applicants , doors could be opened to disadvantaged job-seekers. For example, it may be that in some cases where an employer requires that prospective employees have a grade 12 diploma, grade 12 is not really necessary to do the job. Removing that barrier might open those jobs to more members of disadvantaged communities.

A second such intervention would have employers relying more on community-based organizations for producing their supply of labour. In such a case the CBOs, located in and drawing upon the members of disadvantaged communities, would come to be relied upon as a more significant source of the labour supply for major employers. If employers come to depend upon CBOs as a reliable source of labour, they will be tapping into previously untouched disadvantaged populations.

Finally, employment development organizations can benefit disadvantaged workers by convincing employers to restructure jobs to meet the needs of disadvantaged workers. The aerospace industry in Winnipeg, for example, uses relatively low-skilled workers to dismantle, clean, catalogue and store the parts of an aircraft engine that is undergoing a major overhaul. In the process of performing this work, the workers learn enough about aircraft engines to prepare them for higher level functions.

3.3.5 Summary: Winnipeg's Employment Development Context Evaluated Against the Best Practices Model

Winnipeg is well-served by a large number of employment development organizations that are genuinely community-based—physically located in low-income neighbourhoods, accessible to members of disadvantaged communities, skilled in providing a wide range of pre-employment and employment-related services in ways appropriate to the needs of disadvantaged communities. The task of reaching deep into these neighbourhoods and communities and offering to people the opportunity to begin to move toward employment in a friendly and accessible environment—an environment in which a wide range of services are available—is a strength of Winnipeg's employment development organizations.

The multi-faceted strengths of the existing employment development system notwithstanding, improvements are possible. When we measure Winnipeg's employment development system against the best practices model developed in Part II, we are able to identify four ways in which the system can be improved: first, the development of a strong, formalized network of all the actors in the employment development system; second, the creation of somewhat 'higher capacity' organizations able to provide, in one organizational setting, a more comprehensive range of employment services; third, the establishment of connections with employers, such that in many more cases people are not only being trained but also are being channeled directly into jobs; and fourth, the development of a more interventionist approach, aimed at maximizing the extent to which jobs, and hiring criteria, are structured with the needs of members of disadvantaged communities in mind.

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PART IV

A BRIEF EXAMINATION OF SOME EXAMPLES OF INNOVATIVE EMPLOYMENT DEVELOPMENT INITIATIVES INTENDED TO BRIDGE LOW-INCOME MEMBERS OF DISADVANTAGED COMMUNITIES INTO GOOD JOBS IN INFORMATION TECHNOLOGY AND ADVANCED MANUFACTURING

Some exciting and innovative employment development initiatives have very recently been tried, and are now being tried, in IT and advanced manufacturing industries, in jurisdictions beyond Winnipeg. In this part of the paper we briefly summarize five IT initiatives—the Center for Employment Training in San Jose, California; the FIT in Ireland and continental Europe; Focus: HOPE in Detroit; Homeboyz Interactive in Milwaukee; and i. c. stars in Chicago—and three advanced manufacturing initiatives—the Jane Addams Resource Corporation in Chicago; the Chicago Manufacturing Technology Bridge; and the Philadelphia Area Accelerated Manufacturing Education. Each of these projects—and these are only selected examples drawn from a great many more such initiatives—is

innovative in attempting to bring members of disadvantaged communities into good jobs in the paid labour force. Some are quite successful; others are less so. Even the brief exposure to these initiatives provided by our summary descriptions makes it evident that there are no quick and easy ways to solve the problems this paper is addressing. But they also—and much more importantly—make it apparent that solutions are possible. Creating made-in-Winnipeg solutions is the challenge we face.

Center for Employment Training (CET)—IT

The Center for Employment Training (CET) is one of the leading employment training programs in the USA. It provides job training for farm workers, high school dropouts, welfare mothers, immigrants. Established in San Jose, California in 1967, CET is a non-profit organization that works closely with industry. Since 1967 CET has developed 33 training centers in 12 states, and has successfully trained and placed in jobs more than 100,000 people. They embrace the philosophy that the dignity and self-determination of each individual is paramount to job success and a fulfilling life. An idea central to CET is that:

> "Investment, be it personal or societal, is essential to the development of a workforce. For some, from the day they are born, fortune or opportunity, or both, make it easier for them to receive and obtain quality education and preparation for a tough and complex work-world. Their minds are challenged, while their potential is nurtured; someone cares for them and/or has the resources to invest in their personal development and self-esteem …. For others, from the day they are born, life is a super-struggle: survival, education, and self-confidence are all challenges."

CET serves low-income and disadvantaged persons of all backgrounds—those for whom "life is a super-struggle". Students include males and females from 17 years of age to those in their 60s. Over 50% of CET's students are school dropouts. Approximately 50% are limited or non-English speakers. Hispanics are the largest ethnic group served—most are farm workers or dependents of farm workers; some east coast sites have a dominant African American participant pool, a majority being women on welfare; the Northern California CET centers serve a large Asian population.

CET trains students 7 hours a day, 5 days a week. They are able to work at their own pace. They attend skills and job training until they pass competency levels of at least 70% for each skill. The instructors, each with considerable industry experience, work in teams to provide a contextual learning environment for the students: supervision of students is tailored to simulate the supervision they will experience in the workplace. In addition to technical training, CET integrates basic education in reading and mathematics, and where needed, vocational English as a second Language (VESL).

CET has been approved to administer a wide variety of government grant and loan programs for eligible students, to pay for education assistance, training allowances, and living expenses. CET offers students a variety of support services, including: specific job skills for a variety of occupations; high school and GED programs; transport and child care; drug awareness and substance abuse

prevention; information and referral services; and when needed, emergency assistance—food and clothing, for example.

The CET program is supported by two separate advisory services: an Industry Advisory Board (IAB), comprised of a broad range of employers; and a Technical Advisory Committee for each occupational skill, a committee of industry professionals who provide knowledge of the technical skills required for each educational stream.

In 2001, 63% of the 4,316 men and woman trained entered the program with no High School Diploma. There was a placement rate of 74% for 2001 graduates.

In 2003, when approximately one-half of the almost 5,000 trainees at CET sites were either limited English speakers or people who had not completed high school, or both, the average income of those who completed CET training tripled after graduation.

Centers operate year-round, featuring an open-entry, open-exit, competency-based training format; there is no fixed semester. The duration of the program differs according to the specific training program. The average completion times for each of the programs are: Computer Office Occupations, 420 hours or 12 weeks; Electronic Technology, 810 hours or 23 weeks; PC Technician, 630 hours or 18 weeks; HVAC (Heating, Ventilating, and Air Conditioning) Installation & Service Technician, 605 hours or 17 weeks; Customer Service & Data Entry Program, 330 hours or 10 weeks; and Printing Program, 900 hours or 26 weeks.

The Job titles for each program are as follows:

Information Technology Program:

- Computer Office Occupations: Computer Support Specialist.
- Electronic Technology: Electronic Assembler, QC-Assembly, Test Technician, Electronic Tester, Electronic Worker, Electronic Inspector.
- PC Technician: Computer Support Specialist, Computer Systems Hardware Specialist and related computer positions.
- HVAC Installation & Service Technician: Computer Support Specialist, Computer Systems Hardware Specialist and related computer positions.

Customer Service / Data Entry Program:

- Customer Service Clerk: telephone solicitor, sales clerk, distributing clerk, computer operator, cashier, data entry clerk, and other related positions.
- Printing Program: reproduction technician, carbon printer, developer, printer, print shop helper.

CET is perhaps best known for pioneering the "contextual learning model" . CET structures its training to duplicate the "rhythms of industry," and give an accurate experience of a real job. The strict attendance rules and punching time clocks

from 8 to 3 Monday through Friday shows a serious commitment on the part of the student to learn and succeed. This not only motivates students to see a clear path to a job, it also instills a sense of responsibility; trainees begin to see what it means to be a reliable employee. This approach is especially effective for those who have been failed by conventional schooling. Students immediately understand that CET is not a school, but a simulated workplace.

CET receives funding from two main sources: 50 % from state and federal government; 50% from the private sector. A few examples of CET's private sector funders are: Wells Fargo Bank, who made a financial contribution for ongoing training of CET students; Pepsi Bottling Group, who made a contribution for CET's 2004 training activities, and Hewlett Packard Company, who donated computer equipment to the Sobrato, San Jose CET Center.

CET's close ties to industry and employer needs have been an integral part of the success of their training program. Instructors are hired straight from industry and have experience in a given field, and the students come into contact with industry standards and demands on a daily basis. Students are only trained in demanded positions, and CET strives to maintain relationships with local employers through the Industrial Advisory Board.

The IAB has consistently linked CET with business and industry. This network is vital to the trainees' success in finding quality employment upon completion of the program. The IAB serves in an advisory capacity to CET training center directors. The IAB provides direct contributions of time, resources and equipment, and assists in CET's fundraising and program development efforts through its influence with the private sector and with public officials. The partnership between CET and industry is one of mutual assistance: CET needs jobs for its trainees; industry needs skilled employees. This partnership minimizes advertising, interviewing and training costs to industry, while increasing employment opportunities for local members of disadvantaged communities.

Web Link: http://www.cetweb.org/index.html

FIT Initiative

FIT stands for “Fastract to IT.” It is an industry-led initiative whose Board of Directors is comprised of senior executives from 15 of the top IT companies globally. Started in Ireland, FIT has expanded across the European Union, with many requests from international organizations wishing to replicate the FIT model.

The FIT Working Group was established with the assistance of the Irish Development Agency (IDA) in September 1998, and FIT was designed with the participation of the region’s major Information Technology employers. The initiative also worked closely with community-based training initiatives throughout the country, including Ireland’s Ballymun Job Centre. The FIT Working Group includes: Corel, CSC, IBM, Microsoft, Oracle, and Symantec, the IDA, the Department of Enterprise, Trade and Employment and the Ballymun Job Centre.

The mission of FIT is to: “meet the recruitment needs of industry in the area of IT, through providing training, support and career opportunities for unemployed people, so that they can achieve their true potential and contribute to the Irish economy.”

FIT targets marginalized job seekers. To qualify for a FIT course one must be unemployed for six months, or be on lone parent’s or disability allowance.

FIT develops market-led IT curriculums that get unemployed people into sustainable employment, and then provides ongoing support to trainees once they have been placed in a job. FIT also has internship programs in affiliated companies, allowing employees to get the necessary experience for the IT industry.

FIT courses normally include training allowances, which are higher for lone parents, people who have been unemployed for over twelve months, and people living with disabilities. In some cases lunch and travel money is also provided.

FIT participates in a range of projects in other European countries. These projects are helping Europe move towards its goal of becoming the leading knowledge economy for the next decade. A common theme among the collaborations is innovation. Each of the initiatives seeks to place partners at the cutting edge of change in labour markets, education and training and the information society. Following are some examples:

IT Career Compass is an FIT project which develops a career progression framework for IT trainees who have both social and economic barriers. The project involves the creation of a Career Guidance and Management framework and resources to go with it. Career Compass aims to meet the progression needs of the target group, to nurture and motivate personal development, and to aid in increasing people’s aspirations.

The initial participants were marginalized job seekers participating in IT training programmes in Ireland, Italy, Greece, Finland and Slovenia. The initial runs of the program were used as a demonstration model. The experience gained was used to determine the program's effectiveness, and to assist in its further development.

doIT! is an initiative managed by FIT and aimed at bridging the digital divide. It focuses on nurturing and enhancing computer-related skills and IT learning in Dublin, and includes training to individuals, community groups and schools. The aim of doIT! is to bring the benefits of high-tech society to the community of Ballyfermot. As part of the program, an innovative award has been developed which encourages late 'adopters' to gain control of IT.

Choices is a project by which FIT supports the Ballymun Job Centre in the development of an assessment centre which is focused on determining the aptitude and ability of people who have not progressed through the formal education system but desire to set a career plan. The main objective of this project is to develop the assessment and development tools available to support effective guidance and integration of disadvantaged job seekers into training and employment opportunities within IT.

Developing Youth Career Service is a program which seeks to integrate youth into the labour market. It was developed in collaboration with a number of partners from varying EU member states and countries including Greece, Ireland, Italy, Latvia, Slovakia and Sweden.

FIT's contribution to the program focuses on disadvantaged youth and their needs in terms of preparation for employment. A number of tools have been developed to prepare career guidance professionals for the challenges facing them in guiding youth through the necessary continuous learning process, and in meeting the challenges of dynamic labour markets.

FIT has collaborated with Naples in Italy to initiate FIT Napoli, which has been designed to meet the challenges of unemployment and social exclusion in Naples. Based on the principles of FIT, it targets non-traditional streams of job seekers and provides them with an integrated system for recruitment, selection, guidance, training, assessment and support.

FIT assists in 'tailoring' the model to local circumstances. FIT Napoli is in its pilot phase, and is facilitating the skills development, progression, and placement of 75 disadvantaged job seekers into quality employment opportunities.

Between September 1998 and June 2004 over 1,800 people have been employed and gained career opportunities as a result of the training they received from FIT. The graduates of the program are gaining skills and employment as a result of their training; industry is gaining high quality employees. FIT has created a win-win situation through the employment bridging process.

The FIT Information Technology training program is designed to accomplish the goal of enabling unemployed people to overcome the skills barrier into sustainable employment. They have developed methods of recruitment and selection which do not rely on formal education to determine capabilities, but instead use aptitude tests to forecast a person's success in the field.

Recruitment is initiated through the social system. Recruits begin with an information session where the different courses are explained. At this point FIT helps determine the skill level of the new recruits. "Ability tests" are used to determine what if any additional training or tutoring is necessary. These test the new students on literacy, numeracy, and diagnostics, or basic IT skills.

The program generally has fewer than 24 students per class, taught by one tutor. Classes run Monday to Friday, 9:00am–4:00pm, and have frequent visits from FIT personnel. If a trainee is having a problem, FIT will provide a tutor in the area of difficulty.

Near the end of the training period some of the students get the opportunity for either an internship or work experience. Through these positions students are often bridged into jobs, since the companies that are offering the internship/work experience positions are simultaneously the hiring companies.

FIT courses are kept current through the involvement and advice of the industry representatives working with the initiative.

Participants in the FIT program do not pay for their training. The program is government-funded, and receives substantial donations from its industry partners. The program is listed as a registered charity that re-trains unemployed people and those that have been absent from the workforce.

FIT is an industry-led initiative. The Board of Directors is comprised of senior executives from 15 of the top IT companies globally. The program is built on partnership—mutual benefit and shared expectations—for people who have less access to mainstream opportunities. It is pioneering new connections and interactions between industry, government and local communities.

Major multinational companies as well as local companies have made FIT an effective agent for Corporate Social Responsibility (CSR) interventions. These are interventions where corporations have the opportunity to demonstrate a sense of social responsibility. They do this by building the employment prospects and technological potential of individuals and preparing them for employment/career opportunities.

All of the companies involved indicate that their commitment and dedication to the initiative is based on the fact that they can make a difference in the lives of participants, while gaining the benefits of the skills attained.

Web Link: http://www.fit.ie/fit_home.htm

Focus: HOPE

Focus: HOPE is a nationally recognized civil and human rights organization in Detroit, Michigan. Its mission is to: “use intelligent and practical action to fight racism, poverty and injustice.”

Founded in 1968 by Fr. William T. Cunningham and Eleanor M. Josaitis, Focus: HOPE's long-term objective is to eliminate the need for supplemental food programs by providing people with the opportunity to secure jobs paying a living wage.

In 1999, Focus: HOPE established the Information Technologies Center. It provides industry-certified training in network administration and desktop & server administration. The Center, which provides training and education in information technology, collaborates with industry partners including Cisco, Microsoft, and the Computer Technology Industry Association.

Focus: HOPE targets both adults from the inner city and adults who are part of a minority group. Students entering the program need a high school diploma or GED to be accepted. Those who have not completed high school go through the Fast Track and First Step programs, to help students improve their reading and math skills. Students need to test out with the equivalent of 9th grade math and 12th grade reading. In this regard the CEO says: “Never lower the standards, because this does not help anyone.” Currently 90% of the student body is comprised of African Americans.

