TORONTO Economic Development

Regent Park Employment, Skills & Economic Development Study

Final Report

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INTRODUCTION

This report was commissioned by the City of Toronto Economic Development Division. Services Canada (formerly Human Resources and Skills Development Canada) assisted with funding for the study, which was carried out by Sean Meagher, Tom Zizys, Reid Henry, Kate Hoffmann and Tony Boston. Its purpose is to consider barriers to employment and constraints and opportunities for economic development in the East Downtown area of Toronto, and identify ways to address them in the context of the large-scale redevelopment project in the Regent Park housing development located in that area.

The development of the study was overseen by a steering committee consisting of representatives form the Toronto Economic Development Department, Toronto Social Services, Toronto Community Housing and the Regent Park Resident Council/ Regent Park Neighbourhood Initiative. Several presentations on findings were made in the course of developing the report to this steering committee and to the residents of Regent Park. The conclusions of this study were also reviewed with stakeholders in business, labour, government and community groups and their input is reflected in the last sections of the study.

The study examines overall trends in labour markets and barriers to stable employment that result from those trends. The study also considers data on demographics and employment in the East Downtown to identify the ways in which those broader labour market trends are reflected in the barriers experienced by residents in the area. The study examines best practices in addressing persistent unemployment. It provides new research on the way in which employment barriers affect East Downtown residents and the extent to which employment programs and other interventions ameliorate those barriers. Lastly, the study considers the economic opportunities in the East Downtown and abutting business districts, both in terms of existing employment opportunities and opportunities for new businesses and economic development.

The study is based on extensive secondary research on labour market trends, employment programs and demographic and economic trends in Toronto as wells as new primary research on employment barriers and employment programs in the East Downtown.

The study also draws on a test case, employing the best practices in employment programs to create employment and training opportunities for local residents through one of the first projects of the Regent Park redevelopment.

This study makes concrete recommendations on improving the ability the employment system to assist job-seekers in obtaining and retaining employment, and strongly recommends that the unique opportunity afforded by the Regent park redevelopment be used as the setting for a pilot project to test the conclusions of this report.

SUMMARY OF MAJOR FINDINGS AND RECOMMENDATIONS

Conclusions from Section I – Employment In Regent Park:

The Regent Park revitalization creates an unprecedented opportunity to address employment and training needs in the East Downtown. The redevelopment will create over 6,000 person years of employment, with considerable training opportunities in construction alone. Additional employment could be realized from the relocation processes and the administration of the transitions. Still more employment prospects exist through the newly-developed retail and commercial spaces that are integrated into the redevelopment, and from economic development opportunities resulting from the addition of over 3,000 units of market housing targeted at the higher end of the income scale. These opportunities augment an already robust economy, presenting further job opportunities, in the downtown core.

But there are clearly-identified barriers to making the most of these opportunities. These barriers reflect a combination of labour market trends and the specific challenges of the local population (outlined in Section II). A dedicated strategy will be required in order to overcome them.

The deconstruction case study shows the ability of a thorough employment intervention to overcome those barriers and create real jobs and training opportunities from even a small project. Success on a similar scale for the revitalizations as a whole would result in hundreds of person years of work for local residents, and training leading to employment for hundreds more.

The case study also illustrates the resource-intensive nature of efforts of this kind. The interventions in support of job-seekers were comprehensive and continued throughout the process. The incidental costs were covered despite a lack of coordinated funding sources, which put unmanageable strain on the project. The process drew on several agencies and some focussed assistance from Ontario Works. Given the complexity of coordinating this small project, employing hundreds of residents on an infrastructure as ad hoc as this would be unwieldy and unmanageable.

Achieving the significant benefits that could arise from the Regent Park redevelopment will require infrastructure that is more comprehensive, coordinated, well-resourced and consistent than is currently in place.

Recommendations from Section I:

Recommendation 1

> **That a coordinated employment system be developed and put in place prior to the start of demolition at Regent Park. This infrastructure should be capable of realizing the potential employment benefits of the Regent Park redevelopment.**

Conclusions from Section II – Trends in Markets and Demographics:

Canadian Labour markets, like many world labour markets, are creating increasing barriers to obtaining stable, long-term, permanent employment. Many people are losing their connection to stable, standard employment, and instead cycling repeatedly through the system of social supports. Barriers to standard employment disproportionately affect women, newcomers, youth, and people with low educational attainment. For people in these groups, it is hard to find jobs, and even harder to find permanent, full-time work. They tend increasingly to cycle in and out of employment, never gaining a firm foothold in the world of work, and repeatedly relying on benefits. The decline in stable, standard jobs has led to a decline in income, stability, and security. It has also led to a reduction in the type of investment (e.g. training and development) in employees that helps employees advance and increase their value to employers. People's ability to break this vicious cycle of intermittent unemployment and a low ceiling of available job opportunities is limited by their restricted means, and the limited employment supports designed to address a labour market that does not exist for them.

The population most at risk of this cycle of intermittent unemployment is heavily concentrated in the East Downtown. The consequences for that population are exactly as indicated in the studies: persistent low levels of incomes, economic instability, recurring reliance on benefits, limited economic mobility and persistent unemployment for almost half the population.

Any effort to support economic mobility in the East Downtown must address the persistent cycle of underemployment seen in labour market studies. Short term solutions, quick fixes, and efforts to match candidates to *any* job, instead of a *steady* job, appear to be failing now, and will likely fail in the long run.

Recommendations from Section II:

Recommendation 2

That efforts to improve employment prospects for low income residents in the East Downtown focus on supporting job-seekers throughout the *process* of obtaining stable permanent employment, avoiding "quick fix" solutions which attach job seekers to any job.

Conclusions from Section III – Employment Systems in the East Downtown:

The employment programs in the East Downtown are far from sufficient to address the existing pressing employment needs of job-seekers, let alone capitalize on the opportunities presented by the revitalization of Regent Park.

There are many skilled service providers offering a variety of programs, but these programs are mostly small, with only a handful of clients each. These programs lack coherence as well, often offering just one portion of the needed service to one small sub-segment of the potential client population, without creating the kind of continuum of service that best practices demonstrate is needed. Programs are also often inflexible, not reflecting the full range of job seekers' needs.

Barriers to realizing the opportunities for employment and training are rooted in the structure of the employment systems in the East Downtown.

As a result, clients obtain some skills and strategies, but few have access to the full array of services and support they require, and none are involved in a *process* designed to support systematic development from unemployment to employability and on to job retention and advancement.

Clients of employment services recognize this and other weaknesses as barriers to their employment. Despite evidence that they have realistic expectations, actively pursue employment and obtain training, they remain infrequently and inconsistently employed. Participation in employment services is modest and confidence in those services is low. Job-seekers see services as one of the few options they have to improve their odds of employment, but recognize that little will change as a result of these services. Nothing demonstrates this as compellingly as the failure of additional training to improve employment prospects. While improving skills and adding training are assets in seeking employment in general, training programs generally reflect a variety of factors, including funder priorities and past training practices, rather than immediate markets for skills. As a result, the training obtained often fails to correspond to the skills needed for jobs available, and results in few gains.

Best practices research in employment programs consistently predicts the failure of employment programs of the kind now available in the East Downtown. Small-scale projects that offer discrete, disconnected elements of the services needed by job seekers are unlikely to succeed. Coordinated services that follow candidates through the entire employment process and link together the necessary combination of programs do better. Helping job-seekers make the connections from pre-employment to training to job seeking to job retention increases their chances of making it through all of those stages and remaining employed over the long term.

There is also an unmistakable benefit in having programs linked to real employers. Having a real job at the other end of the program is an effective motivator for outreach and for retention. Strong relationships with real employers ensure that programs are relevant to the employers' real needs for skills. The combination of motivated participants with programs directly relevant to real jobs greatly improves the success of the programs.

Creating an integrated employment system as described in the best practices research is more likely to be successful and better reflects what job-seekers in the East Downtown indicate they want. Given the unprecedented opportunities presented by the Regent Park redevelopment, Regent Park seems like the ideal setting for piloting such an integrated model.

Recommendations from Section III

Recommendation 3
That the Regent Park redevelopment be the setting for a pilot project demonstrating an integrated employment system reflective of the best practices research and the identified needs of clients in the East Downtown. In order to achieve this, the employment systems in Regent Park should be reoriented to better achieve long-term employment for job seekers, and to make use of the employment and training opportunities presented by the redevelopment, by establishing coordination, common intake, assessment and referral protocols, case management functions and job retention programs.

Recommendation 4
That the City of Toronto, as the primary order of government involved in the Regent Park redevelopment, convene government funders of employment programs to create a pilot project that tests the effectiveness of this model by shifting priorities, regulations and methodologies.

Recommendation 5
That this pilot project be developed in partnership with Toronto Community Housing, as well as representatives from labour and business.

Conclusions from Section IV – Economic Opportunities:

In addition to the medium-term supply of jobs derived from the Regent Park construction of Regent Park, long term job opportunities exist in the East Downtown. The local economy offers many job prospects through the conventional job market. There are many more long term jobs that will emerge through the redevelopment from employment in new commercial space resulting from the development. These opportunities exist for the full range of ages, skills and educational attainment.

However, the opportunities present in the east downtown will not be realized in the absence of systematic efforts to achieve them. The recommendations in Section III of this report, which outlines the most effective mechanisms for realizing the potential benefit of construction jobs, will also produce the necessary change in structure to supporting long-term employment goals. Critical among which is the establishment of strong relationships between employment services providers and employers. Local employment sectors that are growing in the downtown area offer a full range of part-time and full-time opportunities for all age groups, educational backgrounds.

Opportunities also exist for employment through economic development efforts and entrepreneurial activity made possible by the new market created through the construction of 3,000 new homes. Realizing the potential of these opportunities requires programs to encourage entrepreneurial practice and support it with skills and concrete assistance. The redevelopment will fail to produce economic development successes in the absence of these programs. The first step is a detailed exploration of the most promising candidates for economic development.

There is a clear interest in creating a local market, childcare services, a resale business for used building materials resulting from the demolition and business incubator space. They also require a host for those programs. As outlined in Section V, The Regent Park Resident Council, a resident-based community development organization has already begun work on supporting employment and encouraging economic development. While they remain in a transitional stage, reforming as the Regent Park Neighbourhood Initiative, they are the most logical base for this work.

Recommendations from Section IV

Recommendation 6

That the integrated employment system created by the pilot project outlines in Recommendation III develop relationships with employers to ensure that the training and preparations undertaken by job-seekers lead to real jobs, preferably in the context of a firm employment agreement that commits service providers to specific training programs, and commits employers to hiring from the pool of graduates from those programs.

Recommendation 7

That actors in the integrated employment system begin forming their relationships with employers by approaching sectoral associations and major sectoral leaders in fields where the largest blocks of employment appropriate to local skills exist, where youth employment is high and where opportunities for advancement are clearest.

Recommendation 8

That feasibility studies be carried out for an open air market, a demolition materials resale business, and expanded child care services, to determine the viability of these options as economic development activities in the East Downtown.

Recommendation 9

That Toronto Community Housing consider including business incubator work space among the public spaces developed in the new Regent Park.

Conclusions from Section V – Stakeholders Views of the Employment System:

Agencies delivering employment services recognize the barriers to their success and are willing to modify their approaches if funders and regulators support it.

Specifically, employment service providers are willing to integrate and link their programs though common intake mechanisms, common referral protocols and shared case management to better serve their clients

Agencies providing employment services also recognize a need to shift their focus to better address the need for pre-employment programs, partnerships, and longer-term post-employment supports.

Government respondents recognize a need to be flexible in addressing the persistent barriers to employment in the East Downtown.

The residents in the East Downtown generally agree with the proposed shift in focus and welcome efforts to alter an employment system that many feel is simply not working for them. They have reservations about wholly recasting the training infrastructure to reflect current employer needs, as some skills (e.g. computing) are transferable and generally valuable, and therefore desirable even if not currently sought by employers.

Representatives of organized labour welcome effective strategies for employing people from low income communities. They note that employment targets in construction contracts can be effective provided that effective monitoring and penalties are used to successfully achieve these targets. They emphasize that key principles of fairness and equity must be respected throughout the process.

Local businesses are equally welcoming of the opportunities to support low-income families in the East Downtown and can play a modest role in addressing local needs.

Lastly, the Regent Park Residents' Council (RPRC) are finalizing the exploration of their role in the process. They are reforming as the Regent Park Neighbourhood Initiative (RPNI). Their examination is focussed in the areas outlined in this document and would make them a broker, a facilitator, and a monitor of employment efforts in the area. While their work is not complete, early indications are that they have addressed the critical hurdles in the transition to this role and will soon be ready to be a key partner in the efforts to recast the employment systems in the area.

Recommendations from Section V

Recommendation 10

That Toronto Community Housing, the Regent Park Residents' Council and the employment services in the East Downtown collaborate on the creation of an appropriate, independent mechanism to monitor compliance with the goals of employment programs tied to the redevelopment and report on its degree of success throughout the redevelopment period.

Recommendation 11

That training opportunities in generalized areas such as computer skills remain available regardless of a direct relationship to an identified employer, so residents can obtain basic skills with broad application in their preparation for employment.

Recommendation 12

That local employment services expand their relationship with local business associations to identify opportunities for modest collaborative efforts to improve local employment levels.

Recommendation 13

That the RPRC/RPNI work with the City of Toronto, Toronto Community Housing and local service providers to define their role in the employment service network by the end of 2005, with emphasis on facilitating resident access to the integrated employment system, monitoring the success of the system in improving the job prospects of residents in the East Downtown and supporting economic development programs in Regent Park.

SECTION I - EMPLOYMENT IN REGENT PARK

The Case for a Comprehensive Employment, Skills and Economic Development Program in Regent Park

The redevelopment of Regent Park provides an unprecedented opportunity. The community suffers from chronically low labour force participation and chronically high unemployment. In the midst of that context, Toronto Community Housing will be creating over 6,000 person years of employment in demolition and construction. More employment will be created in the moving process, as 2,000 families move out of Regent Park and back again. The redevelopment will bring new jobs, in newly established commercial spaces including a new grocery store.

These opportunities represent great potential for Regent Park. Sadly that potential cannot be realized in the current context.

The current employment context in the east downtown seems like a paradox. There are ample opportunities to create new employment and even more opportunities to connect unemployed job seekers to work in Toronto's bustling downtown. There is a broad range of community service providers and government services designed to employ people. There is a skilled and willing workforce that eagerly pursues employment and skills development. Yet the employment picture in the east downtown is abysmal. Unemployment rates for some parts of the community run as high as 50%. Labour force participation is low and, for some groups, dropping.

The system is broken, despite every reason to expect it should be working.

What's wrong?

The primary and secondary research conducted in this study points to the holes in what looks like a viable employment system from a distance, but up close reveals itself as a catalogue of unreachable opportunities, skewed processes and undermined programs that make success in the current context nearly impossible.

Labour markets are primarily creating unstable, insecure jobs that do not produce lasting attachment to employment

The problem isn't unique to the East Downtown. Our literature review shows the labour market throughout Canada is shifting to a growing portion of non-standard jobs (not full-time permanent), especially for first-time employees and people returning to the workforce. These jobs are less secure, lower paying and have fewer benefits. Employees may gain a non-standard job only to lose it again, and cycle in and out of unemployment without gaining a stable foothold in the world of work. For every four workers who obtain this type of employment, three fail to advance to a stable job within the following two years. The dead-end job market has grown.

The literature also shows these challenges disproportionately affect certain groups, groups that are overrepresented in East Downtown Communities.

Our primary research more precisely identifies the groups facing the greatest challenges: non-English speakers, young males, women, people with disabilities and people with low educational attainment. Each of these groups lags behind the general population in some aspect of employment. Non-English speakers have less access to standard, full-time permanent jobs and job advancement. People with disabilities have opted out of the labour force due to lack of supports. Young men have opted out of the labour force due to lack of prospects. Women have opted out of the labour force due to the constraints of childrearing. People with low educational attainment continue to obtain few jobs and fewer permanent full-time jobs. Building a bridge to employment for these groups, in the new jobs in Regent Park or existing jobs in the downtown core, requires intensive and long term interventions.

The employment strategies now in place cannot help the people in the East Downtown achieve stable employment

Despite these clearly identified needs, the current approach to employment services in Ontario does not well serve individuals with multiple barriers to employment.

Overall, the system reinforces the provision of services that are fragmented, limited in whom they serve, do not provide the necessary intensity or duration of support, do not adjust to specific needs, and place too much emphasis on getting any job as opposed to a job that will last.

In the East Downtown employment services are even more limited. There are fewer services in relation to the need, and many are limited projects. There are few links between services, and no continuity of support to help a person through the stages to sustainable employment. Agencies lack strong connections to mainstream employers that can provide jobs.

Our primary research shows that most people who have barriers to employment want to work and are often doing everything that can be expected of them to attain employment, with limited success. In general, they set realistic goals, pursue them diligently, and engage in active skills development, to no avail. The systems in place to support them cannot tackle the full range of challenges they face.

Any effort to realize the unique employment opportunities presented by Regent Park redevelopment will require adjustments to the local employment support system to enable it to deliver the kinds of comprehensive, systematic supports job seekers in the area need. Achieving that will also give the system many of the tools needed to begin to link job seekers to jobs in the downtown core systematically and effectively.

There is too little structure supporting job creation, and too few connections to employers with jobs to offer, to be successful

The development of Regent Park holds the promise of hundreds of jobs. Our analysis of the economic environment shows employment opportunities in strong, growing clusters that can provide stable jobs which reflect the full range of skills present among job seekers in the East Downtown. Employers are there, job seekers are there, but there are few effective mechanisms to connect them. Little progress will be made without those links.

Our analysis also shows that there is little capacity to support the growth of local economic development possibilities that currently exists in the neighbourhood. There is almost no training, mentorship, or support, and even less access to capital available to potential entrepreneurs. For job creation related to redevelopment activities, almost none of the necessary supports are in place. As a result, there is very limited economic development activity across the study area.

Correcting this counterproductive environment will be critical to realizing the potential of the jobs emerging in the new Regent Park, and to go on from there to link job seekers to the jobs available in Toronto's downtown core.

This report lays out a series of steps, each based on clear findings from the study, that can help the East Downtown make the transition from the current challenges to an integrated system that effectively supports people seeking work and assists employers in finding appropriately skilled workers for the redevelopment processes and the many other employment opportunities that characterize the centre of Canada's largest city.

Case Study – 30 Regent Street Demolition

In May 2005, eight residents from Regent Park and the surrounding area successfully completed a training program that gained them membership of Local 506 of the Labourer's International Union and qualified them to work on demolition sites. Three of these individuals were hired to work on the demolition of the former 51 Division site at 30 Regent Street, as part of a contractual agreement between Toronto Community Housing and the demolition company. This agreement ensured that 20% of the workforce on this site (3 individuals) would be trainee participants from the community.

There were 110 applicants for the 8 training positions, and the final trainees were comprised of 5 residents of Regent Park and 3 from the surrounding area, with particular focus on residents of shelters and others facing barriers to employment. Screening and interviews were conducted by the project and only successful candidates went forward for formal application to the union for training.

Applicants required a number of supports, including assistance in accessing Ontario Works; intake with Job Connect (employment counselling); help with work-related expenses; box lunches during training; transportation to training; union initiation fees and 3 months of union dues (for OW recipients); general support and trouble-shooting. The union assessed the project crew as "above average" compared to the typical trainee group.

The success of this pilot project was a tremendous achievement given the complexities of bringing together multiple partners and designing and implementing a process that involved multiple challenges in a short time frame. It also serves as an excellent case study to instruct and support the recommendations of this report.

The 30 Regent Street Demolition project shows:

- The success of this model of integrated project development;
- The complexity of this sort of training project and the resource intensive nature of the planning process;
- The need for multiple supports to assist with pre-employment;
- The level of interest from Regent Park residents and residents of shelters in the surrounding area - there were other applicants who could have participated had the project been larger, and many others who were not suited to construction work but who could participate in similar training projects for other spheres of employment;
- The challenge of finding work after the initial project for those who were hired on-site, and of finding work for the remaining trainees, requires on-going supports and linkages from the service system;
- The intensity of resources required for meaningful long term job creation.

Most importantly, the project reinforces the need to restructure the system of supports and services to provide an integrated model that addresses all of the factors that allow people to prepare for and secure sustainable skills, secure jobs and maintain employment. The hunger for these opportunities exists demonstrably across the community, and the ability of the various players to collaborate was also proved by this process.

Conclusions from Section I – Employment In Regent Park

The Regent Park revitalization creates an unprecedented opportunity to address employment and training needs in the East Downtown. The redevelopment will create over 6,000 person years of employment, with considerable training opportunities in construction alone. Additional employment could be realized from the relocation processes and the administration of the transitions. Still more employment prospects exist through the newly-developed retail and commercial spaces that are integrated into the redevelopment, and from economic development opportunities resulting from the addition of over 3,000 units of market housing targeted at the higher end of the income scale. These opportunities augment an already robust economy, presenting further job opportunities, in the downtown core.

But there are clearly-identified barriers to making the most of these opportunities. These barriers reflect a combination of labour market trends and the specific challenges of the local population (outlined in Section II). A dedicated strategy will be required in order to overcome them.

The deconstruction case study shows the ability of a thorough employment intervention to overcome those barriers and create real jobs and training opportunities from even a small project. Success on a similar scale for the revitalizations as a whole would result in hundreds of person years of work for local residents, and training leading to employment for hundreds more.

The case study also illustrates the resource-intensive nature of efforts of this kind. The interventions in support of job-seekers were comprehensive and continued throughout the process. The incidental costs were covered despite a lack of coordinated funding sources, which put unmanageable strain on the project. The process drew on several agencies and some focussed assistance from Ontario Works. Given the complexity of coordinating this small project, employing hundreds of residents on an infrastructure as ad hoc as this would be unwieldy and unmanageable.

Achieving the significant benefits that could arise from the Regent Park redevelopment will require infrastructure that is more comprehensive, coordinated, well-resourced and consistent than is currently in place.

Recommendations from Section I:

Recommendation 1

> **That a coordinated employment system be developed and put in place prior to the start of demolition at Regent Park. This infrastructure should be capable of realizing the potential employment benefits of the Regent Park redevelopment.**

SECTION II: TRENDS IN MARKETS AND DEMOGRAPHICS

Labour Market Trends Affecting Individuals With Barriers To Employment

Employment in Regent Park is affected by the same labour market trends affecting all Canadians. The community has a relatively high concentration of people with multiple barriers to employment. In order to understand the challenges faced by residents of Regent Park and the surrounding study area, one needs to understand how the local experience reflects the broader employment picture. Strategies to increase sustainable employment must be informed by the larger Canadian trends, even as they are tailored to the specific opportunities and challenges of the community

This chapter highlights the following broad trends:

- Some populations are more likely to work in low-paying jobs: youth, recent immigrants who are visible minorities, recent immigrants generally, women, individuals with less than a high school education, and individuals with only a high school diploma;
- Employment rates (number of working-age people employed) have dropped in Toronto, primarily because of lower employment rates for new immigrants and higher unemployment rates for youth;
- Non-standard jobs (part-time or temporary work, usually with few benefits; self-employment) are the predominant job type for new entrants and re-entrants to the labour market;
- In the last 20 years, median wages have fallen for part-time jobs and for newly hired employees; people in temporary jobs have lower wages on average than people in permanent jobs;
- More than one half of workers in Canada using employment agencies live in Toronto – these are often well-educated individuals holding jobs requiring low skill levels, receiving 40% less than what their counterparts earn in comparable permanent jobs.
- Low pay <u>and</u> low-income are concentrated among individuals with less than a high school diploma, recent immigrants, unattached individuals, lone mothers, and persons living alone;

Major Labour Market Challenges Affect Specific Populations

It is a well-recognized fact that the Canadian economy has changed significantly over the last two decades. Globalization, technological changes, increased competitiveness, changing government policies, the shift to a service-producing economy, more women entering the workforce, and expectations of higher levels of education among workers, have all had a profound impact on our economy, both in terms of its overall performance as well as the kinds of jobs and incomes that individuals can access. Overall, the Canadian standard of living has improved significantly, education levels across the general population are rising, and in recent years we have seen a considerable drop in unemployment levels (from the recent high of 11.4% for 1993 to the current 6.9%).[1] But a closer look at the numbers reveals some disturbing trends. Despite improving economic circumstances, the proportion of low-pay workers has remained the same over the last 20 years. Indeed, what has been emerging are two distinct classes of citizens, those who are benefiting from these changes in the economy, and those who are not. Of particular concern is the growth of precarious employment (jobs offering low pay, with uncertain tenure, fewer benefits and less protection respecting the quality of employment). As one report stated:

> "[These trends] suggest that Canadian firms (existing or newly born) have responded to growing competition within industries and from abroad by reducing their wage offers for new employees, by offering temporary jobs to a growing proportion of them and by offering less often pension plans that guarantee defined benefits at the time of retirement."[2]

Those individuals who work in low-paying jobs that often involve non-standard work are also the ones who, if they lose their jobs, are most hurt by changes to our two most important income support programs, namely the federal government's Employment Insurance program and the provincial government's Ontario Works. That pain is felt in two ways: financially, in terms of either access to benefits or the amount of benefits, as well as in terms of access to and adequacy of employment programs (discussed below).

