

WORKING PAPER 13: HOW TO PROVIDE MORE OPPORTUNITIES FOR TRAINING*†

1. Key challenge & overview

People in precarious employment have less access to employer-provided training.

The purpose of training is to improve a worker's skills. This can enable people to improve their career prospects within their current jobs or prepare them for new jobs. Training is also one element of workforce development, which can also include "employer engagement, deep community connections, career advancement, human service supports, industry driven education and training, and the connective tissue of networks."¹ Both training and workforce development are not meeting the needs of Canadians, and especially those in precarious employment. Those in precarious employment have less access to employer-provided training and more often have to pay for training out of pocket. Increased access to training and a more coordinated workforce development strategy could help workers in their current jobs and/ or help connect them with new jobs. **Thus, policy options focus on improving the accessibility and effectiveness of training and on developing a more coordinated workforce development strategy.**

2. Evidence from PEPSO

PEPSO's *It's More than Poverty Report*[‡] found that precarious employment in the Greater Toronto and Hamilton areas (GTHA) has increased by almost 50% in the last 20 years. This is problematic in part because there are barriers to moving from such jobs into permanent positions, which limits possibilities for career development. The PEPSO survey found that only 56% of those in the precarious cluster said their current job offered good career prospects, compared to more than 95% in the secure cluster. Respondents in the precarious cluster were also less likely to express satisfaction with their current job than those in the secure cluster.

Skills development and training is one pathway to a better job. The PEPSO survey found that those in precarious employment have less access to training overall:

- **Employer-provided training:** 14% of those in precarious employment had access to employer-sponsored training, compared to 58% of those in secure employment.
- **Worker paid-for training:** 25% of individuals in precarious employment paid for their own training with the hopes of finding a better job, compared to 8% of those in secure employment.²

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† This Policy Options Working Paper is one in a series of 16 working papers that explore the range of policy options that have been proposed to reduce or mitigate the impacts of precarious employment. Each of these papers must be read in tandem with the paper titled "PEPSO Policy Options Working Papers: Introduction". The full reference list is contained in a separate bibliography document.

‡ PEPSO's *It's More than Poverty* report refers to the report that was published in February 2013 that was based on the main survey conducted by PEPSO. In these working papers this report will be called the PEPSO report or the PEPSO survey. This is only appropriate for these working papers as there are other PEPSO reports that will be published by the six case studies.

3. Context/current situation

Compared to other countries, Canada has often been viewed as underperforming in the area of workplace training.³ Less than a third of Canadians take part in job-related training or education, which includes training or education both sponsored by employers and not.⁴ Those who are employed can access employer-funded or self-funded training. In Canada, employer-funded training often consists of professional development for workers who already have elevated levels of skill and education.⁵ Those who are job-seekers can access employment services and training through publicly-funded means. However, publicly-funded training and employment services have been criticized for being poorly coordinated and often not serving the needs of employers and workers as best as possible.⁶ In sum, job-related training and employment services are serving the needs of Canadians, but are limited in their reach and often are not accessible to workers in precarious employment.

Labour market programs in Canada currently take the form of either passive or active labour market programs.⁷

- **Passive labour market (PLM)** programs offer income support to people who are unemployed, such as Employment Insurance and social assistance.
- **Active labour market (ALM)** programs help the unemployed get a job or employers hire workers.

In Canada, a primary aim of active labour market policies has been to connect unemployed workers with the labour market as quickly as possible without considering job quality or suitability.⁸ There are concerns that this “work first” orientation of employment support and services contributes to precarious work and tends to be to the detriment of individual workers. “Work first” policies also do little to develop the skilled workforce required by employers.