The IT Program helps graduates find jobs, or opportunities to participate in internships. Some of the companies who have hired graduates include: Advance Integration Group, Inc.; Ameritech, Bailey Telecommunications, LLC; Clover Technologies; Complete Computer Services; Media One; Michigan Internet Communications Association; COMCAST; CONECTS; Covad; and Decision Consultant, Inc.

More then 500 students have graduated since the ITC opened in 1999. Network Administration is a 40 week program; Desktop and Server Administration is a 24 week program; Information Technologies Basic Skills is a five week, 100 hour program; and Information Technologies Initial Skills is a two week, 40 program.

People accepted into the Focus: HOPE IT program are assigned a recruiter who guides them through the admissions process. At this point the person either gets accepted or is asked to upgrade their skills before they can take part in the program. If they need skill upgrades there are many options available through Focus Hope’s vast network of partnerships. If they are accepted they meet with student services, where they are told about tuition, funding, obligations and are asked to take a mandatory drug test. During this interviewing process the prospective student is also told about the various courses offered through Focus Hope. Once they have these tasks complete, they begin the training component

of the program, which includes tutoring, counselling, internships, and Certification tests. The industry certifications provided by Focus: HOPE for careers in network administration and desktop support include: Cisco-CCNA, Microsoft-MCP, CompTIA-A+ and Linux+.

Once students have completed training, they meet with the placement department. Students usually get entry-level jobs in Help Desk / Customer Service occupations, but have the skills to move up the career ladder in their organizations.

Focus: HOPE offers three information technology programs. Depending on a student's prior knowledge of computers, they may be required to take prerequisite classes. The IT programs offered at Focus: HOPE include:

Network Administration Program / Desktop
and Server Administration Program:

Graduates are trained for success in entry-level positions as PC technicians, and desktop support technicians (Desktop and Server Administration program), help desk technicians (both programs), network technicians and network control operators (Network Administration program). The salary expectations for these types of positions range from $10 to15 per hour (entry-level).

Information Technologies Initial Skills:

This class is for students who have minimal basic computer knowledge. Students learn basic keyboarding skills, how to use a mouse, and how to navigate Windows 98. ITIS provides the essential computer literacy skills that students need to progress on to the Information Technologies Basic Skills module, and is a pre-requisite for the Network Administration program.

Information Technologies Basic Skills:

This class helps students become computer literate. Students are taught basic applications in the Microsoft Office Suite: Word, Excel, PowerPoint and Project 98. Upon completion, students can choose to get their Microsoft Office User Specialist (MOUS) certification. The graduates will be exposed to further IT career choices and training options. It is also a prerequisite for the Network Administration and Desktop & Server Administration programs.

The students of Focus: HOPE's IT program are required to pay for the program. They will begin to accrue interest 30 days after graduation, and must begin to pay off the balance within 60 days of graduation. The costs of each of the programs are:

- Network Administration—$8,000 (Financial aid or scholarships may be available.)
- Desktop and Server Administration—$10,000 (Financial aid and scholarships may be available.)

- Information Technologies Initial Skills—$500
- Information Technologies Basic Skills—$1,700

Focus: HOPE is a single community-based organization, and the IT program is one of their course streams. The IT program is part of the Cisco network academy (a comprehensive e-learning program, which provides students with internet technology). They also are certified as a Microsoft Office Testing Center. All of Focus: Hope's activities operate through a network of both formal and informal partnerships with companies and individuals.

Web Link: http://www.focushope.edu/education/itc.htm

Homeboyz Interactive (HBI)

Homeboyz Interactive was founded in 1996 in Milwaukee, when the Jesuit community recognized the need for urban youth to have alternatives that would keep them away from violence, poverty, and other problems associated with the inner city. They organized neighbourhood groups to find solutions to this problem. After several interactions, the groups concluded that solutions needed to be focused on economic development, had to involve work that the youth found exciting, and had to lead to jobs that paid at least a living wage. The groups agreed that the use of computer skills would be most attractive in the contemporary world of technology.

In accordance with these decisions Homeboyz Interactive was created as a web development business that would support the training programs in digital media, software development, and network administration. The training programs in web technology industries address the increasing gap between technological 'haves' and 'have-nots' by giving young people, who would not otherwise gain skills in computer technology, the necessary skills to help them succeed in high technology professions.

Homeboyz trains more than 20 young people each year. This is likely to increase because of the demand currently presented by several different sectors of society, including high schools, IT service providers, and community centres. Homeboyz students sometimes decide to return to school in order to increase their knowledge base. Other graduates have started their own businesses, using their new skills to serve clients. Some of the graduates have stayed and worked with Homeboyz in the advanced production aspects of the business.

Homeboyz Interactive has a five-fold mission:

Training: Offering technology training to a minimum of 20 students in 4 phases including: initial training, apprenticeship, production and advanced production.

Client Services: Homeboyz provide various services, including website and application design and PC & network support to paying clients.

Fundraising: Homeboyz requires grants and donations to continue to operate. These grants and donations equal 30-50% of their operating budget. These funds continue to support the training programs.

Strategic Alliances: Homeboyz is always looking for new partners. In particular they are always looking for other training facilities and technology companies interested in using project-based learning tools to teach urban youth technology skills for employment.

Community Support: It is a major objective of the initiative to continue to contribute resources to inner city communities. In these cases the graduates of

the program can use their new skills to share their experiences with other urban youth.

Homeboyz says that they target the “technology have-nots.” Specifically, they target inner city youth, with special attention given to youth currently involved in, or who are susceptible to becoming involved in, gang activity. The HBI motto is, “nothing stops a bullet like a job.” The students taken in the program range in age from 18 to 28 and come from a multitude of ethnic backgrounds.

Between 1996 and 2003 Homeboyz had trained and placed over 142 young adults. Many have become IT professionals. Other graduates have pursued post-secondary education. The average starting salary for graduates is $40,000 per year. For the five years from the beginning of 2000 to the end of 2004, HBI has had 92 students in its IT training programs; 56 have been employed either within HBI as part of the IT production staff, or as employees working for an outside organization.

The program is flexible in its duration, with initial training requiring 4 to 6 months, depending on both the trainee’s prior experience and their ability to learn new tasks. If the trainee continues on to advanced training they will spend another 12 to 18 months in the advanced training stream.

HBI keeps a list of student referrals to use in the selection of potential participants in the program. These referrals come from prior students, clients, community leaders, parole officers, faith-based leaders and other non-profit organizations. The list is evaluated weekly. If there is space available, the potential student is contacted by the training supervisor to schedule a personal interview. The training supervisor looks at the potential student’s background, interest in IT, and what she or he is looking to accomplish while at HBI. If the interview goes well, the potential student may be invited to come to HBI to initiate their training. Students understand that they are not required to pay any training fees, but they also don’t receive any compensation until they complete their initial training programs.

The students log onto Business Information System (BIS) at the beginning of every day, and log off when they submit their End Of Day (EOD) report. The EOD is required in order to exit BIS. The training supervisor is able to monitor the tasks that the student has conducted and provide feedback concerning their performance. In order to review the overall progress of the training programs the EOD reports are available to all of the other HBI staff members. This also can shed light on areas where additional resources might be needed.

HBI’s training has three phases:

Phase I Gives students the basics of computer and web design. Assisted by the training supervisor and other professional staff, students spend between 4 and 6 months working on self-paced assignments. They are tested at the end of each chapter to track their performance. Students

also learn how the internet works and how to use it as a tool. At the end of Phase I, students take a timed aptitude test. At this point they also work with trainers to decide the best track to take in Phase II.

Phase II Students have to make a long-term commitment to one of three pathways: computer programming, IT support or web design. Computer programming moves students into more web-based programming languages such as PHP and JAVA. IT support focuses on hardware support, desktop operating systems support, and network administration and configuration. The operating systems emphasized are Windows, Novell and LINUX. Web design emphasizes HTML skills, image management, template development and the use of content management software.

Phase III This is the career development aspect of the program, where the focus is on how students can position themselves for their careers. The options include: advancing into HBI's professional staff, returning to school, or participating in an internship program. HBI has informal partnerships with several public and private organizations, which provide career paths for HBI students. Many students have gone on to work for companies partnered with the program. HBI acts as a servicing house, in order to provide trainees with work experience and to help fund their training program. This wing of the organization provides services to companies/organizations that need additional staff support, or to independent contractors in computer programming, network administration and graphic design.

The Homeboyz training environment is rich in community and mentorship. They take each individual's skills, talents, and interests into consideration when determining which stream of training an individual will best fit. A project-based curriculum provides the students with the most meaningful and effective experience. Exercises, reading assignments, quizzes, and time trials are further enriched through hands-on tasks that allow trainees to take a role in current consulting activities.

Once a trainee has completed the training program and moves into the production realm, HBI continues to map the individual's progress, interests, and future plans. They provide continuous career mentoring in order to ensure the continued success of their graduates. The program wants their graduates to move onto an internship/apprenticeship, some sort of degree, and/or a fulltime, paying position with another organization.

HBI has been involved in project-based learning since the initiative began in 1996. This form of training requires the student to apply their newly-learned IT skills to actual client service projects, while developing more peripheral skills, e.g. problem solving and communication skills.

The initial training costs average about $10,000 per student, with the advanced training costing another $14,000 per trainee. Since Homeboyz Interactive is a non-profit organization they are dependent on the grants and donations that they receive from foundations and individuals. They supplement their total training costs by providing services to paying clients. Many of these clients include other area non-profits, and socially responsible organizations in the community.

HBI Consulting is the division of Homeboyz Interactive responsible for managing consulting contracts. These contracts are used both for training, and to provide a supplementary source of revenue for the program.

In order to be less dependent on large grant contributions, HBI is looking at ways to expand its identity in both the inner city and the downtown business community of Milwaukee. As part of HBI's strategy for increased identity, they have initiated contacts with several other non-profit organizations (e.g., Donors Forum of Wisconsin, Wisconsin Women's Business Initiative, Initiative for a More Competitive Milwaukee), and professional groups (e.g., Metro Milwaukee Association of Commerce, Association of Fundraising Professionals, Social Enterprise Alliance, Wisconsin Business Incubator Association). They are attempting to gain more exposure in regards to how HBI is able to provide alternatives to at-risk urban youth in the inner city. They expect that increased exposure and a more public identity will assist them in obtaining more support for their matched grant challenges in the future.

Following is a list of additional activities that Homeboyz is currently engaged in:

Wisconsin Department of Commerce:

HBI is currently in the process of rebuilding the "Wisconsin Common Market" website, an e-commerce website for small to medium size businesses. This will also include the building of individual websites for these companies. This has created exposure for their services to a larger audience. This audience is unique in that they are not in competition with for-profit web development firms. This initiative is funded by a community-based development grant.

Non-Profit Collaborations:

HBI has partnered with several other non-profits to provide bundled, or a suite of, IT products. Here, Homeboyz is attempting to find niche markets where they can capitalize on their "social enterprise" appeal. The non-profit sector appears to be reacting in favour of Homeboyz over their for-profit competitors.

Training and Job Placement:

Homeboyz is in the process of establishing a satellite classroom for a local technical school in the HBI training facility. This will allow Homeboyz trainees to earn college credit and learn more about a wider variety of technology opportunities that may exist. There is often a "hand-holding" process for many trainees and HBI feels that by holding a few classes in their facility, this may

motivate them to enter an institution of higher learning after a while. This is seen as a transitional program that will assist those who are planning on attending a post-secondary institution get acclimated to the learning environment.

Customized Training Program:

HBI is also in the planning stage with several companies that have expressed an interest in having Homeboyz customize a "core" program including the skill sets that are required for many of their entry level IT positions.

Web Link: http://www.homeboyz.com/

i. c. stars

The i. c. stars program strives to prepare low-income young adults in Chicago for careers in technology. The program's vision is 'Leadership Development'. Its goal is to create 1000 community leaders in 10 years. As described in the 2004 recruiting package the philosophy behind this mission is that individuals who gain social, financial, and intellectual capital have the network and skills to be trusted community leaders capable of envisioning and building great inner city communities.

The i. c. stars leadership development program invests heavily in a select group of individuals they believe have the aptitude and motivation to become such community leaders. The program specifically develops people for career development as opposed to just job placement. The services provided by i. c. stars are designed to ultimately enable individuals to journey toward what Jim Collins, researcher and author on the topic of enduring great companies, calls "level 5 leadership." His leadership levels are:

Level 1 Highly capable individual: makes productive contributions through talent and knowledge.

Level 2 Contributing team member: contributes to achievement of group objectives.

Level 3 Competent Manager: organizes people and resources toward effective pursuit of predetermined objectives.

Level 4 Effective Leader: identifies and anticipates needs of community, effectively builds momentum behind a vision.

Level 5 Level 5 Leader: envisions and builds great communities through humility and will.

The current program focuses on the first 5 years of one's career and aims at developing "level 1—highly capable individuals." This is accomplished through the 1,000-hour 4-month training program, and 5 years of placement services, counseling, college guidance, and continuing education and training. The hopes of the program are that they will become community leaders through gaining each of the following forms of capital: financial capital—increasing earnings and wealth; intellectual capital—"being the go-to person" and pursuing lifelong learning; and social capital—acting as role models, giving back to communities, and building an influential network.

The i. c. stars mission is to provide opportunities for inner city young adults to harness the strength of technology for social and economic leadership. By integrating technology training and leadership development, i. c. stars is, "shaping the next generation of technology leaders."

i. c. stars targets a population of young adults that is not being effectively served in Chicago, those between the ages of 18 and 27 and without a formal education. Even though this initiative targets those from a disadvantaged backgrounds, there is a stringent selection process. 40 or more applicants enter into a 15-hour interview and problem solving process to assess: critical behaviours, technical aptitudes, resiliency, business skills, motivation, problem solving, leadership potential and need.

The philosophy behind this rigorous selection process is that the young inner city population actually represent an untapped source for future economic and social leadership. The select few are not the “cream of the crop” in the traditional sense but are individuals who through overcoming adversity have developed the highest levels of resilience, problem-solving aptitude and motivation. All of these characteristics are standard prerequisites for top-level corporate executives. The i. c. stars initiators feel that the more obstacles a person has overcome throughout their lives, the stronger the person will be.

The program has a large African-American population (70%), and a significant Latino population (20%). The involvement of females in the program has grown from one student (10%) in the first cycle to five students (50%) in the more current cycles.

i. c. stars uses a 5-step process to deliver their services:

Recruitment: i. c. stars relies on referrals to accomplish their goal of considering 400 candidates for each cycle of its training program.

Assessment: 40 or more applicants enter into a fifteen-hour interview and problem-solving process to assess the critical behaviours mentioned above.

Training: i. c. stars interns work for 3 months and a minimum 800 hours on 3 client projects. The curriculum integrates the objectives relating to what i. c stars sees as the 3 cornerstones of IT success: leadership, business and technology.

Career Program: A one-month 170-hour integrated career development, community leadership, and technical certification preparation curriculum. Business placement services are offered, including interviews with large organizations.

Retention Services: i. c. stars provides retention services including career counselling and continuing education assistance for more than five years following graduation. Placement services are continuous. i. c. stars will continue to find job placement for their graduates.

Graduates work in internships and entry-level positions for large and mid-size businesses delivering information services; companies focusing on business to business and business to consumer e-commerce; and not-for-profit organizations.

i. c. stars offers its graduates five years of continuing service in career counselling, placement and continuing education services.

An interesting component of the i. c. stars program is the “High Tea” that occurs in the evening. Here executives come from various high profile companies to tell stories to the students. A secondary effect of the activity is that managers of potentially hiring companies get exposure to the students. In many cases the biggest benefit of the “High Tea” comes through the change of perspective that occurs once managers interact with the students of the program.

i. c. stars has achieved some impressive results:

- A graduation rate of 85% (according to the 2003 annual report)
- An initial placement rate of 92% (as of June 30th 2004)
- An industry retention rate of 71% (as of June 30th 2004)
- A college attendance rate after program of 45% (as of June 30th 2004)
- An average wage increase after graduation of 193% (as of June 30th 2004)

In relation to the graduates from mainstream postsecondary institutions the i. c. stars graduates bring many advantages to the workforce:

- They have learned through project based learning, which gives them coveted Information Technology experience.
- There is a huge networking opportunity through the i. c. stars leadership and business network.
- The program positions each alumnus as an ambassador of the program.
- Much of the graduates’ success stems from their resilience. They feel that they need to prove everything, and do their work accordingly.
- The graduates leave with a solid understanding of business.
- All of the “teaching” in the program is done through case studies.
- The graduates all have a high capability to produce. Many of the alumni are being given the skills to become future project managers.