Trends in Employment

Unlike most large metropolitan areas in Canada, employment in Toronto failed to keep up with population growth. Between 1989 and 2003, Toronto received 24.5% of Canada's population growth, yet garnered only 19.3% of the country's employment growth. This disparity was largely attributable to new immigrants, whose employment levels dropped considerably during this period.[3]

Table 1: Comparison of employment rates among selected populations, Canada and Toronto CMA, in the years 1980, 1990, 2000 (Adapted from Statistics Canada)

	Canada			Toronto CMA		
	1981	**1991**	**2001**	**1981**	**1991**	**2001**
All, 15 years+	60.0%	61.1%	61.6%	68.3%	65.9%	65.0%
Men, 15 years+	73.2%	68.8%	67.3%	79.5%	72.5%	71.0%
Women, 15 years+	47.2%	53.9%	56.2%	57.9%	59.7%	59.4%
Canadian-born*	73.1%	77.9%	80.9%	81.8%	84.0%	85.6%
Immigrants, <10 yrs*	77.1%	69.2%	68.3%	81.3%	71.5%	71.3%

[1] Statistics Canada, Labour Market Survey, figure for March 2005, released April 8, 2005.
[2] René Morissette and Anick Johnson, *Are Good Jobs Disappearing in Canada?* Statistics Canada, Analytical Studies Branch Research Paper Series, January 2005, p. 4.
[3] Andrew Heisz, Sébastien LaRochelle-Côté, Michael Bordt and Sudip Das, *Labour Markets, Business Activity, and Population Growth and Mobility in Canadian CMAs*, Analytical Paper, Business and Labour Market Analysis Division, Statistics Canada, 2005. Data in Table One is also drawn from this study.

Immigrants, >20 yrs*	78.3%	81.0%	82.1%	81.7%	81.6%	81.5%

* Adults 25-54 years old.

In general, between 1981 and 2001, employment rates in Canada dropped for men, and for immigrants who had been in Canada less than 10 years. Rates increased for women, people born in Canada, and immigrants who had been in Canada more than 20 years. For the same period for Toronto, employment rates increased for people born in Canada, dropped for men and newer immigrants, and increased then dropped slightly for women and for immigrants of over 20 years.

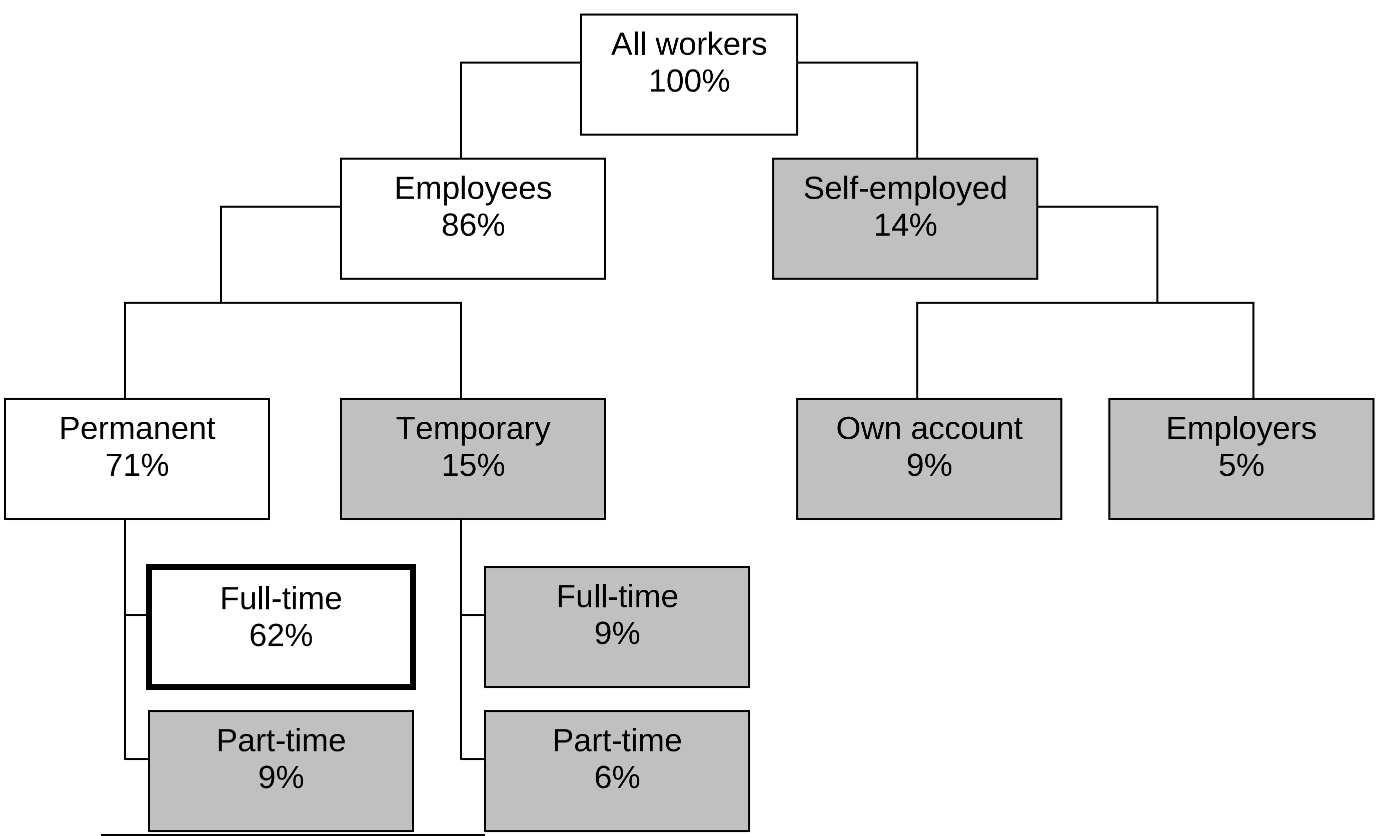
Unemployment rates for youth were more than double that of adults in Toronto in 2003:[4]

For persons aged 15-19 years of age: **21.8%**
For persons aged 20-24 years of age: **15.9%**
For persons aged 25 years of age and older: **6.6%**

Non-Standard Work

There has also been an important change in the type of work available with non-standard work replacing standard employment. Non-standard work refers to work that is not full-time, permanent work. It includes self-employment, part-time, and temporary work. Figure 1 outlines the current distribution of these different types of work in Canada.

Figure 1: Classification of workers in Canada, aged 16-69, by type of job (2001)*



* The **bolded** box represents "traditional" standard employment, which now employs 62% of working people. Non-standard employment is represented by the shaded boxes.

There is a growing incidence of non-standard work for new entrants and re-entrants to the labour market, as well as for the newly hired.

- New entrants and re-entrants to the labour market usually obtain non-standard jobs. About 60% of individuals who moved from no employment in 1999 into employment (that is, either new entrants to the job market or re-entrants following a period of joblessness) in either 2000 or 2001 originally found non-standard jobs.
- There is a high incidence of temporary work among all newly hired. In 1989, 11% of newly hired employees held temporary jobs; by 2004, this had risen to 21%. Among employees with one year of seniority or less, the incidence of temporary work rose from 14% in 1989 to 25% in 2004.[5]
- Many people stay in non-standard jobs. More than half of people (54%) employed in non-standard work continued in such employment throughout the following two years. Others cycled into standard work, or unemployment (from which they may end up back in non-standard work). For every 100 workers in non-standard work in 1999, 63 were still working in non-standard work, 23 were in standard work and 14 were unemployed 2 years later. The sooner one can move into standard work, the higher the likelihood of maintaining standard work (see Chart Two below).

Certainly, some individuals prefer to work in non-standard jobs. 76% of employed, full-time students work in non-standard jobs, as do nearly half of workers aged 55 to 69 years old, suggesting that many older people opt for this work as a form of semi-retirement.[6] For others, non-standard work can act as a stepping-stone to permanent employment. Nevertheless, the rising incidence of non-standard work extends beyond these groups and includes individuals who would rather be employed full-time.

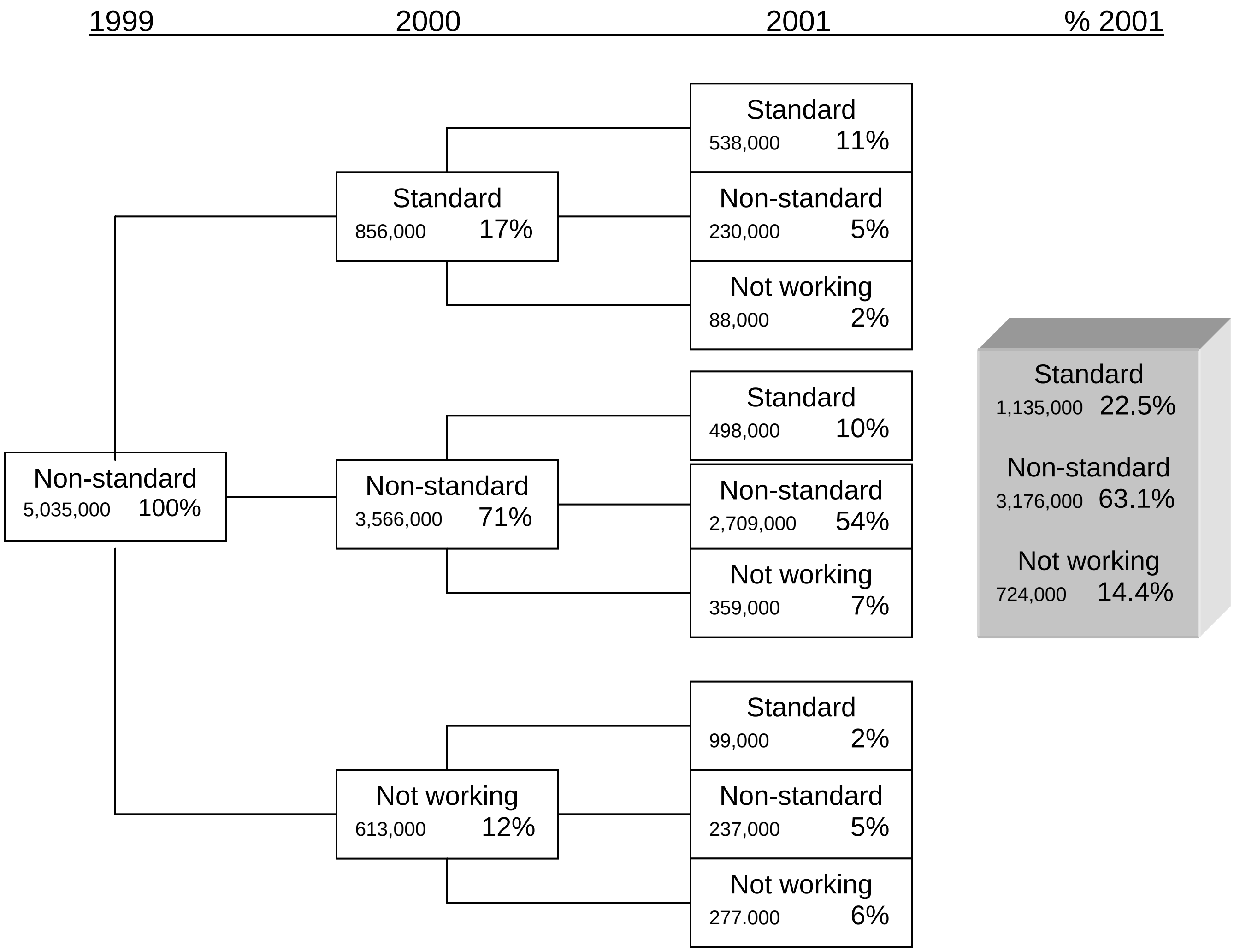
Precarious employment

A more finely-targeted concept than non-standard work is that of precarious employment. Non-standard work refers to any work that is not full-time permanent employment, and so includes high-earning professionals, as well as self-employed individuals who are also employers. Precarious employment is defined by several features: a lack of certainty of continuing employment; lack of control over labour conditions (commonly the absence of a union); the degree of regulatory protection; and low income level.[7] Overall, the percentage of workers in non-standard employment stabilized in the late 1990s – self-employment, which grew in the 1990s, peaked in the latter part of the decade and began falling in 1998, due largely to a decline in self-employed employers, the least precarious form of self-employment. "Own account" self-employment, however, grew (from 7% to 10% of employment between 1989 and 2002), and the share of workers with temporary jobs also rose steadily.

[5] René Morissette and Garnett Picot, *Low-Paid Work and Economically Vulnerable Families Over the Last Two Decades*, Statistics Canada, Analytical Studies Branch Research Paper Series, April 2005, pp. 11-12.
[6] Kapsalis, p.9.
[7] Cynthia Cranford, Leah Vosko and Nancy Zukewich, "Precarious employment in the Canadian labour market: a statistical portrait," *Just Labour* vol. 3 (fall 2003), p. 9.

The concept of precarious employment does focus better on the *quality* of employment: for example, temporary full-time workers are more likely to experience unemployment in the course of a year (as did 41% of them in 2001). Because of their employment circumstances, they are also less likely to receive Employment Insurance benefits.[8]

Figure 2: Labour market transitions of non-standard workers in Canada, 1999-2001 (number of workers and percentage of all non-standard workers in 1999)



Lower Income Levels for Temporary Worker

Temporary workers earn 16% less than permanent workers. While among non-standard workers there are some higher-paid categories (notably among self-employed professionals and individuals on contract), overall, temporary work results in 16% less pay compared to permanent employment.

[8] Kapsalis, p. 5.

The income disparities between temporary and permanent work vary according to type of temporary work:

- Contract, which often involves more skills: 8% less
- Seasonal, usually lower education: 28% less
- Casual, often women, younger workers, and part-time: 24% less
- Employment agency: 40% less

Employment Agencies

Employment agencies are especially prevalent in Toronto. More than half of the workers in Canada using employment agencies live in Toronto. Forty percent of men and 24% of women in this category have a university degree, yet the vast majority were in jobs requiring very few skills (86% of men and close to 75% of women). Close to 6 in 10 worked in business, building and other support services. Most were full-time, had low levels of seniority, were relatively young (44% between ages 25 and 34) and almost all were not unionized. [9]

Trends in Wages

Over the last 20 years, real income for some types of workers declined. There has been no change in median hourly wage between 1981 and 2004. Among all employees aged 17 to 64, median hourly wages (in 2001 dollars) have remained at approximately $15. The median wage for full-time jobs rose 5%, and fell 15% for part-time jobs. Median wages also fell for newly hired employees, especially males: median hourly wages of male workers aged 25 to 64 with two years of seniority or less fell 13% between 1981 and 2004; among their female counterparts, they fell 2%. Among workers with more than two years of tenure, wages rose 4% for men and 14% for women. [10]

In Figures 3-8, 1981 is given the base value of 100, both for workers with two years or less seniority, and workers with more than two years seniority. This does not mean that at year 1981 both of these groups received the same hourly wage – rather, given the wage that each group received in 1981, each chart indicates how that wage changed over the course of the next years for each of those groups. This allows the reader to see the relative change for each category of worker, as well as a comparison of that relative change between the two different groups.

Thus, even though median wages have stayed steady over 20 years, there is substantial variation, particularly based on seniority, but also apparent in terms of other population characteristics, for example, education and age. Figures 3 to 8 on the following pages illustrate these discrepancies.[11]

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[9] Diane Galarneau, "Earnings of temporary versus permanent employees," *Perspective on Labour and Income*, Vol. 6, No. 1, Statistics Canada.

[10] Unless otherwise indicated, the statistics for this section are from: René Morissette and Garnett Picot, *Low-Paid Work and Economically Vulnerable Families Over the Last Two Decades*, Statistics Canada, Analytical Studies Branch Research Paper Series, April 2005.

[11] All the following charts are from René Morissette and Anick Johnson, *Are Good Jobs Disappearing in Canada?* Statistics Canada, Analytical Studies Branch Research Paper Series, January 2005.

Figure 3: Median hourly wage by seniority, 1981-2004 (1981 = 100*)
Men aged 25-64 with no university degree

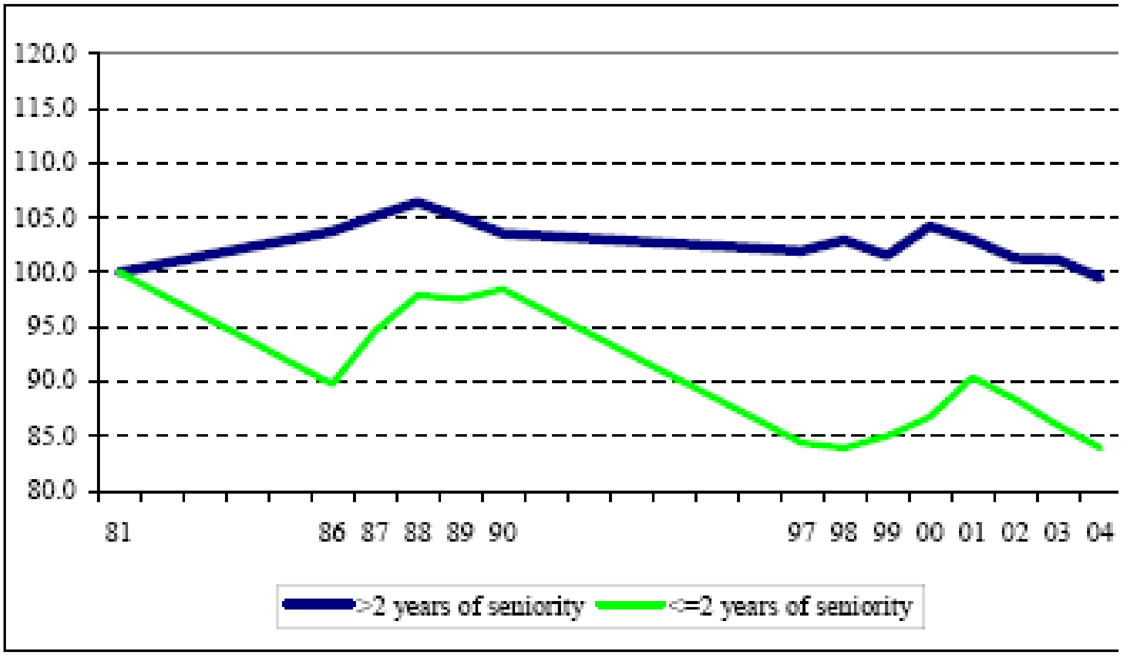


Figure 4: Median hourly wage by seniority, 1981-2004 (1981 = 100)
Men aged 25-64 with university degree

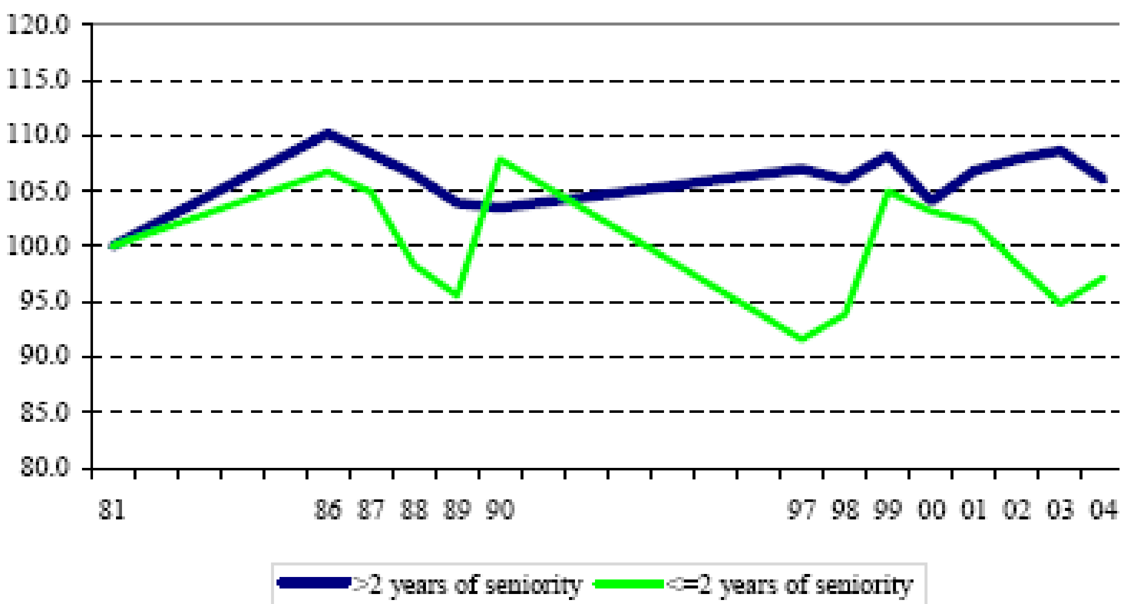


**Figure 6: Median hourly wage by seniority, 1981-2004 (1981 = 100)
Women aged 25-64 with no university degree**

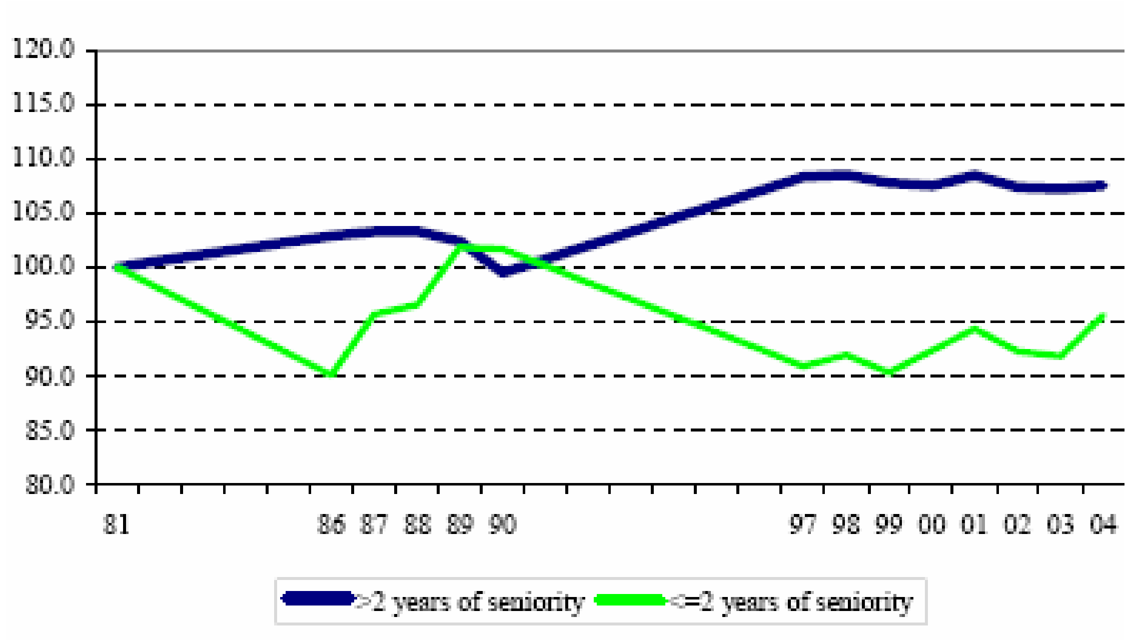
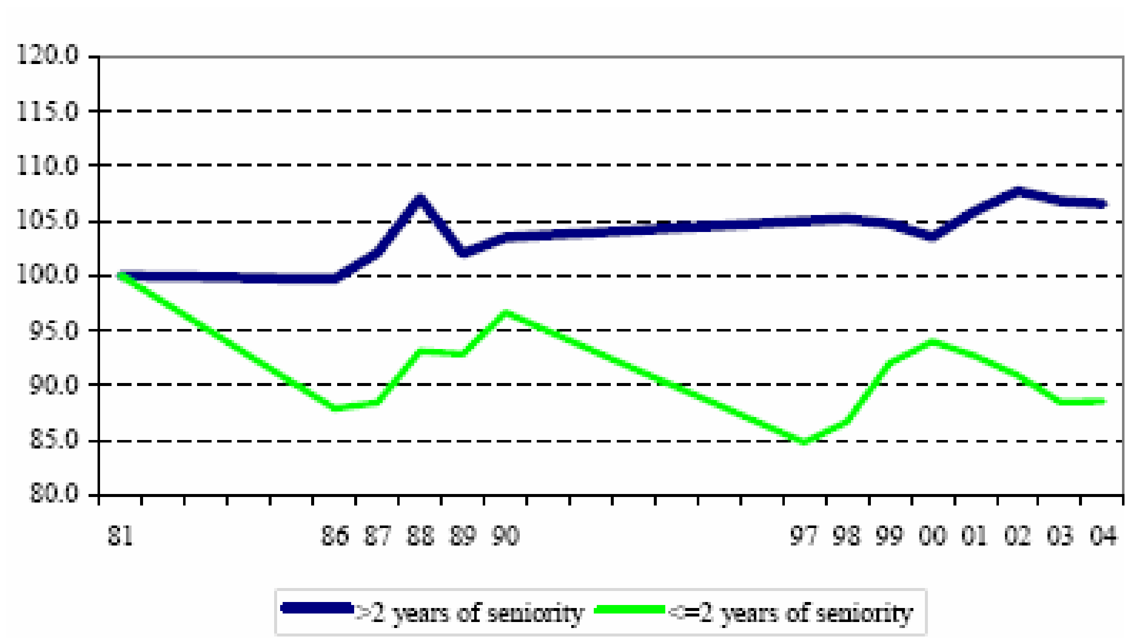


**Figure 5: Median hourly wage by seniority, 1981-2004 (1981 = 100)
Women aged 25-64 with university degree**



Figures 7 and 8 compare the trends for the population category that did best to that which did worst over this period.