3.1 Workforce Development Strategy

An **integrated workforce development strategy** “implies more than employment training in the narrow sense; it means substantial employer engagement, deep community connections, career advancement, human service supports, industry driven education and training, and the connective tissue of networks.”⁹ For example, in the U.S., the federal *Workforce Investment Act (WIA)* delivers funding to the state and local levels of government for workforce development programming. This funding is coordinated through state-level Workforce Investment Boards (WIBs) that allocate the funding across local Workforce Development Areas.¹⁰ The *WIA* stipulates that employers must be involved in program design to qualify for funding.¹¹ WIBs include representation from business, government, labour and community organizations.¹²

Successful workforce development strategies have incorporated a dual-customer, employer and worker, approach, and use a workforce intermediary to convene the stakeholders or coordinate the strategy.¹³ One example is the UNITE HERE Hospitality Workers’ Training Centre that recruits and trains new employees and provides employment services, which benefits both workers and employers.¹⁴

A comprehensive system of workforce development services and support to workers includes:¹⁵

- **Training** to enhance basic skills, literacy and numeracy, soft skills such as employment readiness or technical skills. Technical skills training can be credentialed and lead to a diploma or degree, or non-credentialed such as vocational certification.
- **Social security measures** that can include childcare, income support, or access to mental health support and counseling and transportation.
- **Post-employment support** to help workers retain their jobs.

⁸ Changes to Employment Insurance’s definition of ‘suitable employment’ and ‘reasonable effort’ were accompanied by headline making comments from Finance Minister Flaherty, “There is no bad job, the only bad job is not having a job”. (CBC, 2012)

- **Assistance connecting to jobs.**¹⁶

On the demand side, workforce intermediaries partner with employers to improve their **human resource management**, access to **quality jobs** and to develop **career ladders**.¹⁷ Workforce development strategies may seek to change the labour market by focusing on high-quality jobs and by integrating individuals who are on its margins.¹⁸

3.2 Active labour market programming

Since 1996, the federal government has been devolving ALM programs to the provinces and territories.¹⁹ The federal and provincial/ territorial governments fund the majority of current ALM programs (79%).²⁰ The provinces and territories design the services and programs,²¹ and third-party, mostly not-for-profit, organizations deliver them.²² The two main funding agreements are:

- **Labour Market Development Agreements (LMDAs)** fund employment benefits and support measures for people who are eligible for Employment Insurance, as funds come from Employment Insurance premiums made by individual workers. These agreements are open-ended and Ontario receives more than \$600 million** a year.²³ In Ontario, the LMDAs fund a range of programs and initiatives including Second Career, skills development, targeted wage subsidies, self-employment assistance, job creation partnerships, and employment services.²⁴ LMDAs were first signed in 2007 and through the Economic Action Plan 2014, the federal government has signaled its desire to renegotiate these agreements.²⁵
- **Canada Job Fund/ Labour Market Agreements (LMAs)** fund services for those who are not eligible for ALM programming through EI. In Ontario, the LMA came into effect in 2008 and expired March 31, 2014. A new agreement has been signed with the federal government, under the new name of the Canada Job Fund (CJF). The CJF will generally continue the work of LMAs, but will also include the new Canada Job Grant. Funds for these agreements come from general tax revenue and are provided by the Government of Canada on a per capita basis. Ontario will now be receiving approximately \$192 million each year for six years.²⁶ The Ontario Summer Jobs Strategy, apprenticeship and bridge training initiatives and Ontario Works programming are examples of programs funded by this agreement.²⁷
- **Other agreements:** A few smaller ALM measures target older workers, Aboriginal peoples, youth and persons with disabilities. Jurisdiction over these programs is either shared between the federal and provincial governments (agreements on older workers and people with disabilities), federal and First Nations governments (agreements between the federal government and Aboriginal peoples), or solely within federal jurisdiction (agreement on youth, agreement on people with disabilities).²⁸

The federal-provincial and federal funding agreements are composed of contractual arrangements with municipalities and third-party service delivery organizations.²⁹ As of 2012, there were almost 90 employment centres in Toronto. They include:³⁰

- 70 locations funded by **Employment Ontario**. These centres offer job seekers, usually EI claimants, counseling and information on programs such as Second Career, Targeted Initiative for Older Workers, or apprenticeship training. Employers can access information on apprenticeships, hiring tax credits, or lay-off and downsizing strategies. Employment Ontario's online resources are available to anyone with Internet access.
- 18 **City of Toronto-run Employment and Social Services Employment Centres** that offer a range of free services to unemployed and underemployed low-income city residents, most of whom are not eligible for EI or have exhausted their EI or are on social assistance.³¹ These services include coaching and job search support, computer and Internet access, workshops and job fairs. The City of Toronto also has a range of employment programs that contribute to workforce development including integrated employment plans for