The program takes 16 weeks to complete. Students work an average of between 60 and 90 hours per week. Upon completion they will have completed a total 1000 hours of project-based experience.

There are a few entry-level positions available to i. c. stars graduates. The target positions accessible upon completion of the program are:

- Developer: Students will have Microsoft Certified Application Developer (MCAD) and iNet+ certification, which provides foundation-level competency in Internet, Intranet and Extranet technologies. It also provides fundamental technical knowledge required by entry-level Internet and e-commerce technical professionals.

- Technical Support: Students will have CompTIA A+ certification, which is a certificate for computer service technicians.
- Business Support: Students will have Microsoft Office User Specialist certification, or MOUS—specializing in MS Access.

Participants learn through both project-based learning and case studies. They work in teams of 3 or 4 to solve clients' business problems and build prototype web applications in the Microsoft .NET platform. In addition to the technical skills the students also develop the critical communication skills from working in a team. Graduates of i. c. stars leave with a basic knowledge of programming, fundamental IT skills and business and leadership skills.

The local business community funds much of the initiative. Other sources of funding include governments and individual donors.

According to the 2003 Annual Report the training over 2 years for the 60 young people cost a total of $1,105,490; the average cost per student is approximately $18,425; the total increased earnings was $1,428,984, or $23,816 per student.

Web Link: http://www.icstars.org/

Jane Addams Resource Corporation

Jane Addams Resource Corporation (JARC) was founded in 1985 as a not-for-profit community development organization. JARC offers a range of services designed to meet the social, economic, and educational needs of adults in Ravenswood, surrounding communities, and greater metropolitan Chicago. By bridging community and market needs, JARC's work helps to strengthen the economy of local neighbourhoods. JARC continues to receive regional and national recognition as a best practice model for community and economic development.

JARC's Careers in Metalworking Program targets underemployed individuals who are at or below the poverty level, including those who are homeless or living in shelters. Eligible participants:

- Must be at least 18 years of age
- Must have a 6th grade math level
- GED and/or high school is not required
- Must be drug free for 6 months prior to entry into the program
- Must not be incarcerated 6 months prior to entry into the program
- Must have no history of violent or sexual crimes

In addition, participants must have a desire to learn the metalworking trade, and pass a one-on-one interview with a JARC counselor. Participants must also state in the interview how they plan to support themselves through the training process, as JARC does not offer stipends to cover living expenses and childcare. Those who are declined for the program are referred to other resources for training. The mean age of JARC participants is 27; 70% are African American males; of the 15 students who go through each class only 1 or 2 are female.

JARC's Careers in Metalworking program is an intense full-time program running Monday to Friday, 9:30-2:30, for 14 weeks. Participants are required to support themselves through part-time work, welfare, or food stamps. JARC's client services co-ordinator helps clients find part-time work. Although JARC is not able to provide students with stipends for basic living expenses, they are able to provide bus passes to students with transportation issues. JARC is also able to provide students with daily refreshments and referrals to daycare services.

Along with technical training in the Careers in Metalworking Program, JARC also offers Adult Learners Program Services. Through their wide range of academic programs, including one-on-one tutoring, math classes, writing groups, and basic computer skills, JARC helps people prepare for further job skills training, their GED, and to meet other goals that they set for themselves.

The Careers in Metalworking program runs two classes per year, with 16–22 participants per class. Attrition rates within the first two weeks of class

approximate 20%. This is due to participants being asked to leave for not adhering to JARC's punctuality rules, and to participant self-selection. JARC aims to mimic actual workplace environments; therefore those who are tardy for any reason in the first 10 days of classes are asked to leave the program. In a 12 month period approximately 30 individuals graduate from JARC's Careers in Metalworking Program.

Job titles for individuals completing the Careers in Metalworking program include:

- Machine Operator
- Welder
- CNC Operator
- Punch Press Die Setter Trainee
- Quality Control Inspector—with possible advancement to becoming a salaried Quality Control Auditor

Participants in the Careers in Metalworking Program receive technical training from experienced trade instructors in the following skill areas:

- Elementary blueprint reading and vocational math oriented toward the industry
- Use of measuring tools such as micrometers and calipers
- Hands-on training on milling machines and drill presses
- Specialized training in punch press die setting

Trainees also receive instruction in areas that enhance vocational training including:

- Job search techniques
- Conflict resolution on-the-job
- Job culture of the manufacturing environment
- Basic computer skills
- Interviewing practice
- Financial management
- Job survival skills

All training is done either on-site at JARC or at the Training Center for the Metalworking Trades, which is located one block from JARC. Training is 75% hands-on and students are able to practice their skills on machines they will encounter in the workplace, such as CNC (computer numerical control) and tool die setting machines.

Tuition for the 14 week Careers in Metalworking program is $6,000 per student. Tuition costs are provided for eligible participants through state funding such as JTED (The Job Training and Economic Development Grant Program) and the United Way. To be eligible for a JTED grant the respondent (in this case Jane Addams Resource Corporation) must be a not-for-profit organization with a local

Board of Directors that directly provides job training services. The not-for-profit organization must have a history of serving low wage/low skilled workers and/or disadvantaged persons, which fits JARC's target population.

JARC is a not-for-profit community-based provider that works in partnership with local businesses and acts as a connection between local employers in need of a better trained workforce, and their low wage/low skill workers. JARC has established partnerships with local industries having difficulty recruiting skilled entry-level workers. The goal of the program is to develop training programs that link the work force needs of local industries with the job training and placement needs of disadvantaged persons in the community. Those who successfully complete training are placed with participating employers. JARC has close ties with the business community and tries to make sure that their training programs meet the demands of local manufacturers. Both employers, and members of the Department of Commerce and Economic Opportunity, sit on JARC's Board of Directors, and JARC has frequent focus groups with local companies.

Additional Information: For further information please refer to the Jane Addams website at http://www.jane-addams.org or contact Kathleen Dowling, Director of Training, at (773) 728-9769 x16.

Chicago Manufacturing Technology Bridge

The Chicago Manufacturing Technology Bridge (CMTB) is one of America's leading technology bridge programs aimed at preparing under-employed adults to advance to career-path jobs in advanced manufacturing. The CMTB was established in 1997 to help alleviate skilled worker shortages facing Chicago area manufacturers. The CMTB is not a welfare-to-work program simply aimed at finding people any job. Rather, it focuses on providing a foundation for career-long learning on the job, and for formal post-secondary technical training institutions. Because of their emphasis on learning in both the classroom and workplace, the Chicago Manufacturing Technology Bridge has been successful in training those who are educationally disadvantaged.

CMTB targets residents of Chicago's disadvantaged communities, with special emphasis on residents who live in Empowerment Zones. Federal Empowerment Zones are areas of Chicago with high poverty and unemployment rates. Eligible candidates must function at an 8th grade level in mathematics and English or intermediate ESL. In Chicago the ability to add, subtract, multiply and divide, with the use of a calculator, represents an 8th grade math level. Participants who are able to read an article from the newspaper, *USA Today*, and put the article into their own words, would be considered to have an 8th grade English level. Key populations include immigrant, Latino, and African American individuals.

The Chicago Manufacturing Technology Bridge is an intensive 16-week program that offers instruction in technical fundamentals and employment skills, as well as case management and counseling, paid internships during training, job placement assistance and follow-up support.

The first step in the bridge program is conducted through the Instituto del Progreso Latino, a not-for-profit organization which provides basic training, recruitment, counseling, case management, job placement and follow-up support. Technical training begins at West Side Technical Institute, part of the City Colleges of Chicago, located two blocks from Instituto del Progreso Latino. West Side Tech is located in the middle of a Latino community that is one of the main entry points to Chicago for immigrants from Mexico and Central America. It is also on the border of Chicago's West Side, a high-poverty area with a population comprised largely of African-Americans. Participants are able to make a smoother transition to the technical training component of the bridge because of West Side Tech's close location to Instituto del Progreso Latino. Further educational opportunities are available through Greater West Town's Woodworking Program, Jane Addams Resource Corporation's Metalworking Skills Program, Humboldt Park Vocational, and the Illinois Institute of Technology. A key feature of the Chicago Manufacturing Technology Bridge is its tiered levels of training that prepare individuals to start working as semi-skilled labourers in advanced manufacturing companies, with the freedom to work for a

while before furthering their education if they choose. Career stepping stones are set at the beginning through course accreditation that participants can earn along the way, which can later be transferred into community colleges, such as the Illinois Institute of Technology.

Two hundred and fifty-six participants completed the bridge from its inception in 1997 through the fall of 1999. Unfortunately, repeated attempts to retrieve more recent data on the revised CMTB program have been unsuccessful. Past results indicate that the CMTB was most effective for individuals with previous work experience, with 65 percent of participants completing the program, 32 percent enrolling in post-secondary education, and two-thirds being placed in jobs. Unfortunately, the program was not as successful placing individuals who were previously on welfare. One factor that seemed to lead to success in post-program employment and enrolment in post-secondary education, regardless of employment history, was high math scores.

Based on an external summary of the Chicago Manufacturing Technology Bridge compiled by the Academy for Educational Development in January 2001, compared to an otherwise similar group of individuals who did not enter the Chicago Manufacturing Technology Bridge, graduates from the bridge program were five times more likely to be consistently and gainfully employed, earned twice as much income on average, were more likely to work in manufacturing or trade, and were less likely to work in services. Although many remained unemployed even after graduation, the average person had dramatically better chances of securing a job at a wage that enabled them to support a family after graduation than before the program.

Chicago Advanced Manufacturing Training Alliance
Career Pathway for Production Workers
Sample Job Titles, Wages and Qualifications by Job Level

Job Category	Sample Job Titles	Median Hourly Wage*	Minimum Training/ Qualifications
Technical Supervisor	Shift Supervisor Team/Group Leader	Salaried NA	Manufacturing experience Technical training Strong leader and communicator Bachelor's degree preferred
Skilled Technician/ Journeyman	CNC Programmer/Machinist Designer, CAD Electrician Machine Builder Machinist, Journeyman Maintenance Machinist Maintenance Mechanic Mold Maker, Journeyman Model Maker Tool and Die Maker	$21.00 $22.47 $20.03 $19.45 $18.00 $18.10 $17.20 $22.40 $20.15 $22.32	Apprenticeship and /or two-year degree 4+ yrs. Experience
Entry-level Technician/ Apprentice	Apprentice CNC Machinist Draftsman, CAD Estimator Inspector, Tool Machinist Maintenance Worker Welder, ARC/MIG/TIG	$11.00 (12 mos.) $16.66 $15.00 $13.55 $15.46 $15.33 $14.75 $14.00	High school diploma or GED >10th grade math and reading Strong problem-solver Strong applied technical fundamentals Strong blueprint reading and metrology Familiar with manufacturing business principles Manufacturing experience a plus
Entry-level Skilled	Assembler, Skilled Inspector, In Process Grinder, Surface Material Handler Set-Up Operator Shipping/Receiving Clerk Stock Clerk Utility Worker Welder, Spot	$13.37 $11.88 $12.71 $10.25 $9.00-$14.65 $11.38 $12.10 $8.03 $10.01	Strong work habits > 8th grade math and reading Good problem-solver and communicator Basic blueprint reading and measurement Familiarity with machine operation

Job Category	Sample Job Titles	Median Hourly Wage*	Minimum Training/ Qualifications
Semi-skilled	Assembler Forklift Driver Operator (Semi-skilled) Packer	$9.08 $8.50 $7.00-$9.00 $8.00	Strong work habits 5th–6th grade literacy Manual dexterity (for Assemblers)
Unskilled	Labourer	$6.25	Reliable Heavy lifting

*Source: Tooling and Manufacturing Association, "1/1/00 Wage Survey," and Crain's Chicago Business, "2000 Wage and Salary Survey."

Tuition for the 16 week Chicago Manufacturing Technology Bridge is $5,000 per student. Of the $5,000, technical training costs approximately $1,500, with the remaining $3,500 spent on recruitment, case management, and support staff. Initial operating costs for the Chicago Manufacturing Technology Bridge were provided by the Empowerment Zone Initiative, a place-based, people-focused effort to rebuild poverty-stricken inner city communities in America, and the Job Training and Economic Development Grant Program, which is aimed at fostering local economic development by linking the needs of low wage/low skilled workers with the work force needs of local industry.

Partners with the Chicago Manufacturing Technology Bridge include the following.

- Chicago Advanced Manufacturing Training Alliance Companies sit on the advisory board and provide job shadowing, internships, and jobs.
- Instituto del Progreso Latino provides recruitment, counseling, case management, job placement and follow-up support, and is one of the sites for instruction.
- Richard J. Daley College provides instruction at community sites and in on-campus manufacturing lab, and recruits program graduates into college-level programs in manufacturing technology.
- University of Illinois at Chicago provides coordination support and technical assistance on program design, planning and funding.
- Illinois Institute of Technology serves as a technical advisor to the project.
- Chicago Manufacturing Center acts as an advisory board and provides industry linkages, and assists in marketing the program.
- Mayor's Office of Workforce Development assists with linkages to the larger workforce development system in Chicago.

Bridge Program Partner Roles

Organization	Roles
Employers	Program review Hosting of field trips Paid internships for qualified students Student practicum examinations Jobs for graduates
Community Colleges	Curriculum development Instruction Job placement assistance Recruitment into college-level technical training Instructor training
Community Based Organizations	Student recruitment and screening Assessment and counselling Case management Referral to social services Community sites for instruction Job and college placement assistance Follow-up support for retention and advancement
Universities	Labour market analysis Curriculum development Learning tools development Program evaluation Program planning and coordination (intermediary)
Industry Associations	Employer referrals Program planning and coordination (intermediary) Program marketing and promotion

Additional Information: For additional information please visit the Bridge to Advanced Technological Education and Employment's website at www.uic.edu/cuppa/techbridge/index.html.

Philadelphia Area Accelerated Manufacturing Education

The Philadelphia Area Accelerated Manufacturing Education (PhAME) Program was a private/public partnership that was part of the Philadelphia Jobs Initiative. PhAME, which ran out of an old renovated factory in Philadelphia's inner city, emerged out of local manufacturers' growing frustration over substandard vocational education and job training programs that either were not adequately preparing people for manufacturing jobs, or were preparing them for jobs that did not exist. Led by William Avery, CEO of Crown Cork & Seal Company, along with other civic and nonprofit organizations—Delaware Valley Industrial Resource Center, Ogontz Avenue Revitalization Corporation, Community College of Philadelphia, and Lehigh University—PhAME was able to train minority, disadvantaged, and inner city residents for jobs with career ladders in advanced manufacturing. According to Avery: "So many of society's problems are based on a lack of education. If you provide a way for people to take care of themselves, then people won't have to steal or sell drugs to support themselves."

PhAME targeted inner city residents, many of whom were unemployed or underemployed at the start of training. Eligible candidates had to possess a high school diploma or GED equivalent and function at least at an 8th grade level in mathematics and English. For candidates who did not initially meet the 8th grade reading and math requirements, and for those needing to brush up on their academic skills in order to gain admission, PhAME provided a pre-induction program. Participants had to remain drug-free from enrolment through completion of the program.

PhAME was a highly structured program that ran from 8:00 am to 3:00 pm Monday to Friday, in 3 separate components lasting a total of 61 weeks. Participants were recruited under the assumption that if they required additional income they could leave the program after completion of any one component and could return in the future to complete the rest of their training. The program not only taught hard skills, but also placed a huge emphasis on job survival and work readiness skills. Participants were expected to arrive on time for class, dress and conduct themselves in a business-like manner, and remain drug-free throughout the program. Amy Hummert, acting director of education, pointed out that: "Our students often have not done very well in life in unstructured situations; but they do respond well to structure."

At first, PhAME's relatively lengthy training period made it difficult to recruit participants, many of whom could not afford to attend a 61 week program with no income. In 1998 PhAME began providing enrollees with stipends of more than $200 a week, provided by state grants to cover trainees' rent, childcare, and other bills, thus keeping them in the program. The initial stipend grant lasted 11 months, and after it ran out the 61 week program had to be restructured into 3 separate components. To make up for the lack of stipends, PhAME introduced a

complimentary light breakfast before the workday (to provide adequate nutrition and encourage punctuality); gas cards or mass transit cards (to support regular attendance); and performance-based program completion incentives (to encourage learning and reward excellent performance) of $100 in cash and a $100 saving bond for completion of the first program, increasing by $100 in cash and bonds for each subsequent program completed.

