

Toronto Training Board Training Environmental Scan

Identification of Training Services,
Programs, Needs and Gaps
in the City of Toronto

**A. Phillip Consulting
February 1999**

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Executive Summary

The *Toronto Training Board Training Environmental Scan* summarizes Toronto's training services, programs, needs and gaps. It is the result of the compilation and analysis of various data on the labour market, training programs, the economy and economic development. This document is a summary of training issues for various labour market partners and equity groups, including: women, visible/racial minorities, persons with disabilities, Francophones, labour, business, educators, trainers, youth and persons of aboriginal descent.

Toronto's economy affects labour force activity, business performance and competitiveness. Toronto's economy is currently performing erratically and, in the recent past, it performed poorly. As a result, labour force adjustment initiatives are required and training is one such initiative.

This analysis reviews Toronto's economic performance, economic structure and resource base.

Economic performance analysis examines how resources are developed and used, and how well Toronto's economy performs. If Toronto's economy performs well, then it produces a variety of jobs integral to the well-being of the city's residents.

Economic structural analysis explores the link between the performance of our economy and its structure. The analysis looks at the organizations that produce local jobs and the types of goods and services these organizations provide.

Finally, *economic resources analysis* looks at our local human resource base, which organizations rely on to be competitive.

Demographics of Toronto Residents

In the past fifteen years, the demographics of Toronto residents have changed dramatically, as shown by the following trends:

- ◆ Toronto has become Canada's primary newcomer¹ centre. Newcomers constitute a large portion of Toronto's population and that number is expected to increase.
- ◆ Toronto has a growing number of people whose first language is not English.
- ◆ The origin of Toronto's newcomer population is diverse. Asia has replaced Europe as the main source of newcomers.

1. Note: "newcomer" refers to individuals who were born in another country and emigrated to Canada.

- ◆ Toronto's population has a substantial number of visible/racial minorities.
- ◆ There has been a significant increase in the number of single-parent families.
- ◆ Toronto has a disproportionate number of individuals who live in poverty and require social assistance, in comparison to other areas in the Greater Toronto Area (GTA).
- ◆ 45% of the social assistance caseload in Toronto is made up of persons who are unable to obtain employment.
- ◆ The workforce in the City of Toronto and the GTA overlap. Toronto has a commuter workforce, with many people leaving the city to work in surrounding municipalities and many people coming from outlying areas into Toronto to work.
- ◆ The demographic profile of the unemployed has changed dramatically in the 1990s. Many people who never dreamed that they would be unemployed found themselves without jobs at some point during the late 1980s and 1990s.
- ◆ Whereas people who obtain meaningful work and are paid decent wages are often more educated and have more technical and generic skills, those who are least able to profit from new opportunities often have lower levels of education and less work experience, or a combination of little education, obsolete skills and specific adjustment barriers (e.g. financial barriers, lack of day care, lack of workplace accommodation, etc.).

Employment Trends

- ◆ 94% of Toronto employers are small businesses with fewer than 50 employees. There are only 135 companies that employ more than 500.
- ◆ The service/office sector employs more than half of Toronto's workforce. A total of 75,000 businesses in Toronto employ more than 1.2 million people. The manufacturing, institutional and retail industries also employ a large number of people in Toronto.
- ◆ Employment growth in Toronto has been generated by both knowledge- and information-intensive industries (e.g. computers, aerospace, banking, electronics, telecommunications, etc.). These industries rely on the knowledge and experience of their human resources.
- ◆ Self-employment is currently one of the areas of strongest employment growth.

- ◆ The nine sectors that will likely continue to grow in Toronto over the next few years are: computer; communications, telecommunications, film and video; manufacturing; health-care services and medical products; construction; business services; financial services; retail trade; and personal services.
- ◆ Employment in the service sector is on the rise.
- ◆ It is common to find areas of growth as well as areas of decline in employment levels within a single industry in Toronto.

Training Trends, Gaps and Needs

- ◆ The diversity of the unemployed calls for training services and programs that accommodate diverse needs.
- ◆ Many training providers— especially those that serve newcomers, visible/racial minorities, persons with disabilities and single parents— have had their core funding drastically reduced.
- ◆ The number and types of settlement services provided to newcomers has decreased.
- ◆ Many individuals on social assistance do not qualify for EI training.
- ◆ Training funding requirements are unstable. The lack of a training agreement between the province and the federal government has created training gaps.
- ◆ Ontario Works is focused on the “shortest route to employment” and has moved to performance-based funding.²

Recommendations

- ◆ Special training services should be established for those least likely to profit from new opportunities.
- ◆ There is a need to maintain or develop special training services for members of equity groups who require these services in order to enhance their successful integration into the workforce.
- ◆ Training incentives for small business should be increased.
- ◆ Toronto’s small business training needs should be surveyed.

2. Ontario, Ministry of Community and Social Services, *Program Guidelines for Early Implementation of Ontario Works* (Companion Document to Guidelines for the Development of Business Plans for Early of Ontario Works) (August 16, 1996).

- ◆ A methodology should be developed to identify the skill requirements of businesses in Toronto.
- ◆ There should be a training environment in Toronto in which both business and the workforce embrace the concept of continual learning.

Introduction

Training is an important issue for workers and for people who are entering the workforce. A strong formal educational base is no longer sufficient to see an individual through his or her working lifetime, because of the rapidly changing world we live in.

Although training is often essential, it is difficult for many Canadians to access training programs and services.³ Access restrictions are particularly problematic for individuals with little education; for the growing number of Canadians who do not have long-term employers; and for groups who face social and economic barriers, such as newcomers, women, persons with disabilities, visible/racial minorities, Francophones, youth and aboriginal people.⁴

To identify training issues specific to Toronto, the Toronto Training Board commissioned this Environmental Scan of the training programs, services, needs and gaps in Toronto.

Methodology

Developing the Environmental Scan involved collecting disparate data, then analysing and synthesizing it, taking into consideration a diversity of labour market partner group and equity group issues.

This document is a snapshot of training and adjustment needs in Toronto. It is a synopsis of secondary and anecdotal information on our economy; our industries; the labour market; and training programs, services and needs.

Since the end result of training is meaningful long-term employment, and since this type of employment relies on a healthy economy, we used a methodology that assesses local economies to analyse the data. The methodology was developed by Mt. Auburn Associates and Professor Richard Schramm of the Massachusetts Institute of Technology's Department of Urban Studies and Planning.

The Framework

In order to present the variety of training issues and the large amount of data in a coherent and organized manner, we developed a framework to guide the discussion on training issues.

Components of the framework include: (1) broad training goals, (2) the training delivery continuum, (3) access to training and (4) training investment.

3. Betcherman, Davidman & McMullen, *Training for the New Economy: A Synthesis Report* (Ottawa: Canadian Policy Research Networks, 1998).

4. Ibid.

1. *Broad Training Goals*

The main objective of training individuals is to increase their employability. Training helps people become work-ready, obtain jobs, maintain jobs and advance careers. Training also adds value to the economy and community by increasing business competitiveness and productivity, creating meaningful work and improving the quality of people's lives.

2. *The Training Delivery Continuum*

The training delivery continuum in Toronto comprises the range of people who provide training and the range of training services they provide. Toronto's many trainers have been grouped into six categories: (1) universities, (2) community colleges, (3) secondary schools, (4) community-based trainers, (5) labour trainers and (6) private trainers.

3. *Access to Training*

The possibility of meaningful workforce participation is greatly reduced for individuals who lack access to training opportunities.

Because the training needs of members within labour market partner groups and equity groups vary, access to training based on individual needs is essential. Access to information about training opportunities and the ability to afford effective training are also critical access issues.

4. *Training Investment*

Training investment is both an individual and a collective responsibility: governments, businesses and individuals need to invest in training. Training investment will be discussed in terms of the commitment, roles and responsibilities of (a) all three levels of government (federal, provincial and municipal), (b) individuals and (c) labour market partners and equity groups.

The role of government in training people who are outside of the workforce and in providing training at a community level is diminishing. According to Betcherman, Leckie and McMullen's report, *Training for the New Economy* (1998), governments are unlikely to intervene in any major or direct way to shape workplace training, given the prevailing political and economic trends in North America: "Gone are the days when governments funded, designed, and delivered training programs."⁵

Training for a New Economy maps out a new role for government in which it shoulders more of the responsibility for training. In its new role, government would be responsible for:

- ◆ maintaining strong support for accessible and affordable education for all Canadians;

5. Ibid.

- ◆ promoting the efficiency of labour markets by participating in the setting of occupational and training standards; and
- ◆ facilitating the entry of youths into the labour market, in part, by creating skill acquisition opportunities for those who are less educated.⁶

“The emerging role for governments is one in which they must act as broker for divergent interests, foster collaboration, create innovative credit instruments, and encourage the development of more robust information and signalling systems to guide the choices of both students and training providers.”⁷

Betcherman, Leckie and Davidman also point out that there are genuine pay-offs to employers who invest in training and to individuals who undergo training.

Model for Analysing Toronto’s Economy

The economy affects labour force activity as well as business performance and competitiveness. Currently, Toronto’s economy is performing erratically, and, in the recent past, it performed poorly; as a result, labour force adjustment initiatives, such as training, are needed.

By analysing Toronto’s economic performance, we gain a better understanding of the city’s training, economic and labour market problems, and hence of Toronto’s training needs.

When reviewing the data and compiling this report, we considered the following:

1. Demographic trends in Toronto

We looked at the demographics of Torontonians and how these characteristics changed and are changing over time, e.g. population change over time, ethnic/racial composition, age composition and household demographics.

2. How Toronto’s residents are faring economically

We used wealth and poverty indicators (such as average household income and sources of income) to determine the groups of individuals in our community who are under-served by the economy.

3. Toronto’s employment problems

To determine Toronto’s employment problems, we examined labour force conditions and identified who is and who is not working in our community. The data collected for the analysis of employment problems includes: un-

6. Ibid.

7. Ibid.

employment rates, demographics of the unemployed, labour force size and composition.⁸

4. *Toronto's industrial mix*

To understand the underlying mix and concentration of industries, and Toronto's economic base, we analysed:

- ◆ the industries that are the major sources of jobs in our community;
- ◆ industry concentrations or clusters; and
- ◆ emerging industries.

We also considered where Toronto residents work, i.e. the types of organizations that employ local residents.⁹

5. *Human Resources*

The objective of analysing Toronto's human resource base is to obtain an understanding of the labour force as it relates to providing businesses with skilled workers who can keep pace with changing technologies and demands for greater productivity. The data reviewed includes: occupational composition, educational attainment and labour force quality.

The New City of Toronto

The restructuring of what was formerly known as Metropolitan Toronto amalgamated five municipalities and one borough to form the new City of Toronto, North America's fifth largest city.¹⁰

- ◆ The new City of Toronto has 28 wards; a population of 2,331,100 residents; and 75,000 businesses that employ over 2.1 million individuals.
- ◆ One third of Canada's population is located within a 160-kilometre radius of Toronto.
- ◆ One sixth of Canada's jobs are in Toronto, making it the nation's largest employment centre.
- ◆ Toronto, Canada's financial centre, employs 196,400 residents in the financial sector.