** According to 2010 figures. (Ministry of Training, Colleges and Universities, 2010)

major infrastructure projects, targeted training and hiring initiatives directed at youth, city workforce placement and job opportunities, and sector-specific training partnerships.³²

3.2.1 Canada Job Grant

The federal government announced the **Canada Job Grant in the 2013 budget**. The program originally proposed a three-way split between the federal government, provincial governments and employers for the cost of short-term worker skills training, to a maximum of \$15,000 per person. It was met with universal opposition from provincial and territorial governments because the federal government planned to shift money out of the LMAs (\$300M of \$500M) to fund its share of the program and did not consult the provinces. This jeopardized LMA-funded programming and imposed matching costs on the provinces.³³ In January 2014, the federal employment minister, Jason Kenney announced a revised proposal of a \$15,000 grant per person that would be split between the federal government (2/3) and employers (1/3).³⁴ In March 2014, Ontario officially signed on to the Canada Job Grant.

3.2.2 Challenges in current ALM programming

One challenge is that there is no system of coordination for employment services.

The devolved, decentralized nature of ALM programming allows provinces and territories to design programs to some extent that fit their particular labour market. However, this **multi-level governance** raises concerns because:

- The **federal government retains sole executive power** to determine the amount and conditions of the transfers.³⁵
- There is **no overarching framework** to connect the different funding agreements,³⁶ and no system of coordination.³⁷
- Coordination between the two levels of government is mediated through the Forum of Labour Market Ministers (FLMM), a closed institutional arrangement with no formal process to gather input from employers, legislators, municipal governments or other social partners.³⁸ The FLMM meets infrequently³⁹ and has been described as “demonstrat[ing] little strategic policy capacity”.⁴⁰ It is **difficult to assess the overall effectiveness of ALM measures**.⁴¹
- Inconsistent and incomplete labour market information exacerbates reporting challenges.⁴²

Current workforce development programming poses problems for both employers and workers alike. While a decentralized ALM system enhances regional flexibility, a **lack of coordination at the local level** means:

- Programming within and among local service areas is inconsistent.⁴³
- A major gap in services includes inadequate support to small and medium-sized enterprises.^{†† 44}
- Restrictive programs and rules and eligibility requirements that vary.⁴⁵ Also program availability is insufficient to meet demand for certain programs such as Second Career.⁴⁶

Access to programming can be difficult because **financial aid**, such as OSAP for upgrading or training, is targeted at low-income individuals. Therefore **older adults** with savings or investments may need to drain their assets to become eligible. Access may also be difficult for those supporting dependents.⁴⁷

Employers are often not involved in program or service design and consequently programs don't prepare workers to meet their hiring needs.⁴⁸ **Engaging employers** in workforce development can be a challenge, however:

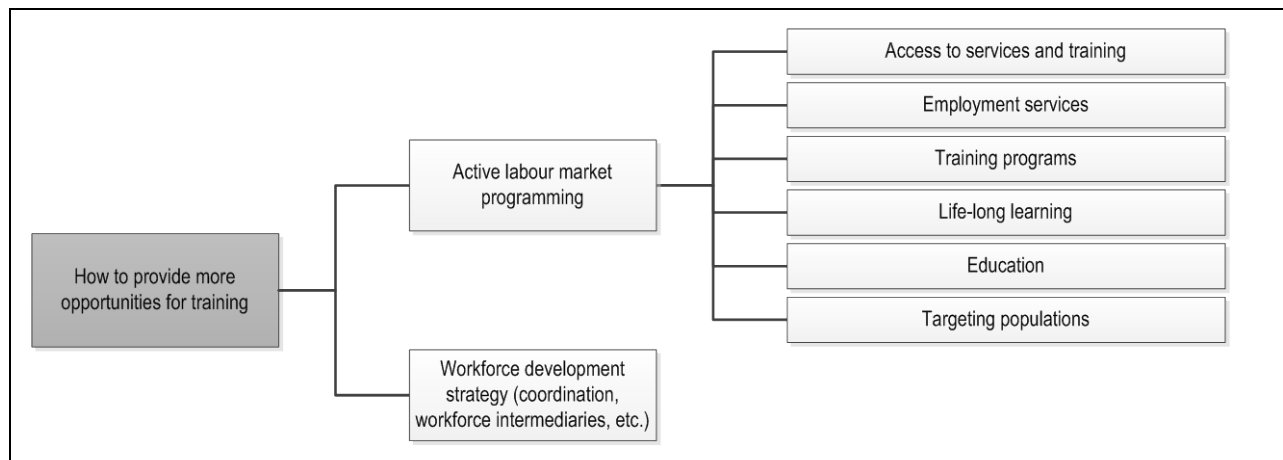
†† In Toronto, small businesses with fewer than 100 employees account for 97% of all firms. Their employees make up 48% of total employment for the city. Medium sized businesses of less than 500 employees make up 2.3% of the firms but employ 15% of the total workforce.(City of Toronto, 2013a)