Another reason for PhAME's success was its educational design. PhAME was dubbed "Learning through Enterprise," meaning candidates learned by combining academics with hands-on work in a for-profit environment. PhAME's main goal was to produce graduates eligible for certification by the National Institute of Manufacturing Skills as precision-manufacturing specialists.

Knowing the importance of placement and post-placement supports, PhAME hired their own employer relations specialist. The majority of the specialist's time was spent counselling PhAME candidates on professional development, placing them in jobs when they were ready, and making follow ups at 3, 6, 12, and 24 month intervals. The rest of the specialist's time was spent acting as a PhAME/employer liaison assuring employers that PhAME graduates were not only reliable, drug-free, and had good attitudes, but that they were also well-trained. The specialist also made sure that special attention was given to graduates within the first 90 days after they completed training because graduates were going from a structured to an unstructured environment, which was often difficult for participants.

Although PhAME was a very good program that produced students with excellent skills it unfortunately had to close its doors in December 2001. PhAME had to end its training programs due to industry, financial and training location issues. However, previous statistics on PhAME's student body indicate that from its inception in September 1997 through 1999, PhAME had a total of 330 people who met the entrance requirements and became enrollees. Of these, 91 percent were minorities, 77 percent were African American, 15 percent were female and 60 percent had incomes below the poverty line. Most were either employed in minimum wage jobs, un-- or underemployed, or recently laid off before coming to PhAME.

The following table indicates the number of people who were placed in each training component at the end of 1999 and their starting hourly wages.

Program	Number of Placements	Percent of all Completers Placed	Average Starting Hourly Wage
Intro Mfg–Prep	9	7%	$10.71
Intro Mfg—Vestibule	45	34%	$10.64
Basic Mfg	34	26%	$11.85
Advanced Mfg	43	33%	$12.51
Total	131	100%	--

Candidates of PhAME's highly structured program proceeded through three components, upon completion of which they were eligible to transfer into associate or bachelor programs offered by the cooperating community college and universities. The three PhAME components were:

Introduction to Manufacturing (13 weeks)

Introduction to manufacturing was comprised of two components: an eight-week prep component that built reading comprehension and math skills, introduced the basics through intermediate computer skills (including Microsoft Word, Excel, Power Point, and Access), and prepared candidates for the work environment through courses in problem-solving, team-building and professional development. The second component included a five-week "Vestibule" that taught prep participants Computer Assisted Design (CAD) and introduced basic manufacturing skills such as blueprint reading, technical drafting, and shop floor theory.

Basic Manufacturing Program (24 weeks)

Instruction in the Basic Manufacturing Program was divided between the classroom and shop floor, with the former focusing on fundamentals of geometric dimensioning and tolerancing, modern manufacturing, computer-aided design (CAD), manufacturing planning and control, basic electricity, applied math, communication skills, and professional development. On the shop floor candidates operated lathes, drill presses, mills, grinders, and computer numerically controlled (CNC) machinery. They also learned electrical and mechanical measurements, and implemented quality assurance practices. Once participants

graduated from the Basic Manufacturing Program they had the skills to obtain entry-level manufacturing jobs.

Advanced Manufacturing Program (24 weeks)

Classroom instruction in Advanced Manufacturing focused on process planning, applied math, chemistry, physics, statistics, communication skills and advanced microcomputer applications. On the shop floor, candidates learned the shop skills they acquired in the Basic Manufacturing Program by working on actual contract-production jobs, for which they received an hourly wage. Those who graduated from the Advanced Manufacturing Program were eligible to apply for certification by the National Institute of Metalworking Skills as precision-manufacturing specialists and had one-third of the credits needed for an Associate degree in manufacturing technology.

Funding for the purchase and basic cleanup of their inner city manufacturing training facility was provided from government grants. Equipment, materials and other supports were provided by Crown Cork & Seal Company, Boeing Defense and Space Group, EKL Machine, Inc., Triumph Controls, Derbyshire Machine and Tool, Kruse Tool and Die, and a half-dozen other corporate partners of PhAME. Four million dollars of in-kind contributions were made by industry to PhAME, with the biggest volume coming from Boeing and Crown Cork & Seal. William Avery, CEO of Crown Cork & Seal Company, also provided $50,000 of his own money to help equip one of PhAME's training rooms with computer simulators for computer numerically controlled training.

The original stipends given to PhAME participants, $200 per week, were provided from Philadelphia Interfaith Action, a community action group that had been recruiting for PhAME. Philadelphia Interfaith Action had acquired a $2 million grant from the state. As of December 2000, PhAME had a staff of 17 and 50 candidates, operating under a $2.8 million annual budget from state, federal, foundation and corporate sources. The average tuition cost per student was $21,400, which was fully subsidized by state, federal, and private dollars. PhAME had a plan to offer training services, for a fee, to local employers for their incumbent workers. It is not clear how successful it has been in implementing that plan.

PhAME was a private/public partnership led by Crown Cork and Seal Company along with other civic and non-profit organizations—Delaware Valley Industrial Resource Center, Ogontz Avenue Revitalization Corporation, Community College of Philadelphia, and Lehigh University—all of whom were interested in matching low-income workers with jobs. The origins of PhAME started from a government economic development grant given to Ogontz Avenue Revitalization Corporation (OARC), a community development corporation concerned with economic revitalization of Philadelphia's heavily African American, disadvantaged, inner city neighbourhoods. Dwight Evans, founder of OARC,

decided to purchase a 70,000 square foot industrial building in the inner city that had previously housed the Penn Emblem Company. Discussions with Joseph J. Houldin, Executive Director of the Delaware Valley Industrial Resource Center, led to the decision to turn the run down facility into a multipurpose manufacturing training facility.

PhAME took shape after Houldin took Michael Dunleavey, Crown Cork and Steel's Vice-President for Business Development, to good inner city training programs, including Focus: HOPE in Detroit. Dunleavey was so impressed with Focus: HOPE that he convinced William Avery, CEO of Crown Cork and Steel, to take half a dozen local CEO's to Detroit to see it for themselves. The core of PhAME's Board of Directors was later drawn from the group that had gone to Detroit. Modeling after Focus: HOPE, Avery wanted the training program of PhAME to stress continuous life long learning, and got the Community College of Philadelphia and Lehigh to help design the curriculum. This allowed candidates who completed all three PhAME training segments to earn one-third of the credits for an associate degree in manufacturing technology and/or credits towards a bachelor's of science degree in manufacturing technology.

Web site: http://www.jff.org/jff/PDFDocuments/WINsICManuf.pdf

PART V

A CONSIDERATION OF THE HIRING PRACTICES, AND THE POTENTIAL FOR HIRING LOW-INCOME MEMBERS OF DISADVANTAGED COMMUNITIES, IN WINNIPEG'S ADVANCED MANUFACTURING AND INFORMATION TECHNOLOGY SECTORS

5.1 Advanced Manufacturing Industry Profile In Manitoba

Manufacturing accounts for approximately 13 percent of Manitoba's GDP; generates over $11 billion in total annual sales; and directly employs 71,000 people, or one in eight Manitobans. The average annual wage in the manufacturing sector is higher than the national average, and more manufacturers (approximately 83 per cent) have employee-training programs than any other sector in the economy.

The manufacturing industry in Manitoba is mature. Much of it developed around the early1900s when clothing factories, lumber mills, meat packing plants, and metal-working and machine shops, set up business in Winnipeg to service the

rail industry and to supply the demands of a rapidly-growing Western Canadian population. Today advanced manufacturing in Manitoba is diverse, producing a broad range of consumer and intermediate goods. The largest and most diversified manufacturing industries in Manitoba include food, transportation equipment, primary metal and metal fabricating, machinery, and clothing. The majority (85%) of manufacturing companies in Manitoba are small to medium-sized, employing 50 or fewer people. Some of the key companies in Manitoba's advanced manufacturing sector include Motor Coach Industries, New Flyer Industries, Maple Leaf Foods, Palliser Furniture, Monarch Industries, Canadian Tool and Die, Omniglass and Melet Plastics.

Two of North America's largest bus manufacturing companies, New Flyer Industries and Motor Coach Industries, are located in Winnipeg. New Flyer Industries is North America's leading supplier of urban transit buses; Motor Coach Industries supplies over half of North America's highway coach market. The transportation sector of Manitoba's manufacturing industry is able to thrive because of support from Manitoba's well-diversified suppliers of component assemblies, raw materials and parts, as well as original equipment manufacturers.

Some of Manitoba's original equipment manufacturers include Canadian Tool and Die, Melet Plastics, and Monarch Industries. Canadian Tool and Die specializes in the production of hubs, spindles, wheels, cylinders and replacement cylinders for agricultural and industrial uses. Through the custom molding of plastic components, Melet Plastics makes parts for agricultural equipment, automobiles, medical devices and furniture products. Monarch Industries specializes in the manufacturing of products for the agricultural, industrial and original equipment manufacturing markets. Over the past seven decades Monarch Industries has specialized in the production of hydraulic cylinders, pumps, mixers and custom metal castings. Some of the job titles of those working in original equipment manufacturing include CNC (computer numeric control) Operators, Tool & Die Makers, Machinists and Maintenance Machine people.

Omniglass Ltd., established over twenty years ago, manufactures pultruted fiberglass products. Manitoba also has strength in food processing, including meat processing, and in furniture production. Palliser Furniture, for example, is now one of Canada's largest furniture manufacturers.

We are including Manitoba's printing and publishing industry as a 'sub-set' of our advanced manufacturing industry profile, on the grounds that printing and publishing shares many of the characteristics of advanced manufacturing. The commercial printing and publishing industry produces a wide array of printed material and associated processes: graphic design; pre-press; bindery; digital asset management; full process colour; offset, web, flexo or digital press; and specialized printing applications including business forms, lottery tickets, airline

tickets and digital colourization of comic books. The industry employs approximately 6,500 people in some 250 companies in Manitoba, and generates annual revenues estimated at $700 million. Leading companies in the industry include Friesens Corp., Pollard Banknote, Cascades, WinPak, Duha Colour Services, and the Winnipeg Free Press and Winnipeg Sun.

Advanced manufacturing represents one component of the overall manufacturing sector. It refers to the transformation of raw materials into marketable end products through the use of leading edge materials, processes, technologies and manufacturing methods. As such, advanced manufacturing is the more highly mechanized segment of the manufacturing process. Many of the best shop floor jobs involve the performance of this work. The positions tend to require greater skills and knowledge than other shop floor positions.

Despite the relative strength and stability of advanced manufacturing, Manitoba manufacturers face many challenges. The most commonly identified challenge is an impending skills shortage. Another related issue identified by manufacturing firms is the negative image of the industry. Manufacturing jobs are often portrayed in the media and educational institutions as dirty and unpleasant manual jobs, thus worsening the skills shortage problem by making labour recruitment more difficult.

International competition and the rapidly rising Canadian dollar were also cited as major concerns for Manitoba manufacturers. A strong Canadian dollar adversely affects export-oriented manufacturers, while competition with countries like China and India where labour costs are very much lower add to competitive pressures. For Manitoba's manufacturing sector to remain competitive the key is their ability to be highly productive. When local manufacturers in Manitoba were asked what they believed were some of the reasons for lower productivity rates they included the following: a shortage of skilled labour, including a variety of skills; low levels of investment in the training of employees; and a disconnection between educational institutions and manufacturing in areas such as the development of basic and technical skills.

If the key to maintaining Manitoba's manufacturing sector in the face of international competitive pressures and a rising dollar is creating and maintaining a skilled and productive labour force, then investing in the recruitment and training of that labour force is of vital importance.

5.2 The Results of Our Interviews with Advanced Manufacturing Employers

Local manufacturers and supporting associations were contacted for interviews between January, 2004 and April, 2005. Companies contacted were in food processing, furniture production, printing, original equipment manufacturing, fiberglass and plastic composite manufacturing, transportation equipment

manufacturing, and agricultural and electronic component manufacturing. Human Resource Managers from 14 companies were interviewed. Five other companies were contacted for interviews: three did not return phone calls; two could not participate due to scheduling conflicts. The 14 who did participate were very supportive and accommodating, and expressed a willingness to help in any way they could. Eleven interviews were conducted on-site at manufacturing facilities; one interview was done at the Manitoba Research Alliance office; two interviews were done by phone.

After introducing them to our project and its purpose—to find ways to bridge members of disadvantaged communities into good jobs in advanced manufacturing—we asked: how many people does your organization employ; what are their jobs and their qualifications; how much turnover do you experience; and what challenges do you face in recruiting employees? We then asked what attempts had been made by manufacturers to hire people from disadvantaged communities, and what would have to be done to successfully introduce initiatives aimed at hiring people from disadvantaged communities in advanced manufacturing. What follows is a brief summary of their responses.

Those employed in advanced manufacturing tend to be disproportionately male, especially in the skilled trades. Women employed in manufacturing tend to work in entry-level jobs, such as packaging or quality control. Almost all manufacturers mentioned that their workforce is ethnically diverse, and workers speak a variety of languages. Most manufacturers claimed that between 3 and 5 percent of their workforce were of Aboriginal descent, with the exception of one company whose workforce was 26 percent Aboriginal. Over 85 percent of manufacturers stated that grade 12 was not required for jobs in their plants. However, most companies did require their employees to be able to read and write at a minimum grade five or six level, and to be able to do simple mathematics such as addition, subtraction, and division. To accommodate those with limited educational and English skills a number of manufacturers offered ESL and GED classes. Manufacturing companies that did require their employees to have a complete grade 12 stated that they used this as a standard, or proxy, to indicate an individual's ability to communicate in both written and oral forms.

The average age of employees working in the manufacturing sector is between 35 and 45 years, and many employers stated that currently they are not negatively affected by retirements. However, many manufacturers anticipate that retirements will become a problem for their business within the next five to ten years.

The number one concern listed by manufacturers at the current moment is the lack of skilled labour to support business growth. Many businesses—Monarch Industries is an example—are growing and would like to expand but are unable to do so because of a shortage of skilled labor.

Local manufacturers identified the initial recruitment of skilled workers as one of their biggest challenges. Many said that they spent a great deal of time, energy and money in their efforts to recruit skilled workers. Recruitment methods include advertisements in the cultural/community newspapers, Canada Manpower, job fairs, internal postings within the company, and billboards. In extreme cases manufacturers have resorted to the use of recruitment agencies to help with the burden of finding skilled workers. We were told that while there are plenty of people to fill low-skill, entry-level positions, it is always a struggle getting high quality entry-level candidates with good work ethics and attitudes. Turnover rates were reported to be highest among newer, less-skilled entry-level employees.

Those interviewed reported that the largest turnover of employees tends to occur within the first six months of work. One of the main reasons is the desire of employees to advance from entry level positions to those with higher pay faster than what was possible. In all companies interviewed lowest turnover was reported for highly skilled employees because they are paid very well—anywhere from $20.00 to $26.00 per hour—and are aware of future opportunities to advance. Promotion in manufacturing firms typically occurs internally, and only when they cannot find someone to fill a position do they recruit externally. This is especially true for unionized shops where promotion is often based on seniority. Thus in manufacturing companies with unions, union involvement from the outset would be a necessary part of the introduction of any bridging program.

In most cases, however, manufacturers noted that their highest skilled employees first started out in entry-level positions and gradually acquired more skills as time progressed. Manufacturers indicated that they often could not find people with the skills they needed, resulting in their having to train employees on-site. Training on-site has advantages, such as real world applicability, but it also has disadvantages, such as time lost when a highly-skilled employee teaches less-skilled employees. Nevertheless, companies like Pollard Banknote and Melet Plastics are typical of others in advanced manufacturing in having shop floor systems in place by which less-skilled employees are trained or partnered with higher-skilled employees until they have mastered the new skill. A number of employers, both unionized and non-unionized, mentioned that if they could they would much rather hire skilled workers as opposed to having to train them themselves.

Problems identified by manufacturers regarding external training of current employees included where to send employees to get training, absence from work, and the quality of training that employees receive. Many manufacturers said they offered employees opportunities for external training but few took advantage of the offer. This is most likely because training classes tend to take place in the evening, and employees have to pay for the training themselves and are only reimbursed upon successful completion. For families with limited income and family obligations, external training—although it could lead to quicker advancement within a company—may not be an option.