8. In the future, participation rates by demographic group should be considered; however, this information was not available for this Environmental Scan.

9. In the future, data on how Toronto residents travel to work, the economic class of workers and places of residence should be considered; however, this information was not available for this Environmental Scan.

10. See Appendix B for a map of the new City of Toronto.

- ◆ 80% of Canada's largest research and development, law, advertising and high-tech firms are located in the city.
- ◆ 80,000 newcomers immigrated to Toronto in 1997, from 169 different countries. Over 47% of Torontonians are newcomers and, by the year 2001, newcomers will make up more than 50% of the population.¹¹

Toronto's diverse population and economic base are considered throughout the Environmental Scan.

11. Toronto Board of Trade, *1998/99 Toronto Business & Market Guide: A Profile of Toronto and the Greater Toronto Area* (Toronto: 1998).

1 Toronto's Economic Performance

1.1 Population Change

In the past 15 years, the composition of Toronto's population has changed dramatically. The following section looks at how the population, the ethnic/racial composition, the age composition and the demographics of Toronto households have changed and are changing over time.

1.1.1 Newcomers

Toronto, the newcomer centre of Canada, has the largest and most diverse population of any urban region in Canada.

During the first half of the 1990s, international immigration played a large role in increasing the rate of Toronto's population growth. Indicators predict that this twelve-year trend will continue, especially since Toronto's economy is expected to grow.

Statistics Canada's 1996 Census indicated that Toronto had the largest population of all 25 Census Metropolitan Areas (CMAs). In 1996, newcomers made up 42% of the population, with approximately one fifth of Toronto's total population having come to Canada in the past 15 years. The Toronto CMA was the preferred destination of Canada's most recent newcomers: about 441,000 of all new arrivals to Canada settled in Toronto between 1991 and 1996.¹²

In three regions of Toronto— North York, Scarborough and York— newcomers make up over half the population. Newcomers tend to be concentrated in large apartment complexes and tend to be scarce in areas with expensive housing.

For many newcomers, English is not their original language. Of those who arrived in Toronto between 1991 and 1996, 25% speak a non-official language (i.e. neither English nor French) at home.¹³

1.1.2 Ethnic/Racial Composition

During the 1990s, the diversity of ethnic groups living in Toronto changed because the sources of immigration to Canada shifted. Although European-born newcomers continued to account for the largest proportion of all newcomers living in Canada in 1996, they accounted for less than half of the total newcomer population. This was due to a growing influx of newcomers from Asia and the Middle East.¹⁴

12. Statistics Canada, *1996 Census* (Ottawa: 1998).

13. Ibid.

14. Ibid.

The Census Metropolitan Area of Toronto has 43% of Canada's total visible/racial minority population, the largest proportion of any Census Metropolitan Area. Visible/racial minorities make up 32% of Toronto's total population and will constitute more than 52% of the population in 2001. A breakdown of the composition of visible/racial minorities in Toronto shows that, in 1996, around one quarter was Chinese, one quarter was South Asian and one fifth was Black.¹⁵

In 1996, the largest number of each of the visible/racial minority groups—with the exception of Arabs, West Asians and Japanese—lived in Toronto. Almost half the South Asian and Black populations of Canada lived in Toronto, along with about two fifths of Canada's Chinese, Korean and Filipino populations.¹⁶

It is important to note that not all members of visible/racial minorities in Canada are newcomers; one in three was born in Canada.¹⁷

1.1.3 Age Composition

All of the age groups in Toronto experienced an increase in population in 1996, except for the 20–29 and 55–64 age groups.

People in the 35- to 50-year-old age ranges, i.e. Baby Boomers, account for 23% of the population; followed by children ages 0–14 (18%); the elderly, i.e. age 65 and over (13%); and 30- to 34-year-olds (10%).

Note the varying intervals of these age ranges: children span 14 years, the 30–34 group is just a 4-year age span, Baby Boomers cover a 15-year age range, and the elderly bridge more than 40 years.¹⁸

1.1.4 Household Demographics

Between 1991 and 1996, Toronto experienced strong growth in the number of households with children, and the number of single-parent families in Toronto increased by 20,000, growing faster than any other household type.¹⁹

Over 117,000 single-parent families lived in Toronto in 1996, and more than 85% were headed by women. About 36% of single-parent families are receiving social assistance from Toronto's social services.²⁰ That number is expected to increase as a result of the province's downloading its social assistance caseload onto the municipalities. The outcome is that nearly 44,000

15. Ibid.

16. Ibid.

17. Ibid.

18. Ibid.

19. Ibid.

20. City of Toronto, Social Services Division, Community and Neighborhood Services, *Going to Work: A Survey of Single Parents Receiving Social Assistance in Toronto* (Toronto: Winter 1997–98).

single parents, who represent almost half of all social assistance recipients, will be enrolled in the Ontario Works program.²¹

Another striking change in the demographics of Toronto households is that the number of people 25 years and older living with their parents increased by 24%— a reflection of the poor employment market in the first half of 1990.²²

1.2 Economic Status & Employment Problems

This section examines who is and who is not working in our community. It also identifies groups of individuals who are under-served by the economy.

1.2.1 Economic Status

The standard and quality of living in Toronto varies: some of us are highly skilled with meaningful work that pays well, while others are less skilled with low to medium wages. There are also many unemployed and underemployed persons.

The average number of workers per family in Toronto is 1.5, reflecting an increasing trend of there being more than one worker per family and the need for more than one income to support a family.

The average income per family is \$40,700 and the average income per single person is \$17,800.²³ (Note: Because of the higher cost of living in Toronto, higher wages are needed to maintain the same standard of living as in other regions of Canada.)

Statistics from the City of Toronto's Social Services Division indicate that Toronto has a higher concentration of poor people and people with special training needs than other municipalities within the Greater Toronto Area (GTA). Toronto is home to:

- ◆ 74% of GTA households with incomes under \$20,000;
- ◆ 73% of the GTA's social housing stock;
- ◆ 72% of the GTA's population age 65 and over;
- ◆ 65% of the GTA's single-parent families; and
- ◆ 60% of Ontario's homeless population.

In addition, 36% of Toronto's children under the age of 10 live in poverty.

21. Ibid.

22. 1996 Census, *supra*, footnote 12.

23. City of Toronto, Metro Planning Department, *Facts & Figures on the New City's Electoral Wards: New City at a Glance* (Toronto: 1998).

1.2.2 Overview of Social Services

When the recession started in 1989, Toronto Social Services had already begun to redesign its service delivery system. During the early 1990s, as the recession deepened, the unemployment rate rose dramatically and caseloads in Toronto tripled. By 1995, Toronto had established a service delivery model that had shifted from income support to a labour market adjustment program that promoted client independence as quickly as possible.

In 1996, the province announced the Ontario Works Program. Ontario Works is consistent with the direction that Toronto Social Services had taken. It is based on the principle of mutual responsibility. The provision of employment assistance to support client independence is now mandated in a legislated framework, the *Ontario Works Act* (putting a responsibility on government to provide employment assistance). As well, these policy changes by both the municipal and provincial governments have increased the responsibility for the social assistance recipient to find employment.

In 1998, the breakdown of social assistance recipients in Toronto was as follows:

- ◆ 45% were unable to obtain employment.
- ◆ 36% were single-parent families.
- ◆ 8% were students.
- ◆ 7% suffered from permanent ill health.
- ◆ 7% suffered from temporary ill health.²⁴

The social assistance caseload in Toronto is both large and diverse. The number of recipients designated as having to participate in work-related programs and activities is increasing rapidly. This is particularly true for single parents.

The *Survey of Employable Clients: A Profile of Metropolitan Toronto's Employable Social Assistance Recipients* indicates the following:

- ◆ Substantial numbers of well-educated clients have extensive work experience; however, many received their education outside Canada and were hampered by a lack of Canadian accreditation.
- ◆ The majority of respondents were participating in one or more employment-related activities on a voluntary basis.

24. City of Toronto, Community and Neighbourhood Services Department, Social Services Division, Ontario Works, Presentation (Organization for Economic Co-operation and Development [OECD] Research Team, Toronto, October 1998).

- ◆ A sizeable number of workers who had been displaced by economic restructuring in both the private and public sectors (particularly older workers) needed to upgrade or learn new skills to successfully compete for work.²⁵

Research conducted by Toronto Social Services has indicated that Ontario Works clients experience one or more of the following barriers:

- ◆ increased competition in the job market,
- ◆ low educational levels,
- ◆ less attachment to the workforce,
- ◆ less ability to communicate in English and
- ◆ lack of accreditation of foreign credentials.²⁶

1.2.3 Employment Problems

In the first half of the 1990s, many businesses and workplaces underwent restructuring in response to technological change and the increased globalization of markets. The drive to increase productivity left many workers in Toronto unemployed, underemployed or removed from the labour market altogether. Many groups of individuals were left under-served by the economy.

Toronto experienced low labour force participation and high unemployment rates. From 1989 to 1995, Toronto's employment rate fell 15–20% to a labour force participation rate of 63.5% in 1996 and the job base fell by 13%.²⁷

When Toronto's economy started to grow in the second half of the 1990s, the employment decline stabilized, and employment and labour force participation rates increased. Jobs were created in high-, medium- and low-paying occupations across all sectors.

1.2.4 The Unemployed in the 1990s

During the 1990s, the composition of the unemployed in Toronto changed dramatically. The unemployed now include:

- ◆ workers with high levels of education, work experience and adequate technical and generic skills;

25. Metropolitan Toronto, Community Services Department, Social Services Division, *Survey of Employable Clients: A Profile of Metropolitan Toronto's Employable Social Assistance Recipients* (Toronto: March 1997).

26. City of Toronto, Presentation (Organization for Economic Co-operation and Development [OECD] Research Team), *supra*, footnote 24.

27. *1996 Census, supra*, footnote 12.

- ◆ older workers who need to upgrade their skills and/or are being squeezed out of the workforce;
- ◆ women entering the workforce for the first time or who have not been in the workforce for many years;
- ◆ youths with varying levels of education, experience and skill;
- ◆ highly educated newcomers who have work experience but have not worked in their occupational field in Canada;
- ◆ low-skilled workers with little education and work experience;
- ◆ workers with obsolete skills; and
- ◆ individuals who face social and physical barriers to gaining employment.

1.3 Training Issues

This section discusses demographic trends, economic status and employment problems as they relate to training gaps and needs.

1.3.1 Newcomers

Toronto and the GTA have a disproportionate share of recent newcomers²⁸ to Canada. As training and employment services are important settlement services, training recent newcomers to increase their employability is an important issue for our city.

The skills and occupational sets of recent newcomers are diverse, so the generic, basic and technical skills training that they require varies. Training in these areas is available at a variety of training facilities; however, many recent newcomers require special services and assistance accessing training.

To be most effective, training and employment services for recent newcomers should incorporate: (1) courses in English as a Second Language (ESL), (2) diversity training and (3) Prior Learning Assessment and Recognition (PLAR).