Figure 7: Median hourly wage by seniority, 1981-2004 (1981 = 100)
Women aged 25-64 with university degree

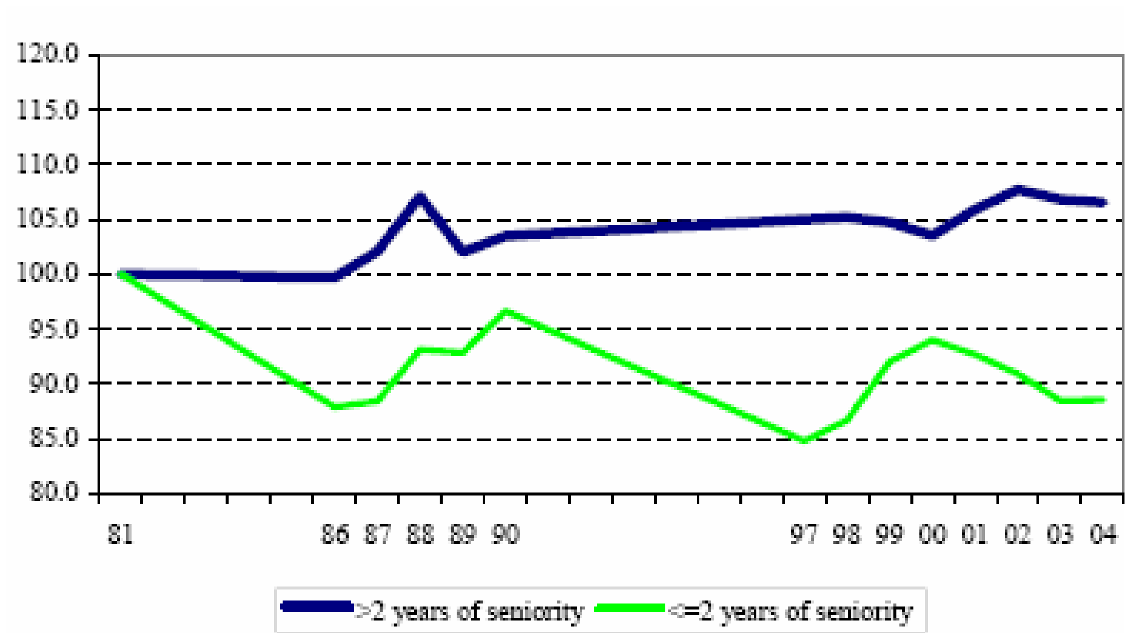
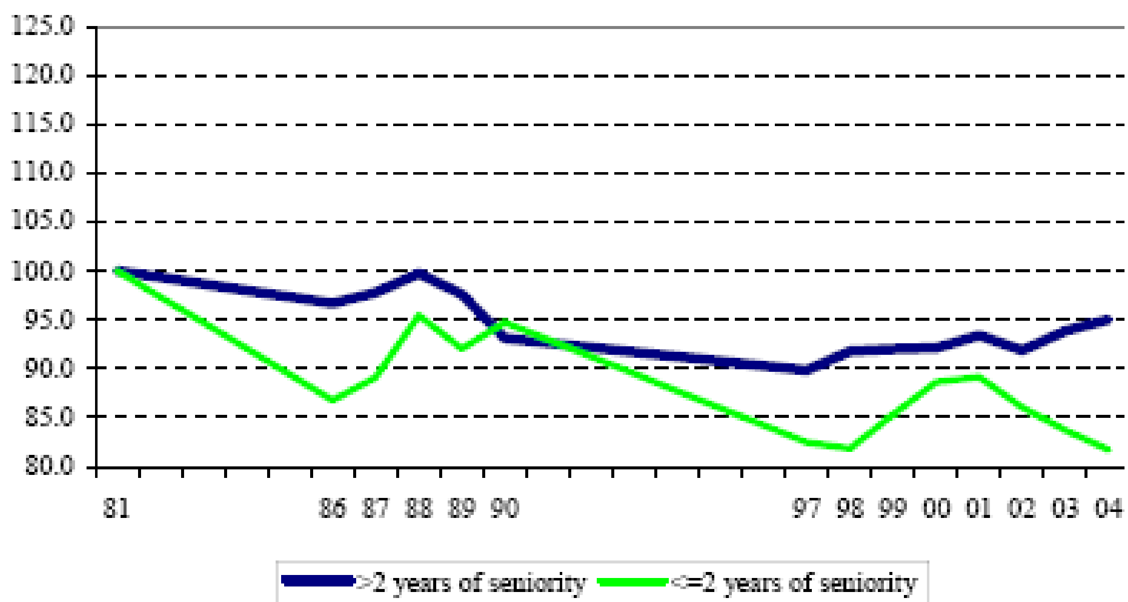


Figure 8: Median hourly wage by seniority, 1981-2004 (1981 = 100)
Men aged 25-34

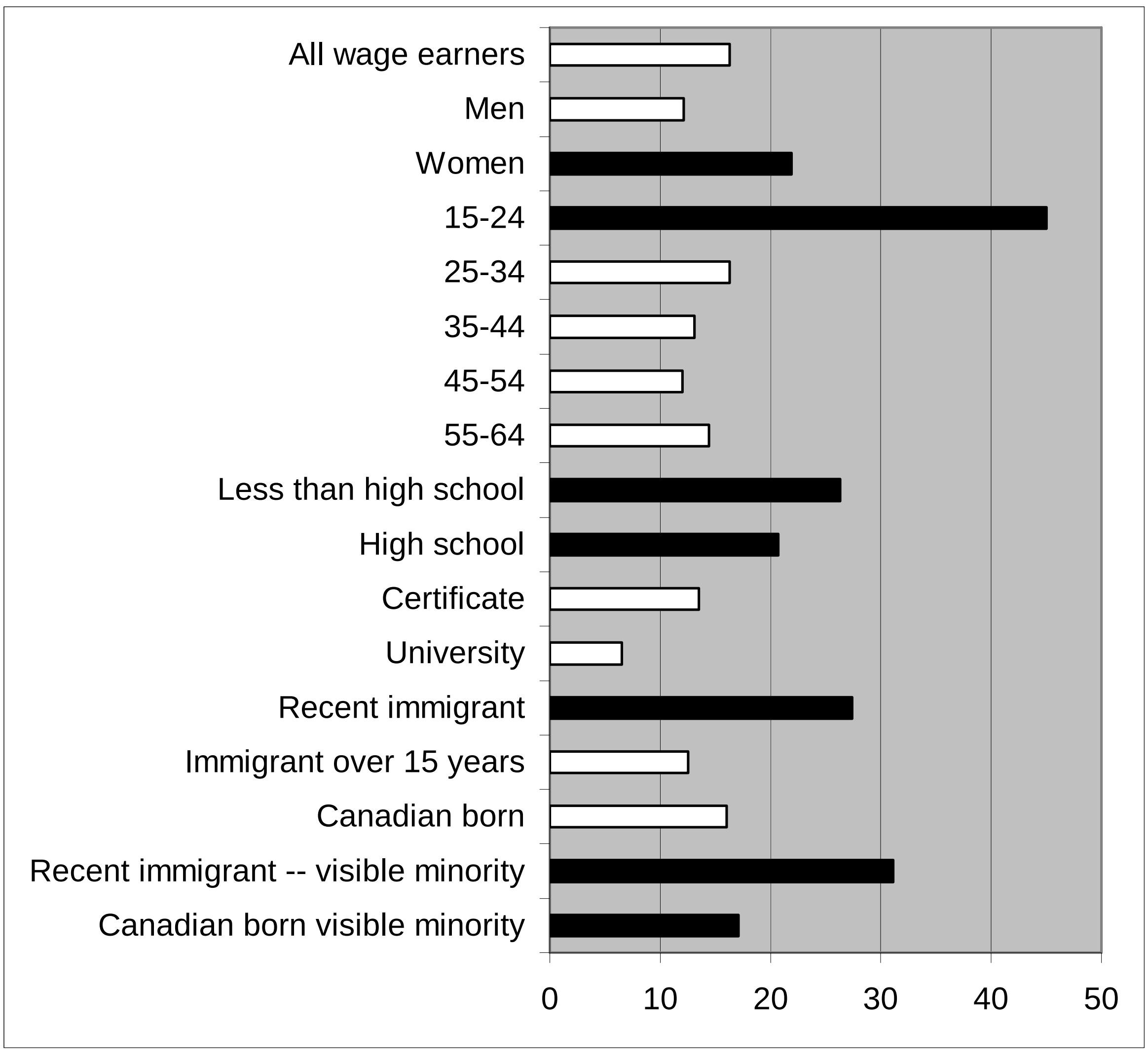


Who are the low-paid workers?

Twenty-four percent of all jobs (part-time and full-time) held by people aged 17 to 64 years of age in 2004 paid below $10 per hour, that is, one in four workers earned less than $10 per hour. Among full-time workers (aged 15 to 64 years of age), only one in six, or 16.3%, earned less than $10 per hour.[12] The incidence of low pay among workers is concentrated among a number of distinct demographic groups.

As can be seen from Figure Nine, the incidence of low-pay work is particularly high among youth (45%), recent immigrants who are visible minorities (31.1%), recent immigrants (27.4%), individuals with less than a high school education (26.3%), women (21.9%) and individuals with only a high school diploma (20.7%).

Figure 9: Percentage of all full-time earners in each category who are low-paid workers in Canada, 2000.



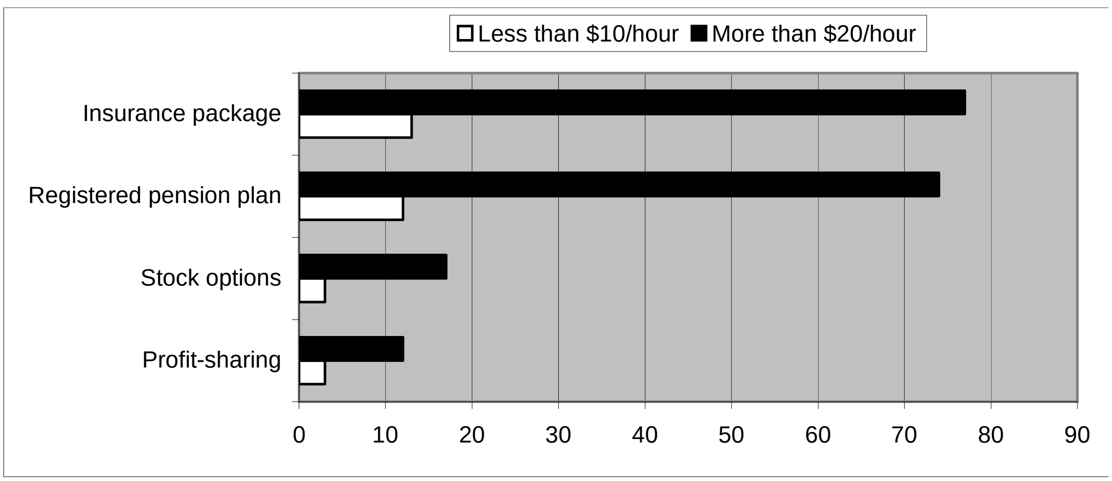
[12] Ron Saunders, *Does a Rising Tide Lift All Boats? Low-paid Workers in Canada*, Canadian Policy Research Networks, May 2005, p.4.

What is equally disturbing is that many people in full-time low-paid work do not see their circumstances change. Of low-paid full-time, full-year workers in 1996, 47% failed to move out of this category by 2001 and, despite a growing economy, their chances of moving up in 1996-2000 were no better than their chances in 1985-1989.[13]

Low pay and quality of work

Low paying jobs offer fewer other benefits, such as insurance (extended medical insurance, dental insurance and/or life/disability insurance), employer-sponsored pension plans, stock-purchase or stock-option plans, or profit-sharing plans. The following chart compares the percentage of wage earners who have access to these benefits among two wage categories, those earning under $10 per hour and those earning over $20 per hour.[14]

Figure 10: Comparison of access to non-wage benefits between wage earners making under $10 per hour and over $20 per hour in Canada, 2000



Better-paying jobs have much higher unionization rates, which have not declined as much over the last two decades as has been the case with low-paying jobs.[15]

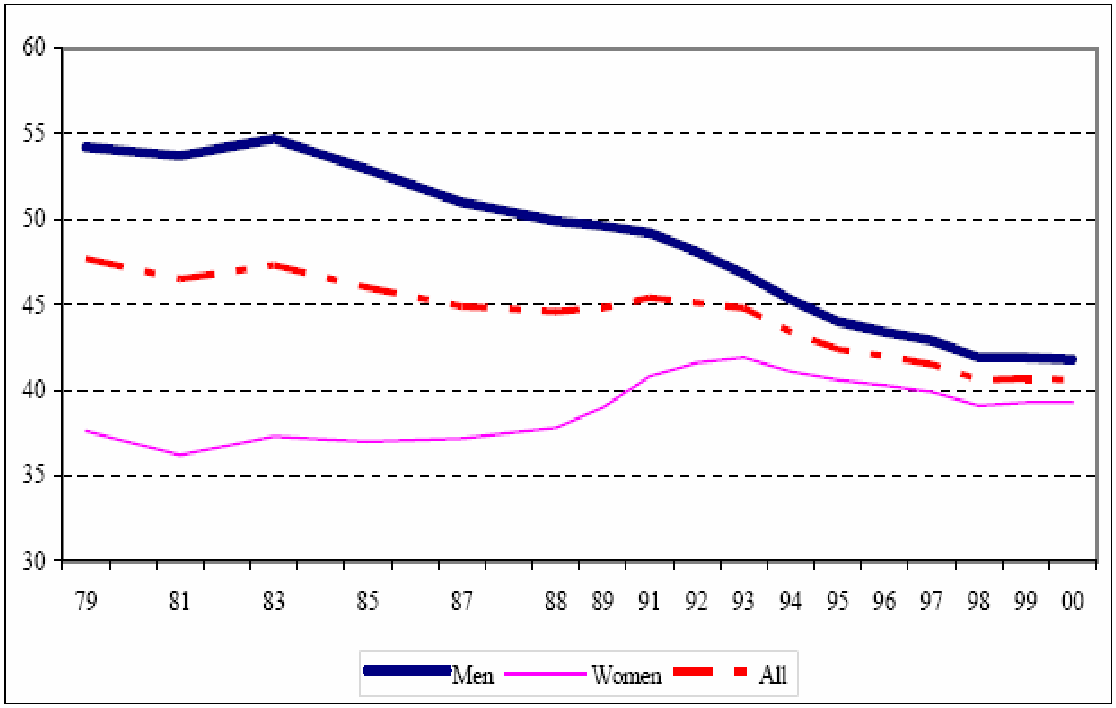
Table 2: Comparison of unionization rates between wage earners aged 25 to 64 years old, making under $10 per hour and over $10 per hour in Canada, 1981 and 2004

	1981	2004
Under $10/hour	18.8%	11.3%
Over $10/hour	45.7%	38.1%

[13] Teresa Janz, "Low-paid Employment and Moving Up: A Closer Look at Full-time, Full-year Workers 1996-2001," *Income Research Paper Series*, Statistics Canada, 2004.
[14] Katherine Marshall, "Benefits of the Job," *Perspectives on Labour and Income*, Vol. 4, No. 5, p.7, Statistics Canada.
[15] Morissette (2005), Table 6.

The proportion of workers who are covered by a registered pension plan (RPP) has dropped substantially, particularly for men aged 25 years and older; it has dropped slightly for women aged 25-34, and risen for women for women aged 35 to 54. Chart Eleven illustrates the trend for men and women between 1979 and 2000.

Figure 11: Percentage of workers covered by a RPP, Canada, 1979-2000



Lower paying jobs also mean less access to training. Low wage workers are less likely to receive training, particularly classroom training, and are less likely to report that the amount of training available to them has increased since they began working for their current employer.

Table 3: Employer sponsored training in Canada by selected wage categories, 2001[16]

	Wages rates per hour				
% of employees	< $8	$8 to <$10	$30 to <$45	$45 +	ALL
Receiving classroom training	18.3%	16.5%	50.3%	46.1%	33.9%
Receiving on-the-job training	29.5%	25.9%	36.6%	35.0%	32.2%
Amount of training has increased	16.6%	19.1%	50.5%	53.2%	32.8%

[16] Ron Saunders, *Does a Rising Tide Lift All Boats? Low-paid Workers in Canada*, Canadian Policy Research Networks, May 2005, Table 1, citing Statistics Canada, *2001 Workplace and Employee Survey* data.

Workers with less education are also less likely to participate in training programs. In Canada in 1997, among workers with less than a high school diploma, only 11% participated in adult education and training, compared to 48% of individuals with a university degree. While being too busy at work (59%) was an issue for many, a prominent barrier was also cost (40%).[17]

Low Pay and Low Income

Low pay does not automatically result in low income. Earnings relate to what an individual makes, but income relates to what a family receives, so that with more women working, families with two income earners are often able to rise above low-income status. In fact, only 30% of low-paid workers live in low-income families in 2000.[18] Overall in Canada, 5% of wage earners are low-paid and live in low-income families. As with low pay, certain groups are more likely to fall into this category than others, and increasingly so over the last two decades.

Table 4: Incidence of low pay workers in low-income households among certain selected categories, by percentage, comparing by gender and between 1980 and 2000

	All		Males		Females	
	1980	2000	1980	2000	1980	2000
ALL WAGE EARNERS	**4.6%**	**4.9%**	**3.5%**	**4.4%**	**6.3%**	**5.5%**
Less than high school education	6.5%	8.4%	5.0%	7.2%	9.4%	10.5%
Age 15-24	8.6%	12.4%	6.9%	10.7%	10.7%	14.7%
Recent immigrant	8.5%	12.0%	6.5%	11.1%	11.2%	13.2%
Visible minority	6.9%	8.4%	5.2%	7.7%	9.2%	9.1%
Lone mothers	15.4%	13.0%	--	--	15.4%	13.0%
ALL UNATTACHED	**18.7%**	**18.1%**	**13.7%**	**15.6%**	**26.3%**	**22.4%**
Unattached under 40 years old	18.9%	20.2%	13.5%	17.4%	27.0%	25.2%
Unattached over 40 years old	17.9%	12.3%	14.8%	10.2%	22.6%	15.4%
PERSONS LIVING ALONE	9.1%	9.4%	7.4%	8.9%	11.0%	10.2%

In 2000, individuals with less than a high school diploma, recent immigrants, unattached individuals, lone mothers and persons living alone accounted for 71% of all full-time workers in low-paid jobs and in low-income households, while only making up 37% of all full-time workers. Some groups particularly have seen their circumstances deteriorate:
Recent male immigrants, 35 to 54: from 4.9% to 10.6%, an increase of 116%;
Males, 25 to 34 with a high school degree or less: from 4.2% to 6.9%, a 64% increase;
Females 25 to 34 with a high school degree or less: from 7.0% to 10.2%, a 46% increase.[19]

[17] Statistics Canada, *A Report on Adult Education and Training in Canada*, 2001, pp. 18, 30.
[18] Morissette (2005), p. 14.
[19] Morissette (2005), Table 12.

Income Support Benefits and Employment Programs

Individuals who are already relegated to working in non-standard jobs, with tenuous attachment to the labour force, lower wages, fewer benefits and fewer employment-related protections are further disadvantaged as a result of the way income support programs have been changed. These changes include:

- Reduced eligibility for Employment Insurance benefits;
- Reduced access to EI employment programs;
- Reduced Ontario Works (OW) benefits;
- OW programs are not designed to provide sufficient support for those with the greatest need for employment support.

What this means is that for this disadvantaged group as a whole, their access to income support has been reduced, the benefits they may be eligible for have been reduced, and the employment services associated with these programs often do not provide the kind of assistance that is needed in order to access sustainable, high-quality jobs.

Reduced eligibility for Employment Insurance benefits

During the early 1990s, the federal government passed a series of amendments to legislation governing access to EI benefits, increasing the number of hours and number of weeks needed to work to qualify for EI benefits, as well as reducing the maximum number of weeks benefits would be available. The consequence has been that a shrinking number of unemployed Canadians are eligible to receive EI benefits at any given time.

Table 5: Impact of Higher Eligibility Requirements on EI Coverage Ratios[20]

	1990	1993	1994	1996	2001
Legislative change	Bill C-21	Bill C-113	Bill C-17	Bill C-12	---
% unemployed receiving EI	74%	57%	51%	42%	39%
% in Toronto CMA	53%	40%	N/A	27%	22%

EI coverage is determined by a complex set of regulations relating to the unemployment rate in a given area. Because different population groups access work and different types of jobs in different ways (which affects how many weeks of eligible earnings they can accumulate), the EI coverage ratio varies across geographic regions and across different population sub-groups. In Toronto, because the calculation is made for the larger CMA census area, the unemployment rate is lower than it would be than if it were for the City of Toronto alone and hence access to EI benefits is even lower than it appears. For some groups, such as youth, access to EI benefits is negligible.

Table 6: Access to EI coverage by select population categories in Toronto CMA

Category	% of unemployed receiving EI
Men	24%
Women	20%
Youth (15-24 years old)	7%

[20] Canadian Labour Congress, *Falling Unemployment Insurance Protection for Canada's Unemployed*, March 2003, p. 3.

Reduced access to EI employment programs

The Employment Insurance Act establishes the framework for access to benefits under EI. In addition, under Part II of the Act, it provides for measures to assist individuals in regaining employment. These various initiatives to promote a return to employment are called Employment Benefits and Support Measures. Most of these programs are only available to EI claimants. They include the Targeted Wage Subsidy (employers receive a subsidy to hire a targeted client); Self-Employment Assistance (helps people on the path to starting their own business); Job Creation Partnerships (projects that provide work opportunities); and Skills Development (support for individual purchase of training). In addition, there is Employment Assistance Service, which includes job finding clubs, job search workshops, employment resource centres and case management of clients. Some of these services are available to non-EI claimants, the most notable being access to employment resource centres.

Essentially, with reduced eligibility for EI benefits, unemployed individuals also have reduced access to this range of programs that help people with becoming employed again.

The reduction in expenses under the EI program has resulted in a very substantial accrued surplus in the EI account – currently, approximately $47 billion. While this has resulted in some targeted expansions in EI coverage (parental leave, for example), it has not led to any major expansion of either EI benefits or access to employment programs for individuals. Indeed, the major consequence has been a reduction in contributions on the part of both employers and employees to the EI fund. In 1994, employees contributed $3.07 and employers contributed $4.30 for every $100 of insurable earnings; by 2005, that had dropped to $1.95 for employees and $2.73 for employers.

Reduction in Ontario Works (OW) benefits

In 1995, the provincial government cut OW benefits by 21.6%, raising them only slightly (by 3%) in 2004.