Most companies interviewed do not use, and have not in the past used, any type of initiative to hire individuals from disadvantaged communities. Many noted that they hired individuals from many diverse backgrounds, but the majority did not make any specific efforts to hire from any particular group. Ron Koslowsky, of Canadian Manufacturers and Exporters, told us that one of the main challenges faced when trying to sell manufacturers on the idea of bridging programs is that there are lots of current programs that try to place barriered individuals before they are job-ready. Thus it is not surprising that when bridging programs were described to some manufacturing companies the idea was met with some dismay. Some employers had experience working with disadvantaged groups but found that many of those individuals were not ready for work, and thus did not last a long time on the job.

Manufacturers were then asked what it would take to make a program aimed at employing low-income people from disadvantaged communities attractive to them. Some suggested co-op programs with local universities or colleges that would allow manufacturers to see how program participants would fit in their company. Another suggestion was a government-funded wage subsidy. The key concern identified by manufacturers, however, was that whatever the initiative was, it had to be industry-led. “Let’s not make round pegs, and then later make round holes”, by which one employer meant that people have to be trained to fit the jobs that are available.

Although manufacturers expressed concern about remaining competitive, many saw a need for some sort of employment development program here in Manitoba, and all were prepared to pursue the matter further in collaboration with community-based organizations, governments, unions and educational institutions. They told us that the following jobs would be particularly suitable for such a program because of current or impending skills shortages: finishing machine operators, saddle stitch operators, CNC operators, tool and die makers, CNC programmers, and 2nd class power engineers—training for this latter program was once offered by Red River College but has since been cancelled.

One employer in particular, Omniglass, has already started a type of employment development program on a small scale. Omniglass is currently in the process of starting a program to sponsor a grade 12 Aboriginal student identified by his or her community as having the potential to succeed. Omniglass intends to send this individual to Red River College, pay for his or her tuition and books, and offer full-time employment in the summer. The reason for this move is that Omniglass does not see enough Aboriginal people coming into the workforce with a technically-oriented post secondary education.

Our interviews with Human Relations Managers in advanced manufacturing companies in Winnipeg lead us to think that there are real opportunities here for developing the means by which to bridge low-income members of disadvantaged communities into good jobs.

5.3 The Information Technology Industry

Manitoba has over 1,500 companies in the Information Technology (IT) industry. The provincial IT industry includes two large Manitoba-based multinational corporations—Manitoba Telecommunication Services and Can West Global, which employ 3,200 and 1200 people in Manitoba respectively; the Manitoba operations of such large IT multinational corporations as IBM and EDS, which employ 500 and 300 people in Manitoba respectively; a number of local, mid-sized IT companies like EISI-Naviplan, Momentum Healthware, Online Business Systems, Protegra Technology Group, and Vansco Electronics; and a large number of smaller companies. The industry produces a wide range of goods and services, including telecommunications equipment, computer equipment, components, instrumentation, packaged software, wires and cables, broadband data transmission, internet service provision, services to the customer contact industry, and consulting services more broadly. Manitoba's IT industry is supported by an extensive network of research and development organizations and industry associations, and is a part of an emerging cluster of expertise around the Life Sciences, particularly in such important areas as health and bio informatics and medical imaging . The industry is strongly export-oriented, with the USA being the primary export market.

In 2003, Manitoba's IT industry employed 15,000 people, up from approximately 12,000 in 1987. In addition, significant numbers of skilled IT employees work for the IT departments of large, private, public and non-profit organizations. The three levels of government, and large corporations like the Great-West Life Assurance Company and Investors Group, are examples. A much higher proportion of those employed in IT occupations have a post-secondary education than is the case for Manitoba's labour force as a whole, and those employed in IT occupations earn incomes that are much higher, on average, than incomes for the labour force as a whole.

The Information and Communications Technology industry in Manitoba has some distinctive strengths. These include: a well-educated IT workforce; strong IT educational and training programs located in the province; a well-developed network of research and development facilities supporting the industry; and the presence in the province of an advanced telecommunications infrastructure including widely available high-speed access.

Despite its strengths, the IT industry in Manitoba, as elsewhere, faces serious challenges. These include: a very globally competitive environment; an exceptionally rapid pace of technological change; a tendency to cyclical ups and downs—for instance, the industry in Manitoba experienced a sharp decline subsequent to 2001; a reliance on export markets, particularly the USA, and thus a considerable dependency upon the strength of American markets and on the relative value of the Canadian dollar; the need to provide a range of supports, especially to the many smaller, innovative companies in the industry—access to

venture capital, for example, and to business and technical expertise; and of course the need to continue to produce the highly-skilled people who are able to meet these industry challenges.

In the IT sector, as in advanced manufacturing, the ready availability of skilled personnel is essential for the continued success of the industries.

5.4 The Results of Our Interviews With IT Employers

We conducted 20 interviews with IT employers and industry executives in Winnipeg between February, 2004 and April, 2005. Two of the interviews were done over the phone; 18 were conducted in person; all but one of the in-person interviews were tape recorded—in one case an interviewee preferred not to be tape recorded. We interviewed senior management people—IT Managers, Human Relations Managers, and General Managers, for example—from software development firms, research organizations, industry associations, companies with large IT departments, academic institutions, hospitals and crown corporations.

After introducing them to our project and its purpose, we asked the following questions: how many people does your organization employ in an IT capacity; what are their jobs and their qualifications; how much turnover do you experience; and what challenges do you face in recruiting IT employees? We then asked what attempts had been made by the IT industry to hire people from disadvantaged communities, and what would have to be done to successfully introduce initiatives aimed at hiring people from disadvantaged communities in their industry. What follows is a brief summary of their responses.

Recruiters in the IT industry look for a combination of education and experience in filling entry-level positions. The importance placed upon each of these two factors varies across employers. Almost all employers look for new recruits to have some minimal formal IT training. Some employers do not require recruits to have any specific industry experience, but most employers require at least some practical experience. As a rule the industry hires graduates with either a University Computer Sciences degree, or a Red River College diploma. In some cases employers stated that they would hire an employee from a technical training institute such as South Winnipeg Technical Centre.

Many employers emphasized the importance of interpersonal or “soft skills”: the ability to work effectively in a team atmosphere, to show up to work on time, to comport oneself appropriately in a workplace setting, and to deal effectively with customers. Many employers stated that employee retention is closely related to the presence of such soft skills. Companies who participate in a co-op program suggested that the strength of a candidate’s soft skills is often the most important consideration in the decision to eventually hire that candidate. Employers also told us that successful candidates for employment in the IT industry need to

demonstrate an ability and a willingness to learn. The IT industry is dynamic—it is always changing—and employees have to be prepared to keep up to date and take part in continuous learning.

There are currently three main methods of recruiting in the industry. First, recent graduates are recruited from universities. Many employers recruit through their participation in co-op programs operated by universities. Employers say they like this process because it allows them to test new recruits, and to see if there is a good employee/employer match. Second, recent graduates are recruited from technical training institutes such as Red River College or the South Winnipeg Technical Centre. Many employers feel they are getting good employees who are ready to work when they hire from such programs. Finally, employers use internal promotion to fill IT positions. This is particularly the case in multi-faceted and/or unionized organizations with large numbers of entry-level workers. Many of the government organizations are unionized, and they tend to emphasize the internal promotion process.

Most of the employers in the IT sector indicated that they are not currently experiencing difficulty in recruiting qualified new employees. There are currently more applicants than there are jobs. However, a few common recruiting challenges were mentioned.

- There is a need for employees with experience in the field. Given a slight oversupply of applicants, many candidates have the appropriate training but do not have experience in the IT industry. Therefore, job seekers who have trained in the industry are often unable to find employment in the industry. There is a concern that as a consequence, people may avoid training in IT, creating a future skills shortage. In fact, some employers told us that enrolment in IT positions at post-secondary institutions is currently down.
- There are some organizations in the industry that are broadening individual responsibilities, while decreasing the overall numbers of IT employees. While the industry is growing at a rapid rate, employment is not keeping pace. Some companies have changed their recruitment strategies to adapt to the increased efficiency created by technology. These companies hire employees who can do more types of tasks, which in turn results in fewer positions requiring higher levels of qualification.
- There is a difficulty faced by many IT firms in Manitoba in finding employees to fill senior positions and project manager roles. This challenge was mentioned by a majority of employers interviewed. The key issues with this challenge are that people need broad/continued training, multiple “soft skills” (communication, business, leadership, and interpersonal skills, for example), and considerable experience in the industry. In many cases companies are relying on people with a business

background, as opposed to the more desirable case of individuals with a technology background augmented by good business skills. This may create a barrier to effective communication when people with two very different backgrounds and perspectives attempt to communicate to solve a problem.

- There are challenges faced by companies looking for skilled workers for positions using less mainstream applications of technology. One company mentioned, for example, that finding skilled people with training in SAP (Systems, Applications & Products in Data Processing—a business software solution) is difficult.
- A related challenge faced by another employer's company is their difficulties recruiting for positions requiring bilingual employees. This employer was referring to help-desk positions and the need for employees who are fluent in French, but with the expansion of home-based technology into more diverse communities there is likely to be a need for IT employees with fluency in many languages.
- There are difficulties in hiring people who do not have an industry-accepted, mainstream education. There are no easy, standardized ways for employers to assess such people's technological skills. Many people have multiple technological skills, but for one reason or another do not have any form of certification. Being unable to hire such people is a challenge to employers because, to the extent that they continue to hire employees through their usual channels, they will continue to have difficulty in creating a workforce that reflects the community in its composition.
- The industry would like to increase the diversity of people working in IT positions. One representative, when discussing industry hiring practices, stated that in general the industry realizes that they need to be inclusive, not exclusive. To this end, many large employers have adopted an employment equity approach. Yet many are still having difficulty achieving a genuinely representative workforce.
- Retirements in the next decade will pose yet another challenge. Employers had varying opinions about how much of a skills shortage this will create, but nearly all agreed that it will create an additional problem. As a result, many see the training and work experience gained now as being imperative to having well trained and experienced employees to fill the holes likely to be left in organizations in coming years.

While the industry is not experiencing many skills shortages right at this moment, especially in entry-level jobs, employers are still interested in participating in programs that bridge workers with barriers into their companies. In part, this is because of concerns about future skill shortages; in part because some employers want to be, and to be seen to be, good 'citizens' of the province. For example, one interviewee said that: "As citizens of Manitoba, for everybody here

we know that we have to be inclusive and not exclusive". Another said about employers in the industry that "… I think that they are fairly open-minded about it because when there is a skill shortage, people are looking for solutions".

Although interested, IT employers generally knew of few bridging programs and employment development initiatives related to the industry, and even fewer that bridge people from disadvantaged communities into good IT jobs. However, several types of programs were familiar to the employers we interviewed.

- One is the Co-op/Internship type programs. Most employers know about, and are or have been involved in, such programs. Many are extremely supportive of this model, since it allows both employer and employee to test out the relationship and the fit between the two parties. Most of these internships and co-operative placements are associated with the universities and technical colleges and institutes. In these programs the host company takes in a graduate or a student for a specified work term. The student gains valuable work experience, and may be hired as a result.
- There are also some small scale employment development programs in existence in the industry. For example, a program at Powerland Computers is designed, at least in part, to bring in people with employment barriers. When such people are taken on they are trained, get some experience, and if successful are placed in good jobs. We were told that the program has been quite successful. Wes Penner told us that: "We get some very good workers out of this".
- Some of the unionized organizations have training programs to support the union's goal of promoting from within. In many of these cases people have been offered skills training that enables them to apply internally for a job in an IT capacity. These programs have been effective in providing employment options to people working in the industry.
- Some IT companies have employment equity initiatives in place, in order to achieve a more diverse workforce. The results of these programs have been varied. Some employers stated that they worked well in promoting diversity in the workforce. Others felt otherwise. The future success of employment equity programs appears to be highly contingent upon attracting members of a diverse background to get the training necessary to be effective in the IT workforce.
- Another interesting initiative is a high school/middle school career promotion program, which attempts to get young people of diverse backgrounds interested in a career in technology while they are still in school. The philosophy is to instill the desire to become an IT professional at a young age, and let the desire be a force that will aid in keeping the students on track to complete the necessary education to be able to find employment in the industry.

In our interviews with IT managers, we briefly described two employment development initiatives aimed at members of disadvantaged communities in American cities—the Center for Employment Training in San Jose, California, and i. c. stars in Chicago. We asked them whether they thought that programs like this might work in Manitoba's IT industry, and what would have to happen for such initiatives to be successful here. They made the following observations and recommendations.

- The Co-op/Internship type programs are well accepted by industry, and would be an important component to include in the design of any program aimed at bridging members of disadvantaged communities into good jobs in the IT industry.
- Training allowances and subsidies are attractive incentives for hiring.
- Many of the larger organizations are concerned with their corporate social responsibility. Providing recognition for their participation would be beneficial.
- The involvement of employers in designing and guiding the programs is crucial. This will ensure that people are trained for specific needs of the industry.
- In unionized workplaces, management will have to find a transparent process through which to work with unions and their collective agreements. Crucial to success is the involvement, from the outset, of the union leadership and employees.
- An important component of a bridging program's success would involve re-organizing certain jobs in the industry, to make it more likely that the job would fit the prospective employee. This might mean, for example, that an applicant with a somewhat lower skill level, or lower level of educational attainment, could more easily get a foot on the employment ladder.

Providing financial assistance to students will help them succeed in their training program, by reducing financial barriers that make it difficult to complete training programs.

PART VI THE RESULTS OF A 'COLLABORATION' TO TEST OUR FINDINGS AND RECOMMENDATIONS

We tested the recommendations arising from this research project, as set out at the end of this paper, at a 'collaboration' held May 25, 2005 in Winnipeg. In attendance were 13 representatives of employers in advanced manufacturing and information technology, 2 representatives of educational institutions, 8 representatives of community based organizations, 12 government representatives, and 1 union representative. A total of 44 people participated in the event. Robert Giloth, Director of Family Economic Success with the Annie E. Casey Foundation (AECF), and author and editor of numerous publications on employment development, made a presentation on the important work being done by the AECF's Jobs Initiative, and a representative of our research team presented the findings of and recommendations arising from our research. Participants were seated at tables in such a way that each table included representatives of employers, unions, governments, community-based organizations and educational institutions, plus a facilitator. Each table was asked to answer, with the help of the facilitator, three questions: (1) is the labour market intermediary concept something that should be done in Winnipeg? Could it be done? (2)Which particular features seem most critical in achieving the goal of bridging people with employment barriers into good jobs in advanced manufacturing and information technology? (3) What needs to be done to create

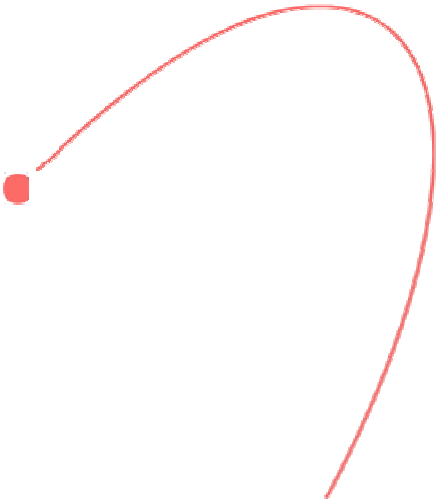
one or more labour market intermediaries with the features contained in the presentation? A 'feedback' session featuring a panel selected frm the audience and a facilitator prompted a lively discussion. Finally, participants at each table were asked: From your organization's point of view, what is the step that would have to be taken to make a labour market intermediary (with the features described) a reality?

The results of the 'collaboration' were very positive. Employers were unanimous in the view that our recommendations are sound, and ought to be acted upon, and that the place to start is with creating a labour market intermediary in one sector, either advanced manufacturing or information technology. One representative of a large information technology company said: "There is a timeliness to this; the time for it is now", and later added, "if I were able to do one thing in this province, that [creating a labour market intermediary] is what I'd do". A community representative added that in Winnipeg we do partnerships really well, citing the tri-level urban development agreements in place since 1981 as an example. She added the observation that the value of intermediaries in a variety of areas, not just the labour market, is cited frequently in the literature. The sectoral approach was particularly cited as being appropriate for a labour market intermediary. As one employer put it, it makes sense to start with a smaller group, particularly where there already exists a sense of trust and some enthusiasm about such a project. Representatives of educational institutions, unions, governments and community based organizations and unions felt— with some provisos described below— similarly. As one community representative put it: "This is a huge step forward".