1. Courses in English as a Second Language

The option of receiving training in English language skills is essential for new residents whose original language is not English so that they can gain the English language skills they need to feel comfortable on the job and so that employers can feel comfortable employing them.

28. Individuals who immigrated to Canada in the last five years are considered recent newcomers.

2. Diversity Training

Employers and employees should receive diversity training to ensure the successful integration of recent newcomers into the workforce. Diversity training explores cross-cultural communication, anti-racist principles and practices, human rights issues, knowledge of other languages and workplace acculturation.

3. Prior Learning Assessment and Recognition (PLAR)

Many recent newcomers bring with them to Canada a wealth of skills, education and work experience. According to Citizenship and Immigration Canada's 1998 Internet site (<http://cicnet.ci.gc.ca>), in 1996, 40.9% of newcomers were skilled workers.

When newcomers access training services, PLAR should be a component of their training assessment. That way, their skills, education and work experience will be recognized.

PLAR is valuable for newcomers who require certification to show that they possess certain knowledge and/or skills, for newcomers who require specific training and for trainees in general.

The infrastructure exists to provide recent newcomers with these specialty training services and programs; however, it is at great risk because of the diminishing core funding base.

In the past, many of the trainers who trained newcomers offered special training services based on settlement requirements. With funding cuts to training, many of the special programs have been discontinued and others are in danger of being eliminated.

M. S. Mwarigha, in *The Impact of Cutbacks and Restructuring on the NGO [non-governmental organization] Sector and the Delivery of Immigrant Services*, states the following:

A recent *Community Agency Survey of Metropolitan Toronto, 1996*, conducted jointly by Metro Community Services, Social Planning Council of Metro Toronto and the City of Toronto, found that 43% of all programs for immigrants or refugees were at a high risk of being eliminated. According to research by Ted Richmond (1996), the total dollar effect of the funding cutbacks to date varies from 20% for some of the larger multi-service agencies, to 40% for some of the smaller agencies. In addition, many of the smaller NGOs such as ethno-specific immigrant service agencies have had to close.

Another factor influencing the training of recent newcomers is their ineligibility for Employment Insurance (EI) benefits; many have not worked in Canada long enough to qualify. Because of the lack of economic growth and employment opportunities, a significant number of recent newcomers rely

on social assistance and do not qualify for most EI training initiatives. This means that training for recent newcomers is often limited to provincial and municipal training services and Ontario Works programs. So many newcomers have restricted training options.²⁹

Finally, there is not a lot of detailed statistical information about the settlement patterns of recent newcomers and their attainment of meaningful employment. More information on these subjects is required to evaluate successful settlement initiatives and to identify workforce integration problems.

1.3.2 Single-Parent Families

The increasing number of single-parent families living in Toronto who rely on social assistance is a reflection of drastic labour market changes. A theme that consistently emerges in the *Going to Work* survey results is that single parents recognize the value of working and want to work, but a core group face a number of hurdles: they need help with transportation, childcare expenses, educational upgrading and training.³⁰

The *Going to Work* survey suggests that much more needs to be done to better understand the characteristics, service needs and employment and training barriers of single parents who are social assistance recipients.³¹

1.3.3 Economic Status and Employment Problems

Increasingly, employment defines the economic and social status of people living in Toronto. Our city's labour market has changed dramatically and, as the workforce attempts to adjust, economic inequities grow. Technological progress, business reorganization and market globalization have created new employment opportunities; however, the gap between those able to profit from these new opportunities and those who are not able to is growing significantly.

People with higher levels of education and/or technical and generic skills often obtain meaningful work with decent wages. Those who are least able to profit from new opportunities tend to have less education and less work experience, or a combination of little education, obsolete skills and specific adjustment barriers.³²

According to the OECD, low-wage jobs should be a transitory phenomenon in an individual's career; most individuals should move up the earning ladder as they gain experience and new skills. However, OECD statistics also indi-

29. See Appendix E, page E10, for a summary of the HRDC report on newcomers, including the full list of recommendations and training issues.

30. *Going to Work*, *supra*, footnote 20.

31. *Ibid.*

32. Organization for Economic Co-operation and Development (OECD), *Improving Work and Training Incentives for Low-Paid Workers and Employment Opportunities for Less Skilled Job Seekers* (Paris: 1997).

cate that low-wage earners tend to remain low-paid. Some even experience earnings losses, which tend to last for a long time and have poor prospects of reversal.³³

Upward income mobility is more common for young workers than for middle-aged and older workers. Marginalized groups (such as women, persons with disabilities, older workers and less-educated workers) experience more cumulative time in low-paid jobs.³⁴ Many low-paid workers leave full-time, low-wage jobs. Once they leave these jobs, they also tend to leave employment altogether.³⁵

Industrialized societies should aim to produce an adequately trained workforce, which allows all groups to prosper when the economy performs well. To do so, we need a training environment that prepares individuals for meaningful and well-paid work.

Training services and programs must be flexible and must provide individuals with a combination of transferable, basic, generic and technical skills. Effective services and programs respond to the needs of both businesses and individuals.

Training should focus on enhancing the skill and educational levels of those least likely to profit from the new opportunities produced by the global economy. The purpose of training is to provide individuals with employment skills that will allow them to advance their careers. Training programs should not focus on placing clients into any available job in order to meet funding requirements, and funding bodies should not base the success of training programs solely on the number of trainees who find jobs. Success factors should be based on the quality of work obtained and the relationship between the type of training an individual receives and the type of work they obtain.

The restructuring of the federal training delivery system has created many gaps in training provisions for individuals in Toronto who are not equipped to benefit significantly from the global economy.

First, negotiations for transferring labour force development programs from the federal government to the Ontario government have been slow to conclude.³⁶ The result is that many training gaps have emerged because of the uncertainty of funding. With an unsure funding environment, trainers have provided fewer services, such as counselling, to complement the technical training components.

Second, funding requirements change often and are based on the delivery of short-term projects. This forces trainers to concentrate on finding a graduate

33. Ibid.

34. Ibid.

35. Ibid.

36. See Appendix A for a list of government contacts involved in labour market training.

any job rather than a meaningful job that pays well and on training only the most immediately employable individuals (i.e. people who are more educated and/or more skilled, rather than those unemployed persons who most need these services) in order to boost “success” rates.

By contrast, effective programs should measure their success and the quality of their training in terms of developing an individual’s knowledge base— a knowledge base that can be used to develop transferable skills and obtain new ones as required. Training services and programs should be designed to allow for self-paced learning and should consider the various needs, skills and educational levels of trainees.

As a municipal deliverer of Ontario Works, the City of Toronto must adhere to provincial legislation, regulations and program guidelines. Under Ontario Works, participants with mandatory requirements must develop a participation agreement that supports the objective of “the shortest route to employment.” The agreement outlines employment support activities that are individualized and based on the participant’s skills, experience and circumstances. For example, referral to education offered through the Ministry of Education and Training is available for people who lack basic language, literacy, numeracy and work skills. There is also an ability under Ontario Works for the participant to complete a basic education activity or employment preparation course and then move on to take job-specific skills training. This training must be short-term, leading directly to employment. Currently, the Ontario Works’ guidelines restrict the purchase of job-specific skills training by municipal delivery agents to 26 weeks. The Province has also moved to a performance-based funding model. This is likely to further encourage trainers to concentrate on those who are easy to employ, in order to maintain funding. Trainers may have to diminish or eliminate special training services.

1.4 Recommendations

1. Increase the commitment of governments to funding and providing a wide range of flexible training initiatives.
2. Provide special training services to those who are least able to profit from new employment opportunities.
3. Make funding requirements for training more consistent.
4. The provincial and federal governments should strive to reach a training agreement in the near future.
5. Provide more on-the-job training opportunities for those with little or no work experience.
6. Monitor the progress of Ontario Works.

2 Economic Structure of Toronto

2.1 The Greater Toronto Area

The number of Toronto residents who work outside of Toronto but within the Greater Toronto Area (GTA) is growing. Between 1996 and 1997, the employment rate in the GTA increased by approximately 5% whereas Toronto's increased by only 2.1%. The majority of the new jobs created in the GTA were in the manufacturing industry, some in Toronto. Jobs were also created in the services sector. During this same period, jobs were lost in the construction, transportation, communications, utilities and trade sectors in the GTA.

One out of every six jobs in the GTA (including Toronto) relies directly or indirectly on the automotive industry, which is expected to have a good 1998/99 season.

The GTA has:

- ◆ 90% of Canada's foreign banks,
- ◆ 90% of Canada's top law firms,
- ◆ 90% of Canada's top advertising agencies,
- ◆ 80% of Canada's top public accounting firms,
- ◆ 80% of Canada's high-tech companies,
- ◆ 70% of Canada's top food and beverage manufacturers,
- ◆ 60% of Canada's top merchandisers,
- ◆ 50% of Canada's top foreign-owned companies,
- ◆ 35% of Canada's top industrials,
- ◆ 3 of Canada's top 6 bank head offices,
- ◆ 3 of Canada's top 5 media/communications companies and
- ◆ 3 of Canada's top 5 auto manufacturers.³⁷

37. Toronto Board of Trade, *supra*, footnote 11.

2.2 The New City of Toronto

Toronto has a commuter workforce, with many people leaving the city to work in surrounding municipalities and many people coming into Toronto to work. In other words, many people live in one community and work in another.

- ◆ 52% of people living in the GTA reside in Toronto.
- ◆ About 85% of people living in Toronto also work in Toronto.
- ◆ The Toronto Census Metropolitan Area imports approximately 127,000 individuals into its workplaces from outlying areas.³⁸

Toronto has the largest and most diverse economy of any city in Canada. Its economy has major concentrations of business and financial services, retail and wholesale trade, media and communications, education, medical and health sciences and large government institutions. Most of the manufacturing³⁹ facilities are located in Etobicoke, Scarborough and North York.

2.2.1 Business and Employment

As the financial and industrial centre of the country, Toronto leads the nation in manufacturing, retail sales and other economic indicators. Approximately 40% of the leading businesses in Canada have their head offices in Toronto. Our city acts as a centre for the banking, insurance, investment and other financial services industries in the country. Toronto is home to 37 headquarters of companies with over \$600 million in annual revenue.⁴⁰

Toronto's Industrial Mix

TYPE OF INDUSTRY	NUMBER OF FIRMS	TOTAL EMPLOYMENT	FULL-TIME EMPLOYMENT	PART-TIME EMPLOYMENT
Office	28,915	548,389	471,477	76,912
Manufacturing	6,077	174,524	161,847	12,677
Institutional	4,047	158,447	112,516	45,931
Service	16,382	135,357	91,917	43,440
Retail	17,688	132,920	77,315	55,605
Other	1,066	28,779	14,327	14,452
All Sectors	74,175	1,178,416	929,399	249,017

Source: City of Toronto Web site (<http://www.city.toronto.on.ca>), 1998.

The service/office sector employs more than half of Toronto's workforce; overall, 74,000 businesses in Toronto employ more than 1.2 million people.⁴¹

38. 1996 Census, *supra*, footnote 12.