- Small and medium-sized businesses often cannot afford to invest in training for their employees.⁴⁹
- Businesses that rely on low-skilled labour have little incentive to provide training or professional development for their workers.⁵⁰

The federal government’s new Canada Job Grant is an attempt to increase the involvement of employers.

When employers do offer training, it is often for securely employed workers who already have high levels of education or skill. Less skilled or educated workers, and those in precarious employment, rarely benefit from employer-funded professional development opportunities.⁵¹

4. Policy options



4.1 Active labour market programming

4.1.1 Access to services & training

Policy options to improve active labour market programming largely seek to increase access to, or enhance the effectiveness of, services and training. This could include improving the quality and monitoring of training and reorientation programs.⁵²

A few proposals offer general recommendations to improve access to training⁵³ for precarious workers,⁵⁴ displaced workers,⁵⁵ or those with low incomes.⁵⁶ Reducing waiting periods was also suggested as a way to improve access to training.⁵⁷

Improving access to services and training programs also includes:

- **Changing eligibility requirements** for youth-specific programs and services to make them adult programs,⁵⁸ changing eligibility requirements to the basis of need, not EI receipt, as a criteria for employment services and training programs that currently require EI receipt,⁵⁹ expanding all programs to **include social assistance recipients**,⁶⁰ or increasing access to basic skills training.⁶¹
- Ensuring that self-employed workers and small business owners,⁶² low-skilled workers,⁶³ and social assistance recipients have access to high-quality employment services, training and education opportunities.⁶⁴

- **Evaluating initiatives**, such as the Working Income Tax Benefit and the Hiring Credit for Small Businesses, to determine if they improve labour market participation and increase incomes.⁶⁵

Some policy options seek to increase access to training by improving income or financial support by mandating workers receive wages while in a job-related training program,⁶⁶ funding all types of workplace training,⁶⁷ or increasing access to financial aid for self-directed education and training.⁶⁸ Some recommendations focus on ways to encourage employers to invest in training,⁶⁹ particularly for precarious workers,⁷⁰ by:

- Subsidizing wages for workers while training,⁷¹ implementing a **1% training payroll tax** for large employers, similar to that in Quebec,⁷² offering a **training tax credit** similar to that offered for apprenticeships,⁷³ or by developing a system that guarantees worker retention for a set post-training period.⁷⁴

Incentives to encourage workers to participate in training or skills development include:

- **Offering training leave** to facilitate time off work for human capital development,⁷⁵ or guaranteeing workers a job once they have completed training.⁷⁶
- Offering **loans** and subsidies to immigrants.⁷⁷
- **Establishing skills recognition criteria** to facilitate workers' movement within the labour market.⁷⁸ This could include re-examining policy on trade certification in routine-service occupations to enable more service sector workers to get more secure jobs.