<u>Limited and sometimes misdirected OW employment support</u>. The changes introduced to Ontario Works under the Harris government included not only cutbacks in the level of benefits but also raised the expectation that social assistance recipients should move from welfare to work as soon as possible. However, in a number of respects, OW does not make it easy for social assistance recipients to make the transition to work:[21]

<u>Profile of OW recipients suggests need for intensive employment support</u>. Overall, long-term unemployed workers on social assistance in Canada were 47% less likely to find

[21] The data in the following bullet points are taken from several sources: City of Toronto, *Request for Proposal for Organizations to Deliver Employment Programs/Services to Ontario Works Clients in Toronto*, 2005; City of Toronto, *After Ontario Works: A survey of people who left Ontario Works in Toronto in 2001*, 2002; City of Toronto, *Social Assistance & Social Exclusion: Findings from Toronto Social Services' 2003 survey of single parents on Ontario Works*, 2004.

employment than the average unemployed person.[22] The OW caseload in Toronto has the following characteristics:

- Single parents account for approximately one third of the OW caseload in Toronto; 95% of the single parents are women;
- Many individuals on OW have lower levels of education compared to the general population: 42% have less than a high school diploma (among single parents: 39%); another 31% have only completed high school (among single parents: 38%);
- 61% have multiple barriers to employment;
- 14% have deferrals from employment assistance activities;

Emphasis on immediate work may only contribute to cycling. The emphasis on a short route to work, given the profile of OW recipients, would results in many OW clients finding non-standard, low-paying jobs.[23] Some statistics do bear this out:

- Only 43% of respondents felt things had improved financially since leaving OW compared to 54% who believed their lives were better;
- The average hourly rate of pay for survey respondents was $12.56, 30% below the average hourly rate for the City of Toronto of $17.93;
- 17% of survey respondents indicated they were back on OW at the time of the survey, a period of eight to eleven months after leaving OW;
- Those returning were more likely to be single, have had little or no work experience during the time they were off, and have less than a high school education;

Barriers to making the transition to employment. There are a number of barriers that make it more difficult for OW clients to move into employment:

- If a claimant leaves OW for employment and then either quits or is fired, he or she may be ineligible for benefits for three months. Given the state of the labour market (especially the kinds of work that most OW claimants are likely to access), this rule requires an OW claimant to take a considerable risk: take a job (likely low-paying) that may or may not work out, and if it doesn't, risk the possibility of being without income for three months, versus not taking the job and staying on OW;
- Up until very recently, the earnings exemptions under OW were complicated and counter-productive; these complex rules contributed to OW claimants not seeking even limited work, for fear of being penalized; the rules were counter-productive, because once earnings exceed a certain level, 75% of the earnings were deducted from OW benefits in the first year, rising to 100% in the third year;[24] The policy has now been changed to a flat 50% exemption rate on earnings (as of May 17, 2005);
- Given their relatively low levels of education, what many OW clients require in order to find better employment is a college or university education. Yet, OW will not permit an individual to attend college or university while receiving OW benefits;

[22] Vincent Dube and Claude Dionne, "Looking, and looking, for work," *Perspectives on Labour and Income*, Vol. 6, No. 4, May 2005, p. 10.
[23] This is one finding of the recent review of OW employment programs: "The current range of training programs prepare people only for low-paying and/or part-time jobs." Deb Matthews, *Review of Employment Assistance Programs in Ontario Works & Ontario Disability Support Program*, December 2004, p. 20.
[24] This issue is fully explained in Matthews, p. 13-14.

instead, one must access Ontario Student Assistance Program loans to cover one's educational and living costs while attending post-secondary education;

It should be noted that several past barriers have been remedied: the provincial government recently announced that individuals can maintain drug benefits while they transition to employment, they have increased the maximum deduction for informal child care costs and they have increased the allowance for job-related expenses to assist individuals to access work.

View of OW single parents regarding obstacles to work. A survey of single parents on OW carried out by the City of Toronto in 2003 points to several factors that make it difficult from OW clients find a job: (i) the lack of jobs that pay an adequate wage; (ii) the limited skills and/or experience of the clients, and the implicit suggestion that they do not have the wherewithal to enhance those skills or experience. Those obstacles cited by over 50% of respondents are listed below.

Figure 12: Obstacles to Finding Work[25]

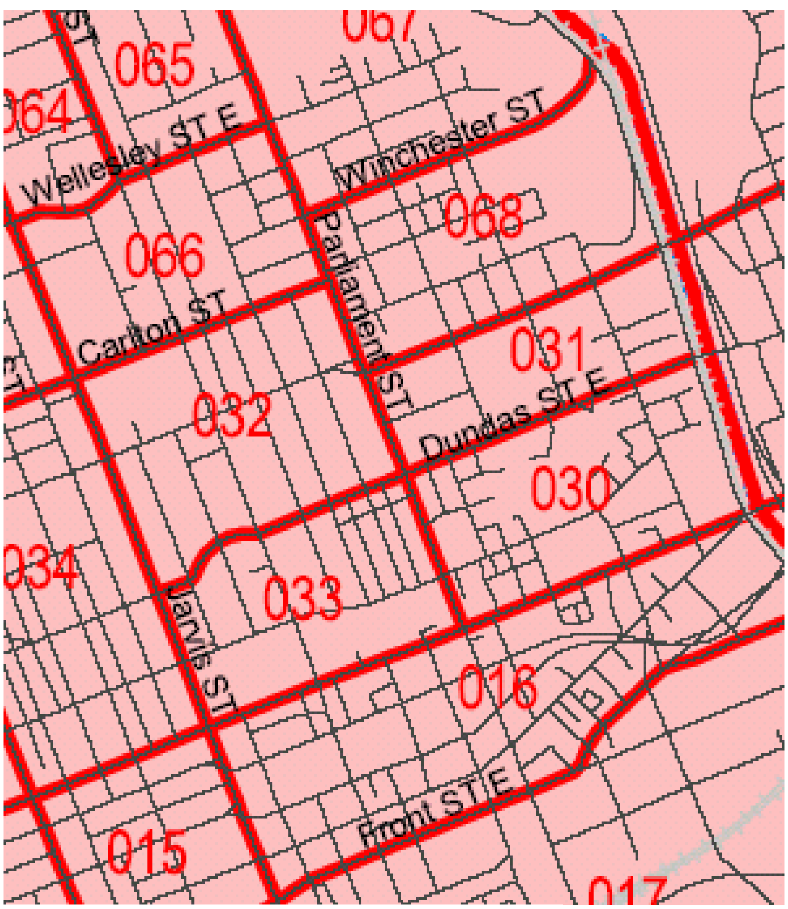
[25] City of Toronto, *Social Assistance & Social Exclusion: Findings from Toronto Social Services' 2003 survey of single parents on Ontario Works*, 2004, p. 12.

Demographics of Toronto's East Downtown

Regent Park and the surrounding community are home to a wide range of people and households. This chapter aims to develop an image of the population of the East Downtown (the boundaries of which are described below) so that the rest of the report may be viewed in context, with an understanding of some characteristics of the people who live in this vibrant and changing area. A review of the data available suggests that this is a community of clusters – several distinct groups can be discerned from the data, with different needs and different circumstances.

This chapter relies on data from six sources to describe the characteristics of the population in and around Regent Park. The sources include: Statistics Canada census data from 1991, 1996 and 2001; Statistics Canada Small Area Data based on Canadian tax filer data from 2002; Toronto Community Housing tenant records, and Toronto Community and Neighbourhood Services Department data on Ontario Works recipients.

Figure 13: Census Tract Map of the Study Area



Toronto Community Housing tenant data were obtained at various dates between 2003 and 2005 for the two Toronto Community Housing Units (CHUs) in the study area, CHU 27 (also known as Regent Park) and CHU 13 (which contains all Toronto Community Housing units in census tracts 32 and 33). Toronto Community and Neighbourhood Services Department (CNS) supplied data regarding Ontario Works recipients for the three-year period January 2002 – December 2004 inclusive. CNS also supplied information about the number of children in subsidized childcare in the study area.

East Downtown - The Study Area

The study area is bounded by the Don River, Jarvis, Queen, and Gerrard Street (east of Parliament) / Carlton Street (west of Parliament).

Statistics Canada census tracts 30-33 comprise the entire study area. Tracts 30 and 31 combined will be referred to as the "Regent Park area", as this area includes all of Regent Park proper, as well as approximately 3000 other residents outside Regent Park, most of whom are members of low-income families in apartment buildings at Oak and River Streets. Tracts 32 and 33 comprise the area between Jarvis and Parliament Streets, south of Carlton Street and north of Queen Street East.

Unfortunately, comprehensive census data is not available from Statistics Canada for census tract 32 for 1991 or 2001, likely because there were insufficient responses to the long survey that was administered to 20% of the population. As a result, tract 32 is often excluded from analysis in this report, and comparisons made between the Regent Park area (tracts 30 and 31) and tract 33. Information from the Small Area Data based on Canadian tax filer data from 2002 did include census tract 32.

Overall, the study shows a distinct contrast between the eastern tracts (30 & 31) and the western tracts (32 & 33)

The differences between tracts 32 and 33 are small but existent. From the data that are available, we know that age and gender distribution in the two areas is very similar. Households in census tract 32 are smaller, with 1.6 persons per household compared to 1.8 persons per household in tract 33. People in tract 32 are also less likely to have ever been married than in tract 33, 65% vs. 54%. Compared to tract 33, more people in census tract 32 live in houses (17% vs. 12% in tract 33) rather than apartments.

Some data for this study, namely the Ontario Works data and other information from the City of Toronto Community & Neighbourhood Services is only available by "Forward Sortation Area," namely the area covered by the first three digits of a postal code. The study area is entirely contained within postal code area M5A, but M5A is larger. According to Statistics Canada data, in 2002, there were 22,650 tax filers in M5A compared to 17,030 in the four census tracts that comprise the study area, indicating that the population of the study area is approximately 75% of the population of the M5A Forward Sortation Area.

Throughout the document, the study area is compared to both the City of Toronto and the Toronto Census Metropolitan Area (CMA). The current boundaries of the City of

Toronto are used for all three time periods to maintain comparability across time periods. The Toronto CMA is an area defined by Statistics Canada, which encompasses most of the Greater Toronto Area. In 2001, the population of the City of Toronto (2,456,805 people) was approximately half the population of the CMA (4,682,895).

Population

The Regent Park area had a population of 11,150 in the 2001 census - 4,415 people in tract 30, and 6,865 in tract 31.

Toronto Community Housing tenant records suggest that the population inside Regent Park is approximately 7,500, but this population fluctuates considerably as families of various sizes move in and out of the many 3, 4 and 5 bedroom units in the development. Toronto Community Housing also owns another 512 units in census tract 30, mostly along Queen Street East. Other social housing (housing operated, funded or created by government programs) providers operate another 98 units, primarily bachelor and one-bedroom apartments, in census tract 30.

Census tracts 32 and 33 have a combined population of 10,560. Tract 33, south of Dundas Street East, has a population of 5,150 people, and tract 32 has 5,410 people.

In census tracts 32 and 33, there are 3212 Toronto Community Housing residents, distributed over 17 developments. Of the Toronto Community Housing units in tracts 32 and 33, 35% are rooms or bachelors, 47% are one-bedrooms, 14% are two-bedrooms and only 4% are three- or four-bedroom units.

In addition to Toronto Community Housing communities, there are also 390 units of social housing in tracts 32 and 33, 38% bachelors, 28% one-bedrooms, 26% two-bedrooms, 8% three-bedrooms and 1% four- or five-bedroom units.

Shelters provide an additional 1146 beds in the study area, some of which have been added since 1991. Users of shelters and other forms of collective or institutional housing are not fully incorporated in Statistics Canada census data, as only their age, gender, marital status and mother tongue are recorded and reported. Unfortunately, this results in this group not being fully represented in the detailed discussion of the community below.

Children and Youth

The population of the Regent Park area has a high proportion of households with large numbers of children relative to the population of Toronto. According to Statistics Canada, children 14 and under made up 29% of the population of census tracts 30 and 31 in 2001. Toronto Community Housing tenant data shows children 14 and under make up 37% of the population in Regent Park.

Large unit sizes in Regent Park result in a continuing influx of larger families, and a consistently high population of children

Table 7: Population 1991 - 2001 of City, Study Area, and Census Tracts (Statistics Canada, 1991, 1996, 2001)

	City of Toronto			Study Area (Census Tracts 30 – 33)		
	1991	1996	2001	1991	1996	2001
Total Population	1,387,205	2,385,421	2,481,494	20,350	20,910	21,845
0-14	219,700	425,485	433,810	3,905	4,255	4,485
15-24	189,930	296,575	308,420	2,955	2,975	2,905
25-64	793,300	1,343,520	1,401,430	11,380	11,945	13,045
65+	184,275	319,845	337,835	2,105	1,740	1,390
	CT 30 & CT 31			CT 32 & CT 33		
	1991	1996	2001	1991	1996	2001
Total Population	10,615	10,670	11,285	9,735	10,240	10,560
0-14	3,060	3,095	3,310	845	1,160	1,175
15-24	1,845	1,850	1,735	1,110	1,125	1,170
25-64	4,920	5,100	5,750	6,460	6,845	7,295
65+	780	635	475	1,325	1,105	915

Table 8: Age Distribution of Residents (Statistics Canada, 2001)

	City of Toronto	Study Area	CT 30 & CT 31	CT 32 & CT 33
Total Population	2,481,494	21,845	11,285	10,560
% 0-14	17%	21%	29%	11%
% 15-24	12%	13%	15%	11%
% 25-64	56%	60%	51%	69%
% 65+	14%	6%	4%	9%

The 2001 census shows that 15.4% of the population of the Regent Park area were between the ages of 15 and 24 in 2001. This reflects a decline from the level recorded in the previous two censuses.

The rest of the study area does not share these characteristics. In tracts 32 and 33, children and youth make up a smaller proportion of the population than they do in the city as a whole. Children make up only 11% of the population in these tracts, well below the City of Toronto average of 17%. Youth make up less than 12% of the population of these tracts, which matches the City of Toronto average.

There are notably more male youth in tract 33 than female youth – males are 54% of the youth population (age 15-24). In Toronto as a whole, there tends to be gender balance in this age group. The 4% gap in tract 33 may reflect the large number of rooming houses and shelter beds in the census tract, which tend to attract a larger percentage of men than women.

In 2000, roughly 1/3 fewer youth in the study area lived with their parents than lived in the study area overall. Many youth are heads of households or in non-family households. There are 44 youth-led households in CHU 13 and 60 youth-led households in CHU 27 (Regent Park).

There are 775 youth living in tracts 30, 31 and 33 who do not live with families, but the likely number is probably closer to 800 youth for the entire study area. There are 65 youth-led households recorded in Regent Park, and 20 households are likely in the

Jessie's social housing facility on Parliament Street, which provides transitional housing to young parents. Because of the suppressed data from Statistics Canada, this information was not available for tract 32.

Table 9: Gender Distribution within Age Groups (Statistics Canada, 2001)

	Toronto CMA	City of Toronto	CT 30 & CT 31	CT 32 & CT 33
Children	916,155	433,810	3,310	1,175
Male	51.4%	51.4	51.8%	52.8%
Female	48.6%	48.6	48.2%	47.2%
Gap (% male - % female)	2.8%	2.8	3.6%	5.5%
Youth	610,545	308,420	1,735	1,170
Male	50.6%	50	50.7%	52.1%
Female	49.4%	50	49.3%	47.9%
Gap (% male - % female)	1.1%	0	1.4%	4.3%
Adults	2,627,510	1,401,430	5,750	7,295
Male	48.6%	48.3	48.1%	64.2%
Female	51.4%	51.7	51.9%	35.8%
Gap (% male - % female)	-2.8%	-3.4%	-3.8%	28.4%
Seniors	528,695	337,835	475	915
Male	42.9%	42.1	46.3%	53.0%
Female	57.1%	57.9	53.7%	47.0%
Gap (% male - % female)	-14.3%	-15.8%	-7.4%	6.0%
Overall				
Gap (% male - % female)	-2.5%	-3.6%	-1.0%	21.3%

Adults

The Regent Park area is home to significantly more female adults than male. The gap between the genders is twice as high in Tract 31 (5.4%) as it is in the CMA as a whole (2.7%).

Conversely, there are far fewer adult women (age 25-54) in tracts 32 and 33 (35%) than in the CMA as a whole (48%). Adult men are by far the majority of the adult population in this area, making up 64%.

As with youth, it seems likely that the preponderance of rooming houses and shelters in the western half of the study area show their influence in the gender distribution, as men are more often residents of those housing types than women.

Seniors

The population of seniors in the study area has been declining, a trend that contrasts dramatically with the pattern across the CMA and the country, but is consistent with the steady decline in the population of seniors in low-income households in the East Downtown.

In 2001, seniors over 65 years old made up 6.4% of the population in the study area, down from 10.3% in 1991 and far below the City-wide average of 14%. This discrepancy is even more remarkable in Regent Park itself. According to Toronto Community Housing tenant records, seniors over 55 make up only 4% of Regent Park residents according and frail seniors (those over 75 years old) make up less than one percent of Regent Park residents.

In 2001, tracts 32 and 33 were more typical of Toronto neighbourhoods, with approximately 19% of the population over 55 years old (closer to the Toronto average of 23%) and 9% over 65 years old, compared to 14% across the City of Toronto.

The population of seniors has fallen sharply in and around both Regent Park and Moss Park (the large community of Toronto Community Housing units in census tract 33), at a time when the area's population is growing and the trend in the CMA is towards an increasing population of seniors. An examination of the last ten years of census data regarding 45-55 year olds in tracts 30 and 31 suggests that there is a trend of residents leaving in their later years, with approximately 36% fewer 55-65 years olds in 2001 than there were 45-55 year olds in 1991. The trend deepens for older age groups, with 55% fewer 65-75 year olds in 2001 than there were 55-65 year olds in 1991. Overall, the population of seniors 65+ in tracts 30 – 33 in 2001 was only 66% of the senior population in 1991. This decline contrasts sharply with trends in the rest of the Toronto, where the population of seniors has actually grown to 183% of what it was in 1991.

Table 10: Senior Population in the Study Area, 1991 - 2001 (Statistics Canada)

Tracts 30 – 33	**Total**			**Percentage of Total Population**		
	1991	**1996**	**2001**	**1991**	**1996**	**2001**
Total population	20,351	20,910	21,840			
45 - 49 years	1,135	1,280	1,625	5.6%	6.1%	7.4%
50 - 54 years	950	945	1,245	4.7%	4.5%	5.7%
55 - 59 years	865	790	845	4.3%	3.8%	3.9%
60 - 64 years	920	700	670	4.5%	3.3%	3.1%
65 - 74 years	1,225	780	855	6.0%	3.7%	3.9%
75 - 84 years	670	515	405	3.3%	2.5%	1.9%
85 years and over	210	180	130	1.0%	0.9%	0.6%
Total 55+	3,890	2,965	2,905	19.1%	14.2%	13.3%
Total 65+	3,025	2,175	2,060	10.3%	7.1%	6.4%

Family Composition

Regent Park is made up of large families. Almost a third (30%) of all Toronto Community Housing units in Regent Park have four bedrooms or more, attracting larger families. As a result, over 40% of households are made up of families of four or five members and over 49% of the Study Area population live in these households. Over 10% of households have six or more members and 2% of the households consist of eight or more members.

Table 11: Household Sizes in Regent Park (Toronto Community Housing Tenant Records, 2004)

People in household	Number of households	Percentage of households	Total people	Percentage of Study Area population
1	247	11.9%	247	3.4%
2	356	17.2%	712	9.7%
3	404	19.5%	1,212	16.4%
4	518	25.0%	2,072	28.1%
5	311	15.0%	1,555	21.1%
6	133	6.4%	798	10.8%
7	58	2.8%	406	5.5%
8	27	1.3%	216	2.9%
9	9	0.4%	81	1.1%
10	5	0.2%	50	0.7%
11	2	0.1%	22	0.3%
Total	**2,070**	**100.0**	**7,371**	**100.0**

Toronto Community Housing units in the rest of the Study Area tend to be smaller, and as a result, households in CHU 13 are also smaller. In CHU 13, 76% of households are actually singles living alone.

Table 12: Households Sizes in CHU 13 (Toronto Community Housing Tenant Records, 2004)

People in household	Number of Households	Percentage of Households	Total People	Percentage of Population
1	1,697	76%	1,697	53%
2	286	13%	572	18%
3	125	6%	375	12%
4	79	4%	316	10%
5	24	1%	120	4%
6	16	1%	96	3%
7	4	0.2%	28	1%
8	1	0.04%	8	0.25%
Total	**2,232**	**100%**	**3,212**	**100%**

Table 13: Number of Children in Families (Statistics Canada, 2001)

	Toronto CMA	City of Toronto	CT 30 & CT 31	CT 33
Total families	1,280,960	659,245	2,670	970
% families w/o children at home	30%	32%	13%	40%
% families with 1 child at home	29%	31%	32%	35%
% families with 2 children at home	29%	26%	27%	16%
% families with 3+ children at home	13%	11%	28%	10%
Average number of children at home per census family	1.3	1.2	1.9	1
Average number of persons per census family	3.1		3.5	2.7

Compared to the Regent Park area, census families in tract 33 are significantly smaller, averaging 2.7 people per family compared with 3.5 people per family in the Regent Park area. Forty percent of census families in Tract 33 have no children at home, 35% have only 1 child, and only 10% have 3 or more children in the household. Families in census tract 33 are generally smaller than those in neighbouring areas or in the Toronto CMA as a whole – where average family size is 3.1 people per household, but only 30% of families have no children at home.

Census data indicates that family size is growing in low-cost rental accommodation across the East Downtown as seniors move away and are replaced by families better able to afford inner-city rents. Demographic shifts and immigration patterns appear to be reinforcing the trend to larger families in Rent-Geared-to-Income (RGI) units in the East Downtown.

Table 14: Population Living Alone (Statistics Canada, 2001)

	Individuals				Percentage of total			
	Toronto CMA	City of Toronto	CT 30 & CT31	CT 33†	Toronto CMA	City of Toronto	CT 30 & CT31	CT 33†
Total number of persons in private households	4,637,210	2,432,355	11,155	4,865				
Number of family persons	3,993,575	1,982,255	9,345	2,580	86%	81%	84%	53%
Number of non-family persons‡	643,640	450,170	1,805	2,285	14%	19%	16%	47%
Living with relatives	128,315	75,605	255	130	3%	3%	2%	3%
Living with non-relatives only	155,730	111,125	445	640	3%	5%	4%	13%
Living alone	359,595	263,450	1,110	1,515	8%	11%	10%	31%

† Census data for tract 32 is not available for these characteristics
‡ Non-family persons are single people and includes those living with relatives, other people or alone.

Almost half of the residents of census tract 33 are not in census families, and mostly live alone or with non-relatives; this is very high compared to both the Regent Park area and the City of Toronto, where 81% of the population live in families. The proportion of one-person households is even higher in census tract 32 – fully 63% of households consist of just one member, compared to 55% in tract 33, 28% in the Regent Park area and 28% city-wide.

The percentage of one-person households in the total population and as a percentage of households has remained fairly constant over the last ten years in all parts of the Study Area, even as family size is getting larger for some groups. This apparent consistency masks some very strong contrasts. In census tracts 30 and 31, the population of singles rose 3% while the total population increased by 6% between 1991 and 2001. In census tracts 32 and 33 the trend is the reverse, with the population of singles growing at a faster rate (12% growth in since 1991) than the overall population (8% since 1991).

The relatively large number of shelter beds and the relatively large number of rooming houses in the Study Area may also contribute to the steadiness of the population of single-member households. These accommodations are small and typically attract individuals living alone.

There are 1,050 shelter beds in census tracts 32 and 33 and another 95 in census tract 30. This population represents 27% of the single population in tract 32, and 15% of the single population in tract 33.

Table 15: Influence of Shelter Beds in Adult Male Population (Statistics Canada, 2003)

	CT32	CT33
Singles i.e. adult males living independent of spouses, children or parents.	2,360	2,150
Low Income Singles	1,370	1,350
Shelter beds*	630	321
Low income singles as % of all singles	58%	63%
Shelter residents as a % of all singles†	27%	15%
Shelter residents as a % of low income singles†	46%	24%

* does not include Robertson House because this is a family shelter.
† assumes shelter residents are tax filers, the likelihood of which is unknown.

Ethnicity, Language and Immigration

The population of the Study Area is a diverse ethno-cultural mix. There is a higher portion of immigrants and non-native English speakers in the Study Area than in the Toronto region overall, where 45% of residents are immigrants and 39% are non-native English speakers. Statistics Canada data shows that over 58% of all residents in tracts 30 and 31 are immigrants and over 60% do not have English or French as a mother tongue. In census tract 33, immigrants make up a slightly smaller portion of the population (47.3% in 2001) and 49% of residents report English as their mother tongue. These numbers are lower relative to neighbouring Regent Park area census tracts, but are higher than the Toronto average.

Statistics Canada data for census tracts 30 and 31 show that almost 80% of residents belong to a visible minority group. Black and South Asian residents form the largest visible minority groups in these tracts, with about 22% of all residents in each group. People who do not belong to any visible minority group make up the next largest group at approximately 20 per cent. A significant number of residents in tracts 30 and 31 are of Chinese or Southeast Asian descent, many living in low-cost rental housing outside Regent Park.

Census tract 33 also has a significant visible minority population: 52.5% of the total. The largest visible minority group in census tract 33 is Black, making up 22% of the population, followed by Chinese (9%), South Asian (9%) and Latin American (4%). There are also almost as many aboriginal individuals in tract 33 as in tracts 30 and 31 combined, suggesting a substantial concentration in the census tract compared to the surrounding area.