There were some reservations expressed. The representative of one community-based organization expressed the concern that a labour market intermediary might amount to little more than another layer of bureaucracy requiring still more time to be consumed in meetings. In response it was suggested that a new labour market intermediary ought to be conceptualized less as an organization, and more as a communications network. A business representative said: "There is a need to develop some sort of an entity to tie all the pieces together"--- another way of suggesting that a labour market intermediary serve largely a networking/communications/coordination function. Another observation was that versions of the labour market intermediary concept are already in existence in Winnipeg— the Urban Circle Training Centre was cited as a good example— and we should not "re-invent the wheel". This was said, however, in a positive way, the implication being that the labour market intermediary idea has been tried in Winnipeg— albeit not in the full form described in this paper— and it works well. An important observation was that many smaller and medium-sized employers may not have the human resources capacity to manage evaluating and hiring applicants with 'alternative qualifications'. This arose in response to our observation that if entry-level requirements were re-structured— for example by

eliminating the requirement for grade 12 when grade 12 was not really needed to do the job--- more low-income people from disadvantaged communities would be likely to gain employment. Bob Giloth offered the interesting prospect that a 'work readiness certificate' might be created and promoted amongst employers. This would be consistent with the finding that a particularly important barrier to employment is a lack of 'soft skills', of job readiness skills. It was also observed, in this regard, that some organizations are particularly successful at training in 'life skills'. Again, the example of Urban Circle Training Centre was raised. UCTC offers a one-month 'intensive life-skills' course with a powerful Aboriginal cultural component, and they are experiencing "inter-generational wellness" as a result of this. Related to soft skills, one community representative emphasized the importance of cultural competency, given the prevalence in Winnipeg of racism: "racism is real" in Winnipeg, she said. Finally, it was mentioned that it might be difficult to get business involved in this idea. The response was that the 'business case', not the 'social case', has to made, and it can be--- by reference to the shortages of skilled labour that are soon to emerge, and the costs associated with recruitment and retention. It was added that for the business community, the entire process being described in this paper ought to be laid out in a 'pathways' fashion, showing exactly how a person would work her or his way from the inner city, through various organizations to a good job. This would include a clear description, in the form of a 'mapping', of how the system as a whole would work, how each of the individual parts would work, and how they all fit together. Again, this observation was made in a positive way— as a means of persuading the business community of the merits of the idea.

On balance, the responses to our proposals was positive— indeed, *very* positive. It remains for some person(s) and/or organization(s) to begin the process of establishing a labour market intermediary in advanced manufacturing or information technology, putting in place the best practices described in this paper, and moving large numbers of low-income people from disadvantaged communities into good jobs. We feel confident in concluding, based on the results of our collaboration, that this is an initiative whose time has come.



PART VII
CONCLUSIONS

This study was prompted by the coincidence of two powerful socio-economic and demographic trends of importance to Manitoba's economic future: an emerging/impending shortage of skilled labour in the province, as elsewhere; and a large and growing body of working age people in Winnipeg, particularly but not only in Winnipeg's inner city, who are outside of or not permanently attached to the labour market. Our purpose was to identify creative and effective ways of moving significant numbers of people from low-income, disadvantaged communities, into good jobs in the paid labour force, and in particular, into good jobs in those industries identified in Manitoba's Innovation Framework as being especially important to the province's economic future.

We examined a large body of literature that describes a great many innovative efforts now underway to bridge low-income people from disadvantaged communities into good jobs in the paid labour force. Abstracting from these studies, we concluded that the best employment development strategies are networked, comprehensive, employer-driven and interventionist, and using these findings we developed a best practices model. We then measured employment development efforts in Winnipeg against the best practices model. We found that Winnipeg's existing employment development organizations are strong in important respects. In particular, they are community-based, close to and accessible to the people who most need the services they offer. People from

disadvantaged communities feel comfortable in Winnipeg's many local, community-based employment development organizations. This is the essential means by which, or the 'gateway' through which, members of disadvantaged communities who are outside the labour market can begin the journey leading to a good job.

We also found, when compared to the best practices model, aspects of employment development practice in Winnipeg which could be improved. We set these out in four categories.

First, the employment development environment in Winnipeg is fragmented. It consists of many parts, which are not well connected, not networked. They do not constitute a system. We believe that it would be fruitful to take the steps necessary to connect the parts, to create a fully networked employment development system.

Second, most of the components of the Winnipeg employment development environment are not comprehensive. By that we mean that many community-based employment development organizations offer a limited range of employment development services. The evidence supports the view that organizations able to offer a more comprehensive range of services are more effective in getting members of disadvantaged communities into good jobs. We believe that it would be fruitful if steps were taken to raise the capacity of those community-based organizations that currently offer a less-than-comprehensive range of services, to enable them to offer a more comprehensive range of services. Care should be taken to ensure that in doing so, the crucial community-based character of these organizations not be lost.

Third, employment development organizations in Winnipeg tend to be stronger on the supply side than the demand side of the employment development equation. By that we mean that employers—the demand side—are not as involved in the process as they could be, and as is suggested they should be by the best practices model. The evidence is clear that the strongest employment development initiatives are those in which employers are involved in every step of the process, so that prospective employees who meet the agreed conditions have a job that they can go to. We believe that it would be fruitful if steps were to be taken to involve employers in the employment development process much more than is now the case—including, for example, designing training initiatives, teaching training initiatives, and offering co-op opportunities.

Fourth, most of the interventions researched for this project attempt to place job seekers into existing workplaces. One of them has taken a more entrepreneurial approach. Elsewhere in this report we have described the work of Homeboyz Interactive. Homeboyz has established a social enterprise that provides computer programming, network administration and graphic design services in the commercial marketplace. Homeboyz provides comprehensive personal development and IT skills training. It then hires the trainees and employs them to

provide services under contract to other organizations. Eventually many of these employees find their way into mainstream employment.

There is the potential to replicate the Homeboyz model in Manitoba. One of the suggestions that came forward in the interviews with local Information Technology professionals was to establish an enterprise to offer software testing and/or system documentation services. Both of these functions are generally performed as part of higher paying, multi-skilled jobs. It would be possible, however, to reorganize this work such that it is performed within single function jobs by workers who are trained specifically to perform this work. This could become an important service to the local IT sector. It would also be a way of making the work accessible to job seekers with relatively low levels of education, but with training in these specific functions. Workers could use these jobs as entry level positions that prepare them for higher level, multi-skilled positions.

A software testing/system documentation enterprise could be established as a normal commercial enterprise, or it could be established as a social enterprise. A social enterprise is a revenue generating business with primarily social objectives. It produces goods and services for the market economy, but reinvests its surpluses towards its social purposes. The federal government is about to make significant new resources available for social enterprise development. There is already an emerging social enterprise sector in Manitoba that, with some additional support, may have the capacity to establish a Homeboyz type venture.

Finally, the literature that we examined stressed the importance of cultural competence in bridging members of disadvantaged communities into good jobs. Some of the best examples of employment development in Winnipeg—the Urban Circle Training Centre is a particularly important example—have developed uniquely powerful methods of teaching cultural competence. The literature is very clear in finding that it is both prospective employees, and employers, who can benefit from being educated in cultural competence. The transition from being outside of, not a part of, the labour market, to being a productive part of the paid labour force and holding a good job, is fraught with difficulties. Cultural differences are often an important barrier; training in cultural competence is important—in many cases, essential—in overcoming that particular barrier. Training in cultural competence is needed at every step of the employment development process: community based organizations, education and training institutions, employers and unions.

How do we move toward a more networked, comprehensive, employer-driven, interventionist and culturally competent employment development system in Winnipeg? The literature that we have examined suggests that this is best achieved by the creation of a workforce intermediary. In this paper we have identified many instances when a workforce intermediary emerged in a particular city and industry, creating significant value-added to the employment

development process for members of disadvantaged communities. We have described what we mean by a workforce intermediary, and what such a body does, and we have offered considerable evidence of the success of such bodies.

Workforce intermediaries bring together around a single table otherwise diverse and separated elements of the community, in pursuit of a common objective—moving significant numbers of low-income people from disadvantaged communities into good jobs. For a workforce intermediary to be successful, it is most important that employers, including private sector employers, be actively involved. But the involvement of others—governments, unions, community-based organizations, educational institutions—is absolutely essential as well. It is necessary that a workforce intermediary be formalized, as opposed to being a more casual grouping of interested parties; that it be largely employer-driven, since it is employers who hire; and that each party bring to the workforce intermediary a particular commitment. Employers have to come to the table committed to hiring specified numbers of people who have met agreed-upon criteria. Community-based organizations have to come committed to delivering specified numbers of potential employees who they deem capable of meeting the agreed-upon criteria. Educational institutions have to come to the table committed to mounting the courses that employers have had a hand in developing, and for which CBOs have agreed to deliver suitable trainees, and which will lead to good jobs upon completion of the training. The workforce intermediary is the central coordinating body for putting into effect this kind of employment development strategy.

Pulling together the various actors—employers, CBOs, educational institutions, governments, unions—which would constitute a workforce intermediary is no easy task. Many of the parts of the would-be network rarely if ever talk with each other. Giloth has argued, in fact, that CBOs and employers speak a ‘different language’. How, then, can they be drawn together to form a workforce intermediary?

There is a body of literature which speaks directly to this issue. We refer in particular to the work of American urban scholar Clarence N. Stone. Stone has argued that large urban reform initiatives require, for their success, that two conditions be met. First, a broadly-based coalition has to be built, and second, that coalition has to have a clear and commonly-held definition of the problem, and its solution (Stone, Henig, Jones and Pierannunzi, 2001).

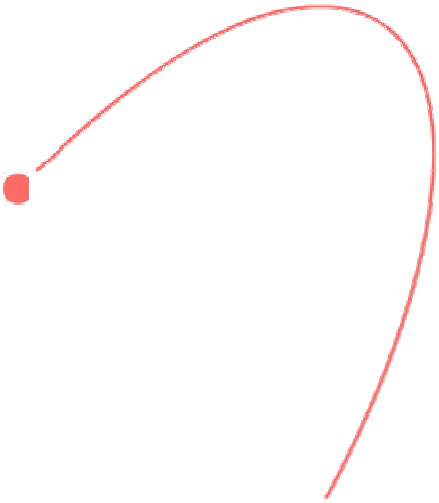
With respect to building a broadly-based coalition, Stone argues that this can best be thought of as mobilizing civic capacity. The mobilization of civic capacity—bringing important elements of the community together around a common purpose—is a political process. That is, a broadly-based coalition working to a common purpose will not simply emerge spontaneously. It has to be built, in a conscious and deliberate manner. And once built, it has to be nurtured over an extended period of time. This is a political process, and one not easy to

achieve. However, we know that it can be done. We know that broadly-based coalitions have been built in other cities to pursue a host of objectives, usually associated with the construction of physical infrastructure—sports stadiums and arenas, and waterfront redevelopment initiatives are examples. And we know that broadly-based coalitions have been built here in Winnipeg in pursuit of various objectives: the United Way is a good example; the staging of the Pan-Am Games is another. The participation of the corporate community in these broadly-based coalitions is considered to be an essential ingredient for success, as is the emergence of a 'champion', a community leader, to initiate the process and drive it forward.

The second condition involves what is called 'issue definition'. Issues are not self-defining. That is, problems do not necessarily emerge as public issues, and in particular do not necessarily emerge as public issues about which something is going to be done. They have to be defined or constructed as such, and that is a conscious and deliberate process. It, too, is a political process. Most important in the defining of a public issue is the construction of a problem as something that is "… amenable to solution through civic or political action" (Stone, Henig, Jones and Pierannunzi, 2001, p.26). For a problem to come to be seen as a public issue requires both that it be seen as a source of difficulties, and that it be seen as something amenable to solution if we collectively act upon it. In the case of employment development, it means that the problem of an impending labour shortage and the existence in Winnipeg of large numbers of low-income individuals from disadvantaged communities who are not now a part of the paid labour force, would have to emerge as an important problem, as a 'public issue', and as a problem for which there are solutions. For a broadly-based coalition to take this problem on, there would have to be a general agreement about what those solutions might be. These are things that do not happen simply because people write a paper about them. Rather, these are things that powerful forces in the community need to mobilize around and act upon. In this sense, this is a 'political' process. And what it requires is exceptional leadership. Forces in the community who are capable of bringing otherwise disparate elements of the community together around what they collectively define as a 'public issue'—a problem that they can come to agree is important, and about which they come to agree on a common solution—need to play leadership roles in defining the issue and building a broadly-based coalition to solve the issue.

We believe that in this paper we have contributed to "defining the issue". We have demonstrated that the problem of high rates of unemployment and low rates of labour force participation among members of disadvantaged communities—a problem that contributes causally to the creation of many other social problems—is one that is amenable to solution. We have developed a model to describe that solution. The other necessary condition for a solution to the problem is the building of a broadly-based coalition committed to putting in

place a version of that model. Building such a coalition is possible. It requires the emergence in the community of the leadership needed to make it happen.



PART VIII
RECOMMENDATIONS

The twin challenges that prompted this study—an impending shortage of skilled labour, coinciding with large and growing numbers of low-income people who are outside of, or not permanently attached to, the paid labour force—constitute both a challenge and an opportunity. They constitute an opportunity because we know, from our examination of the recent experience in many other jurisdictions, that it is possible to seize the initiative and take a quantum leap forward in developing a solution to both challenges. This can be done by creating a workforce intermediary that is focused on a particular industry; that is comprised of employers, unions, government, community-based organizations and educational institutions; that is committed to developing in Winnipeg an improved employment development system that is networked, comprehensive, employer-driven, interventionist and culturally competent; and that is committed to working through the network to move large numbers of low-income members of disadvantaged communities into good jobs.

We believe that workforce intermediaries ought to be established in both advanced manufacturing and IT, with the first being established in advanced manufacturing. In advanced manufacturing, skills shortages are already being experienced; IT may be five years or so away from such skills shortages. Therefore the establishment of a workforce intermediary in advanced manufacturing would be an immediate win-win situation for employers and low-

income persons from disadvantaged communities. We want to emphasize, however, that IT represents an important area of potential employment for low-income people from disadvantaged communities, that there are many highly successful employment development programs in IT that could be replicated here in Winnipeg, and that even in the absence of an immediate skills shortage, IT represents an area with significant potential for employment equity activity.

Therefore we recommend that:

8.1 Steps be taken immediately to create a workforce intermediary for advanced manufacturing industries in Winnipeg.

- This is likely to require the emergence of a 'champion'—an individual or organization prepared to take the lead in ensuring that a workforce intermediary for advanced manufacturing is established, and to take the lead in nurturing the process through the initial steps until the workforce intermediary is fully functional.
- This is a process which cannot proceed without the full involvement of the business community, but for which the involvement of government, educational institutions, unions and community-based organizations is also essential.
- This is an initiative which requires that bold and decisive steps be taken in pursuit of a common goal, and for this to happen requires 'issue definition'. The issue has to be articulated publicly as a problem or challenge which is important enough that it demands that action be taken, and a problem or challenge for which there is a commonly-agreed solution.
- Achieving this is a political process, in a two-fold sense: it requires pulling together diverse parts of the community around a common goal; and it requires shaping and defining the issue in the public realm, as one worthy of action and capable of solution.
- Achieving this will require that government resources be committed to the process. There will be a need for resources: to enable the workforce intermediary to become established and to operate; to perform the full range of employment development functions that are necessary; and, in some cases, to provide financial allowances to support trainees. Existing resources can be brought to bear—for example, the CBOs and colleges that already perform a range of employment development functions—but additional resources for new functions, for example post-placement support, will also be necessary.

8.2 Steps be taken to build upon the considerable strengths of Winnipeg's largely community-based employment development environment, in order to move it toward the best practices model identified in this study.