Some policy options suggest improving access to apprenticeships for low-income Ontarians,⁷⁹ immigrants and other equity seeking groups.⁸⁰ They include:⁸¹

- Promoting the value of apprenticeships to employers and trades people,⁸² **equity focused hiring practices**,⁸³ connecting bridge training and apprenticeship programs,⁸⁴ or targeting job matches.⁸⁵
- **Paying apprentices their regular salary**, as practised in some European countries,⁸⁶ or offering an apprenticeship tax credit to public sector employers.⁸⁷

4.1.2 Employment services

Policy options to improve employment services seek to increase the opportunities for job seekers and employers to connect by:

- **Expanding Employment Ontario** into more communities,⁸⁸ or ensuring that services include pre and post-employment supports and assessments.⁸⁹
- Increasing the number of job developers who **pro-actively connect job seekers**, and immigrants in particular, **to employers**.⁹⁰ This would also involve finding appropriate matches between job seekers and employers,⁹¹ or shifting the emphasis from supply side services, such as resume and job search clinics, to one that connects employers and job seekers.⁹²
- Creating a **youth-specific job bank** to connect younger workers with employers and high-demand sectors,⁹³ or creating an **employer gateway** that offers one-stop access for employers looking to hire workers from specific populations or with specific skills.⁹⁴
- Using **peer navigators to guide job seekers** and social assistance recipients,⁹⁵ or offering career counseling, particularly for immigrants.⁹⁶
- Further developing union training centres,⁹⁷ or an **employment service role for unions**⁹⁸ to broker jobs for their members, publish a members' directory for employers' reference, or to disseminate employment opportunities.⁹⁹ This is currently done through hiring halls in the building trades.
- Establishing a **role for sector councils** to recruit workers.¹⁰⁰

Employment services can play a direct role in **combating precarious employment**, as they do in Europe.¹⁰¹ Policy options to help services **prioritize high-quality jobs** over a “work first” direction include:

- **Evaluating the role of active labour market programming** in helping individuals find secure employment¹⁰² by focusing on **the sustainability of employment rather than the number of job placements**,¹⁰³ or building awareness of precarious employment among employment service programs.¹⁰⁴
- Focusing some employment services on **access to middle jobs**,¹⁰⁵ or expanding programs that facilitate access to stable employment for those who are marginalized in the labour market, such as youth with criminal records.¹⁰⁶
- Re-designing employment services infrastructure to **leverage the strengths of non-profit service delivery agencies** to increase their effectiveness.¹⁰⁷
- Creating **funding agreements that evaluate and reward** services that integrate those with barriers to the workforce into the labour market.¹⁰⁸

4.1.3 Training programs

Other proposals offer specific advice to **improve training programs** by:

- Improving the supports available through EI in general, by reforming EI.¹⁰⁹
- **Using labour market information** to design labour market programs relevant to labour market needs,¹¹⁰ designing active measure programs that **offer continuing supports**, are accessible, embrace diversity, **have a sustainable funding base**, are responsive and flexible, and are client-centred. ††¹¹¹
- **Expanding the “customized training”** model currently used for social assistance recipients to the broader population.¹¹²
- **Focusing literacy training** on in demand skills for the labour market,¹¹³ or providing employability skills training.¹¹⁴ Other options include providing **financial literacy training** to low-income adults,¹¹⁵ women,¹¹⁶ or within the education system.¹¹⁷
- Developing **more on-the-job training** initiatives,¹¹⁸ to attract women to male-dominated fields,¹¹⁹ to enhance the earning potential of lower-skilled workers,¹²⁰ or to support internationally trained immigrants.¹²¹
- **Using EI to fund all forms of workplace training**, instead of just apprenticeships, which could include requirements for workplace human resource and training plans, expanding Canada-wide training and occupational standards, and participation of unions, employers, education and government in the training plans.¹²²

4.1.4 Life-long learning

A few policy options explored a role for the federal government in **funding life-long learning** by:

- Offering tax credits,¹²³ employer and worker contributions to learning accounts,¹²⁴ income replacement options,¹²⁵ or funding all training through a general revenue transfer payment to the provinces.¹²⁶
- Shifting the focus of skills training to rewarding employers for investing in training for their workforce, rather than subsidizing training once a worker has lost a job.¹²⁷ This could be done by repurposing existing funds such as parts of the Second Career program funds.¹²⁸

†† Woman-centred, the proposals come from a report that describes the best practices that contributed to a program that prepares women for a career in the skilled trades. (Women’s Economic Equality Society – Hypatia Association, 2013).