39. Manufacturing includes warehousing. For this study, the occupational and employer categories applied by the City of Toronto have been used.

40. Toronto Board of Trade, *supra*, footnote 11.

41. City of Toronto, <http://www.city.toronto.on.ca> [Web site] (1998).

Government institutions, manufacturing and retail industries also employ many people in Toronto.

The City of Toronto has about 74,000 business establishments and the average number of employees is 15.5 per business. Large corporations form the peak of an economic pyramid that employs relatively few Toronto residents. The majority of employers (94%) are small businesses with fewer than 50 employees; only 135 companies have more than 500 employees.⁴²

Toronto's Top 20 Largest Private Employers

COMPANY	BUSINESS	# OF EMPLOYEES
Hudson's Bay Company	Retail	16,000
Canadian Imperial Bank of Commerce	Banking	15,000
Royal Bank	Banking	13,051
Bell Canada	Utility	11,000
Bank of Nova Scotia	Banking	10,929
Bank of Montreal	Banking	9,655
Great Atlantic & Pacific	Retail	9,000
Toronto Dominion Bank	Banking	8,800
Sears Canada Inc.	Retail	8,600
Woolworth Canada Inc.	Retail/Mfg.	7,000
Shoppers Drug Mart/Pharmaprix	Retail	5,000
Loblaws Supermarkets Ltd.	Retail	4,900
de Havilland Inc.	Mfg.	4,633
Chrysler Canada Ltd.	Mfg.	4,485
Dylex Ltd.	Retail/Mfg.	4,313
Maple Leaf Foods Ltd.	Mfg.	4,000
Oshawa Foods Ltd.	Mfg.	3,800
The Consumers' Gas Company Ltd.	Utility	3,800
The Manufacturers Life Insurance Co.	Finance	3,700
Canadian Airlines International Ltd.	Transportation	3,682

Source: The Toronto Board of Trade, *Top Employers Guide*, 1997.

2.2.2 Employment Concentration

Ward 24 Downtown is the area where the greatest number of people (320,000) is employed in Toronto.

The largest percentage of the total employment in Toronto is in:

Ward 24	Downtown	26.7%
Ward 8	North York Spadina	6.2
Ward 5	Rexdale Thistletown	5.9

The top three areas for office and institutional employment in Toronto are:

Ward 24	Downtown	35.9%
Ward 23	Midtown	5.3
Ward 11	Don Parkway	5.0

The top three areas for manufacturing employment in Toronto are:

Ward 5	Rexdale Thistletown	12.7%
Ward 6	North York Humber	12.3
Ward 2	Lakeshore Queensway	11.1

42. Toronto Board of Trade, *supra*, footnote 11.

The top three areas for retail, service and other employment are:

Ward 24	Downtown	18.3%
Ward 8	North York Spadina	7.2
Ward 5	Rexdale Thistletown	6.0 ⁴³

2.2.3 Trends in Employment

2.2.3.1 Rising Employment in the Service Sector

Many regions in Canada, including Toronto, are shifting their employment base away from the resource and manufacturing sectors to the service sector. In Ontario, between 1966 and 1994, the service sector increased its share of total employment from over one half to three quarters of Ontario residents. In Canada, between 1991 and 1996, the number of people working in the service sector grew by 3.3% to 10.5 million, while in the goods-producing sector it shrank by 5.8% to 3.8 million. In 1996, the service sector employed almost three out of every four workers (73%) in Canada.⁴⁴

The fastest growth (17%) occurred in business services, which also had one of the highest increases in part-time employment (49%). More than one quarter (26%) of all individuals in this industry were self-employed in 1996, an increase of 83,000 workers compared with 1991, when the self-employed represented 21% of workers. The office sector in the city of Toronto reflected these trends, increasing by 2.4% in 1997.⁴⁵

The employment shift to the service sector can be attributed in part to businesses increasingly contracting out to external companies and contractors. A variety of business functions are contracted out, including: human resources management, computer implementation, transportation, warehousing and communications and marketing.

Another significant factor in the growth of the business services industry is the growing demand for personal, financial, recreational and food and beverage services. This growth can be attributed, in part, to more women entering the workforce, the ageing of the Baby Boomers and the increased disposable income of older workers.⁴⁶

2.2.3.2 The Increasing Importance of the High-Technology Sectors

In Toronto, employment growth has been generated by both knowledge- and information- intensive industries. These industries rely on the knowledge and experience of their human resources.

43. *Facts & Figures on the New City's Electoral Wards*, supra, footnote 23.

44. *1996 Census*, supra, footnote 12.

45. *Ibid.*

46. Human Resources Development Canada, *Towards 2001: Occupational Trends in the Greater Toronto Area* (Toronto: 1997).

The high-technology industry is a mixture of (1) service, (2) manufacturing and (3) the arts, culture and entertainment sectors. Examples of industries in these three sectors include:

- ◆ broadcasting,
- ◆ telecommunications,
- ◆ computer and software-producing industries,
- ◆ communications and electronic equipment,
- ◆ computer and peripheral equipment,
- ◆ office, store and business machines and
- ◆ arts, culture and entertainment.

According to Industry Canada, these high-technology sectors increased their percentage of the total national economic output by 39% between 1990 and 1995. These same sectors were responsible for 10.7% of the total increase in national employment.

The following is a summary of findings from *The Survey on Human Resources Issues in the Information Technology Industry* (1997), by Industry Canada for Human Resources Development Canada (HRDC).

- ◆ 84% of Canadian information technology (IT) companies provide formal training to their highly skilled workers. Most companies pay all or part of course and training material fees and send employees to conferences, seminars and trade shows.
- ◆ Over the past year, 50% of Canadian IT companies increased the amount of formal training provided to highly skilled workers. 49% of companies feel that training has had a significant effect on the job performance and 48% feel that it has had a moderate effect.
- ◆ 55% of highly skilled IT workers in Canada have some form of university education and 34% have a college education.
- ◆ Over the past two years, 85% of Canadian IT companies hired highly skilled workers. Over the next two years, 77% foresee their need for highly skilled workers growing and 88% believe the need for highly skilled workers by the IT sector as a whole will increase.
- ◆ Canadian IT companies find (1) the lack of applicants with relevant work experience and (2) the lack of applicants with appropriate educational or technical qualifications to be the most significant difficulties in recruiting highly skilled workers.

- ◆ When confronted with difficulties recruiting highly skilled workers, Canadian IT companies tend to extend the recruitment period, train existing personnel, encourage overtime and reorganize work.
- ◆ 35% of Canadian IT companies feel that it will be more difficult to recruit highly skilled workers in the next two years. 65% feel that it will either remain the same or become easier. (43% of highly skilled workers in Canada have a BA or BSc as their highest level of education, followed by 34% who hold college or vocational certificates.)

2.2.3.3 The Increase in Self-Employment

Self-employment is an area of strong employment growth that encompasses a wide range of occupations, many of which involve personal or business services. A growing number of people are setting up their own small businesses and offering services in their areas of expertise.

According to the 1996 Census, the number of Canadians who were self-employed between 1991 and 1996 grew substantially. About 1.8 million individuals reported that they were their own bosses in 1996, up 28% since 1991. They accounted for nearly 13% of the labour force, compared to 10% in 1991. Continuing a trend seen in the 1986–1991 period, the most substantial increases in self-employment were among workers who work by themselves.

The trend toward self-employment was particularly noticeable among women: the number of women who were self-employed increased 27% during the five-year period, compared with only 11% for men.

According to an HRDC Applied Research Branch study, the weak growth in paid employment during the 1990s is a key reason why self-employment is of growing importance.⁴⁷

2.2.4 Toronto's Growing and Emerging Industries

According to HRDC's publication, *Towards 2001: Occupational Trends in the Greater Toronto Area*, several industries are expected to experience overall employment growth towards the year 2001:

- ◆ the computer industry
- ◆ the communications, telecommunications, film and video industries
- ◆ manufacturing
- ◆ health-care services and medical products
- ◆ construction

47. Human Resource Development Canada, Applied Research Bulletin 4, 1 (Winter–Spring 1998).

- ◆ business services
- ◆ financial services
- ◆ retail trade
- ◆ personal services

(It is not unusual to find areas of growth and areas of abatement— in terms of employment levels— within any single industry. Certain segments or occupations within the industries listed above may shrink because of factors such as technological change, government spending reductions and/or intense competition.)

Growth will continue to take place in high-tech or high-knowledge occupations; however, this does not mean that there will only be increasing opportunities in high-tech work. Many traditional jobs will continue to exist within growing industries. These industries will still have openings for people in departments like sales, accounting, human resources and production.⁴⁸

The following are brief descriptions of sectors that should continue to grow over the next few years.⁴⁹

2.2.4.1 The Computer Industry

The rapidly changing computer industry is made up of three types of businesses: (1) manufacturers of computer equipment, (2) software companies and (3) information services.

1. Manufacturers of computer equipment are increasing their share of employment in Toronto during the recession. Booming profits for hardware manufacturers have recently levelled off as more players enter the market.
2. Software companies develop software programs for business, personal and entertainment use. This remains a rapidly growing sector, although consolidation is now taking place as the industry matures.⁵⁰
3. The information services sector includes computer consulting companies.⁵¹

2.2.4.2 The Communications, Telecommunications, Film and Video Industries

Most companies in these industries predict that the shortage of skilled employees they are experiencing will continue over the next five years. The

48. *Towards 2001, supra*, footnote 46.

49. *Ibid.*

50. *Ibid.*

51. *Ibid.*

pattern of skills requirements changing is also expected to continue for the next ten years.

As the computer, telecommunications, television and film industries converge, they become increasingly interrelated. The basic components of this industry group are:

- ◆ telecommunications services— companies involved in Internet services, teleconferencing, faxing, electronic mail and telephone services;
- ◆ manufacturers of radio, TV, broadcast and communications equipment, including satellites; and
- ◆ radio, TV, film and video.⁵²

2.2.4.3 Manufacturing

Manufacturing industries have been restructuring in Ontario over the past decade. There were major job losses between 1986 and 1993 due to the North American Free Trade Agreement (NAFTA) and the 1991 recession, but in the last couple of years, manufacturing for export (mainly to the U.S.), has been important to Ontario's economic recovery.⁵³

A study entitled *Jobs in the Knowledge-Based Economy*, sponsored by the Conference Board of Canada and the Information Technology Association of Canada, explains how new technologies have created new jobs but destroyed others. Manufacturing industries with low and medium investments in information technology had heavy job losses in lower-skilled occupations like fabrication, assembly and materials handling; however, even manufacturing industries with high investments in information technology had only marginal levels of job gains. Manufacturing is increasingly a capital-intensive industry that requires millions of dollars worth of machinery but relatively few workers.⁵⁴

Increasingly sophisticated technology is leading to greater productivity in this sector, but it is also increasing the need for workers to have more education and more training.