Specifically, we recommend that:

- Winnipeg's employment development environment should be assisted to become more networked, more of a system. Much of the good work now being done is disconnected, with one organization not knowing what another is doing. Already-existing strengths would be magnified by the development of a more networked system; the creation of a workforce intermediary would achieve this goal in any given industry in which a WI is established.
- Winnipeg's employment development organizations be assisted to become more comprehensive. Each of many small community-based organizations now delivers some but not all employment development services. Organizations with greater capacities to deliver a more comprehensive range of services without losing their all-important community-based character would be likely to be more effective.
- Winnipeg's employment development environment be assisted to become more employer-driven. Employers are involved in some of Winnipeg's community-based employment development organizations. In some cases employer involvement is intense, and the result is that training is delivered that leads to good jobs. These positive examples need to be expanded.
- Winnipeg's employment development environment be assisted to become more interventionist. This requires that employers restructure jobs, qualifications and/or recruitment processes to best meet the needs of disadvantaged workers. This has already been done in some industries—aerospace is an example—and needs to be expanded.
- Winnipeg's employment development environment be assisted to become more culturally competent. A significant proportion of Winnipeg's low-income people who are outside the labour market are Aboriginal people. Aboriginal people, and the labour market, can to some extent be seen as Winnipeg's own 'two solitudes'. Cultural competence needs to be developed in both solitudes if strong and reliable bridges to good jobs are to be built.

8.3 Attention be paid to the following "best practice" considerations in the implementation of any employment development programming.

These considerations are supplemental to the ones already outlined in recommendations (1) and (2) above.

a) From the literature. A review of the literature on employment development best practice would suggest that good program design:

- Focuses on "good jobs":

  While an argument can be made that almost any job represents a positive developmental move for somebody with little or no work experience and long periods of unemployment, it is also clear that frequently such employment becomes a dead end trap from which the participant never escapes. Programs that focus on full time, permanent jobs that provide a living wage and some possibility of advancement, have a much stronger impact on the long term social and economic well being of the participants.

- Simulates the work place:

  A key challenge for many job seekers is to become oriented to the norms and rituals of the workplace. A training regime that is physically constructed like a typical workplace, and that holds the same expectations in terms of punctuality, attendance, teamwork etc. is more likely to achieve that.

- Provides post employment supports:

  Job preparation and placement represents a significant achievement for job seekers with employment barriers. Job retention is also a significant challenge. Programs that continue to provide problem solving supports to participants and their employers after job placement are more likely to have the strongest outcomes.

- Incorporates as many of the following interventions as possible and as needed:
  - Technical (hard skills) training
  - Basic education programs such as math, reading, writing
  - Job readiness (soft skills) training
  - Support services such as counseling, child care, transportation assistance etc.
  - Job search assistance such as resume writing and interviewing skills
  - Job placement activities that match job seekers with employers

b) From the interviews with employers. Employers have suggested that programs with the following characteristics are most likely to be attractive to them:

- They include a cooperative education or internship component
- They include training allowances or subsidies to employers
- They include, in organized workplaces, the full Involvement of the union in all steps of the process
- They include financial assistance to students to help them through the training period

8.4 Consideration be given to the following program design possibilities.

The following is a list of program design features noted during the research. They are observations only, and have not been verified by independent research.

- Case management approach:

  A number of programs assign each participant to a case worker at the beginning of the employment preparation process. This case worker assists the participant through each of the steps in the journey towards employment.

- Career laddering:

  A few of the programs initially prepare participants for lower level positions, with the possibility of later participating in further upgrading to prepare for higher level positions.

- Entrepreneurial possibility:

  Most of the interventions researched for this project attempt to prepare and place job seekers into existing workplaces. One of them has taken a more entrepreneurial approach. Elsewhere in this report we have described the work of Homeboyz Interactive (HBI). Homeboyz has established a social enterprise that provides computer programming, network administration and graphic design services in the commercial marketplace. Homeboyz provides comprehensive personal development and IT skills training. It then hires the trainees and employs them to provide services under contract to other organizations. Eventually many of these employees find their way into mainstream employment.

  There is the potential to replicate the Homeboyz model in Manitoba. One of the suggestions that came forward in the interviews with local Information Technology professionals was to establish an enterprise to offer software testing and/or system documentation services. Both of these functions are generally performed as part of higher paying, multi-skilled jobs. It would be possible, however, to reorganize this work such

that it is performed within single function jobs by workers who are trained specifically to perform this work. This could become an important service to the local IT sector. It would also be a way of making the work accessible to job seekers with relatively low levels of education, but with training in these specific functions. Workers could use these jobs as entry level positions that prepare them for higher level, multi-skilled positions.

A software testing/system documentation enterprise could be established as a normal commercial enterprise, or it could be established as a social enterprise. A social enterprise is a revenue generating business with primarily social objectives. It produces goods and services for the market economy, but reinvests its surpluses towards its social purposes. The federal government is about to make significant new resources available for social enterprise development. There is already an emerging social enterprise sector in Manitoba that, with some additional support, may have the capacity to establish a Homeboyz type venture.

- Project based learning:

  There is some evidence that the experiential aspect of training on real life projects can be helpful in the preparation process.

- Youth at risk applicability:

  Two of the programs presented in this paper focus specifically on youth at risk. There is evidence that focusing these programs on current or former street gang members can produce important returns for the participants and society as a whole.

- Self-paced, competency based training:

  Jobs in the Information Technology field often provide a high degree of flexibility for employees to structure their own work regimen. A number of the IT employment development programs also report achieving good results by providing competency based training in which participants work at their own pace.

- Physical location of training centre:

  Some programs deliberately locate their training centres in inner city locations to increase accessibility to low-income job seekers.

APPENDIX A.

SUMMARY DESCRIPTIONS OF SOME EXAMPLES OF INNOVATIVE EMPLOYMENT DEVELOPMENT INITIATIVES AIMED AT LOW-INCOME PEOPLE FROM DISADVANTAGED COMMUNITIES

Program Title	Advanced Technology Program
Location	Oakland Community College—Detroit, MI
Target Population	Welfare recipients
What does the Initiative do?	Trains welfare recipients in IT fields for placement in entry-level technical jobs with partner firms. Includes a 100 hour paid internship. Students receive a performance review every four to five weeks. Support services are provided: assistance with child care, transportation, for example
Results	Since the program began in 1995: 87 of 95 participants, 92%, have completed training; 83, or 88%, have been placed in full-time jobs. Annual salaries: $18,000–$25,000 plus benefits. Average annual salaries before completion of the program: $8,000 to $9,000
Duration	The program runs for 15–20 weeks.
Job Titles	Computer Programming Business Information Systems
Training Program	There are two tracks: Foundations in Computer Programming, and Business Information Systems. Courses: Business Information Systems, Keyboard Skill Building, Computer Literacy, Communications, MS Word, Access, Excel, PowerPoint. There are also supportive classes: Problem Solving, Conflict Resolution, Business Writing, Master Student, Stephen Covey's 7 Habits of Highly Effective People, Franklin Planner, and Power Point.
Costs and Source of Funding	Free to welfare recipients who are working at least 20 hours per week. Started with a $100,000 grant from Temporary Assistance for Needy Families (TANF) training dollars. Received an additional $250,000 grant from TANF.
Roles within Network	Provides hard and soft skills training; places people in jobs through networks with partner firms.
Additional Info.	Website Link: http://www.oaklandcc.edu/careerfocus/winter2000/w00%5F2.htm

Program Title	Center for Employment Training (CET)
Location	San Jose, California—With 33 vocational centres in 12 states.
Target Population	Unemployed and/or low-income people, high school dropouts, migrant farm workers, mothers on welfare.
What does the Initiative do?	Provides self-paced personalized training in a simulated workplace. Assists students in finding jobs, usually with partner companies.
Results	Successfully trained and placed over 100,000 people over the past 35 years. In 2001, out of 4,316 people in all 33 Vocational Centers, the placement rate was 74%.
Duration	Course completion time varies. The average completion time is 7 months. Students are required to attend training 7 hours a day for 5 days a week.
Job Titles	PC Technician Course: Computer Support Specialist, Computer Systems Hardware Specialist, related computer positions. Computer Office Technology: Computer Support Specialist. Electronic Technology: Electronic Assembler, QC-Assembly, Test Technician, Electronic Tester, and Electronic Inspector. Printing & Graphics: Reproduction Technician, Carbon Printer, Developer, Instant Printer Operator, Printer, Print Shop Helper.
Training Program	CET trains people using a self-designed contextual learning model. It is a competency-based, personalized training program that has a varied schedule and is designed to replicate the "rhythms of the workplace."
Costs and Source of Funding	50% of the program's funding comes from state and federal governments; 50% from the private sector.
Roles within Network	CET does the training, often with direct company involvement, and uses private sector networks to place graduates in good jobs. High-profile private sector sponsors include Pepsi, Hewlett Packard, and Wells Fargo.
Additional Info.	Link: http://www.cetweb.org/index.html

Program Title	TechReach
Importance to project	The program produces good placement rates and entry-level salaries.
Location	Manpower is a multinational recruiting agency based in Milwaukee, and currently has 2 offices in Winnipeg. TechReach is a program designed and implemented by Manpower to produce skilled IT workers.
Target Population	The unemployed and underemployed
What does the Initiative do?	TechReach provides students with employer-driven intensive training, certification, job placement, and mentoring. Certification includes CompTIA A+ —a certificate for computer service technicians; and iNet+ —which provides fundamental technical knowledge required by entry-level Internet and e-commerce technical professionals. Graduates are placed with local employers in entry level positions.
Results	Since 2003 more than 350 unemployed people have been placed in jobs. Manpower recently received a 2 year, $3 million grant from the US Department of Labor to train 600 residents of Washington DC. Over 90% of the graduates of the first cycle found employment, mainly in full-time positions, at wages ranging from $10–$14 per hour.
Job Titles	PC technicians, and Internet technicians.
Training Program	Manpower provides their customized training curriculum.
Costs and Source of Funding	The program funds itself. Manpower is a global staffing agency, and TechReach is one of the programs uses to provide clients with IT personnel.
Roles within Network	Industry drives the program, given that TechReach is a for-profit initiative of Manpower, an international staffing agency.
Additional Info.	Link: http://localsites.manpower.com/mpstaff/mytechreach.nsf/Index?OpenForm

Program Title	Homeboyz Interactive
Location	Milwaukee, Wisconsin
Target Population	The "technology have-nots", particularly inner city youth who are currently, or are susceptible to being, involved in gang activity. The motto is: "nothing stops a bullet like a job."
What does the Initiative do?	Trains by means of project-based learning, stressing problem solving and communication skills; offers support to inner city communities.
Results	Between 1996 and 2003 Homeboyz has trained and placed over 140 young adults. Many have become IT professionals. Others have gone on to pursue post-secondary education. Homeboyz trains more than 20 young people per year. That number will likely increase due to the demand from several different sectors of society, including high schools, IT service providers and community centres.
Duration	The program is flexible in its duration.
Job Titles	Web Development, Help Desk/Network Support, Web & Application/Software Development, Help Desk/Technical Support.
Training Program	The Homeboyz training program is based in an environment that is rich in community and mentorship. Homeboyz takes each individual's skills, talents, and interests into consideration when determining which area of the training program is most appropriate.
Costs and Source of Funding	As a non-profit organization, Homeboyz Interactive is dependent on grants and donations from foundations and individuals who are committed to providing young people in Milwaukee's inner city with an opportunity to learn new skills and a new direction in society.
Roles within Network	The program was developed by the Jesuit Community in 1996. When participants graduate from the program, some decide to return to school in order to have a wider knowledge base. Others have decided to initiate their own businesses where they can use their new skills to serve their own clients. Some graduates have stayed with Homeboyz in the advanced production aspects of the business.
Additional Info.	Homeboyz may be of relevance for those young people in Winnipeg who are involved in gang-related activities. Link: http://www.homeboyz.com/

Program Title	i. c. stars—Technology Leadership Program
Location	Chicago, Illinois
Target Population	Young adults 18 to 27years old without formal education, who represent an untapped source for future economic and social leadership.
What does the Initiative do?	For sixteen weeks participants work in teams of 3 or 4 to solve client business problems and build prototype web applications in the Microsoft .NET platform. Graduates have a basic knowledge of programming, fundamental IT skills, business and leadership skills. Graduates work in internships and entry-level positions for businesses delivering information services to companies, focusing on business-to-business and business-to-consumer e-commerce and not-for-profit organizations. i. c. stars offers its graduates two years of continuing service in career counseling and placement services.
Results	In 2003 the initial placement rate was 92%; the retention rate was 72%; average wages upon graduation almost doubled. i. c. stars believes that through overcoming adversity, their target population have developed resilience, problem-solving skills and motivation—prerequisites for the development of business and community leaders.
Duration	16 weeks, minimum of 800 hours total.
Job Titles	Entry-level positions available to i. c. stars graduates include: Developer: students will have Microsoft Certified Application Developer, and iNet+ certification, which provides foundation-level competency in Internet, Intranet and Extranet technologies. Technical Support: students will have CompTIA A+ certification, which is a certificate for computer service technicians. Business Support: students will have Microsoft Office User Specialist certification, which specializes in MS Access.
Training Program	i. c. stars interns work for 3 months and a minimum 800 hours on 3 client projects. The curriculum integrates leadership, business and technology objectives.
Source of Funding	Foundations, corporate sponsors and individual contributors.
Roles within Network	i. c. stars selects 10 students from a list of applicants. The students enter the career program, which includes a technology leadership plan, community leadership plan, placement services, and technology internships. i. c. stars networks with numerous companies.
Additional Info.	Link: http://www.icstars.org/

Program Title	Focus: HOPE
Location	Detroit, Michigan
Target Population	The mission of Focus: HOPE is to "use intelligent and practical action to fight racism, poverty and injustice." The initiative targets adults from Detroit's inner city, 90% of whom are African American.
What does the Initiative do?	It provides training toward industry certification in network administration and desktop and server administration.
Results	More then 500 students have graduated since its Information Technology Center opened in 1999.
Duration	Courses range in duration. Network Administration is 800 hours; Desktop and Server Administration is 480 hours; Information Technologies Basic Skills is 100 hours; and Information Technologies Initial Skills is 40 hours.
Training Program	Network Administration: graduates are prepared for entry level positions as network technicians, help desk technicians, and network control operators. Desktop and Server Administration: graduates work in the maintenance and upgrading of PC hardware, operating software and operating systems, such as Windows 2000. Information Technologies Basic Skills: this class helps students become computer literate. Students are exposed to IT career choices and training options. It is a prerequisite for the Network Administration and Desktop & Server Administration programs. Information Technologies Initial Skills: this class is for students with little or no computer knowledge who want to learn basic skills necessary to progress to Information Technologies Basic Skills.
Costs and Source of Funding	They partner with industry, and receive donations. The full spectrum of funding is not known.
Roles within Network	The Focus Hope IT Center provides training in information technology in collaboration with industry partners, including Cisco, Microsoft, and the Computer Technology Industry Association.
Additional Info.	Students have to pay for training. They have to make their first payment within 60 days of graduation. Link: http://www.focushope.edu/education/itc.htm

Program Title	FIT Initiative
Location	Started in Ireland. Now FIT has initiatives all across Europe.
Target Population	Those unemployed for at least 6 months. Selection is based on general intelligence, desire, an aptitude for IT, but not previous exam marks.
What does the Initiative do?	FIT develops market-led IT curriculums that get unemployed people into sustainable employment. FIT provides training and employment services, plus ongoing support to trainees once placed in a job. FIT also has internship programs in affiliated companies, allowing employees to gain practical experience in the IT industry.
Results	By June 2004 FIT had placed over 1,800 unemployed people, with no previous IT experience, in jobs with high profile companies in the IT industry. Companies hiring FIT graduates include IBM, Dell, and Compaq. Over 4,000 people have completed FIT courses.
Duration	The training program takes 1 full year.
Job Titles	Titles: Technical Support Agent, Quality Assurance Tester, PC Maintenance & Servicing, Localization Engineer, Programming, Certified Professional (OS), E-commerce Web design.
Costs and Source of Funding	FIT is funded by associated companies in the IT industry.
Roles within Network	FIT is industry-led. There are 25 partner companies, including AOL, Creative Labs, Dell, EDS, IBM, Microsoft, Oracle, Pivotal. FIT is a partnership between the IT industry, local communities, and government agencies. The key to their success is the way that FIT has engaged employers in the job development process. Participating companies have helped FIT to define the IT needs of industry with tailored curricula, and to support the training process by providing constructive internships or placements to selected trainees.
Additional Info.	Link: http://www.fit.ie/fit_home.htm