4.1.5 Education

Some policy options explore re-orienting post-secondary education towards a more skills-based, college-centric system, or developing a role for vocational training to address the skills mismatch. These options include:

- **Allowing colleges to offer applied three-year degrees**,¹²⁹ supporting enrolment growth in colleges,¹³⁰ or **tying program funding to labour market demand** to encourage colleges to develop programs that are relevant to the labour market, as is proposed in the U.S.¹³¹
- **Promoting vocational education**,¹³² **creating sector-based training institutes** like Las Vegas' Culinary Training Institute,¹³³ standardizing vocational programs through a regulatory body like the National Association of Career Colleges,¹³⁴ reducing the regulatory red tape for vocational schools,¹³⁵ or **developing a pathway for vocational schools to achieve community college status**.¹³⁶
- Funding career colleges to the same level as community colleges for second career funding,¹³⁷ **offering tuition and tax credits to students attending career colleges**,¹³⁸ or establishing financial aid parity for vocational and community college students.¹³⁹

4.1.6 Targeting populations

Some policy options focus on improving the labour market experience for various target populations: immigrants, displaced workers re-entering the labour market, First Nations communities and social assistance recipients.

A few policy options seek to increase access to, and the effectiveness of, training for **immigrant professionals** by:

- Funding more training, or upgrading programs,¹⁴⁰ increasing the amount of **occupational or sector-specific language training** courses,¹⁴¹ offering specialized, short-term training,¹⁴² or **prioritizing training pathways that lead to certification**, or offer on the job training and language competency.¹⁴³
- **Translating Career Maps**^{§§} into multiple languages, ensuring wide dissemination and adding the trades certification process in Career Maps.¹⁴⁴
- Ensuring that **immigration-specific expertise is maintained** if immigrant-specific employment services are integrated into mainstream workforce development services.¹⁴⁵ The options also seek to ensure that **immigrants can access mainstream employment services** while also having access to targeted services.¹⁴⁶

A small set of options addresses ways to increase access to bridging programs for immigrants by:

- Increasing the number of spaces,¹⁴⁷ or **expanding sector coverage** to include white collar professions that are not regulated.¹⁴⁸
- Ensuring that bridging programs offer immigrants employment counseling, placement support and/ or access to mentors to **help them get Canadian experience**,¹⁴⁹ which exists in some bridging programs already.¹⁵⁰

A few policy options consider ways to increase the availability of paid internships for immigrants¹⁵¹ by:

- Offering **tax credits to small or medium-sized businesses**.¹⁵²
- Increasing the number of positions offered by government.¹⁵³
- **Encouraging employers to participate** in programs like Career Bridge.¹⁵⁴

^{§§} Career Maps detail the pathway to a career in regulated professions for internationally trained immigrants. They are produced by the Government of Ontario and various regulatory bodies. http://www.ontarioimmigration.ca/en/working/OI_HOW_WORK_CAREER_MAPS.html

Mentoring is another human capital development initiative that **expands the professional networks of immigrants**,¹⁵⁵ helping them to access meaningful employment. Policy options support increasing mentoring opportunities¹⁵⁶ by **developing a provincial mentorship program**¹⁵⁷ or offering **group-mentoring sessions**.¹⁵⁸

A number of policy proposals focus on the training needs of adults trying to re-enter the labour market. These include:

- **Increasing the availability of training programs** for re-entrants,¹⁵⁹ particularly by expanding the Second Career program or other existing initiatives.¹⁶⁰ They suggest adding a bridging component through Second Career to offer older workers additional opportunities to re-enter the labour market.¹⁶¹
- Targeting programs for displaced workers, including older workers, in precarious employment,¹⁶² through **public investment in re-training activities**,¹⁶³ or programs designed to lead to high-quality employment.¹⁶⁴
- Extending wage subsidy programs that target older workers.¹⁶⁵

Policy options also suggest improving services for First Nations communities by:

- **Including communities in the planning process**, building service delivery capacity within First Nations communities, and **expanding** into communities where services are needed.¹⁶⁶
- **Ensuring that municipalities and First Nations communities continue to have jurisdiction** over employment services for social assistance recipients, enhancing the capacity of municipalities and First Nations communities to provide effective employment services.¹⁶⁷