Strong economic growth in the U.S. is expected to stimulate demand for Ontario exports and encourage employment growth, especially in the goods sector. According to the Canadian Occupational Projection System (COPS) forecast, there will be a 4% employment growth in manufacturing from 1995 to 1999, as compared with 1.8% for all industries combined. Employment growth will be highest in the following manufacturing industries: aircraft and

52. Ibid.

53. Ibid.

54. Ibid.

parts; petroleum and coal products; machinery; transportation equipment; wood; plastics; electrical/electronic products; and motor vehicles and parts.⁵⁵

2.2.4.4 Health-care Services and Medical Products

Prospects for employment growth in the health-care services and medical products industries appear to be good over the long term.

1. Health Care

The ageing “Baby Boomer” population will make increasing demands on the health-care system as we enter the 21st century, so the long-term outlook for occupations in health-care services is good.

In the short term, however, the industry is undergoing major restructuring that will eliminate many employment opportunities.⁵⁶ The provincial government is closing a number of hospitals in the Toronto area, which will affect hospital employees of all kinds. To compensate for the hospital closings, the government will direct more money into community-based services, such as clinics and agencies, home health-care and long-term care facilities like nursing homes. Many displaced hospital workers will seek employment in this community-based support network, which is expected to expand rapidly in the near future.⁵⁷

2. Medical Products

Pharmaceutical manufacturing, biotechnology and medical research are growing fields. An ageing population will increase the demand for the development of new treatments and cures for diseases. In the area of medical instrumentation, new technologies are constantly being developed because medical facilities are demanding the latest high-tech equipment.⁵⁸

2.2.4.5 Construction

The construction industry closely follows fluctuations in the economy. The industry is made up of two main sectors: (1) institutional, commercial and industrial (ICI) and (2) residential.

Employment in the ICI sector is not increasing, as commercial construction activity has not completely recovered from the recession; however, the situation is quite different for the residential sector. Housing starts in 1998 in the “905” belt surrounding the new City of Toronto have increased dramatically because of lower interest rates, a robust real estate market and improvements

55. Ibid.

56. Ibid.

57. Ibid.

58. Ibid.

in the job market. This has created a shortage of workers in the skilled trades, which is forecast to continue for some time in the GTA.⁵⁹

2.2.4.6 Business Services

The business services sector includes the following: computer consultants, Internet consultants, management consultants, corporate training consultants, advertising and marketing firms, accounting services, security services, legal services, recruitment agencies, collection agencies, environment and waste disposal companies, engineering consultants, architectural firms, etc.⁶⁰

Many of these industries are seeing growth, especially the more technological ones. In order to become more competitive, in recent years, companies have tended to concentrate on their main lines of business and to outsource other tasks. This has led to a growth in contract work for a variety of contractors with specialized areas of expertise.

Explosive growth in the small business sector, with its need for specialized services, should hasten the expansion of the business services sector.⁶¹

2.2.4.7 Financial Services

The financial services industry is one of the most important in Toronto, Canada's leading financial centre. Rapid technological change, the financial planning needs of an ageing population and industry consolidation have contributed to grow in profits and jobs in investment services. Despite being sensitive to cyclical economic and financial market conditions, the investment industry has grown rapidly for the past several years. Recently, there has been an increasing consolidation of banks, trust companies and investment dealers, which has led to a decrease in employment.⁶²

2.2.4.8 Retail Trade

The retail trade sector continues to transform itself, in response to growing consumer preference for shopping at discount outlets, rather than at older and more established department stores. Greater job opportunities will exist with these discounters and with specialty shops.⁶³

2.2.4.9 Personal Services

People are becoming increasingly conscious of maintaining a healthy lifestyle, which has led to a growing demand for personal services related to main-

59. Ibid.

60. Ibid.

61. Ibid.

62. Ibid.

63. Ibid.

taining youthfulness and preventing illness (e.g. fitness, travel/adventure tours, naturopathic health-care, aesthetics, etc.).⁶⁴

2.3 Training Issues

The way in which Canadians conduct business is changing rapidly, because of the fast pace of technological developments, economic and organizational restructuring and the merging of global markets. Canadian businesses are competing in a global market where there is pressure to do “more with less” and adopt a “faster is better” perception. In order to survive and be able to respond quickly to external and internal changes, businesses have had to improve communications and productivity across all business functions.

The evolution of business practices has had a severe impact on the composition of the workforce and the roles of individuals in it. A new business environment has emerged in the 1990s that poses new challenges for Canadian business employers and employees.

Toronto, like other Canadian regional economies, is stressing the importance of up-to-date skills and competencies. According to the OECD, “human capital— the knowledge and know-how embodied in people— is a powerful determinant of [regional] economic performance, enterprise productivity, and individual labour market outcomes.” Encouraging lifelong learning has become important to many businesses: “Lifelong learning is far broader than the provision of second-chance education and training for adults. It is based on the view that everyone should be able, motivated, and actively encouraged to learn through life.”⁶⁵

There is widespread recognition among businesses in Toronto that a new approach to training is required in order to remain competitive. While there are few studies on training investment by companies in Toronto, to date, many of the studies that do exist indicate that companies that invest in training are more the exception than the rule. Some firms have made a concerted effort to train their employees; however, most are only paying lip service to the importance of training. Studies indicate that Canadian industries provide considerably less training than their counterparts in other developed countries.

According to the Premier’s Council Report, *People and Skills in the New Global Economy* (1990), what may in part account for this gap between perception and action are the many structural disincentives to invest in training. One major disincentive is that employers fear that, after being trained, their workers will become prime recruitment targets for other companies. Some managers are pessimistic about how successful training will be, because of the low levels of basic education among their employees, especially older work-

64. Ibid.

65. Organization for Economic Co-operation and Development (OECD), *Labour Market Policies: New Challenges Lifelong Learning to Maintain Employability* (Paris: 1997).

ers. They also indicated that many workers were not interested in learning to operate newer, more sophisticated technology.

The report also indicates that there remain serious shortcomings in the training strategies adopted by companies. The most significant problem is limited access to available training. Workers are often not involved in decisions about access to training, and access to training opportunities is often uneven. (For example, training for older workers is often restricted.)

Since most Toronto employers are small businesses, it is likely that many companies cannot afford the costs of training their employees. (Costs include paying the training provider, time off work for training and costs of having trained workers raided by other companies.) So they rely on employees who are already trained.

Research studies have also indicated that training in the use of new technologies has not been adequate.

2.4 Recommendations

1. Perform workplace-training advocacy and outreach to all businesses.
2. Provide information on designing and delivering workplace training.
3. Survey the provision of workplace training and the training needs of businesses.
4. Provide training incentives for small businesses.

3 Toronto's Human Resources

3.1 Background

To determine the City of Toronto's training needs, it is important to understand the skills and knowledge of the workforce, as well as its ability to adapt to change. In the previous section, it was determined that many companies in Toronto are operating in an intensively competitive environment and require educated and skilled workers who can keep pace with changing technologies and demands for increased productivity.

A detailed review of skills required for each occupation and industry in Toronto is outside the scope of this scan; however, the following outlines the types of occupations that exist in Toronto, the skill requirements of employers and the associated skill gaps.

3.2 Occupational Composition

According to HRDC's *Toronto Labour Market Review, 1997*, the occupational breakdown of Toronto's workforce in the first half of 1997 and 1998 was as follows:

Employment by Occupation, 1997-1998

OCCUPATIONS	1998	1997	ABSOLUTE CHANGE	% CHANGE
Total	2,398,800	2,304,300	94,500	4.1%
Managerial and administrative	418,200	395,800	22,400	5.7%
Professions	486,500	453,800	32,700	7.2%
Teaching and related	99,900	110,600	-10,700	-9.6%
Medicine and health	106,700	94,000	12,700	13.5%
Other professions	279,800	249,200	30,600	12.3%
Clerical and related	365,400	364,500	900	0.2%
Sales	251,400	265,300	-13,900	-5.2%
Service	277,200	254,600	22,600	8.9%
Primary occupations	8,700	16,500	N/A	N/A
Processing, machining and Fabricating	325,600	295,100	30,500	10.4%
Construction	92,300	97,900	-5,600	-5.7%
Transport equipment operating	77,400	64,600	12,800	19.8%
Material handling and other crafts	96,300	96,300	0	0.1%

Note: Totals may not add up because of rounding. "Other professions" include artistic, literary, recreational and related occupations; it also includes occupations in natural sciences, engineering, mathematics and social sciences.

Source: Statistics Canada, *Labour Force Survey*.

There were substantial employment gains in most occupations and relatively few employment losses. The white-collar professions experienced the strongest growth, with the managerial and administrative, and professional

groups together accounting for more than half of the 95,000 new jobs created this period.⁶⁶

Following improvements in export conditions for manufactured goods during this period, employment in the processing, machining and fabricating occupational category grew by 30,500.⁶⁷

Construction and sales both suffered job losses during this period. Sales lost 14,000 jobs (5.2%) to average 251,000; and construction lost 6,000 (5.7%) to average 92,000. These jobs are highly dependent on consumer spending and economic performance.⁶⁸

3.3 Educational Attainment

The Board of Trade and the media have recently hailed Toronto as having a well-educated population. In fact, they claim that this is one of Toronto's greatest assets in attracting new industries and in remaining globally competitive.

Statistics Canada's 1996 Census indicates that recent newcomers (i.e. newcomers who arrived in Canada between 1991 and 1996) had higher levels of education than the Canadian-born population. About 34% of recent newcomers aged 25 to 44 had completed university, compared with 19% of the Canadian-born population in the same age group. Unlike the Canadian-born population, there was little difference between men and women who were recent newcomers: 36% of men were university graduates, compared with 31% of women.

At the lower end of the education spectrum, the percentage of recent newcomers aged 25 to 44 who had not completed high school was 19%, slightly less than the 21% for the Canadian-born population.⁶⁹

We were unable to get a detailed breakdown of educational levels in Toronto by age, gender and ethnicity. Some of the other sections do discuss education levels, but they do not provide a total picture of Toronto. This data is in the process of being obtained from Statistics Canada, and should appear in future Environmental Scans.

3.4 Employability Skills

Employers generally look for a variety of academic, personal management and teamwork skills when recruiting new employees. They often require individuals to have transferable skills, i.e. skills that can be used in other jobs, occupations and industries.

66. Statistics Canada, *Labour Force Survey* (Ottawa: 1998).

67. Ibid.

68. Ibid.

69. Statistics Canada, "The Daily" (14 April 1998).

Technological change is a key determinant of the type of work and tasks individuals perform on the job and the skills required of them. The computer skills that employers look for vary by occupation, but employees need to know the popular computer software programs for those occupations. Computer skills can be broadly broken down into the following categories:

- ◆ Word processing/publishing/office suites
- ◆ Spreadsheet software
- ◆ Specialized software
- ◆ Databases/programming
- ◆ Systems/LANs/mainframes

According to the Conference Board of Canada's *Employability Skills Profile* (1994), employability skills are critical skills required in the Canadian workplace. They include: (1) academic skills, (2) personal management skills and (3) teamwork skills.