Table 16: Visible Minority Populations (Statistics Canada, 2001 Census)

	Individuals			
	Toronto CMA	**Toronto**	**CT 30 & CT 31**	**CT 33**
Total population	4,647,955	2,456,805	11,150	5,145
Total aboriginal population	20,305	11,370	110	90
Total visible minority population	1,712,535	1,051,125	8,855	2,700
Chinese	409,535	258,650	1,570	470
South Asian	473,805	252,440	2,435	450
Black	310,500	202,975	2,450	1,120
Filipino	133,680	85,990	315	90
Latin American	75,910	54,215	380	185
Southeast Asian	53,565	33,665	1,180	65
Arab	42,835	22,160	115	85
West Asian	52,980	37,165	75	65
Korean	42,620	29,660	50	75
Japanese	17,415	11,465	35	20
Other visible minorities	99,695	57,395	235	75

	Percentage of Total			
	Toronto CMA	**Toronto**	**CT 30 & CT 31**	**CT 33**
Total population	4,647,955	2,456,805	11,150	5,145
Total aboriginal population	0.4%	0.5%	1.0%	1.7%
Total visible minority population	36.8%	42.9%	79%	52%
Chinese	8.8%	10.6%	14%	9%
South Asian	10.2%	10.3%	22%	9%
Black	6.7%	8.3%	22%	22%
Filipino	2.9%	3.5%	3%	2%
Latin American	1.6%	2.2%	3%	4%
Southeast Asian	1.2%	1.4%	11%	1%
Arab	0.9%	0.9%	1%	2%
West Asian	1.1%	1.5%	1%	1%
Korean	0.9%	1.2%	0%	1%
Japanese	0.4%	0.5%	0%	0%
Other visible minorities	2.1%	2.3%	2%	1%

The 2001 census found that 63% of Regent Park area residents report a first language other than English. The largest language groups are identified as Chinese (all dialects together represent 14% of the total population), Bengali (9.2%), Tamil (8.3%) and Vietnamese (7.7%). The population of Chinese & Vietnamese speakers are highly concentrated in two private apartment buildings near Gerrard and River Streets, while Bengali, Tamil and Spanish speakers reside primarily in Regent Park. Statistics Canada fails to report Somali as a separate language, rolling it into the “Other” category; however, a 2004 survey of Regent Park residents carried out with 300

Regent Park households indicates that Somali is the home language of approximately 3% of the population of the Regent Park area.

A mother tongue other than English is reported by 47% of residents in census tract 33. Chinese speakers are the largest language group (6% of the total population), followed by Bengali (3%), Urdu (3%) and Spanish (3%) and French (3%). French speakers are twice as common in tract 33 as they are in tracts 30 or 31. Given the large black population in the tract, an increasing Franco-African population may be emerging.

Table 17: Mother Tongue in East Downtown (Statistics Canada, 2001)

	Individuals			Percentage of total		
	Toronto	CT 30 & CT 31	CT 33	Toronto	CT 30 & CT 31	CT 33
Total population by mother tongue	2,439,750	11,155	5,145			
English	1,260,030	3,765	2,520	51.6%	33.8%	49.0%
French	29,730	200	160	1.2%	1.8%	3.1%
Non-official languages	1,097,850	6,970	2,455	45.0%	62.5%	47.7%
Cantonese	85,175	480	20	3.5%	4.3%	0.4%
Mandarin	27,345	270	85	1.1%	2.4%	1.7%
Chinese, n.o.s.	1,190	780	315	0.0%	7.0%	6.1%
Spanish	57,000	305	155	2.3%	2.7%	3.0%
Punjabi	27,740	35	35	1.1%	0.3%	0.7%
Vietnamese	24,420	855	65	1.0%	7.7%	1.3%
Hindi	9,795	25	-	0.4%	0.2%	0.0%
Tamil	56,835	930	20	2.3%	8.3%	0.4%
Urdu	29,300	65	155	1.2%	0.6%	3.0%
Bengali	13,345	1,025	165	0.5%	9.2%	3.2%
Other Languages*	654,780	2,200	1,440	26.8%	23%	28%
Multiple responses	52,125	220	10	2.1%	2.0%	0.2%

*Somali has been reported as the mother language by 334 people in Regent Park, comprising approximately 3% of the population.

Recent history suggests that immigration is likely to continue to play a role in shaping the population of the Study Area in the coming years. New immigration policies have reduced immigration from the levels experienced in the first half of the 1990s, but immigration is still a very significant factor in the demographics of the Study Area.

Over 1,800 new immigrants arrived in the Regent Park area (census tracts 30 and 31) in the last five years and over 2,000 arrived in the five years before that. More than half of the newest immigrants in the Regent Park area arrived from Mainland China and Bangladesh. Vietnamese, Somali, Jamaican and Tamil immigrants made up the majority of the remainder.

The most striking aspect of language data for the Regent Park area is the sudden emergence of the Bengali-speaking community. The community barely registered in the 1996 census but now dominates the language groups, with Bengali being the home language of 9.2% of residents. The Tamil-speaking community continues to be a large presence in Regent Park but most other language groups are declining in population and are playing a smaller role in the community.

These trends increase the size of the third-language community as non-English speaking groups from Southeast Asia grow in population and English-speaking groups, especially from the West Indies, decline.

Immigrants are a larger portion of the population in census tract 33 than they were in 1991. In 1991, recent immigrants (from the preceding five years) made up 15% of the total immigrant population and in 2001, they made up 28% of the total immigrant population. Interestingly, the percentage of immigrants who arrived in Canada from 1991-1995 actually increased to between 1996 and 2001 in Regent Park, suggesting the re-location of some immigrant groups into the neighbourhood and the emergence of a cultural centre for at least one immigrant community.

The original home country of 64% of the immigrants in tract 33 is unreported in the 2001 census, with most immigrants identified as arriving from "other" countries. Language trends suggest that Franco-African countries and India may make up a significant proportion of the unreported countries of origin. Immigrants from China make up 25% of recent immigrants, and 5% of the total population. Bangladesh was the birthplace of 13% of recent immigrants and 2.8% of all residents. Jamaica is the birthplace for 2.5% of residents but none of the recent immigrants. El Salvador and Guyana are also identified as significant sources of immigration, identified as the birthplaces of almost 2% of residents, but both are decreasing sources of new immigrants.

Again, these trends show a sustained influx of new immigrants, but decreasing immigration from English-speaking countries.

In 2001, census tract 33 shows a relatively large proportion of non-permanent residents of Canada (almost 5%). This is twice the percentage reported in the Regent Park area in the same census and three times that in the CMA. Non-permanent residents include refugee claimants, holders of work or student visas, and those with Minister's permits.

In 2004 (subsequent to the immigration restrictions imposed in late 2001), Toronto Community Housing tenant records indicated that fifty-four families in Regent Park (almost 3% of households) were awaiting the results of refugee claims. One fifth (22%) of those households have five or more members, creating considerable uncertainty for approximately 82 children and their parents.

Table 18: Immigration Status and Place of Birth (Statistics Canada, 2001 Census)

	Individuals			
	Toronto CMA	Toronto	CT 30 & CT 31	CT 33
Total population	4,647,955	2,439,790	11,150	5,145
Non-immigrant population	2,556,860	1,187,925	4,395	2,455
Non-permanent residents	58,140	43,250	240	250
Total immigrants	2,032,960	1,208,540	6,520	2,435
Bangladesh	11,885	10,525	850	145
China	136,130	102,270	870	275
Hong Kong	110,730	55,500	150	15
Chile	7,130	4,510	50	20
El Salvador	9,075	7,410	70	95
Guyana	66,980	41,715	80	90
Mexico	4,370	3,005	20	-
Sri Lanka	68,790	52,990	730	10
Viet Nam	52,600	36,690	970	50
Haiti	745	460	-	-
Jamaica	92,195	55,905	355	130
Trinidad and Tobago	43,705	24,650	50	30
All others	1,428,625	812,970	2,325	1,575

	Percentage of Total			
	Toronto CMA	Toronto	CT 30 & CT 31	CT 33
Total population				
Non-immigrant population	55.0%	48.7%	39.4%	47.7%
Non-permanent residents	1.3%	1.8%	2.2%	4.9%
Total immigrants	43.7%	49.5%	58.4%	47.3%
Bangladesh	0.3%	0.4%	7.6%	2.8%
China	2.9%	4.2%	7.8%	5.3%
Hong Kong	2.4%	2.3%	1.3%	0.3%
Chile	0.2%	0.2%	0.4%	0.4%
El Salvador	0.2%	0.3%	0.6%	1.8%
Guyana	1.4%	1.7%	0.7%	1.7%
Mexico	0.1%	0.1%	0.2%	0.0%
Sri Lanka	1.5%	2.2%	6.5%	0.2%
Viet Nam	1.1%	1.5%	8.7%	1.0%
Haiti	0.0%	0.0%	0.0%	0.0%
Jamaica	2.0%	2.3%	3.2%	2.5%
Trinidad and Tobago	0.9%	1.0%	0.4%	0.6%
All others	30.7%	33.3%	20.8%	30.6%

Education

The education profile of residents in census tract 33 is very similar to that for the City of Toronto. The level of higher education in census tracts 30-31 is lower (36% of Toronto residents have a university education, compared to 26% of Regent Park area residents who do). Those who fall behind fall very far behind. Just under ¼ of Toronto residents or residents of tract 33 failed to finish high school, but almost 1/3 of Regent Park area residents did.

Statistics Canada data indicates that education levels are rising in the Regent Park area and the rest of the Study Area. The sharp increases likely reflect changes in immigration patterns; the Canadian immigration points system favours well-educated candidates, and newcomers to the Regent Park area are far more likely to have a university education than in the past. Since 25% of Regent Park area residents arrived in Canada in the last five years, shifts in immigration policy have a significant effect on education levels. According to the 2001 census, 25% of Regent Park area residents over 20 years old have been to university and 17.8% have obtained at least a Bachelor of Arts degree. Almost 50% completed high school and 13.8% failed to enter high school at all. All of these numbers are significant improvements over only a decade earlier, when almost twice as many people had failed to enter high school (25.6%) and only about 1/3 as many had earned a Bachelor of Arts degree (6.2%). Education levels have also risen in census tract 33, with more residents reporting a university degree or certificate (21% in 1991 to 32% in 2001) and more reporting a trade certificate or diploma in 2001 (8%) than 1991(2%).

The Pathways to Education™ program has been operating in the Study Area since 2002 to encourage youth in Regent Park and Moss Park to finish high school and continue to university. Ninety-five percent of eligible students have participated and the number of students at risk among that group has fallen by half.

Regent Park area residents who attended university report similar specializations to most Toronto residents in most areas, with slightly more specialists in social science, humanities, fine arts and math. Conversely, Regent Park area residents are significantly less likely to have pursued commerce or business training in university. For the most part, higher education specializations show the same gender trends as they do across the City, though Regent Park area women are less likely than other women to avoid applied sciences and more likely to pursue health related studies than their male counterparts.

Table 19: Final Education Level Achieved (Statistics Canada, 2001)

	Individuals			Percentage of total		
	Toronto	CT 30 & CT 31	CT 33	Toronto	CT 30 & CT 31	CT 33
Total population 20 years and over	1,865,360	6,775	4,290			
Less than grade 9	203,210	935	455	10.9%	13.8%	10.6%
Grades 9 to 13	487,785	2,540	1,085	26.1%	37.5%	25.3%
Without high school diploma	266,815	1,290	545	14.3%	19.0%	12.7%
With high school diploma	220,930	1,245	535	11.8%	18.4%	12.5%
Trades certificate or diploma	131,785	370	345	7.1%	5.5%	8.0%
College	365,805	1,175	780	19.6%	17.3%	18.2%
Without certificate or diploma	108,815	380	225	5.8%	5.6%	5.2%
With certificate or diploma	257,105	795	555	13.8%	11.7%	12.9%
University	676,760	1,750	1,625	36.3%	25.8%	37.9%
Without degree	169,135	540	390	9.1%	8.0%	9.1%
Without certificate or dip.	110,840	340	255	5.9%	5.0%	5.9%
With certificate or diploma	58,330	200	130	3.1%	3.0%	3.0%
Bachelor's degree or higher	507,695	1,205	1,235	27.2%	17.8%	28.8%

Mobility

Residential mobility is high in the Study Area; more than half of the residents are new in every census since 1991. In census tract 33, 23% of respondents to the 2001 census had just moved into the area; much higher than the 14% on average in Toronto. In this tract, 63% of individuals had moved in over the preceding five-year period, which is higher than the city average of 45%. Census tract 30 has typical mobility rates (1% higher in the first year, 13% higher over 5 years) and census tract 31 shows moderately high mobility (21% within one year, and 56% over 5 years), likely a function of the large apartment buildings at Gerrard and River, which are similar to the apartment buildings in tract 33.

These high turnover rates in census tracts 31 and 33 pose a challenge to the development of community programs. Effective community capacity building is challenging if half the population is new every five years.

Income

Income patterns reinforce the image created by analysis of family composition and ethnicity that there are distinct sub-communities in the Study Area that have very distinct services needs. Some segments of the Study Area are typical of gainfully employed households across Toronto, while others have low incomes, low labour force participation and less consistent employment.

Average or mean incomes in 2001 in all three available census tracts are appreciably higher than median incomes. This is an indicator that more than half the households live with less than half the average income. Mean incomes are likely buoyed by the much higher incomes in private, single-family dwellings.

Table 20: Annual Household Income in the Study Area (Statistics Canada, 2001)

Household income in 2000	Toronto CMA	CT30	CT31	CT33
Private Households	1,634,755	1,415	2,520	2,765
Average (mean) household income	$ 76,454	$ 44,974	$ 21,845	$ 31,246
Median household income	$ 59,502	$ 30,431	$ 16,954	$ 15,357
Standard error of average household income	$ 192	$ 2,411	$ 790	$ 1,490

Aggregate income data for the Study Area is skewed by the 7.8% of households earning over $80,000 per year. New townhouses in census tract 30 and spacious older homes in tract 33 have attracted a population with a preponderance of household incomes over $100,000, sharply inflating the mean income for the area.

It is also possible that average incomes in the Study Area may even be slightly lower than the average suggests because individuals who make less than $10,000 per year are not required to file tax returns. This would have been the case for 4180 individuals or 21% of the population of the Study Area in 2001.

The series of charts in Figure 14, Household Income Distribution, shows that there is a very different distribution of income in the Study Area than in the City of Toronto. The largest income group in both Regent Park and Census Tract 33 reported between $7,000 to $10,000 total income in 2000. In Toronto-wide statistics, income over $70,000 per year was the single largest income group. The charts in Figure 14 also show that the income distribution profile of the Study Area has diverged steadily from that of the city-wide profile; with many more Study Area households stuck at the low end of the scale as high incomes increase in the city as a whole.

Figure 15: Household Income 1990 - 2000 shows the impact of inflation on household incomes. In real dollars, average incomes for all groups in the Study Area appear to have risen between 1990 and 2000. However, when average (mean) income is adjusted for inflation, the increase is much less for some. In particular, the impact of social assistance cuts can be seen to put downward pressure on the lowest incomes.

According to the 2001 census, 73% of children under 15 years old in the Study Area live below the Low-Income Cut-Off, compared to 30% of children city-wide.

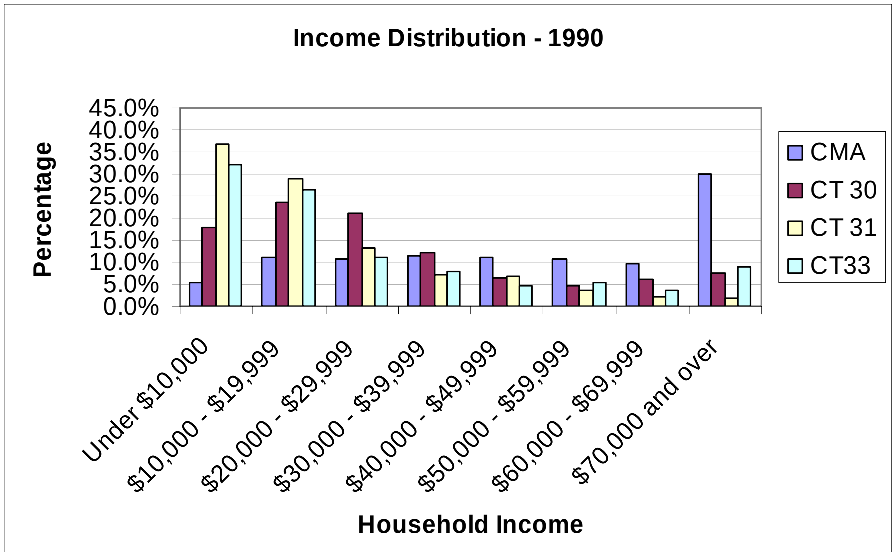
The value of subsidized housing to any specific household is difficult to estimate. Average rents might provide some insight, but the difference between average rent for an equivalent unit and RGI rent would require an unwieldy calculation. A very rough alternative estimation can be found by dividing the level of government subsidy received by Toronto Community Housing by the number of units of housing maintained. By this measure, tenants of subsidized units in Toronto Community Housing receive approximately $4,800 of value per year on average according to figures in Toronto Community Housing's Investment in Communities: Annual Review 2003.

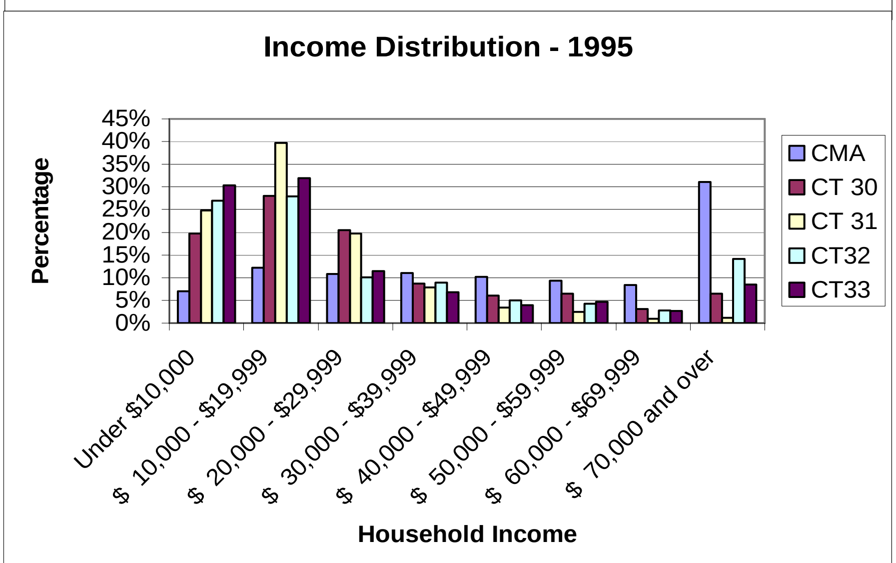
Over the whole of the Study Area, this increment would raise the average income to $31,868 per year, an amount that would still leave the average Regent Park family of 3.5 people or even the average family in tract 33 (2.7 people) below Statistics Canada's Low Income Cut-Off.

Table 21: Family and Household Income (Statistics Canada, 2001 and 1991)

	1990 income in 2000$				2000 Income in 2000$				Percentage Change			
	Toronto CMA	**CT 30**	**CT 31**	**CT 33**	**Toronto CMA**	**CT 30**	**CT 31**	**CT 33**	**Toronto CMA**	**CT 30**	**CT 31**	**CT 33**
Census Families	1,024,740	875	1,590	825	1,280,955	975	1,695	970	25%			18%
Avg family income	$75,729	$32,032	$24,530	$43,788	$81,245	$38,830	$24,086	$43,980	7%	21%	-2%	0%
Median family income	$64,946	$25,928	$19,282	$25,211	$63,700	$25,704	$20,099	$26,132	-2%	-1%	4%	4%
Std error of avg family income	$158	$1,843	$1,043	$3,649	$232	$2,579	$814	$3,021	47%	40%	-22%	-17%
All Private Households	1,366,700	1,250	2,510	2,610	1,634,755	1,415	2,520	2,765				
Avg household income	$70,636	$35,530	$22,346	$32,981	$76,454	$44,974	$21,845	$31,246	8%	27%	-2%	-5%
Median household income	$59,466	$28,133	$15,011	$16,877	$59,502	$30,431	$16,954	$15,357	0%	8%	13%	-9%
Std error of avg household income	$131	$1,669	$812	$1,606	$192	$2,411	$790	$1,490	47%	44%	-3%	-7%
Data Source: http://www.bankofcanada.ca/en/rates/inflation_calc.html based on *Statistics Canada*, CONSUMER PRICE INDEXES FOR CANADA, MONTHLY, 1914-2003 (P100000 series.)												

Figure 14: Household Income Distribution





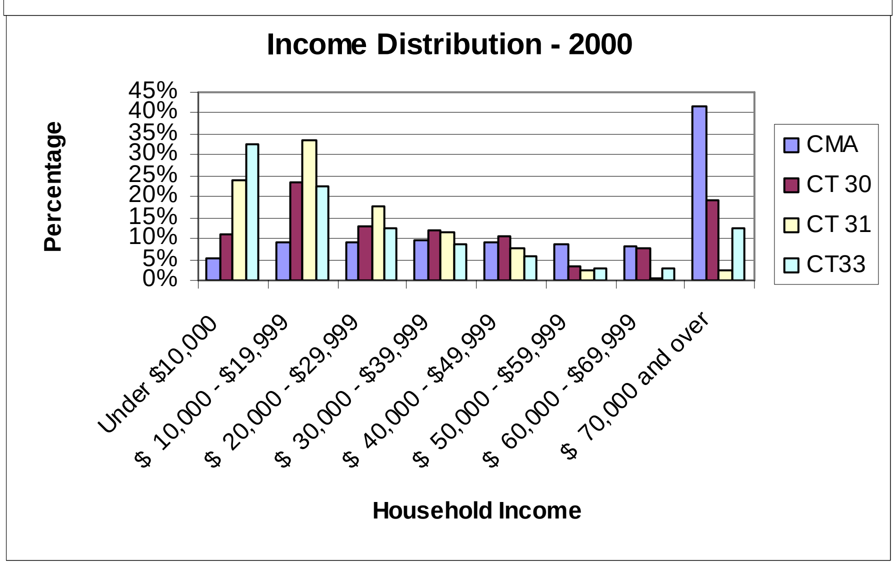
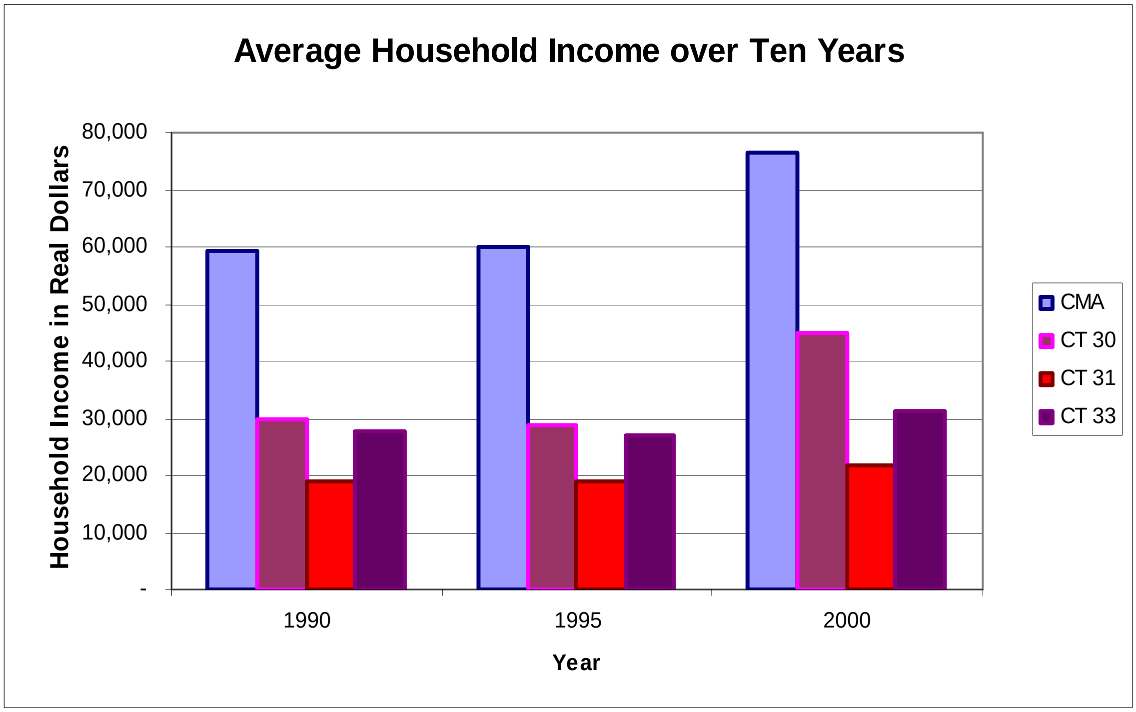
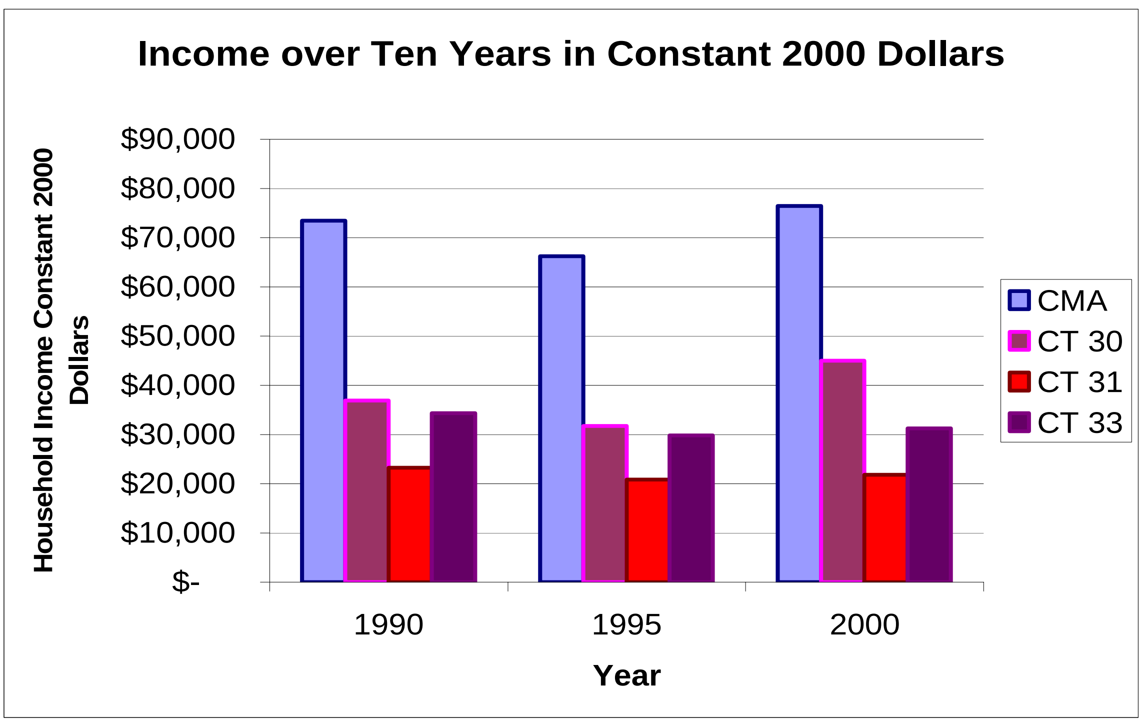


Figure 15: Household Income 1990 - 2000





Sources of Income

Employment is the largest source of income in the Study Area, but that income is very unevenly distributed and for a large number of people, remains inaccessible.