Policy options that improve employment services for **social assistance recipients** include:

- **Supporting alternate forms of employment** (self-employment, social enterprises) and training (peer-led) for social assistance recipients,¹⁶⁸ adopting a more **collaborative approach to employment planning**,¹⁶⁹ or replacing the “policing” function of social assistance case workers with employment support or assistance.¹⁷⁰
- Ensuring that people with disabilities have **equitable access to services**,¹⁷¹ providing targeted supports to people with disabilities,¹⁷² or ensuring training and employment services help recipients achieve self-sufficiency.¹⁷³
- Adopting a “**distance from the labour market**” approach to help determine the level and kind of support social assistance recipients need.¹⁷⁴

4.2 Workforce development strategy

One area of policy recommendations stressed the need to create a **comprehensive workforce development system** that brings together employers, government, workers’ representatives, educators and service providers.¹⁷⁵ Some proposals focused on regional coordination,¹⁷⁶ others on developing a pan-Canadian strategy.¹⁷⁷ Options to ensure **increased coordination** include:

- Aligning workforce development with other economic and social goals¹⁷⁸ through **increased coordination between government departments and ministries**.¹⁷⁹
- Coordinating workforce development, income security and social-service systems to support social-assistance recipients, immigrants, persons with disabilities and low-income earners.¹⁸⁰
- **Developing a referral system that cuts across multiple program areas**.¹⁸¹
- **Transferring jurisdiction** for workforce development targeting Aboriginal peoples, youth and persons with disabilities to the provinces through a general revenue-funded transfer.¹⁸²

- **Coordinating funding** from EI, CIC and general tax revenues to provide employment support and services to all job seekers or underemployed workers.¹⁸³
- **Promoting collaboration** between education, training, labour market, settlement and community sectors in order to develop a range of innovative programs and services for immigrant professionals.¹⁸⁴

A few policy options explored how planning and evaluation could support a coherent workforce development system. These include:

- Establishing a **participatory research and planning** process to capture stakeholders' perspectives,¹⁸⁵ improving data collection, monitoring and evaluation of training and employment programming.¹⁸⁶
- Evaluating workforce development initiatives to assess their effectiveness¹⁸⁷ or publishing evaluation findings.¹⁸⁸

There are a number of ideas that explore a **role for workforce intermediaries**. They include:

- **Convening** workforce development stakeholders,¹⁸⁹ **customizing** training programs to meet labour market needs,¹⁹⁰ **assisting employers to restructure their workforce and support job seekers**,¹⁹¹ or integrating workforce development into broader community planning initiatives.¹⁹²
- Re-establishing in Ontario **population specific intermediaries** such as intermediaries for Aboriginal peoples.¹⁹³
- Ensuring government invests in workforce development¹⁹⁴ or plays a role convening stakeholders.¹⁹⁵
- Establishing a provincial organization dedicated to research and innovation in the employment service sector, like the B.C. Centre for Employment Excellence.¹⁹⁶
- Partnering with community groups, employers' associations and economic development agencies to **deliver services that address the needs of workers in precarious employment**.¹⁹⁷
- Working with small and medium-sized businesses to customize training programs for their workforce, as community colleges do in North Carolina.¹⁹⁸
- **Expanding the role of employment services** beyond job placement to include partnering with employers on workforce development.¹⁹⁹

5. Questions for discussion

1. Which policy options in this paper could have the most impact on the lives of those in precarious employment?
2. Which policy options in this paper can we realistically move forward on, given the current political, economic, and social climates?
3. Which policy options are missing from this paper, but require attention?