1. *Academic Skills*

Academic skills are key to getting and keeping a job, and to performing well on the job. These include communicating, thinking and learning, so that an employee can:

- ◆ understand, speak, read and write the languages in which business is conducted;
- ◆ listen, understand and learn;
- ◆ access and apply general information and specialized knowledge;
- ◆ think critically and act logically to evaluate situations, solve problems and make decisions;
- ◆ understand and solve problems using arithmetic and mathematics;
- ◆ use technology (instruments, tools and information systems) effectively;
- ◆ learn on the job; and
- ◆ continue learning for life.

2. *Personal Management Skills*

Personal management skills are a combination of skills, attitudes and behaviours required to get, keep and progress on a job, and to achieve optimal results.

Canadian employers seek employees with:

- ◆ self-esteem and self-confidence;
- ◆ personal ethics (honesty and integrity);
- ◆ an ability to learn;
- ◆ initiative, energy and persistence to get the job done; and
- ◆ a sense of responsibility.

Employers also look for employees who are able to:

- ◆ set goals and priorities;
- ◆ plan and manage time, money and other resources to achieve goals;
- ◆ be accountable for their actions;
- ◆ anticipate and adapt to change; and
- ◆ identify and suggest new ideas to get the job done creatively.

3. *Teamwork Skills*

Teamwork skills are needed to work well with others on a job. These include the abilities to:

- ◆ understand and contribute to an organization's goals;
- ◆ understand and work within the culture of the group;
- ◆ recognize and respect diversity and individual differences, and the thoughts and opinions of others in the group;
- ◆ plan and make decisions with others, and support the outcomes;
- ◆ "give and take" to achieve group results;
- ◆ identify when a team approach is appropriate; and
- ◆ lead when appropriate, and mobilize a group for high performance.

It is beyond the scope of this report to detail all of the skill requirements employers and industries have. One of the largest gaps in information sources we found was a listing of current skill requirements. Appendix C includes a suggested methodology for capturing data on skill requirements.

4 Labour Market Partner Groups and Equity Groups

4.1 Background

The goal of the Toronto Training Board is to represent the following labour market partner groups: women, youth, persons with disabilities, visible/racial minorities, business, labour, educators/trainers and persons of aboriginal descent.⁷⁰ The *Training Environmental Scan* considers the realities, experiences and points of view of all of these groups when identifying training services, programs, needs and gaps.

It is important to note that members of one labour market partner or equity group often belong to other groups as well, and that HRDC has conducted studies of employment and training needs for most of them.

The scan summarizes the most relevant issues relating to Toronto, and refers readers to the HRDC studies in Appendix E.

4.2 Women

Women⁷¹ have diverse employment and training needs that are influenced by their economic positions, levels of education, work experience and societal roles. At the same time, there are a number of experiences and barriers that women commonly face, namely, the type of roles typically accorded to them in society and the changing nature of the work most women do.

The Advocates for Community-Based Training and Education for Women (ACTEW) indicate in their *Survey of Employment and Training Services for Women in Metro Toronto* (1997) that the variety of roles women play in society often conflict with women's ability to search for employment. The survey also indicates that the positions traditionally held by women in the workplace are changing rapidly. These changes have affected the skills, knowledge areas and competencies that women need to enter or stay in the paid workforce.

The OECD report, *The Future of Female-Dominated Occupations* (1998), indicates that traditionally, employment has been sharply segregated by gender, and that women's employment was heavily concentrated in occupations such as secretarial work, teaching primary school, nursing and home helping. The report indicates that these jobs were often negatively stereotyped, but are now at the centre of the information and service economy. These traditionally female jobs are changing dramatically because of information technologies, the development of our knowledge-based economy and our ageing population.

70. For more information about the Toronto Training Board, see Appendix D.

71. Because women constitute more than half of Toronto's population and are an increasingly large part of its labour force, all the issues identified in the scan impact on women.

More research is required to determine the new skills, knowledge and competencies needed in these jobs, and how they can be learned.

Most of the research to date has focused on trends in secretarial occupations, namely the Clerical Workers Centre report, *Occupational Analysis: Clerical Occupations in Metropolitan Toronto* (1997), and the OECD report, *Trends in Secretarial Occupations in Selected OECD Countries, 1980–95*.

The Clerical Workers Centre report indicates that, since 1989, the clerical workforce has shrunk by 35%. This is the largest job loss of any occupational group in Metro during this period. The study also indicates that none of the reliable information suggests any growth in the strictly clerical occupational groups. However, this group is still the largest non-managerial, non-professional occupational group in Toronto. In 1997, 16% of Metro's labour force had clerical jobs.

The OECD report indicates that the nature of secretarial work is evolving quickly. Organizations are starting to use secretaries to gain competitive advantage, by having them do information technology work and organize presentations.

Six areas of change were found to affect women's training needs:

1. Constantly changing business technologies
2. Emphasis on continuous learning
3. Changing skills, knowledge and competency levels within most occupations
4. Increased self-employment, part-time and contract work
5. Different methods of creating employment
6. Different ways of career advancement⁷²

For women entering or re-entering the workforce, and for women who are currently part of the workforce, there are many gaps in training and employment services. One of the most common and crucial gaps is the lack of a co-ordinated universal day-care system. In fact, none of the training programs surveyed provided day care, although some offered assistance in finding day-care facilities and subsidies. Other service gaps and needs include:

- ◆ a lack of sufficient information at resource centres;
- ◆ inadequate financial resources (women who could not meet basic survival needs could not be successful in their job search or training initiatives);

72. Human Resources Development Canada, *ACTEW Survey of Employment and Training Services for Women in Metro Toronto* (Study on employment services) by A. Zelechow, A-Z Learning Associates, with A. Morais and K. Lior for Advocates for Community-Based Training and Education for Women (ACTEW) (13 January 1997).

- ◆ a lack of job search supports (despite being commonly viewed as essential to helping women find meaningful employment);
- ◆ arbitrary length of employment training programs that often do not meet needs of clients; and
- ◆ training programs that do not meet the needs of self-employed women.⁷³

The following tools and resources were identified by the survey's focus group as essential for successful training and employment initiatives:

- ◆ Information on employment, training and labour market initiatives and trends that is readily accessible and broad in scope;
- ◆ Financial support so women can access training and have their basic needs met (e.g. food, shelter, transportation, day care) during training or job searching;
- ◆ Programs designed to provide knowledge and tools that help women make their own employment and training choices;
- ◆ Supportive learning environments that are sensitive to the barriers that women face and support the planning and execution of their long-term goals; and
- ◆ Continuous learning environments designed for the special needs of women.⁷⁴

See Appendix E, page E1, for a summary of the HRDC report on women, including the full list of recommendations.

4.3 Visible/Racial Minorities

“Visible/racial minority” and “newcomer” are not synonymous; many newcomers are not visible/racial minorities and many visible/racial minorities are not newcomers.

In the past few years, HRDC has commissioned studies on equity groups to determine the implications of Bill C-112 on these groups. The studies concluded that newcomer communities were concerned about:

- ◆ their lack of Canadian work experience;
- ◆ access to settlement and acculturation services;
- ◆ their English-as-a-second language abilities; and

73. Ibid.

74. Ibid.

- ◆ the challenges of obtaining educational and professional/trade accreditation and certification.⁷⁵

What was notably absent from the studies was information on Canadian-born visible/racial minorities. The issues listed above are not relevant to visible/racial minorities who were born in Canada. (One out of every three people who belong to a visible/racial minority group was born in Canada.) What resulted was the issuing of a study called *Visibly Invisible* by HRDC on Canadian-born visible/racial minorities.

According to the study, the definition of “visible minority” was developed by the federal government for the purposes of Employment Equity and tends to group together individuals from a variety of races, cultures and ethnicities. Although these individuals share some common experiences, they often have different cultural backgrounds, as well as unique histories and experiences. Furthermore, the Canadian heritage of these individuals is often not considered. The diversity of Canadian-born visible/racial minorities has contributed to this population’s invisibility. The study focuses on visible minority communities who have been in Canada for a long time— Chinese, Black, South Asian and Japanese.

There is inadequate statistical data on Canadian-born visible/racial minorities in the labour market and on related training initiatives. The 1996 Census was the first one to record detailed information about race and ethnicity. When the HRDC study was commissioned, results from the census on race and ethnicity in Toronto were not available, so 1991 data was used. This data is very limited, and it does not break down statistics to look at the subgroups within the larger group. This makes it impossible to accurately compare the employment and training experiences of different racial and ethnic communities.

The 1996 Census results we were able to obtain indicate the following:

- ◆ Toronto has 42% of Canada’s total visible/racial minority population, the largest proportion of any Census Metropolitan Area. Visible/racial minorities make up 32% of Toronto’s total population.
- ◆ A breakdown of the composition of visible/racial minorities in Toronto shows that approximately one quarter is Chinese, one quarter is South Asian, and one fifth is Black.

The HRDC report indicates the following:

- ◆ Approximately 65% of Canadian-born visible/racial minorities in Toronto have post-secondary training and/or education; 33% do not have a secondary school diploma; and 3% have less than a grade 9 education.

75. Human Resources Development Canada, *Visibly Invisible: A Survey of the Employment Training Needs of Canadian Born Visible Minorities in Metropolitan Toronto* (Study on employment services) by Joyette Consulting Services and Rexdale Microskills (March 1998).

- ◆ The 15–24 year old age group has the greatest number of unemployed and the lowest annual income.
- ◆ Visible minorities had the highest percentage of women participating in the workforce have children.
- ◆ Of the visible minority population, approximately 39% of males and 52% of females reported an income in 1991, indicating high levels of unemployment and low levels of workforce participation.

These limited statistics indicate that although Canadian-born visible/racial minorities have a relatively high level of educational attainment, they seem to have lower-than-average labour force participation rates in Toronto. It is difficult to ascertain exactly why this is the case because, according to the HRDC study, with the exception of systemic racism, there is little statistical data on personal obstacles and employment and training barriers that this group encounters. What is clear, however, is that Canadian heritage, education and employment experience do not ensure employment for all individuals born in Canada.⁷⁶

The HRDC report identified the following employment and training barriers after surveying the community:

- ◆ Canadian-born visible/racial minorities experience negative stereotyping and have assumptions made about their aptitudes and abilities.
- ◆ A number of agencies and employers do not want “over-representation” of visible/racial minorities among their employees or clients.
- ◆ There is a lack of foundation skills (e.g. self-esteem) necessary to compete effectively in the workforce.
- ◆ There is inadequate representation of Canadian-born visible/racial minorities among employees at employment and training agencies.
- ◆ There are no employment and training programs designed to meet the specific needs of Canadian-born visible/racial minorities or to do outreach to the various communities.
- ◆ Government support, funding and evaluation of training and employment programs do not focus on Canadian-born visible/racial minorities.

The report also encourages training programs and initiatives to provide:

- ◆ encouragement and support of entrepreneurial developments, including self-employment training initiatives;
- ◆ comprehensive methods of responding to systemic racism;

76. Ibid.

- ◆ improved access to technology;
- ◆ mentoring programs;
- ◆ programs geared to address the employment and training needs of Canadian-born visible/racial minorities;
- ◆ career management and development courses for youth; and
- ◆ access to labour market information and information on workforce participation rates by Canadian-born visible/racial minorities.