The 2001 census indicates that residents in tracts 30 and 33 reported that employment income made up approximately 80% of their total income in 2000, very close to the 82% reported for all households in the CMA. However distribution of that income was highly polarized. Only 61% of the households received income from employment, far below the 77% of households across Toronto. Furthermore, 37.5% of the residents of the Study Area received social assistance, compared to only 8.6% of Toronto residents as a whole.

Table 22: Sources of Income 2002 (Statistics Canada, 2004)

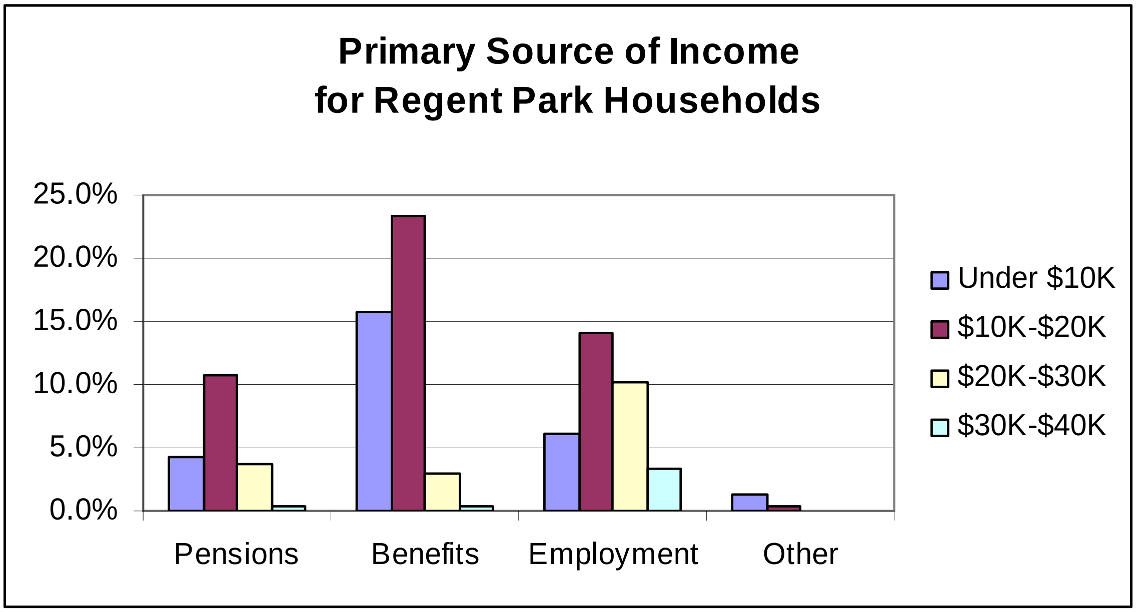
% of Total Families and % of Total Income reported for selected sources		Toronto CMA	CT 30 & CT 31	CT 32 & CT 33
Total income	# of families	2,064,640	4,870	6,580
	$'000	135,746,848	129,114	180,812
Employment income	Percentage of Families reporting	77%	67%	57%
	Percentage of Total Income	79%	69%	73%
Employment Insurance	Percentage of Families reporting	12%	12%	8%
	Percentage of Total Income	1%	2%	2%
OAS/Net federal supp.	Percentage of Families reporting	19%	8%	11%
	Percentage of Total Income	2%	3%	4%
CPP/QPP	Percentage of Families reporting	21%	9%	14%
	Percentage of Total Income	2%	2%	2%
Social assistance	Percentage of Families reporting	9%	37%	38%
	Percentage of Total Income	1%	10%	8%

Though virtually all Regent Park tenant families fall below the poverty line, there is a significant proportion of working families. Toronto Community Housing tenant records for residents of Regent Park indicate that 36% of primary breadwinners derive their primary income from employment, with an average of $20,793 per family coming from that source. Over 100 working families in Regent Park earn incomes below $10,000 per year, due in part to low minimum wages and the preponderance of part-time and casual work, especially for women in the Regent Park area.

Looking at the balance of employment and social assistance income in the Study Area compared to the rest of Toronto, three different scenarios come to light. In the CMA, most families reported employment income, and it is likely the chief source of income for most households. In the Regent Park area, there is still a significant population working, but a third of households also rely at some point on social assistance. Finally, in tracts 32 and 33, slightly more than half (57%) report employment income and 38% reported social assistance - but employment income is almost ¾ of total income for the area. This suggests that in census tracts 32 and 33, households that receive a considerable income from employment live alongside others that receive only a very small income, and receive it from social assistance.

Despite low incomes and low employment rates, only 10% of Study Area residents collected Employment Insurance in 2000, below the average of 12% of Toronto residents collecting EI.

Figure 16: Sources of Income in Regent Park (TCHC Tenant Records, 2004)



* Based on primary income reported by primary wage earner only.
** Data excludes 250 households whose income sources are not reported.

Ontario Works

As discussed above, social assistance, particularly Ontario Works, plays a significant role in the incomes of Study Area residents. In order to better understand the patterns of Ontario Works usage among Study Area residents, aggregate monthly data from the City of Toronto's Social Services Ontario Works for the period January 2002 – December 2004 was examined.

During the period reviewed, there were an average of 2756 benefit units (i.e. families) receiving Ontario Works in the M5A area. This represents 21% of the 12,374 individual residential mailing addresses in M5A.

In addition to Ontario Works benefits, families on OW can receive other types of income, a portion of which is then deducted from their benefits. On average, 36% of benefit units report other sources of income, though this has declined from 1000 to 857 cases over 3 years. Households report between $400 and $500 per month of other income. There has been a distinct decline in the amount of earned income reported in the period from January 2001 to December 2004, from $812 to $620 per month – a 24% decline over three years.

The education level of the head of household of Ontario Works benefit units is known for approximately 75% of cases in M5A, and the distribution of highest education level obtained has remained fairly constant over the study period. Overall, 94% of heads of households on Ontario Works had not earned a high school diploma. This information is markedly different from the distribution of education level among Study Area residents as reported in the 2001 census, further illustrating the distinct disadvantages faced by households in the Study Area with lower levels of educational attainment.

The largest portion of OW recipients receive benefits for less than 1 year at a time – in any given month 36-41% of recipients are receiving for the first time or returning after an absence of more than four years. Only 25% have received benefits for more than 4 years (the length of time the current reporting system has been in place). In December 2004, 1742 cases were on assistance for the first time; 708 had been on assistance 1-2 times before and 52 cases were on OW for the fourth time in four years.

The number of newcomers on Ontario Works in the M5A area has declined over the study period, from 426 households (17% of cases in January 2001) to 301 households (12% of cases in December 2004). The number of refugee claimants awaiting decision has remained fairly constant; there are 250 – 300 cases pending in every month.

Incidence of Low Income

Seventy percent of the population in tracts 30 and 31 and 57% of the population in census tract 33 fell below Statistics Canada's Low-Income Cut Off (LICO) in 2000, compared to 17% for the Toronto CMA. Over half the households in the Study Area had incomes under $20,000 in 2000.

Ontario Works plays a significant role in the incomes of Study Area residents but even households reliant on employment income may fall below the LICO. Neither can households who are employed full time be assured of rising above the LICO. Low wages and the high cost of inner-city living make it impossible for the most disadvantaged to have their incomes rise to the LICO level.

Table 23: Statistics Canada Low-Income Cut Off Compared To Social Assistance and Wages From Minimum Wage Work

In 2000	LICO	OW + Shelter Allowance	40 hrs/wk Full-year Minimum Wage
1 person family	$18,371	$10,140/yr	$14,248
2 person family (1 adult, 1 child)	$22,964	$17,616	$14,248
4 person family	$34,572	$21,360	$28,496

According to 2002 tax filer data, unattached individuals in most of the Study Area are more likely to be low income than couple families. In census tracts 32 and 33, approximately half of unattached individuals are low income, compared to 27% of singles across the city.

Table 24: Incidence of Low Income in the Study Area 1990, 2000 (Statistics Canada, 1991, 2001)

	1990			2000		
	Toronto CMA	CT30 & CT31	CT33	Toronto CMA	CT30 & CT31	CT33
Total - Economic families	1,018,505	2,565	885	1,231,145	2,655	995
Low income	126,595	1,625	420	176,705	1,800	485
Incidence of low income	12.4%	63%	47.1%	14.4%	68%	48.8%
Total - Unattached individuals 15+ years	480,510	1,505	2,025	511,770	1,555	2,150
Low income	153,865	980	1,170	179,845	960	1,350
Incidence of low income	32%	65%	57.9%	35.1%	62%	62.8%
Total - Population in private households	3,832,695	10,490	4,365	4,633,415	11,155	4,865
Low income	559,710	6,800	2,305	771,535	7,830	2,770
Incidence of low income	14.6%	65%	52.8%	16.7%	70%	56.9%

Table 25: Low Income Families and Singles 2002 (Statistics Canada, 2004)

	Percentage of Household Type					Percentage of all households				
	CMA	CT 30	CT 31	CT 32	CT 33	CMA	CT 30	CT 31	CT 32	CT 33
All Families and non-family persons:						2,064,640	1,850	3,020	3,250	3,330
Low income couple families	13%	44%	51%	25%	36%	7%	16%	23%	5%	9%
Low income lone-parent families	31%	72%	66%	55%	64%	3%	17%	13%	5%	6%
Low income non-family persons	27%	40%	58%	50%	55%	9%	16%	21%	36%	36%
All low income families & non-family persons	20%	49%	57%	46%	51%	20%	49%	57%	46%	51%

Family Composition and Income

Family composition had a significant role to play in income distribution.

Single people in the Study Area faced very low incomes. Seventy percent of single person households had incomes below the $20,000 mark, 40% received social assistance, and barely half (51.2%) received any income from employment.

Median incomes for lone parent families were $15,074, with 43.5% receiving social assistance and only 55.5% receiving income from employment.

Larger families also experienced difficulty. Women with one child were only able to contribute about half as much to the family income as childless women. Women with two or more children were able to contribute only about 1/3 as much as childless women.

Table 26: Median Income of Parents and Couples (Statistics Canada, 2004)

Median Incomes & Children		Toronto CMA	CT 30	CT 31	CT 32	CT 33
Couple families	Families-Total #	1,162,940	680	1,380	600	850
Single-earner Couple Families						
Median employment income of husband in $	With 0 children	22,600	26,600	14,200	25,900	17,700
	With 1 child	35,100	19,600	14,800	-	20,700
	With 2 children	41,300	10,100	13,900	-	14,700
	With 3+ children	35,200	10,300	13,800	-	-
	All combined	31,400	12,500	13,900	23,200	19,500
Median employment income of wife* in $	With 0 children	20,000	-	18,000	21,300	24,600
	With 1 child	22,600	-	13,400	-	-
	With 2 children	24,000	-	13,200	-	-
	With 3+ children	20,000	-	-	-	-
	All combined	21,300	18,300	14,300	19,700	17,600
Dual-earner Couple Families						
Median employment income of spouses in $	With 0 children	72,700	81,100	31,500	61,200	51,700
	With 1 child	72,600	36,900	30,000	41,900	37,500
	With 2 children	75,500	31,700	29,700	36,700	36,100
	With 3+ children	71,700	27,700	26,100	-	-
	All combined	73,400	41,800	30,000	55,100	42,500
Lone-parent families	Total # of Families	145,950	200	250	160	160
Median employment income of lone parent in $	With 1 child	28,400	10,900	14,900	19,200	13,100
	With 2 children	28,600	8,200	11,300	20,300	14,300
	With 3+ children	23,200	8,200	8,600	-	-
	All combined	27,900	9,400	12,200	19,400	13,600

* some data suppressed by Statistics Canada to preserve anonymity in small sample.

Toronto Social Services reports that there are currently 647 children receiving subsidized care in M5A, and 104 on the waiting list. This means that at least 14% of children needing subsidized care could not obtain it in January 2005. Ontario Works data indicates that approximately 178 of these children are in OW benefit units and that an additional 7 children were receiving private care paid for by Ontario Works.

According to tax filer records, 42% of all families in the Study Area have some children under 6 years old and 38% have some children 6-14 years old who might require some child care. In 18% of Ontario Works benefit units, the youngest dependent is under 5 years of age. In a further 13% of households, the youngest member is between 5 and 12 years old and likely in need of some childcare if parents are to be able to work.

Lone-Parent Families

The diverging economic circumstances within the Regent Park area are drawn into greater relief when segmented by family type. Lone-parent families now account for 37.3% of all families in tracts 30 and 31 and 32% of families in tract 33. This is a significant decrease from 1991, when lone-parent families made up 47% of families in these tracts.

Lone parent families in the Study Area are disproportionately likely to be low-income; 67% of lone parent families in tracts 31 and 33, 72% of families in tract 30, and 55% in tract 32 are low-income. This compares to only a 33% of lone parent families across the CMA and 30% for couple families in the Study Area.

The economic circumstances of female led lone-parent families (which make up 90% of lone-parent families in Regent Park) remain poor, with average household incomes of $18,161; just over half the $35,823 average income for couple families. In tract 33, the disparity is even more dramatic, with female-led lone parent families reporting household income of $17,168 in 2000, which is only 32% of the average for couple families in the tract and only 41% of the average income for female-led lone parent families across the CMA.

Table 27: Lone-Parent Families in the Study Area (Statistics Canada, 2001 Census)

Family type	CT 30 & 31			CT 33		
	# of families	% of all families	Average 2000 income	# of families	% of all families	Average 2000 income
All families	2,670	100%	$29,470	970	100%	$43,980
Couple families	1,665	62.4%	$35,823	655	68%	$53,635
Male lone-parent families	90	3.4%	$26,079	40	4%	$70,496
Female lone-parent families	905	33.9%	$18,162	280	29%	$17,168

Labour Force Participation

Labour force participation in the Study Area is complex.

Among adults, men in census tract 33 are almost as likely to be employed as men across the City, but young men are more likely to be employed in 33 than in the rest of the City. Women of all ages are less likely than men in census tract 33 to work, though female youth are about as likely to be employed as adult women.

In the Regent Park area the story is different. Unemployment is high in Regent Park, but non-participation is as big a problem.

Overall labour force participation is low (55.3% in census tracts 30 and 31, versus 65% in Toronto), and unemployment is high (19.4% versus 4.1%). Significant differences occur by gender. Regent Park area men are less likely to participate in the labour force than elsewhere in the city (64.7% versus 74.8%), and women are even less likely to participate: only 46.8% in the Regent Park area, compared to 63% in the CMA. According to 2002 tax filer data, fully 45% of wives in couple families to do not contribute to family income, compared to 22% of wives across the city.

Male youth in the Regent Park area participate in the labour force at a rate barely half that of their peers in the rest of the city. All youth in Regent Park are less likely to work than their peers city-wide, but female participation rates are rising at a rate faster than that of their peers across the city. However, even compared to neighbouring St James Town, another relatively low-income neighbourhood with many new immigrants, male youth in Regent Park participate at a remarkably low rate, and this rate continues to decline.

These youth are not more likely to be enrolled in school than their peers, which suggests that they are simply withdrawing from the formal economy in significant numbers.

The volume of unpaid work performed by women caring for children (26% of women) and doing housework (27% of women) is also high in the Regent Park area, compared to the rest of the city, which provides some insight into women's low labour force participation rates.

Table 28: Labour Force Participation (Statistics Canada, 2001)

	Toronto	CT 30 & CT 31	CT 33
Total population 15 years and over	3,728,980	2,960	4,825
Participation rate	68.8%	60%	52.4%
Employment rate	64.7%	50%	41.3%
Unemployment rate	5.9%	16.6%	21.3%
Population 15-24 years	607,665	755	1,000
Participation rate	62.1%	37.7%	39.5%
Employment rate	54.6%	26.5%	30%
Unemployment rate	12%	28.1%	25.3%
Males 15 years and over	1,797,065	1,400	2,330
Participation rate	74.8%	70%	61.6%
Employment rate	70.8%	58.2%	48.9%
Unemployment rate	5.4%	16.3%	20.6%
Males 15-24 years	308,680	375	470
Participation rate	61.5%	36%	35.1%
Employment rate	53.9%	28%	26.6%
Unemployment rate	12.4%	25.9%	24.2%
Females 15 years and over	1,931,915	1,555	2,495
Participation rate	63.1%	51.1%	44.1%
Employment rate	59.1%	42.4%	34.3%
Unemployment rate	6.5%	17%	22.3%
Females 15-24 years	298,990	375	525
Participation rate	62.7%	40%	43.8%
Employment rate	55.4%	26.7%	33.3%
Unemployment rate	11.6%	33.3%	23.9%

Non-family persons (singles) were less likely to report employment in 2002 than other singles across the city or than couple families in the Study Area. Only 56% of non-family persons in the Regent Park area and 49% in census tracts 32 and 33 reported employment income, compared to 61% of singles across the CMA or 80% of couples in the Study Area. This group is also more likely to report income from social assistance than other groups. The difference is most dramatic in census tracts 32 and 33, where 42% of singles and 21% of couples reported social assistance income.

Toronto Community Housing records suggest that refugee claimants make up 3% of the households in Regent Park. In 2001, tract 33 showed a relatively large proportion of non-permanent residents of Canada (almost 5%). Non-permanent residents are less likely to be able to find permanent, consistent work in the mainstream economy.

Table 29: Labour Force Participation of Non-Family Persons and Couple Families 2002 (Statistics Canada, 2004)

% of Families Reporting, and % of Total Income Reported for Selected Sources of Income			Toronto CMA	CT 30 & CT 31	CT 32 & CT 33
Couple families	Employment income	%of families	86.6%	82.0%	81.4%
		$'000	82.4	74.0	80.8
	CPP/QPP	%of families	18.2%	6.3%	10.3%
		$'000	1.9	0.9	1.2
	Social assistance	%of families	4.6%	29.6%	20.7%
		$'000	0.4	7.1	3.2
Non-family persons	Employment income	%of NFP	61.1%	56.4%	49.2%
		$'000	66.0	71.9	68.1
	CPP/QPP	%of NFP	27.6%	13.8%	16.0%
		$'000	5.1	3.0	3.6
	Social assistance	%of NFP	12.0%	34.8%	42.4%
		$'000	1.7	9.1	12.2

Table 30: Tax filers Reporting Self-Employment Income (Statistics Canada, 2002)

Reported as a fraction of all workers		Toronto CMA	CT 30 & CT 31	CT 32 & CT 33
All workers reporting income from labour	Males	1,382,420	2,530	2,810
	Females	1,308,980	1,950	1,800
	Total	2,691,400	4,470	4,620
Workers reporting self-employment	Males	18.5%	15.0%	18.1%
	Females	12.9%	7.2%	13.3%
	Total	15.8%	11.6%	16.2%
Workers reporting self-employment only	Males	10.3%	8.7%	10.3%
	Females	6.8%	3.6%	6.7%
	Total	8.6%	6.5%	8.9%
Workers reporting both employment & self-employment	Males	8.2%	6.7%	8.2%
	Females	6.1%	3.6%	6.7%
	Total	7.2%	5.4%	7.4%

Table 31: Average Self-Employment Income Reported by Families (Statistics Canada, 2002)

	Toronto CMA	CT 30 & CT 31	CT 32 & CT 33
All Families	$ 26,661	$ 11,306	$ 16,685
Couple Families	$ 29,823	$ 12,514	$ 20,721
Lone-Parent Families	$ 15,884	$ 5,775	$ 13,975
Non-Family Persons	$ 17,488	$ 10,500	$ 13,654

Types of Employment

The job profiles of Study Area residents reflect the educational differences between the community and the Toronto CMA. Regent Park area residents are half as likely to be managers, and 1/3 as likely to be supervisors as people from other parts of the CMA. They are just as likely to have a skilled or technical job (25% of employed people in Toronto, 23% of employed people in Regent Park).

Regent Park residents are also less likely to have administrative, clerical, secretarial jobs (which employ 17% of Toronto workers and only 12% of Regent Park area workers). The gap would widen were it not that Regent Park area men take a disproportionate number of these jobs. Males in the Regent Park area make up 44% of administrative and secretarial workers but across the City men make up only 25% of those workers. Regent Park area residents are also much more likely to have direct service jobs like cashiers, labourers or sales clerks (38% in Regent Park area, 23% in CMA).

Table 32: Types of Employment (Statistics Canada, 2001 Census)

	Toronto	CT 30 & CT 31	CT 33
Total labour force	2,564,585	4,310	2,710
Managerial and Professional jobs	23%	15%	23%
Supervisory jobs	11%	3%	9%
Technical jobs and Skilled Trades	25%	23%	21%
Administrative, Clerical, Secretarial or Assistant jobs	17%	12%	13%
Direct Service jobs incl. Cashier, Day Care worker, Labourer	23%	38%	27%
Occupation - Not applicable	2%	10%	6%
Male labour force 15 years and over	1,344,785	2,410	1,685
Managerial and Professional jobs	25%	16%	25%
Supervisory jobs	12%	4%	8%
Technical jobs and Skilled Trades	32%	28%	27%
Administrative, Clerical, Secretarial or Assistant jobs	8%	9%	9%
Direct Service jobs incl. Cashier, Day Care worker, Labourer	22%	35%	28%
Occupation - Not applicable	1%	7%	4%
Female labour force 15 years and over	1,219,805	1,895	1,030
Managerial and Professional jobs	21%	12%	17%
Supervisory jobs	10%	3%	11%
Technical jobs and Skilled Trades	17%	16%	12%
Administrative, Clerical, Secretarial or Assistant jobs	26%	15%	20%
Direct Service jobs incl. Cashier, Day Care worker, Labourer	24%	41%	27%
Occupation - Not applicable	2%	13%	9%

A significant proportion of workers in the Study Area are without a stable line of work. 10% of Regent Park area workers and 6% of workers in tract 33 do not report a stable line of work, compared with just 2% in the city as a whole.

Residents of the Study Area reported less self-employment in the 2001 census than the city-wide norm. In the Regent Park area, only 3.9% of residents report self-employment, compared to 9% in the adjacent census tract 33 and 11.5% across the CMA.

Self-employment is not a significant source of labour income for tax filers in the Study Area. In Toronto as a whole, 17% of all households garner income from self-employment and those families average an income of $26,660 from that source. In the Study Area, 10% of families earn income from self-employment and earn only $14,400 from that source on average.

Tract 33 falls midway between the Regent Park area and CMA statistics, reflecting the existence of two communities in the area, one similar to the Regent Park area, and another more affluent and reflective of city-wide characteristics.

Recent moves by the provincial government to increase minimum wage levels can be expected to have some positive impact on working families' household incomes in the Study Area.