Program Title	Teaming For Technology—Internship Program
Location	Philadelphia, Pennsylvania
What does the Initiative do?	Provides Philadelphia area students in the IT field with practical experience through structured internships. Interns work with regional companies through a partnership with community colleges, and technical and high schools.
Results	No hard results available.
Duration	Most internships last 8-16 weeks, with both full and part time possibilities.
Job Titles	Job titles: Help Desk Support, Networking, Programming, Web Design, and Desktop Applications.
Training Program	Three models of T4T internships are used: Continuous Interns, who are placed in the same position on an ongoing basis, usually on an 8 week cycle; Project-Based Interns, who are placed in a specific project for a limited time period, such as an upgrade, PC repair, or cabling new offices; and Summer Interns, who work during the summer according to employers' needs, but provide a minimum of 220 hours. A focus of T4T's training is to assist in creating a skilled, technically competent workforce for the non-profit sector.
Costs and Source of Funding	IBM teams with The United Way in this venture because they believe that business has a responsibility to bridge the digital divide and train the next generation in the use of technology. T4T has an expansive list of non-profit and corporate sponsors added to the numerous donors and volunteers.
Additional Info.	Link: http://www.uwsepa.org/team4tech/internships.htm

Program Title	Colorado WIN Partners
Location	Denver, Colorado
Target Population	People with disabilities.
What does the Initiative do?	Project WIN is designed to give individuals with a mental or a physical disability, or both, and who receive public assistance, employment opportunities in Information Technology. The Project uses four strategies to affect systems change: 1) Stakeholders Policy Forum– including policy makers from various systems to recommend policy changes; 2) An Information Clearinghouse, where various audiences can receive accurate and updated information, technical assistance and training; 3) Piloting Consumer Navigators within two of Colorado's Workforce Centers to ensure universal access to all programs and services; and, 4) Piloting various Demonstration Projects, e.g., piloting the use of assistive technology in the resource rooms of Workforce Centers to ensure greater accessibility.
Results	Currently, the Consumer Navigator model, now called the Disability Program Navigator, has been replicated in 17 states through grants awarded by the Social Security Administration and U.S. Department of Labour.
Duration	15 months.
Job Titles	Entry level job titles include Programming and Network Administration.
Training Program	Training occurs at the Community College of Denver. The program includes hands-on training in programming and network administration.
Costs and Source of Funding	Colorado WIN Partners initially started with one grant titled Project WIN (Work Incentive). Project WIN was a 5-year grant (1998-2003) awarded by the Rehabilitation Services Administration of the U.S. Department of Education. The project now receives additional grant funding which is attached to their current projects.
Roles within Network	Part of the much larger Colorado WIN Partners—a network of projects, grants, and initiatives focused on systems-change activities for youth and adults with disabilities to expand employment opportunities through innovation and collaboration.
Additional Info.	Link: http://www.cowinpartners.org/

Program Title	Binding Together Inc.
Location	New York City, New York
Target Population	Individuals with multiple barriers to employment. This includes people who are recovering from alcohol and substance abuse, as well as people who have a criminal history, or lack of education or work experience.
What does the Initiative do?	The program prepares participants for jobs by teaching print technology and graphic communications using computers and high-tech copier equipment. The program also includes job readiness classes, counselling, remedial education, workplace literacy, internships, job placement, and 15 months of follow-up counselling support. Students work under the supervision of trained professional instructors on live jobs. In addition to the training and work-skills, students develop proficiency with day-to-day tasks like personal banking and on-the-job behaviour. At the end of the program students receive a $2000 stipend to help meet the financial requirements of their new lives, and are admitted into the alumni association.
Results	BTI has placed over 85% of the 900 graduates between 1987 and 2004. Approximately 40% were employed over a year after being employed, and were making at least $18,000 per year.
Duration	The training program, printing and life skills management, takes 6 months. From here students are either placed in entry-level employment, or an internship ranging from 1 day to 6 weeks in length.
Job Titles	Entry-level jobs include key operator and high-speed duplicating machine operator. Graduates are also proficient in collating, binding and shipping.
Training Program	The program teaches skills in printing, copying, binding, quality control, shipping/receiving, and computer skills. The program's training method includes project-based learning, and internships, which often lead to full-time employment with the host company.
Costs and Source of Funding	Approximately 35% of the operating expenses are funded through the not-for-profit print shop services, done by the students training in the program. Other funding comes from program partners' donations.
Roles within Network	The program partners with corporations, government, and private funders. These partners provide employment for graduates, work for the not-for-profit print shop, and funding.
Additional Info.	Offers benefits to potential employers who hire graduates of the program, including a $2500 Work Opportunity Tax Credit, by which employers get a tax credit of 40% of the employee's salary for the first $6,000. Link: http://www.bindingtogether.org/

Program Title	Metalworking Skills Program (Jane Addams Resource Corporation)
Location	Chicago
Target Population	Unemployed and working poor.
What does the Initiative do?	Provides industry with work-related vocational training that enables low-skilled production workers to improve their basic literacy and technical skills. The program has a dual goal of improving workers' job security, career mobility and income potential and enabling companies to be more efficient and productive. Classes are taught by tradespersons with experience in factories. Instructors can teach classes in English, Spanish and some Eastern European languages. Courses include basic shop math and metrology, blueprint analysis, Trig for the Trades, QC for measuring, drill press set-up and operation, punch press die setting, CNC programming, and welding.
Results	Over 900 workers from 100 companies have taken classes since the program started in 1991.
Duration	Various courses run 5–8 weeks.
Job Titles	Lathe & turning machine tool setters operators; milling & planing machine setters operator; tool grinders filers & sharpeners; multiple machine tool setters & operators; rolling machine setters & operators; drilling & boring machine tool setter operators; and cutting, punching, & press machine setter operators.
Training Program	JARC works through the Training Center for the Metalworking Trades, which came into being as the result of JARC's partnership with two local employers. Local metalworking firms provide training equipment and help identify instructors.
Costs and Source of Funding	100% tuition coverage for participants covered by The Illinois Prairie State 2000 Authority, DOL grants, foundation grants, and employer fees.
Roles within Network	JARC is a non-for-profit community development organization that offers forums for local manufacturers to address industry issues, conducts labour market research to identify the requirements of skilled jobs, and offers computer training workshops for workers and residents.
Additional Info.	Guy Loudon, Metalworking Skills Program Coordinator: guyl@jane-addams.org (773) 728-9769 x25; Kathleen Dowling, Director of Training:kathleend@jane-addams.org (773) 728-9769 x16 Jane Addams Resource Corporation Website: http://jane-addams.org/index.php?id=2&sub_id=12

Program Title	Regional Manufacturing Training Collaborative
Location	Chicago
Target Population	Multi-barriered and low income people. For those below 6th grade reading and math levels, there is a specialized adult bridge program providing contextualized reading, math, and ESL skills.
What does the Initiative do?	The RMTC was established in order to: Open lines of communication between industry and training providers, advocate for policy initiatives and funding, write joint proposals for government grants.
Results	60–70% completion rate 85% placement rate in jobs with career tracks. Good wages at placement. Capacity to earn self-sufficiency standard within 3–5 years of placement. As of July 2002, 50 dislocated and 210 incumbent workers received training.
Duration	Programs last from 4 weeks to 6 months, depending on the skill level required.
Job Titles	Job titles and training vary depending on who does the training. Examples include: industrial maintenance mechanic; screw machine set-up/operator; and industrial mechanical inspectors.
Training Program	Those involved in training include: Center for Labor and Community Research; Chicago Manufacturing Center; City Colleges of Chicago; Policy Research Action Group; South Suburban College; Jane Addams Resource Corporation; and Instituto del Progreso Latino.
Costs and Source of Funding	The program is funded by the U.S. Department of Labor.
Roles within Network	RMTC is not a training provider but an alliance of 30 non-profit training providers, neighbourhood economic development groups, employer associations, community colleges, and university-based research consortia. The Board of Directors of RMTC includes members from: Illinois Manufacturing Foundation, Policy Research Action Group, Greater West Town Project, South Suburban College's Business and Career Institute, Jane Addams Resource Corporation, Instituto del Progreso Latino, Ditrolio Flexographic Institute, and Candy Institute.
Additional Info.	Maureen Hellwig, (312) 915-8624 Website: http://www.luc.edu/curl/prag/projects/rmtc/about.html

Program Title	Seattle Jobs Initiative: Industrial Occupations Welding Program
Location	Seattle, Washington
Target Population	Participants must meet the following requirements: At least 18 years of age and live in Seattle. Meet low-income eligibility guidelines. Basic English and math skills—minimum 7th grade level. Mechanical aptitude and interest in manufacturing. Complete a drug test and meet strict attendance policy. Lift and carry 50 pounds with the ability and desire to work full time.
What does the Initiative do?	The SJI seeks to place low income job seekers in living wage jobs. Training is free. SJI targets entry level jobs with starting wages at $9.00 with benefits and a career path. A network of community based agencies supports residents through training and job placement, and for two years on the job.
Results	In 2004, 66 participants graduated; 48 found full time employment.
Duration	14 weeks.
Job Titles	Welder
Training Program	Technical Training is done at the South Seattle Community College. Community based organizations provide assessment, case management, job preparation, job placement, and retention services. CBOs are the entry points for low income job seekers into SJI.
Costs and Source of Funding	Funding is provided by the City of Seattle and the Annie E. Casey Foundation, along with smaller donations from organizations such as Microsoft and Boeing. Program costs: $1,600 per student.
Roles within Network	First year retention is coordinated through community-based organization case managers, and the second year is supervised by SJI. After enrolling with a CBO, the participant completes a comprehensive job readiness preparation workshop, and can then choose either to enter job specific training or be directly placed in a job. To assist in building high job retention rates, graduates are under the guidance of their CBO's case manager and SJI for two years. Employers are highly involved in the program design and delivery.
Additional Info.	Website: http://www.seattlejobsinitiative.com/manufacturing.html

Program Title	Philadelphia Area Accelerated Manufacturing Education (PhAME)
Location	Philadelphia
Target Population	Unemployed and underemployed. High school diploma or GED required; students must be at 8th grade reading and math levels. Pre-induction program offered to those without 8th grade reading and writing levels as well as for who want to brush up on their academic skills.
What does the Initiative do?	Site based training combining classroom and factory skills. The goal of the program is to produce graduates eligible for certification by the National Institute of Manufacturing Skills as precision manufacturing specialists. Job survival and work readiness skills: students are expected to arrive on time for class, dress and conduct themselves in an appropriate manner, and remain drug-free throughout the program
Results	From 1997 to 1999 PhAME had 330 people meet entry requirements and enroll in the program—91% were minorities, 77% were African American, 15% were women, and 60% had incomes below the poverty line. Successful in training ex-offenders. 131 people completed one or more of PhAME's programs and were placed with 75 local employers.
Duration	61 weeks divided into 3 parts: Introduction to Manufacturing; Basic Manufacturing Program; Advanced Manufacturing Program.
Job Titles	Skilled Machinist; Precision Manufacturing Specialist
Training Program	PhAME classes were held at the converted Penn Emblem Factory located in the city center, where low-income residents live.
Costs and Source of Funding	Estimated cost per student: $21,400. The program ran under a $2.8 million dollar annual budget from state, federal, foundation, and corporate sources.
Roles within Network	PhAME was a private/public partnership led by Crown Cork and Seal Company along with other civic and non-profit organizations—Delaware Valley Industrial Resource Center, Ogontz Avenue Revitalization Corporation, Community College of Philadelphia, and Lehigh University—all of whom were interested in matching low-income workers with jobs.
Additional Info.	Tony Girifalco, phone: (215) 464-8550, email: ajg@dvirc.org

Program Title	Careers in Metalworking Program(Jane Addams Resource Corporation)
Location	Chicago
Target Population	6th grade reading and writing level. Be able to add, subtract, multiply, and divide whole numbers. Be over 18 years old. Be drug and alcohol free for six months prior to training. Have no history of violence in the previous six months. Have no felony convictions for sex offences.
What does the Initiative do?	Hard Skills: Elementary blueprint reading and vocational math; use of measuring tools such as micrometers and calipers; hands-on training on milling machines and drill presses; specialized training in punch press die setting; basic computer skills. Soft Skills: job search techniques, conflict resolution on-the-job, job culture of the manufacturing environment, interviewing practice, financial management, job survival skills. Case Management: participants receive bus passes during training and job search. Participants also receive job placement assistance after graduation.
Results	Approximately 30 participants graduate from the program a year, including 2-4 females, and 100% usually find jobs.
Duration	14 weeks, Mon–Fri, 9:30–3:20.
Job Titles	Machine Operator, Welder, CNC Operator, Punch Press Die Setter, Trainee Quality Control Inspector—with possible advancement to becoming a salaried Quality Control Auditor.
Training Program	All training is done either on site at JARC, or at the Training Center for the Metalworking Trades, which is located one block from JARC.
Costs and Source of Funding	Costs: $6,000 per student. Funding is provided by a Job Training and Economic Development Grant, and the United Way.
Roles within Network	JARC is a not-for-profit community development organization that provides high quality skills training and support services to help lower-income and unemployed workers achieve self-sufficiency. JARC also provides economic and workforce development services to businesses to improve their competitiveness. JARC offers forums for local manufacturers to address industry issues, conducts labour market research to identify the requirements of skilled jobs, and offers computer training workshops for workers and residents.
Additional Info.	Kathleen Dowling, (773) 728-9769 x16 Website: http://jane-addams.org/index.php?id=2&sub_id=12

APPENDIX B: LIST OF COLLABORATION ATTENDEES

Teresa Andreychuck
Reaching Equality Employment Services

Debbie Bean
The Winnipeg Foundation

Anna Beauchamp
Advanced Education and Training

Jeff Betker
Manitoba Metis Federation

Linda Brazier-Lamoureux
United Way

Bob Brezden
Standard Aero

Patrick Bruning
Researcher

Shannon Campbell
Western Economic Diversification

Martin Cash
Winnipeg Free Press

Ron Castel
Winnipeg Regional Health Authority

Angela Delaronde
Winnipeg Regional Health Authority

Veronica Dyck
Education Citizenship and Youth

Alison Elliot
Industry Training Partnerships

Brenda Garner
A Stepping Stone Adult learning centre

Bob Giloth
Annie E. Casey Foundation

Trevor Gonsalees
Victor Mager Adult Education and Job Training program

George Gysel
Maple Leaf Foods

Jackie Halliburton
City of Winnipeg - Corporate Services

Lesley Hughes
Facilitator

Betty Juselius
North End Community Renewal Corporation

Kathy Knight
ICTAM

Ron Koslowsky
Canadian Manufacturers & Exporters

Brent Kurz
Winnipeg Techinical College

David Laird
City of Winnipeg

Sandra Larson
Province of Manitoba

Louis Leclerc
Family Services and Housing

Garry Loewen
Project Manager

John Longbottom
IBM

Tannis Magnusson
New Flyer Industries

Marileen McCormick
Centre for Aboriginal Human Resource Development

Molly McCracken
Community and Economic Development Committee of Cabinet

Shauna Meyerson
Researcher

Wes Penner
Powerland Computers

Jack Peterson
Consultant

Tammy Proctor
Maple Leaf Foods

Ellis Shippam
Energy Science and Technology - Knowledge Enterprise Branch

Jim Silver
University of Winnipeg

Wilf Smith
Omniglass Ltd. Ed

Norma Spence
Aboriginal Affairs Secretariat

Maria Stapleton
Winnipeg Transition Centre

Eleanore Thompson
Urban Circle Training Centre

Claudette Toupin
Province of Manitoba

Christina Weise
Province of Manitoba

Cathy Woods
MGEU

APPENDIX C: LIST OF EMPLOYERS INTERVIEWED

Information Technology

Emerging Information Systems Inc.
Heldor Morgadinho

IBM Canada Ltd.
John Longbottom

Online Business Systems
Ria Neuendorff

Protegra Technology Group
Dan Perron

Vansco Electronics
Dayna Brown

TRLabs Winnipeg
Dr. Jeff Diamond

Powerland Computers
Wes Penner

University of Manitoba
Janice Sisson

University of Winnipeg
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