Finally, the report indicates that strong community involvement in the development and implementation of employment and training courses are required to ensure that the needs of Canadian-born visible/racial minorities are met.

4.4 Persons with Disabilities

Persons with disabilities⁷⁷ are members of other equity and labour market partner groups, so the economic, labour market and training issues that affect these other groups also affect persons with disabilities. At the same time, however, persons with disabilities also have their own unique economic, training and labour market issues.⁷⁸

HRDC's 1997 report, *The Will to Work*, indicates that persons with disabilities were more able to participate in the workforce in 1997 than they had been ten to fifteen years before. Study participants felt that although many gains had been made, they hoped that the future would bring improved access to employment and training services, and to "real jobs."

4.4.1 Demographics of Persons with Disabilities

Statistics Canada's 1991 Health and Activity Limitation Survey (HALS) reports that:

- ◆ In Ontario, 930,000 persons between the ages of 15 and 64 reported having a disability. This represents one tenth of people in Ontario in this age group.
- ◆ Over 52% of persons with disabilities residing in Ontario have a mild disability and 15.5% have a severe one. People between the ages of 55 and 64 tend to have a slightly higher occurrence of severe disabilities than those in the 15- to 34-year age range.

77. For the purposes of this report, persons with disabilities are individuals of working age (i.e. 15-64 years of age) who have a persistent physical, mental, psychiatric, sensory or learning impairment that they believe disadvantages their employment prospects.

78. There is a lack of statistics on the workforce participation of persons with disabilities.

- ◆ More than 30% of persons with disabilities in Ontario lived in Metropolitan Toronto in 1991.
- ◆ Persons with disabilities constitute 17.7% of the labour force in the City of Toronto.⁷⁹
- ◆ Metro Toronto employs more persons with disabilities than any other region in Ontario.⁸⁰
- ◆ Persons with disabilities have a lower average level of academic attainment than the total workforce population.⁸¹

The HRDC study found that workforce participation rates for persons with disabilities vary depending on age, sex, and type and severity of disability. For example, the more severe people's disabilities are, the less likely they are to seek employment. The older individuals are, the more likely they are to face barriers to employment and the more likely it is that they will acquire disabilities that require some form of accommodation from their workplaces.⁸²

Mobility and agility disabilities, combined, account for approximately 60% of disabilities in Ontario. Other common disabilities are those associated with seeing, hearing and speaking.

The employers who took part in the HRDC study were somewhat familiar with physical disabilities, but did not have a significant amount of experience or awareness of other disabilities. They lacked knowledge of how providing various types of accommodation would enable employees to become gainfully employed.

To summarize, most persons with disabilities do not have a severe disability and can participate effectively in the workforce with the right type of accommodation. Because persons with disabilities are less likely to be employed and more likely to be underemployed, they tend to have less job experience, which creates an additional employment barrier.⁸³

4.4.2 Training and Employment Issues

Skills upgrading training is particularly important for persons with disabilities, given their lower-than-average levels of academic attainment and the inadequacies of the educational system.

79. P. Hatt, "Persons with Disabilities Information Session" (Address to the Toronto Training Board, 25 March 1998).

80. Human Resources Development Canada, *The Will to Work: An Employment Related Service Needs Assessment for Persons with Disabilities in Metropolitan Toronto* (Study on employment services) by GGA Management Consultants (Toronto: May 1997).

81. Ibid.

82. Ibid.

83. Pat Hatt, *supra*, footnote 79.

Many persons with disabilities have either not participated in the labour market or have not participated fully. Those who are employed often work on a contractual basis or are underemployed. The implication for those who have been a part of the labour force but have not fully participated is twofold: first, they lack work experience and the opportunity to develop workplace skills; second, because of changes to the *Employment Insurance Act*, they do not have full access to the training initiatives funded by HRDC. (Most persons with disabilities are not eligible for Employment Insurance Human Resources Investment Fund benefits.)

Furthermore, the underemployed are in positions with little opportunity for training. Although the current job market requires constant upgrading and retraining, it is more difficult for persons with disabilities to access these training programs and services.

4.4.3 Recommendations

1. A review of the barriers to accessing training and employment needs to take place to develop appropriate employment and training services that are accessible and accommodating of persons with disabilities.
2. Services need to be better advertised to persons with disabilities.
3. Persons with disabilities require access to short-term training and training that will develop their transferable skills.
4. Service providers need to provide counselling services that encourage persons with disabilities to analyse and assess their skills, and to find work that is meaningful and challenging.
5. Although most persons with disabilities can attend non-segregated training courses with proper accommodation, some require segregated courses, so a variety of training initiatives should be developed.
6. Trainers need to be trained around accommodation issues such as:
 - ◆ transportation;
 - ◆ attendant care;
 - ◆ the use of assistive devices;
 - ◆ the need for flexible time frames for completing training and practicum;
 - ◆ alternative training methodologies and assessment methods; and
 - ◆ accommodation for physical or sensory environmental needs.

Studies conducted by the U.S. government around disability and access indicate that most accommodations that are essential have minimal costs.

Training programs are inadequate if clients cannot expect to be accommodated. Persons with disabilities are not asking trainers to have in place every accommodation that might be needed; trainers can simply factor accommodation costs into budgets and have a resource list of accommodation resources they can access when the need arises. Accommodation should become standard.

Considerable funds designated to training persons with disabilities have been spent; yet access to training programs has neither improved nor increased.

What is disturbing is that funding dollars are being cut, affecting the quality of training and employment services available to persons with disabilities. The withdrawal of the federal government from funding employment-related training will create significant problems for persons with disabilities who seek training courses. The HRDC study indicates that funders need to provide funding for more than one year, so trainers can redirect their focus— away from survival and towards the *quality* and *accessibility* of service.

The repeal of the *Employment Equity Act* by the Ontario government has sent a negative message to persons with disabilities, in the sense that this action may be viewed as a reduction of commitment by both employers and government to supporting employment and training activities for persons with disabilities.

It is important to realize that persons with disabilities contribute to Toronto's economy, yet they still experience many employment and training barriers. HRDC's report clearly indicates that persons with disabilities are disadvantaged in the Toronto labour market. Services are needed to help persons with disabilities get relevant training and find meaningful employment.

4.5 Francophones

4.5.1 Demographics

Ontario is home to more than half a million Francophones, the largest group of French-speaking Canadians outside Quebec, according to the 1991 Census.⁸⁴ There were approximately 42,068 French-speaking residents in Toronto in 1991 (about 2% of the city's population).

The Francophone population has continued to grow since 1986 because of the emigration of French-speaking people from other parts of Canada. Recent immigration has also brought significant numbers of French-speaking people to Toronto from many parts of the world.⁸⁵

84. Census data from 1996 does exist; however, it was not available at the time of this environmental scan.

85. Human Resources Development Canada, Centre Francophone du Toronto Métropolitain, *Professional Training Needs Assessment for Metropolitan Toronto Francophone Youth (Age 16–24), Women, Visible Minorities and People with Disabilities* (Study on employment services) by R. Bravar (Toronto: 1997).

Francophones are of many origins and cultural backgrounds; they include visible minorities, newcomers and people who speak languages other than French or English:

- ◆ 50 different nationalities are represented in the French language schools in the GTA.
- ◆ The Consortium for Planning the Francophone Multi Service Agencies of Metropolitan Toronto reported in 1995 that many people from countries in Eastern Europe (e.g. Romania, Czechoslovakia and Poland) are unilingual French speakers who require services in French. Others who speak both of Canada's official languages (e.g. newcomers from Algeria, Iran, Lebanon, Morocco or Syria) have stated that they prefer to be served in French.
- ◆ 15.6% of Francophones in the GTA were visible/racial minorities in 1991. For Metro Toronto, the figure was higher: nearly one in five (20.2%).
- ◆ Nearly one in three Francophones (30.3%) in the GTA was a newcomer. Of the Francophones who spoke no English, 58.2% were newcomers.⁸⁶

4.5.2 Education

The French Public School Board has only existed for ten years. With changes in education legislation, the Board that represents Toronto has had its catchment area increased significantly since January 1998, as has the French Catholic School Board. Under pressure to deliver services to larger regions and greater numbers of students, the school boards are focusing on elementary and secondary schooling and are not providing adult education services.

Although the Francophone community, on the whole, is more educated than other groups in Toronto, there is still a significant demand for Francophone literacy and basic skills training.

In the late 1980s, literacy training provider Alpha Toronto introduced a program for Francophones. In 1995, the Collège des Grands Lacs opened its doors. The college mainly provides training in computers, office skills and technology. Very few basic-skills courses are offered. It has no apprenticeship or trade programs—the only municipality that receives funding for French-language apprenticeship or trade programs is Ottawa.⁸⁷

86. Toronto District Health Council, *The Needs of Francophones with Severe Mental Health Problems in Metropolitan Toronto: A Report of the French-Speaking Mental Health Qualitative Needs-Based Assessment Study Committee* (Chair: F. Boudreau).

87. Ibid.

4.5.3 Training Issues and Needs

Training issues and concerns for Toronto's Francophone community include the following:

- ◆ Lack of knowledge (among both Francophones and Anglophones) of existing Francophone training services and programs in Toronto;
- ◆ Lack of training programs in French, including technical, generic, specific and soft skills training;
- ◆ Lack of adult education programs;
- ◆ Lack of awareness of Toronto's French community college (Collège des Grands Lacs) and of Toronto's bilingual college (Glendon College, part of York University);
- ◆ Lack of recognition for experience outside Canada; and
- ◆ Lack of recognition of the need for bilingualism (and multilingualism) in global markets.

Specific training needs include:

- ◆ French-language training so that Francophones can upgrade their skills and adapt to rapidly changing workplaces.
- ◆ Courses in English as a Second Language (ESL), which are imperative for obtaining employment and doing well on the job. There is an increasing need for ESL training due to the growing number of Francophones in Toronto who are newcomers from countries where English is not commonly spoken and for unilingual Francophones who have migrated from Quebec, where ESL training is not available.⁸⁸

4.5.4 Recommendations

1. Provide a range of professional employment and training services for Francophones in French.
2. Create ongoing training opportunities in basic and advanced French language classes, refresher classes, and specialized vocabulary training.
3. Ensure public awareness of and access to French employment and training services across Toronto. (Suggested methods include public marketing and technological access to various resource centres).
4. Promote the French-language Human Resource Centre for youth and adults at the Collège des Grands Lacs.

88. Ibid.

5. Create links between educational institutions and employers to determine and match client needs.
6. Continue building a network of agencies, organizations and government representatives to meet the needs of the Francophone community.⁸⁹

See Appendix E, page E7, for a summary of the HRDC report on Francophones, including the full list of recommendations.

4.6 Labour

4.6.1 Training Needs

The Canadian Labour Congress (CLC) is an umbrella body for over 2 million members of unions across Canada. The CLC provided the Toronto Training Board with a summary of the five areas it has targeted as training needs for its members: (1) basic skills and literacy, (2) apprenticeship programs, (3) adult public education, (4) training and employment services for unemployed workers and (5) workplace training/joint training.