Unpaid hours of work

Most people in the Study Area do some amount of unpaid work, and some spend a substantial amount of time on childcare and other unpaid work. Unlike in the rest of the city, very few residents of the Study Area report spending time on elder care, presumably a reflection of the low population of seniors. Residents in Tract 33 reported doing no unpaid childcare, reflecting the low population of children in that area.

Residents in Tracts 30 and 31 carry out considerably more unpaid childcare than residents across the City. This burden does not fall equally on the two genders. Men in tracts 30 and 31 perform a similar amount of childcare to that performed by men across the CMA. However 50% of women in tracts 30 and 31 reported that they spend some time weekly on unpaid childcare (well above the city's 41% average), and 26% of women in tracts 30 and 31 reported spending more than 30 hours per week on this activity; again well above the 15% of women across the CMA. Women in the Regent Park area were also more likely to spend more than 30 hours per week performing unpaid housework than women elsewhere in Toronto, with 27% of Regent Park area women reporting this amount of time, compared to only 17% of women from the city as a whole.

Table 26: Hours spent on unpaid childcare (Statistics Canada, 2001)

	CMA	30 & 31	33
Total population 15+ by hours spent looking after children, without pay	3,728,980	7,780	4,455
No hours of unpaid child care	62%	57%	82%
Less than 5 hours of unpaid child care	10%	6%	4%
5 to 14 hours of unpaid child care	11%	10%	6%
15 to 29 hours of unpaid child care	7%	8%	2%
30 to 59 hours of unpaid child care	5%	9%	2%
60 hours or more of unpaid child care	5%	10%	4%
Total, some unpaid child care	38%	43%	18%
Males 15+ - Hours spent looking after children, without pay	1,797,065	3,730	2,550
No hours of unpaid child care	65%	64%	87%
Less than 5 hours of unpaid child care	11%	7%	4%
5 to 14 hours of unpaid child care	11%	11%	5%
15 to 29 hours of unpaid child care	6%	7%	2%
30 to 59 hours of unpaid child care	4%	6%	1%
60 hours or more of unpaid child care	2%	4%	1%
Total, some unpaid child care	35%	36%	13%
Females 15+ - Hours spent looking after children, without pay	1,931,915	4,050	1,905
No hours of unpaid child care	59%	51%	75%
Less than 5 hours of unpaid child care	9%	5%	5%
5 to 14 hours of unpaid child care	10%	9%	7%
15 to 29 hours of unpaid child care	8%	9%	3%
30 to 59 hours of unpaid child care	7%	10%	2%
60 hours or more of unpaid child care	8%	16%	8%
Total, some unpaid child care	41%	50%	25%

Conclusions from Section II – Trends In Markets And Demographics

Canadian Labour markets, like many world labour markets, are creating increasing barriers to obtaining stable, long-term, permanent employment. Many people are losing their connection to stable, standard employment, and instead cycling repeatedly through the system of social supports. Barriers to standard employment disproportionately affect women, newcomers, youth, and people with low educational attainment. For people in these groups, it is hard to find jobs, and even harder to find permanent, full-time work. They tend increasingly to cycle in and out of employment, never gaining a firm foothold in the world of work, and repeatedly relying on benefits. The decline in stable, standard jobs has led to a decline in income, stability, and security. It has also led to a reduction in the type of investment (e.g. training and development) in employees that helps employees advance and increase their value to employers. People's ability to break this vicious cycle of intermittent unemployment and a low ceiling of available job opportunities is limited by their restricted means, and the limited employment supports designed to address a labour market that does not exist for them.

The population most at risk of this cycle of intermittent unemployment is heavily concentrated in the East Downtown. The consequences for that population are exactly as indicated in the studies: persistent low levels of incomes, economic instability, recurring reliance on benefits, limited economic mobility and persistent unemployment for almost half the population.

Any effort to support economic mobility in the East Downtown must address the persistent cycle of underemployment seen in labour market studies. Short term solutions, quick fixes, and efforts to match candidates to *any* job, instead of a *steady* job, appear to be failing now, and will likely fail in the long run.

Recommendation from Section II:

Recommendation 2

That efforts to improve employment prospects for low income residents in the East Downtown focus on supporting job-seekers throughout the *process* of obtaining stable permanent employment, avoiding "quick fix" solutions which attach job seekers to any job.

SECTION III EMPLOYMENT SYSTEMS IN THE EAST DOWNTOWN

Local Employment and Training Systems

Employment and Training Services in the East Downtown of Toronto are provided by a wide range of agencies and funded through a variety of programs administered by all levels of government. The full range of services and the agencies that offer them are outlined in Tables 38 and 39 at the end of this section. Following the table is a legend defining each of the employment service categories). This list was created by performing a search of the 211 on-line guide to social services in Toronto.

Table 38: General Employment Programs and Projects Serving Regent Park shows that a total of 50 service providing organizations and/or programs function in or around the Study Area. (Note that some organizations – such as Dixon Hall, WoodGreen Community Services and YMCA offer more than one program that delivers employment-related services.) Of these, 24 are focused on serving a particular population segment such as youth (seven providers), immigrants (four providers), women (four providers), first nations communities (five providers), people with disabilities (four providers), or Francophones (three providers). Other services are for all individuals, but some are only for those eligible under certain headings: Employment Insurance claimants (or recent claimants), Ontario Works recipients, Ontario Disability Support Program participants; other programs for youth only, or for homeless individuals or those at risk of homelessness, and so on.

At first blush, it would appear that residents are well served, because of the large number of services available. This impression is not quite accurate, for several reasons:

(1) Some of these services may only reach a limited number of people, often because funding restricts the number of participants who can be served; in other cases because few may know about the availability of the services;
(2) These services can change quite frequently, because of short-term funding, or because of changes in the priorities or population targets of funders; in interviews with service providers, a number indicated that it is hard even for them to keep abreast of what neighbouring services are available; indeed, *Table 38: General Employment Programs and Projects Serving Regent Park,* created in November 2004, is after six months, already inaccurate with regards to several entries;
(3) Many of these services do not provide the intensity of support that many local residents require, largely because funding for these services does not allow for more intensive support;
(4) For employment services to be effective, there needs to be an integration of services (several issues being addressed at once) and a continuum of services (a progression from one stage to the next along the path to employment); at present, these various services are delivered by many different agencies and there is very little coordination or exchange of information and/or clients among the services.

The current funding regime, spread among a number of departments and ministries and several levels of government, hampers the ability of delivery organizations to provide the integrated range of services necessary to meet the needs of the local population.

These problems are not unique to the employment programs in Toronto's East Downtown. To illustrate the impact of such a fragmented system, it is useful to draw on the findings of a review of a comparable array of employment service providers in Hamilton, Ontario. Interviews with 101 employment service users and a structured survey of 44 employment service providers provided the following information:[26]

- The level of awareness among users of the nine specific types of services available was low, on average 32%, ranging from 57% awareness of job bank kiosks, through 52% for resume writing, 47% for job search training, to 37% for job-skills training and 28% for language training;
- 60% of service providers felt that lack of information about employment services was a concern; 93% expressed a need for comprehensive and up-to-date information on all local services and programs;
- The majority of users had visited more than one employment service agency, citing that they were exploring to see what other agencies offered; users expressed a desire for more one-on-one counselling, more job search training and for direct referrals to employers;
- Among service providers, more than half of the services offered required a specific qualification for an individual to be eligible for the service, either as recipients of an income support program, fitting age or gender requirements, or being a member of a specific group, such as students, at-risk youth or newcomers.

Parallel findings are detailed in our study of resident in the East Downtown and their experience of employment supports, presented in chapter four.

Employment Services in the Study Area

This study distinguishes between two types of employment services: some services, which are termed employment programs in this report, are of a fairly standard sort found throughout the city, offering a common set of services meant to reach a greater number of people within a given locale. Other services, more customized, often on a smaller scale, in some cases rather limited in terms of their funding, are meant to address a specific population, typically reaching a smaller number. These services are termed employment projects.

What one finds in the study area are far more projects, many of then offering pre-employment and often even pre-training (that is, pre-pre-employment) services, typically to the homeless population. Many of these projects are small, with limited budgets, and funding that is hardly secure.

[26] Mark Fraser and Cathy Gazzola, *Assessment of the Employment Services System in Hamilton*, Social Planning and Research Council of Hamilton, November 2003.

The following discussion touches on a number of these services, to provide examples of the types of services actually provided, and how they address to the needs in the area. This analysis does not an attempt to evaluate these services or agencies, but rather to illustrate issues and challenges in the employment services system as a whole insofar as the study area is concerned.

Employment Programs

Employment Resource Centres

The study area is supported by three Employment Resource Centres:

- Two funded by HRSDC: one on Parliament Street operated by the Centre for Education and Training (CET) and one just south of the study area at Lombard and Jarvis, operated by the Fred Victor Centre (FVC)
- One funded and operated by the City of Toronto under its Ontario Works program, at the Toronto Social Services office at Wellesley and Jarvis.

These ERCs provide information to job seekers and a limited amount of active support, through job boards, job search related seminars and access to computers. The resources are made available, with staff on hand to explain how to use the resources, but the job search activities are essentially self-directed.

Table 33: ERC client intake statistics[27]

	CET*	FVC*
Total clients (new and repeat)	33 414	34 235
Total new clients	1 142	893
Percentage of return clients	96.6%	97.4%
Average number of clients per day	130	136

*CET - Centre for Education and Training, FVC – Fred Victor Centre

The impression one gathers from the statistics in Table 34 and Table 35 is of a population with limited attachment to the workforce (a quarter unemployed for over a year, 6% who are EI claimants), a number of whom likely require skills upgrading or Canadian experience (a third have high school education or less; the larger number of university graduates at the CET site is likely a function of the high percentage of newcomers using that site: 38%). People are returning repeatedly to the ERC to seek information about jobs, yet the ERCs are not mandated or funded to provide support beyond being a repository of labour market information.

Table 34: Demographic Characteristics of ERC clients

Income	CET*	FVC*	Education	CET*	FVC*
EI or reach back	6%	6%	Elementary	3%	2%
OW	21%	29%	High school	29%	34%
No income	41%	35%	Apprenticeship/trade	3%	5%

[27] These statistics are from the period of December 1 2003 to November 30 2004. We were unable to obtain statistics for the City of Toronto ERC.

Severance pay	0%	1%	College	25%	28%
Workers' Comp.	0%	0%	University	38%	22%
Other	16%	6%	Not indicated	2%	9%
Not indicated	16%	22%			

* CET - Centre for Education and Training, FVC – Fred Victor Centre

Table 35: Employment status of ERC clients

Employment status	CET*
Employed	15.7%
Unemployed	84.3%
Unemployed for less than one year	59.5%
Unemployed for more than one year	24.9%

* CET - Centre for Education and Training,

A recent survey of long-term users of employment resource centres (carried out by an agency which operates several ERC sites in the GTA) highlights the mismatch between what clients need and what ERCs are mandated to provide.[28]

The study surveyed over 450 long-term ERC users, one third of whom were actually employed, the others unemployed. Most of the employed were in part-time or survival jobs and were seeking more secure, full-time employment.

Overall, many of the respondents were highly qualified, and their main obstacles appeared to be a slow job market, lack of Canadian experience and/or a lack of specific qualifications. A high number also appeared to need further English language development. The overall assessment provided by the study was as follows:

- The vast majority of clients still do not have a well-developed job search strategy, nor a self-marketing plan;
- While there are a few exceptions, the majority of the users seem capable of working successfully in the Canadian context, although some might require additional language development;
- The challenges of acculturation are not sufficiently factored in to the current ERC service provision model;
- Too many of the long-term users are taking too little advantage of the more focused services available at the ERCs (workshops, resume consultations, interview practice sessions, etc.);
- A significant proportion of the long-term users appear to be unaware of, or avoiding the networking or personal contact with employers that would help them obtain employment;

[28] Keith Lowry, *Survey of Long term Users of Employment Resource Centres at Toronto Centre and Don Mills*, Centre for Education and Training, April 2004.

- Many of the long-term users are employed in part-time, or survival, or entry-level jobs merely to gain income while they seek employment commensurate with their skills and education;
- A positive, proactive attitude and approach to job search is often of greater impact on success than high-level qualifications;
- Too many highly qualified and capable newcomers are still without jobs in Canada.

The study's recommendations included allowing ERCs to take on a more pro-active approach in addressing clients' needs, as well as mandating certain activities for clients to ensure that they can benefit from the resources and services that could be made available to them.

Employment Placement Services

Parachute Community Employment Centre runs an employment placement program for Ontario Works clients, based at Queen and Parliament. This program reports that it places 30-40 clients per month in jobs and that 83% are still employed after six months. While the precise number of study area residents served by this program is unavailable, 70% of program participants reportedly reside in the downtown east area bounded by Yonge Street, the Don Valley, Bloor Street and Lake Ontario.

OW Employment Placement funding is based on performance – delivery agencies receive payment, client by client, only upon successful outcomes (job placement). A survey of Ontario OW Employment Placement operations showed that only those agencies that had higher client volumes and a higher success rate could avoid a financial deficit.[29]

Parachute places a great deal of emphasis on initial screening and assessment of clients in order to determine an appropriate job placement for the individuals it serves. This approach also allows it to ensure that it can meet its targets to maintain its own financial viability, given OW's compensation formula. But it is also the case, given OW's formulae, that Parachute cannot provide the level of support required to assist many individuals with barriers to employment in accessing jobs. In particular, in terms of the range of functions that can be provided, employment retention and other post-placement support is very limited, and OW only requires that the client be tracked for six months after job placement.

Among other agencies in the area, there is limited interaction with Parachute; in the course of interviews conducted for this study, most agencies were unclear about Parachute's services, indeed, few knew where it was located.

Employment Training Services

In terms of training services offered to individuals with barriers to employment, the agency likely having the largest impact in the local area is probably Goodwill. Goodwill is a social enterprise whose primary business in support of its mission is the

[29] Ontario Network of Employment Skills Training Projects (ONESTEP), *Innovation and looking Ahead: ONESTEP and Ontario Works at the Crossroad,* June 2000.

collection and sale of donated goods (largely clothes but also household items). It operates a number of community stores and collection centres throughout the GTA, including operations in the East Downtown (although its main sorting operations has moved from East Downtown to Scarborough).

Goodwill has recently embraced transitional jobs as a strategy for moving more individuals into permanent employment in the private sector and has begun adapting its approach, firstly in its operations in Peel Region as well as through a new partnership with the Daily Bread Food Bank, which provides both permanent and transitional employment opportunities in food services. Goodwill plans to offer transitional jobs at all of their locations in four operational areas including retail/customer service, janitorial services, food services and warehousing/material handling. These transitional jobs provide individuals facing serious or multiple obstacles to standard job training or mainstream employment access to structured paid work placements for up to 52-weeks, twenty-four hours per week, in a supportive environment before being linked to permanent employment in the community. Goodwill's head office at Bloor and Sherbourne, the Bloor Street Community Store and the Parliament and Coxwell Community Stores and the Donation Centre at Richmond and George Street are within ready access of the study area. Goodwill is committed to creating 1,000 paid transitional jobs in Ontario by 2010.

Employment projects

Employment projects are employment services targeting a smaller number of participants; in some, but not all cases, these projects may have time-limited or more tenuous funding, or be projects that often need to adapt to changing funding environments. Some of these projects involve social enterprises, although in many cases their revenues make up a limited portion of their project expenditures. The following is a description of most of the more prominent projects in the study area:

Dixon Hall

Dixon Hall is a multi-service agency based in the East Downtown, which includes four employment projects among its many services.

LabourLink is a casual labour referral and placement service, largely serving homeless or at-risk of homeless individuals. On a monthly basis, LabourLink matches 25-35 individuals to 60-80 jobs, each job representing an average of 20 hours of work. LabourLink has almost 1,000 active individuals registered. Since 1999 over 2,600 different individuals have been registered with the project.

Career Steps is an employment counselling and support services for unemployed women with lengthy absences from the labour market. The program provides computer training, employability workshops, career coaching and job search assistance. In 2003, the program served over 240 women. This project has recently secured Ontario Works pre-employment funding, which will provide greater certainty regarding its future activities.

The Small Business Training Centre provides self-employment advice and assistance through a series of workshops. In 2004 it ran two sessions, with a total of 28 participants; 14 participants completed a business plan and 8 succeeded in getting their business started. Calico Market at St. Lawrence Market is a venue for individuals to showcase their products.
The Mill Centre is a carpentry and woodworking program, typically serving homeless and at-risk-of-homelessness individuals; in 2004 it had 20 people start its program, 12 entered the life skills component and 8 remained for the production training.

Fred Victor Centre

The Fred Victor Centre is a multi-service agency located just east of the study area at Queen and Jarvis. The agency currently supports three employment projects. An employment preparation program focusing on computer training, involves three intakes a year, each with 12 participants. Another employment preparation program focusing on food services, has two intakes a year, each with ten participants. A “pre-training” program targeting homeless and at-risk of homelessness individuals, preparing them and linking them for volunteer activities, working in a restaurant or hostel, or acting as couriers; the project has three intakes of ten individuals a year.

Toronto Christian Resource Centre

The C.R.C. is located in Regent Park and provides a variety of services, primarily focused on housing issues. There are three employment projects at the agency. A worker co-op for odd jobs such as painting, snow-shovelling or window-cleaning has approximately 15 active members. The operation generates approximately $20,000 a year in revenues. Sunshine Multicultural Catering is another co-op involving five individuals. The Asset Mapping Research Project is a project that trains homeless and at-risk-of-homelessness individuals to conduct surveys and focus groups, do data entry, and produce data summaries for survey results; the project has trained approximately 10 individuals and receives occasional contract work.

East End Literacy

EEL is located at Gerrard and Parliament in the Parliament Street Library, and provides education and training services including a training and transitional job program for office positions. The program is 10 hours a week, with seven months of classroom preparation and three months of work placement. It trains seven participants a year, each of whom receives a monthly honorarium.

Other Projects

Yonge Street Mission operates several pre-employment programs serving the study area. These programs include life-skills, job search assistance, training and transitional jobs through its DoubleTake retail clothing store.

This year, in conjunction with the demolition of the former 51 Division at 30 Regent Street, the Downtown East Community Development Collective and the Regent Park

Resident Council/ Regent Park Neighbourhood Initiative created a deconstruction training project that secured pre-apprenticeship training for eight individuals.

Other Employment Services

Several specialized city-wide projects are based in or near the study area. Some of these programs serve a specific group over a larger catchment area while others are focused on a narrow spectrum of services, such as pre-employment.

Miziwe Biik Aboriginal Employment and Training provides pre-employment and placement services for First Nations people across the GTA. Council Fire, Native Women's Resource Centre and Native Child & Family Services also serve the local aboriginal population with employment-related services.

The Salvation Army, Adelaide Resource Centre and Seaton House all provide some life skills and pre-employment supports for homeless and socially isolated adults. Similar services are provided to homeless and at-risk youth by Covenant House and Yonge Street Mission's Evergreen Centre.

The Alder Centre and Street Haven provide some employment programs for people with disabilities.

Centre Francophone has recently relocated closer to the study area also provides some employment programs that would be useful to the francophone population of the study area.

Limitations of Local Programs and Projects

Larger employment programs have a limited presence in the study area. Smaller employment projects seek to fill the many gaps left. But each of the employment projects faces limited resources and annual uncertainty about continuing funding. These projects are often required by funders to have narrow eligibility criteria, which screens out many potential service users.

Moreover, the small size of these programs hampers the ability of agency staff to build relationships with potential employers for participants. Project staff are left isolated, familiar with their own project, and maybe a few others, but unable to see the whole picture. Each project seeks to address the employment service needs of its clients with limited connection with other services, so that there is almost nothing in the way of a staged progression among the projects as a whole that would allow participants to move from pre-employment, to skills training, to employment preparation, to employment placement.

Projects rarely use assessment tools to determine the most appropriate development paths for their clients. Tracking of progress is limited to activities within the projects themselves; there is no funding for post-project support and so there is limited capacity to follow-through after an individual's participation in a project.

Fragmented service delivery makes it more difficult for people in need of services to know where to go for help. Program eligibility criteria often exclude people from programs they would like to attend. For example, the working poor are excluded from EI or OW employment programs that might help them move into better paying jobs. Similarly, people who work intermittently cannot accrue enough weeks of employment to quality for employment insurance or HRSDC subsidized jobs.

The current patchwork system of services also prevents residents from receiving ongoing or consistent case management support as they move between programs in search of the one most appropriate to their needs. Individuals often face barriers to employment that need to be addressed before they can secure stable, long-term employment. The employment system has a limited capacity for responding to these needs by making referrals. Responding to these needs (whether they be for child care, personal counselling, or other resolvable service needs), is often most effective if done in a holistic way, with timely connections to services. Ontario Works front line staff is now being asked to take on a new supportive role as well as the old enforcement role which will take an adjustment.

Residents facing multiple barriers to employment are those least likely to be served well by the current system. Funding formulas inadvertently encourage agencies to help the least demanding clients, by making funding conditional on job placements alone. Interventions to assist more challenging clients are initially more expensive, but they can still be cost effective over the long term if they reduce reliance on government services and supports.

The current system provides few post-employment or ongoing to supports to people once they find a job. Post-employment supports might include assistance in managing the stresses of full-time employment, planning a career path, or mediating a conflict within the workplace. These services can play an important role in ensuring that the new job is a step forward rather than simply part of a cycle of underemployment.

Local Economic Development Activities

There is very little activity in the study area that could be characterized as local economic development. As noted in the section on employment projects, there is a small self-employment service operated through Dixon Hall, and several of the projects could be characterized as social enterprises, although they are largely focused on providing temporary or transitional employment for individuals, are often of a fairly small scale, and are limited in the revenues that they generate. There is virtually nothing in the way of neighbourhood economic development, apart from business associations in Cabbagetown, along Queen Street West, and a growing Muslim business network.

What is striking is the evident potential that many local social enterprises represent. Temporary labour services and food and catering businesses are typical areas for these types of businesses. Unfortunately, there are few resources available to allow community agencies the ability to grow these projects. Indeed, most agencies are spending a large part of their middle and senior management time managing relations with funders, trying to ensure the survival of the activities they already have underway. Because agencies have limited core funding (they are funded to deliver services), management time is spent overseeing program delivery and engaging in putting out fires. There is extremely limited time, resources and capacity to devote to undertaking the feasibility studies, preparing the business plans, engaging in market studies, or developing proposals for funding that would allow these various projects to achieve a more appropriate scale.

As well, there is no intermediary organization in the local area, either to build the capacity of social enterprises, or to take on neighbourhood economic development activities. One network that has had some impact in the last few years, the Downtown East Community Development Collective, is focused on building the capacity of the member agencies to advance toward a more integrated employment services delivery system. Otherwise, what is available are limited funds to support social enterprises, primarily through the Toronto Enterprise Fund (which serves all of Toronto and currently funds 10 projects, of which The Mill Centre is one) and also through some foundations. For capacity building and technical assistance, the national Community Economic Development Technical Assistance Program (CEDTAP) provides funding for limited technical assistance.

Summary

Table 36 through Table 39 on the following pages seek to summarize the level and depth of employment services and local economic development activity in the study area. The tables follow the same format as Table 41: Matrix of Employment-Focused Activities on page 105 summarizing different categories of activities in *Chapter 5: Best Practices in Employment Programs*. The shading represents the level of activity or capacity that is found in the study area in relation to that particular cell – the darker the shading, the higher the level of activity or capacity.

Table 36: Prevalence and Capacity to Deliver Various Employment Services In The Study Area

Darker shading indicates greater prevalence of services and greater capacity to provide services			
	PRE-EMPLOYMENT	**ACTIVE LABOUR MARKET SERVICES**	**PRO-ACTIVE EMPLOYMENT PROGRAMS**
Basic services	Many of the local agencies, drop-ins and shelters offer projects that provide support and basic life skills to homeless and at-risk-of-homelessness individuals.	Wide array of basic services, in terms of resources (such as employment resource centres), workshops on resume writing, interviews and job search, and basic skills training, such as computers.	Very limited, largely because funding is essentially not available for post-employment placement support.
Intensive strategies	A few programs are able to provide holistic case management. A number of social enterprises exist (e.g. Mill Centre, Fred Victor, Toronto Christian Resource Centre) where individuals can acquire and apply their skills in a setting that is both safe and work-like.	Fewer of the more intensive active labour market services are directly offered in the area (Parachute) with others nearby (WoodGreen). However, extremely limited coordination among service providers, and limited reliance on assessment and screening tools.	Goodwill is the main exception to the lack of intensive pro-active employment programs. Goodwill focuses on a specific sector, uses its operations to provide employment, and is now implementing transitional employment. East End Literacy also has a modest transitional job program.
Capacity	Overall, there is very limited use of measurement to track performance and to direct improvements. There is only limited labour market research and limited research into best practices.		