6. Endnotes

¹ Giloth, 2011 in City of Toronto, 2012, p.6

² PEPSO, 2013

³ Canadian Policy Research Networks, 2009

⁴ Canadian Policy Research Networks, 2009

⁵ Canadian Policy Research Networks, 2006; OECD, 2004

⁶ City of Toronto, 2012

⁷ Wood, 2011

⁸ De Wolff, 2006; Metcalf, 2011; Wellesley, 2011a

⁹ Giloth, 2011 in City of Toronto, 2012, p.6

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- 10 Center for Law and Social Policy, 1999
 - 11 Migration Policy Institute, 2013
 - 12 Center for Law and Social Policy, 1999
 - 13 Tamarack Institute for Community Engagement, 2005; Council for Adult and Experiential Learning, 2006
 - 14 Ontario Tourism Education Corporation, 2010
 - 15 Tamarack Institute for Community Engagement, 2005; Council for Adult and Experiential Learning, 2006; City of Toronto, 2012; Migration Policy Institute, 2013
 - 16 Migration Policy Institute, 2013
 - 17 Tamarack Institute for Community Engagement, 2005; Council for Adult and Experiential Learning, 2006
 - 18 Tamarack Institute for Community Engagement, 2005; Council for Adult and Experiential Learning, 2006
 - 19 Mowat, 2011c
 - 20 Mowat, 2011c
 - 21 Migration Policy Institute, 2013
 - 22 De Wolff, 2006
 - 23 Ministry of Training, Colleges and Universities, 2010
 - 24 Ministry of Training, Colleges and Universities, 2010
 - 25 Government of Canada, 2014b
 - 26 Ontario Ministry of Training, Colleges and Universities, 2014
 - 27 Ministry of Training, Colleges and Universities, 2010
 - 28 Mowat, 2011c
 - 29 Mowat, 2011c
 - 30 City of Toronto, 2012
 - 31 City of Toronto, 2012
 - 32 City of Toronto, 2012
 - 33 Caledon Institute of Social Policy, 2013a; Toronto Star, 2014
 - 34 Toronto Star, 2014
 - 35 Wood, 2011; Mowat, 2011c
 - 36 Mowat, 2011c
 - 37 City of Toronto, 2012; Migration Policy Institute, 2013
 - 38 Wood, 2011; Mowat, 2011c
 - 39 A meeting in 2010 was the first in seven years. (Wood, 2011)
 - 40 Wood, 2011, p.5
 - 41 Mowat, 2011c
 - 42 Wood, 2011; Wellesley Institute, 2011a
 - 43 City of Toronto, 2012
 - 44 City of Toronto, 2012; Migration Policy Institute, 2013
 - 45 Migration Policy Institute, 2013; City of Toronto, 2012
 - 46 Wellesley Institute, 2011a
 - 47 Canadian Policy Research Networks, 2006; City of Toronto, 2012
 - 48 Migration Policy Institute, 2013; Access Alliance, 2011; Wellesley Institute, 2011a
 - 49 Migration Policy Institute, 2013
 - 50 Canadian Policy Research Networks, 2006
 - 51 Canadian Policy Research Networks, 2006; PEPSO, 2013; OECD, 2004
 - 52 NDP, 2013
 - 53 Broadbent Institute, 2012; NDP, 2013; Canadian Policy Research Networks, 2006
 - 54 Heery, 2009;
 - 55 CAW, 2012, Muirhead, 2002 in Hallock, 2009
 - 56 25 in 5, 2010
 - 57 Lewchuk, Clarke, & De Wolff, 2011
 - 58 Access Alliance, 2011
 - 59 MISWAA, 2006; Law Commission of Ontario, 2012
 - 60 25 in 5, 2009
 - 61 Canadian Policy Research Networks, 2006; NDP, 2013; Wellesley Institute, 2011b, 2013a
 - 62 NDP, 2013
 - 63 Broadbent Institute, 2012; MISWAA, 2006

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- ⁶⁴ 25 in 5, 2009; Wellesley Institute, 2011b; CivicAction, 2011c
- ⁶⁵ Food Banks Canada, 2011
- ⁶⁶ CAW, 2012; National Poverty Centre, 2012
- ⁶⁷ Canadian Centre for Policy Alternatives, 2007
- ⁶⁸ Law Commission of Ontario, 2012
- ⁶⁹ CivicAction, 2011c; TD Economics, 2013b
- ⁷⁰ Law Commission of Ontario, 2012
- ⁷¹ Jackson, 2006; Arthurs (Human Resources and Skills Development Canada), 2006
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