1. Basic Skills and Literacy

There are a significant number of unionized workers in Toronto who require basic skills and literacy training. This need is especially pronounced among older workers.

For 15 years, the labour movement has played a major role co-ordinating and delivering literacy, basic skills and English-as-a-second-language programs in the workplace. The Ontario Ministry of Education and Training recently cut off its support for workplace literacy through the Ontario Basic Skills in the Workplace (OBSW) program, and cut funding to the colleges' Basic Skills programs. These cutbacks mean that labour trainers are less able to provide the much-needed basic skills and literacy training.

2. Apprenticeship Programs

Apprenticeship training needs include retaining compulsory certification, the minimum age and educational requirements and the ratio of journeypersons to apprentices, as well as adhering to national standards such as the Red Seal program.

The Ontario Federation of Labour also describes the need for apprenticeship programs to better serve equity groups; there are few examples of pre-apprenticeship programs for women, workers of colour, persons with disabilities, etc.

The provincial government is proposing reforms to apprenticeship programs, which, if implemented, would increase deregulation, reduce enforcement and limit guidelines concerning wages, ratios, course content, etc. The

89. Ibid.

proposed reforms would impose tuition fees and lower wage requirements. This would create financial barriers and act as a severe disincentive to potential new apprentices, young and old. Leaving it to individual corporations to establish standards for particular apprenticeship programs will erode national standards, thereby making assessment and recognition of prior learning difficult.

This would also restrict access to apprenticeship programs and would allow skills shortages (e.g. in construction and industry) to continue.

3. Adult Public Education

Cuts to public education—specifically the adult day schools—have left a huge training gap. The CLC is urging the Ontario government to implement a new employer-funded training program, and to change employment standards legislation to entitle every worker to paid education and training during work hours. The CLC is also advocating the creation of a training tax for employers, which would come off the payroll.

4. Training and Employment Services for Unemployed Workers

The new Employment Insurance (EI) legislation will assist only those who are “easy to serve” and will create a huge gap in training programs and income support for thousands of unemployed and underemployed people.

The CLC advocates renewed government commitment to benefits and programs for the long-term unemployed, social assistance recipients and new labour force entrants. Special programs for older workers, women, workers of colour, youth and others who face employment barriers are also essential.

5. Workplace Training/Joint Training

Workplace training is training that is offered jointly by employers and labour organizations, either in the workplace or at a union training facility. Workers are often required to take certain training on their own time, either before they are hired or while they are employed.

Many smaller unions do not have the capacity to develop training funds and, as sector councils have their government funding cut, training funds will shrink further.

4.6.2 Summary

Canadian labour organizations are concerned about the negative impacts that free trade (e.g. FTA, NAFTA) and globalization are having on Canadians. While transnational corporations are generally benefiting from globalization, labour faces a crisis in unemployment, underemployment and precarious employment. There are fewer and fewer decent jobs available, particularly for marginalized groups. Combined with cuts to Employment Insurance and social programs, this has led to depressed standards of living and increased inequalities.

The CLC wants corporations to pay their fair share of taxes; *Unfair Shares* documents how major employers are escaping their responsibility, and proposes solutions.

Concerned that governments have abandoned job creation as an economic strategy, the CLC has presented its recommendations in alternative federal and provincial budgets.

4.7 Business

4.7.1 Employment and Training Issues

The business focus group indicated that there is a shortage of skilled workers, especially in the information technology (IT) occupations. They believe that this contributes to there being more work than the labour market in these occupations can handle and that this is a long-term problem that is becoming more acute. In fact, they predict the need for skilled IT professionals will double every five years.

Skilled workers— especially in IT— are currently being recruited from abroad. According to business, this method is a short-term solution. The ideal long-term solution is to have enough domestically trained professionals. To achieve this goal, more training services and programs need to be provided to a larger percentage of the population.

The real emphasis in training should be on building a foundation of generic skills and knowledge areas such as the abilities of critical thinking, adaptation to change, flexibility, life-long learning and a mastery basic skills (e.g. math, reading, writing). There should be a training environment in Toronto in which both business and the workforce embrace the concept of continual learning. In other words, Toronto needs to adopt a training culture.

Although Toronto has the ability to foster such a culture, there is a lack of willingness on the part of many businesses and individuals. This lack of interest is generally connected to a lack of awareness concerning the value of training.

Training should be viewed as an investment— an investment in increased employee productivity and, consequently, increased competitiveness. For businesses to invest in training on a large scale, the benefits of training must be perceived to be greater than the costs; companies must get back more than what they put in.

Toronto's businesses are mainly small enterprises, and small businesses usually do not have adequate resources to provide training to their employees, whereas larger ones usually do. This resource differential allows large businesses to think more in the long term. Small businesses, on the other hand, tend to perceive the future differently; they plan more for the short term and tend *not* to invest in training.

Another issue, which is of concern to both small and large businesses, is staff poaching. Trained employees can become unaffordable because of corporate raiding, which raises their market value. Businesses— small ones in particular— tend to use this as a reason to not train employees. However, the business focus group for this scan believes that the real reason small businesses do not train is that there is no incentive for them to devote resources to training.

The focus group disagrees with the assertion that Canadian businesses are slow to adopt technology and new business practices. They view it more as being the lack of willingness of individual employees to adopt the new technology because adoption is viewed as a threat to job security rather than a competitive advantage for the company they work for.

The focus group felt that who should pay for training depends on the scenario. If the scenario is one where the employee seeks training to further his or her career, then the employee should pay for the training. If the employer seeks to train employees to improve their productivity, then the employer should be responsible for the costs. Determining whose investment it is could be a collective bargaining issue or a compensation incentive.

It is difficult for businesses to predict the types of skills they will require in the future, especially for specific occupations. Because of the rapid technological change, they feel that projecting skill requirements is like aiming at a moving target.

The focus group indicated that training services in Toronto are not adequate. There is a lack of standards and understanding of business training needs. Benchmarks and regulations are important to maintain a competitive edge.

4.7.2 Recommendations

1. There should be more outreach to businesses and more education around the benefits of training.
2. Successful training initiatives should be documented so that training dollars can be spent wisely.
3. An organization like the now-defunct Ontario Skills Development should be re-established because it was useful and helped small businesses.
4. Tax incentives, rather than tax burdens, should be implemented. Special incentives should be implemented for small businesses that do not have the income to write off training expenses.
5. The consortium approach to training should be built upon.

4.8 Educators and Trainers

The following is a brief summary of the issues of concern to educators and trainers in Toronto. For a detailed discussion, see the comprehensive report,

Creating a Better Way: A Report on the Multi-Stakeholder Educational Process for the Metro Toronto Education And Training Steering Committee (December 1996) by Gail Benick and Anver Saloojee.

The report notes considerable agreement among stakeholders as to the large-scale challenges facing educators and trainers. The challenges identified include:

- ◆ the instability of federal-provincial relations and its impact on the provision of training;
- ◆ a funding crisis that is the result of the federal and provincial governments basing social policy on fiscal priorities;
- ◆ the changing criteria and rules for funding education, training and adjustment programs;
- ◆ unrealistic time frames;
- ◆ difficulty of long-term planning due to funding uncertainty;
- ◆ a lack of clarity around the role of the local board and the role it will play in the new City of Toronto;
- ◆ the need to service more clients with less resources;
- ◆ the need to achieve high-quality outcomes in less time; and
- ◆ the need to support the core business of the organization while keeping up with changing demands in training.

See Appendix F for a summary of the *Creating a Better Way* report, including the full list of recommendations.

4.9 Youth

Youth are not formally represented on the Toronto Training Board; however, the Board recognizes the importance of their training and employment concerns. Therefore, their issues have been recorded in the Labour Market Partner Groups section.

Before we discuss youth employment and training, we must clarify that there are two definitions of “youth.” The first is from Statistics Canada, which defines youth as people between the ages of 15 and 24; and the second is from HRDC, which considers youth to be between the ages of 16 and 25 (and sometimes up to age 29).

4.9.1 Demographic Profile

The City of Toronto's demographic profile on *Youth, Employment and the Economy* indicates the following:

- ◆ In 1996, 508,300 youth between the ages of 15 and 29 lived in Toronto, making up 21% of the population.
- ◆ In 1996, 30% of 15- to 24-year-olds in the Census Metropolitan Area were newcomers and 20% of the 15- to 29-year-olds spoke a language other than English in the home.
- ◆ In 1997, 41% of 15- to 24-year-olds in Toronto had not completed high school; 18% were high school graduates; 20% had some post-secondary education; 13% had a post-secondary diploma; and 8% were university graduates.
- ◆ Three quarters of 15- to 24-year-olds in the city live with their parents.
- ◆ Families headed by younger people experience significantly lower incomes. The median income for husband-wife families headed by someone under 25 was 43% that of husband-wife families overall. The median income of younger single parents was two thirds that of single-parent families overall.
- ◆ In March 1998, 25,200 Toronto households headed by a person under 30 were receiving social assistance.

Young workers have been especially affected by the high unemployment rate that resulted from the recession of the 1990s and from changes in the organization of business and government. The unemployment rate among youths was nearly double that of the overall labour force.

4.9.2 Employment and Training Issues

The picture is bleak: 41% of Toronto youths have not finished high school and show low levels of post-secondary educational achievement. Success in the workforce is strongly correlated to the level of educational attainment. (For example, university graduates have a much lower unemployment rate than high school graduates.) This is likely to be even more true in the future.

Despite the economic recovery, youths continue to experience a higher rate of unemployment compared to the total population of Metro Toronto, but under the new regulations of the *Employment Insurance Act*, eligibility of youths for benefits will decline and financial support for agencies that serve young people will become more volatile, with increased competition for available funds.⁹⁰

90. Human Resources Development Canada, *Market Analysis of Employment Needs and Services for Youth in Metro Toronto* (Study on employment services) by S.G. Walker, EDUCON Marketing & Research Systems, & T. Cutler (Toronto: January 1997).

4.9.3 Recommendations

Since many youths are seeking employment rather than pursuing their education, it is imperative that training and employment services be provided to them. These services should address the following needs:

- ◆ A standardized computer information system that links reported youth activities across Metro is needed. It should identify strengths and gaps in youth services; track youths after they complete programs; evaluate the impact of employment and training programs; and assist with strategic program planning.
- ◆ There is a need for partnerships among agencies, but confusion exists over the concept of partnering. To close service gaps and maintain service continuity, agencies need to develop training initiatives and to collaborate with various levels of government and with private sector corporations.
- ◆ Guidelines, criteria and assessment forms to be used by employment agencies should be standardized to reduce duplication.

See Appendix E, page E5, for a summary of the HRDC report on youth, including the full list of recommendations.

4.10 Persons of Aboriginal Descent

We were unable to obtain information on training services, programs, needs and gaps with respect to persons of aboriginal descent for this Environmental Scan. This information will be provided in future scans.

5 Appendices