Table 37: Prevalence of and Capacity to Deliver Various Local Economic Development Services in the Study Area

Darker shading indicates greater prevalence of services and greater capacity to provide services			
	SELF-EMPLOYMENT	**SOCIAL ENTERPRISE START-UP**	**LOCAL ECONOMIC DEVELOPMENT**
Basic services	The immediate local area has limited (and recently reduced) services (Riverdale Community Development Corporation; uncertainty re Dixon Hall's Small Business Training). Other services exist in Toronto, but are not linked to this neighbourhood.	Not unlike the circumstance with employment services in the area, there are a number of social enterprises, however they are small and limited in their business scope and capacity. Financial and capacity building support is spotty and limited.	What exists in or close to the catchment area of this study is focused almost exclusively on Cabbagetown, apart from a growing network of Muslim businesses.
Intensive strategies	As above: some services exist across Toronto, though their overall impact is limited, and their reach into this area is negligible.	HRSDC has essentially moved out of supporting community economic development; apart from some foundations, what remain are: Toronto Enterprise Fund (for projects serving homeless – funds 10 enterprises) CEDTAP –technical advisory services for Canada	At this point, there is nothing in the way of more sophisticated strategies focusing on local economic development.
Capacity	There is very limited current activity in these fields, as well as limited capacity. Experience in other neighbourhoods across Toronto, as well as the community economic development and social enterprise field generally, suggests substantial potential for growth, although it would require financial support and well-qualified and well-focused technical support.		

Table 38: General Employment Programs and Projects Serving Regent Park

AGENCY / PROGRAM TYPE	Community Access Programs	Community Economic Development	Employment Assessment Centres	Employment Resource Centres	English as a Second Language	Human Resource Centre Canada Offices	Work and Job Placement	Job Connect	Job Search Training	Job Search Workshops	Literacy	Mental Health	Physical Disabilities	Self-Employment & Entrepreneurship	Vocational Counselling	Vocational Training
Cabbagetown Community Arts Centre											YES					
Centre For Education and Training. Parliament St Employment Resource Centre				YES					YES						YES	YES
Dixon Hall		YES			YES		YES		YES					YES	YES	YES
Dixon Hall – Regent Park Learning Centre					YES						YES				YES	YES
East End Literacy											YES					
Fred Victor Centre: Employment Resource Centre		YES		YES					YES		YES				YES	YES
Goodwill Toronto			YES									YES	YES			
Goodwill Toronto. Toronto Central Workforce Development							YES		YES			YES	YES		YES	YES
John Howard Society of Toronto									YES						YES	
Office Workers Career Centre	YES		YES	YES					YES						YES	YES
Ontario Literacy Coalition											YES					
Asset Mapping, TCRC		YES													YES	YES
Operation Springboard							YES	YES	YES				YES		YES	
Parachute Community Employment Centre							YES		YES						YES	
Salvation Army Gateway	YES								YES			YES			YES	YES
Sound Times Support Services of Metropolitan Toronto												YES			YES	YES

AGENCY \ PROGRAM TYPE	Community Access Programs	Community Economic Development	Employment Assessment Centres	Employment Resource Centres	English as a Second Language	Human Resource Centre Canada Offices	Work and Job Placement	Job Connect	Job Search Training	Job Search Workshops	Literacy	Mental Health	Physical Disabilities	Self-Employment & Entrepreneurship	Vocational Counselling	Vocational Training
St John the Compassionate Mission																YES
Street Haven at the Crossroads Learning Centre									YES		YES	YES			YES	YES
Toronto Adult Student Association					YES										YES	YES
Toronto Christian Resource Centre		YES														
WoodGreen Community Centre of Toronto: Job Search Coaching Centre									YES	YES					YES	
WoodGreen Community Centre of Toronto: WoodGreen Employment Resource Centre				YES					YES	YES					YES	YES
YMCA of Greater Toronto: Career Planning and Development			YES					YES	YES				YES	YES	YES	YES
YMCA Adult Literacy Services: Learning Opportunities Program											YES					
Yonge Street Mission															YES	YES

Table 39: Population Specific Employment Programs and Projects Serving Regent Park

PROGRAM TYPE / AGENCY	Community Access Programs	Community Economic Development	Employment Assessment Centres	Employment Resource Centres	English as a Second Language	Human Resource Centre Canada Offices	Work and Job Placement	Job Connect	Job Search Training	Job Search Workshops	Literacy	Mental Health	Physical Disabilities	Self-Employment & Entrepreneurship	Vocational Counselling	Vocational Training
Adelaide Resource Centre for Women											YES				YES	YES
AIDS Committee of Toronto							YES								YES	YES
ALDER Centre (Adult Learning and Disabilities Employment Resource Centre)				YES			YES		YES					YES	YES	YES
Alpha-Toronto (French language services)											YES					
Boys and Girls Clubs of Greater Toronto	YES										YES					
Cabbagetown Youth Centre (Parliament Branch)	YES				YES										YES	YES
Central Neighbourhood House (Special programs for able and disabled Youth 11-24 years w/ diverse cultural backgrounds)									YES			YES	YES		YES	
Centre des Jeunes Francophones de Toronto		YES												YES		YES
Centre Francophone du Toronto Metropolitan: Employment Resource Centre				YES				YES	YES						YES	YES
Covenant House: Vocational Resources (Serving Youth 16-21 and 16-24 years)	YES						YES		YES		YES	YES			YES	YES
LinkUp Employment Services for Persons with Disabilities*												YES	YES			YES
Miziwe Biik Aboriginal Employment and Training		YES		YES			YES		YES						YES	YES

PROGRAM TYPE / AGENCY	Community Access Programs	Community Economic Development	Employment Assessment Centres	Employment Resource Centres	English as a Second Language	Human Resource Centre Canada Offices	Work and Job Placement	Job Connect	Job Search Training	Job Search Workshops	Literacy	Mental Health	Physical Disabilities	Self-Employment & Entrepreneurship	Vocational Counselling	Vocational Training
Native Child and Family Services of Toronto	YES								YES			YES				
Native Women's Resource Centre of Toronto	YES								YES		YES					
Progress Place (Serving adults with mental health problems)												YES				
Riverdale Immigrant Women's Centre (Bloor Street Location)		YES			YES				YES		YES					
SEAS Centre (Formerly known as the South East Asian Service Centre)	YES										YES				YES	YES
Serve Canada (Serving Youth 12-24 years)															YES	YES
Silayan Community Centre (Serving Filipino community and community at large)					YES										YES	YES
Times Change Women's Employment Service				YES					YES					YES	YES	YES
Toronto Council Fire Native Cultural Centre	YES										YES				YES	
Toronto Metis Council		YES		YES										YES		YES
WoodGreen Community Centre of Toronto Youth Job Centre -- Job Connect Program							YES	YES	YES						YES	
Yonge Street Mission. Evergreen Centre Street Youth -- Employment Resource Centre				YES					YES						YES	

Table 40: Descriptions of Different Types of Employment Services and Programs

Community Access Programs (CAPs)	CAPs provide affordable public access to the **Internet** and the skills required to use it effectively.
Community Economic Development (CED)	Programs that **promote or build improvements** in social, economic, and health conditions in a particular community or neighbourhood.
Employment Assessment Centres	Employment **assessment**, counselling and referral for persons returning to work. *See also Vocational Counselling.
Employment Resource Centres	Centres that provide **assistance for people looking for jobs, career direction or starting their own business**. May provide job posting boards, resume services or access to the Internet for job searches, as well as free or low cost access to computers, telephones, fax machines and photocopying. Business directories, job search materials, and labour market information may also be available.
English as a Second Language (ESL)	Classes **for people learning English** as a second language.
Human Resource Centre Canada Offices (HRCC)	HRCC offices provide **services to employers, unemployed and underemployed** people. Services include access to job banks and labour market information. They also have applications for social insurance numbers and for income security programs (such as Employment Insurance and the Canada Pension Plan).
Job Connect	Job Connect programs provide **walk-in services** and general resources for youth people seeking employment, career direction, or information about starting their own business. (There are a few Job Connect offices for adults, but not close to the study area.)
Job Search Training	**Job preparation training in skills** such as resume writing, interviewing, punctuality and workplace behaviour.
Job Search Workshops	Job Search Workshops are condensed three or four day **workshops for job ready newcomers** who are legally entitled to work in Canada. They focus on job search techniques and on accessing labour market information.

Table 40: Descriptions of Different Types of Employment Services and Programs

Literacy	**Literacy issues and instruction** including first language literacy programs for those whose first language is not English.
Mental Health	Employment, education and training services that focus on **meeting the needs of consumers of mental health services**. Services may include vocational assessment, training, support, job trials, information and referral.
Physical Disabilities	Employment, education and training services that focus on meeting the needs of **people with physical disabilities**.
Self-Employment and Entrepreneurship	Programs for people who want to **start their own businesses**.
Vocational Counselling	Vocational and **career counselling** to determine employment preferences, experience and aptitudes. *See also Employment Assessment Centres.
Vocational Training	Education or training programs that may include **on the job training or placement** opportunities.
Work and Job Placement	Employment opportunities or services that **place workers in jobs**.

Residents' Experiences of Employment and Employment Support Programs

In order to gain a better understanding of the needs and views of residents regarding employment programs, a telephone survey was undertaken in March 2005. The survey was administered to residents of Toronto Community Housing, other social housing, and private market buildings on Sherbourne and Oak Street, as a representative sample of the low-income residents in the study area.

The survey revealed that residents face two types of barriers to finding and keeping sufficient stable work. Many residents are particularly limited by low educational attainment and/or skill levels. Residents have trouble finding jobs that match their existing skills and identifying training that will allow them to secure the jobs that do exist. Thus, their jobs tend to be low-paying, short term and part time.

Low-income residents of the study area are significantly more likely to be unemployed than the Toronto population overall. This is due in part, but not entirely, to the disproportionate number of people with disabilities who reside in social housing. A substantial portion of the unemployment appears to have other causes, such as the lack of childcare and effective job search supports. These services could be addressed effectively by governments and local social agencies.

Survey Method

Interviewers contacted a random sample of households by phone, asking to speak to a predetermined random member of the household 15 years of age or older. Interviews were conducted in English, Bengali, Cantonese, Mandarin, French, Somali, Spanish, Tamil and Vietnamese. According to the 2001 Census of Canada, these nine languages represent 76% of the population of the study area. Ninety percent of interviews were conducted in the home language of the respondent. Twenty-one residents speaking languages other than the nine above were interviewed in English, representing 6% of the sample.

Household phone numbers of low-cost or low-income residences in the study area were obtained from some housing providers and from a purchased sample of households in private market buildings. A random sample of these numbers was used for the study.

A total of 355 interviews were completed. The interviews were then weighted by language group for a weighted n of 349, interviews to provide an accurate reflection of the population of the study area. The margin of error is ±5.35%, 19 times out of 20, for the entire survey population. The survey was not weighted to account for other factors for which data was not available, such as gender or immigration status. Distributions for these factors were accepted as they occurred randomly.

Characteristics of Respondents

Respondents reflect the diversity of low-income residents of the study area in terms of age, immigration status and ethnicity. Where there are differences between the survey population and the general population as described in the 2001 census, these fall within the margin of error.

Youth (aged 15-24) made up 18% of respondents, 68% were adults (aged 25-64) and 13% were seniors. Immigrants to Canada made up 63% of respondents, and 37% were born here. The median year of immigration is 1991, with 9% of immigrant respondents arriving that year. One third of immigrants (33%), or 20% of the total survey population, have been in Canada for 10 years or less. English is spoken at home by 55% of residents, whereas 45% speak primarily another language. Throughout the following discussion, all respondents who identified a language other than English as their home language are described as non-English speakers, as an expression of their home language, regardless of their actual facility with English.

Respondents were from a similar distribution of ethno-cultural groups to the target population as indicated by 2001 census data.

Employment and Labour Force Participation in the Study Area

Employment is extraordinarily low overall, with only 28% of respondents reporting that they are working. According to Statistics Canada, in the City of Toronto as a whole, 60.5% of people 15 years and over are working[30].

This huge discrepancy between the City average and the respondents in the study area exists for many reasons.

One cause of the low rate of employment is the unusually low labour force participation in the study area. Statistics Canada data show labour force participation in the area at only 57.3%, lagging well behind the City average of 65%. For respondents, labour force participation was only 55.9%.

Some causes of low labour force participation reflect specific characteristics of the population being studied. In the study area, as will be detailed below, disability and retirement were the most often mentioned reasons for leaving the labour force, though caring for children was mentioned by a high proportion of women with children. These challenges drive a significant number of potential workers out of the labour force, often in ways that can be addressed and corrected.

Retired seniors play a role in low labour force participation, as only 2.6% of respondents over 65 years old are working. Statistics Canada research on employment among Canadian seniors shows that a national average of 8% of seniors and 20% of well-educated seniors are employed. The same study indicates that seniors in communities with poor employment prospects tend to be more likely to “retire”.[31]

In the study area, people who report that disabilities prevent them from working make up 18.6% of respondents. This is significantly more than in found in Ontario’s population

[30] City of Toronto, 2005. Economic Development Report
[31] Statistics Canada, Perspectives on Labour and Income, May 2002. Vol. 3, no. 5. 75-001-XIE

overall, where only 11% of the adult population have disabilities and only 55% of those people with disabilities, or 6% of the population, are known to be unemployed or out of the work force[32]. This is less than 1/3 of the level in the study area. Clearly disability is one of the key sources of labour force withdrawal in the area. Respondents with disabilities were asked if efforts to address their disabilities would cause them to re-enter the workforce. Forty percent of people identifying disability as a barrier to work indicated that they would return to work if accommodations were made available and another 5% indicated a willingness to work if adequate employment were made available. Thus, accommodation for the area's high proportion of disabled people is an important element in increasing employment in the area.

Almost half of all female respondents (48%) were not part of the labour force. Among women with children who are not working, roughly two in five say that childcare is a reason why they don't work. Three quarters of the female respondents who identify childcare as a reason for not working would return to the labour force if affordable childcare were available.

The labour force is further diminished by the student population. People who are outside the labour force because they are attending school make up 6.6% of respondents. General youth participation in the labour force is fairly typical of Toronto youth; however, male youth are more likely than female youth, and than their peers in other communities, to be outside the labour force.

Labour force participation is the first hurdle an effective employment strategy must clear in a community with such a high, but highly remediable, non-participation rate.

Our analysis will consider respondents in two ways. We will look at respondents who are in the labour force, narrowly defined as people working or currently looking for work, and analyze the barriers they face. They make up 52.5% of the respondents. We will also look at what we call "the broader labour force", which includes not just people who are working or looking for work, but also people who have ceased to look for work, largely due to disabilities and childcare barriers, but express a desire to return to work if those barriers can be addressed.[33] They make up 70.7% of the respondents because they include the 18.2% of respondents who have dropped out of the labour force despite the fact that they want to work. Both groups must be considered in any effort to explain why residents in low-cost housing in the study area are employed at less than half the rate of their peers across the City.

It is worth noting that the people who have dropped out of the labour force are overwhelmingly longstanding residents of Canada, (90% over 10 years, 45% Canadian born).

[32] Statistics Canada, Participation and Activity Limitation Survey, 2001. 89-587-XIE
[33] Neither group includes respondents who identified themselves as currently self-employed. Data more fully explored later in this chapter indicates that a significant proportion of people who identify themselves as self employed pursue self employment as an incidental and intermittent income supplement program.

Who's Working in the Study Area

Overall 46.4% of all labour force participants (that is, all people who are working and looking for work) are unemployed. This number swells to 60.3 % when the broader labour force is considered.

The exceptionally high unemployment levels in the study area identified vary little by immigration status. Among labour force participants, 48.7% of immigrants are unemployed, compared with 44.3% of non-immigrants. These numbers become almost equal when the broader labour force is considered, given its higher proportion of non-immigrants. Subdividing immigrants by period of immigration does not produce any significant differences.

Unemployment levels by gender show somewhat more significant trends. While 43.2% of women in the labour force are unemployed, 49.5% of men are in the same situation. Looking at the broader labour force exacerbates these differences, because of the higher proportion of women who have given up looking for work. In the broader labour force, 64.1% of women are unemployed, compared to 54.8% of men.

Employment levels differ more according to home language than according to any other factor. Unemployment among English-speaking members of the labour force is 43.3%, while unemployment for people with home languages other than English is 50.6%, with a similar gap persisting when the broader labour force is taken into account.

While the "employment gap" for women and non-English speakers is notable, what distinguishes different groups of job seekers most strongly is the quality of employment they are able to obtain.

Quality of Jobs

Because of the low employment rate, the sample size of employed respondents was modest, making precise statistical descriptions impossible; however, even with larger margins of error, some things are very clear.

Non-English speakers are significantly more likely to hold part-time jobs, and multiple jobs than English speakers. Over half of employed English speaking respondents had secured full time jobs, but only 1/8th of non-English speaking respondents had been able to do so. Home language is far more significant a predictor of the quality of employment than any other factor, such as race, gender, immigration status or period of immigration.

For underemployed residents, the barriers to full time employment were clear. Asked to identify what prevented them from working full time, respondents identified lack of access to suitable full-time work as the most significant barrier. Good jobs just don't exist. This was identified as a barrier by half of all underemployed respondents. However, respondents with children under 11 years old were more likely to identify caring for family members as a barrier. Aside from young people who were not working full time because they were attending school, no other barrier registered strongly.

Forty-four percent of employed respondents are currently looking for new employment. English-speaking workers are focused on finding opportunities for better salaries and better working environments as well as moving into skilled jobs with advancement opportunities. Non-English-speaking workers were more focused on advancement that included escaping the limitations of non-standard work, by obtaining jobs requiring more skill, more senior jobs or on moving from part-time to full-time jobs.

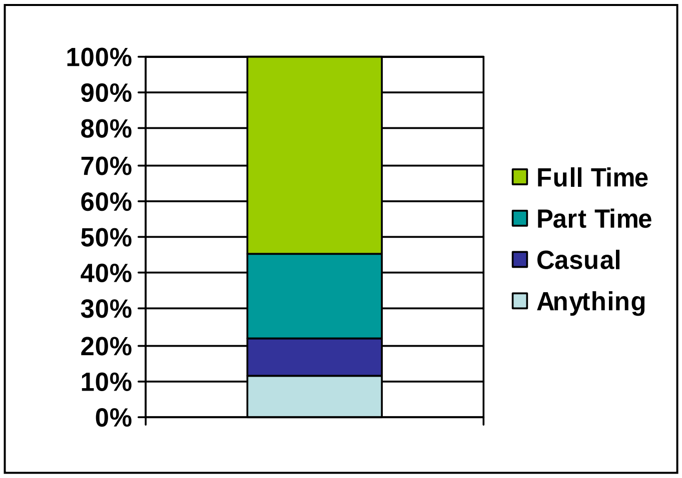
The desire for advancement may reflect the instability of employment for workers in the study area. Employed respondents had a mean duration of 3 years and a median duration of 2 years in their current jobs. Even among the currently employed, almost 1 worker in 4 had been in the current job for less than a year.

Residents appear to be Realistic in their Job Searches

Respondents report current employment in a range of occupations, but are concentrated in the areas of customer service, clerical work, food services and factory work, job categories that are often characterized by low wages and insecurity.

For those looking for employment, most would prefer full time work, but a full third of potential workers prefer alternate arrangements. Twenty-three percent identify part time work as their preferred employment type. Casual, temporary or seasonal is identified by another 10% of respondents. Another 10% are willing to take any hours of work offered to them. Further investigation would be required to determined whether part-time and temporary work are perceived as a way residents can juggle family responsibilities or if this preference is encouraged by the rules of income support programs and RGI tenancy agreements.

Figure 17: Hours of Work Sought



The jobs sought by low-income residents are fully realistic. Half of respondents are seeking clerical, general labour, or customer service jobs, or "anything available". Childcare and factory work were the next most common job search goals. Less than 1 in 5 sought a job that would require a significant amount of training or experience, such as teacher, engineer or health care worker. Jobs sought tend to reflect educational attainment and generally fall within a realistic range of job prospects for the educational background of the respondents. Nonetheless, the employment rate remains low and unemployment is persistent for many.

Barriers to Employment

The barriers to employment fall into some clear patterns. Over all, access to jobs that are appropriate to the backgrounds of the applicants is clearly the most daunting challenge: In the broader labour force, 65.3% felt that lack of information about jobs was a barrier, 64.9% felt that lack of experience was a barrier, and 61.4% felt that lack of training was a barrier. 30-38% of respondents identified these as major barriers. Equally daunting for job seekers was the quality of jobs available. In the broad labour force, 62.3% thought that the low pay offered for available jobs was a barrier. Respondents also noted smaller but significant challenges with discrimination and travel to work.

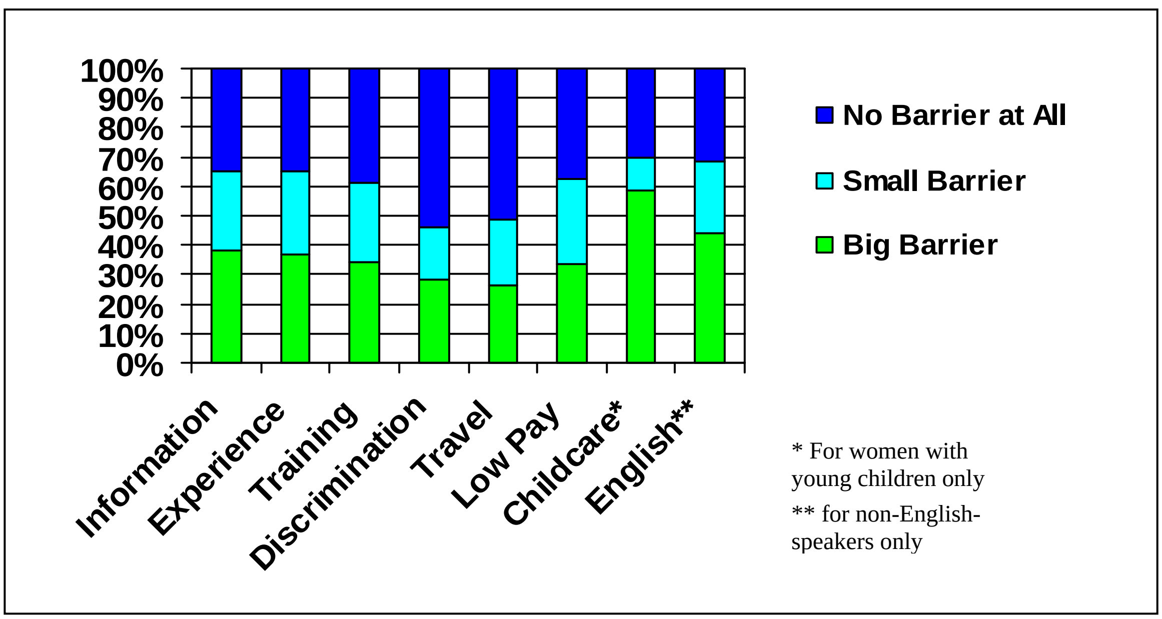
Some problems disproportionately affect certain parts of the community. Lack of English skills was identified by 67.9% of non-English speaking respondents as a significant barrier.

Childcare was understandably a more significant barrier for families with children under 12 years old than others, with 70.0% of women in the broad labour force with children under 12 considering it a barrier and 58.3% of them considering it a major barrier.

The majority of Black, East-Asian and West-Asian respondents found discrimination of some kinds was a significant barrier. South Asians and Caucasians were both unlikely to see discrimination as a factor.

Almost half (45%) of respondents who had earned post secondary degrees abroad found lack of recognition of their credentials a big barrier. The population of foreign trained post-secondary graduates in the sample is small. Consequently, this population has a limited impact on the overall employment picture.

Figure 18: Self-Identified Barriers to Employment by Surveyed Respondents



Self-Employment

Approximately 4% of respondents identify themselves as self-employed, but self employment for this group is not necessarily in keeping with the more common conception. Only half of the respondents who identified themselves as self-employed identify their self-employment as their primary source of income (the rest are receiving benefits). Less than half are garnering an income greater than the low-income cut-off from self-employment.

Self employment for many seems to be an income supplement, rather than their central economic activity.

Some 17.9% of respondents report having been self employed at some point. The small sample prevents an accurate analysis of the reported experiences of the self-employed, though they generally report facing similar barriers as with employment. Respondents identified the inaccessibility of loans, and the challenges of obtaining a stable income that meets personal needs and overhead costs as the major barriers to success in self-employment.

The reported incomes of the self-employed are similar to those of other respondents. Information from 2002 tax returns indicates that the average income from self-employment is $14,432 in the study area. This compares poorly to the rest of the Toronto CMA, where the average income from self-employment was $26,660 in 2002.[34]

Self employment has been pursued at some point by a significant proportion of respondents, but has not shown itself to be an easy tool for correcting the economic disadvantages of the study area residents. The low incomes, economic risks, limited returns are likely the reasons why of the less than ¼ of the people who have been self employed are still self employed today.

Informal Work

Almost a fifth (18.8%) of respondents admit to doing informal work, with English-speakers significantly more likely than non-English-speakers to state that they engage in informal employment.

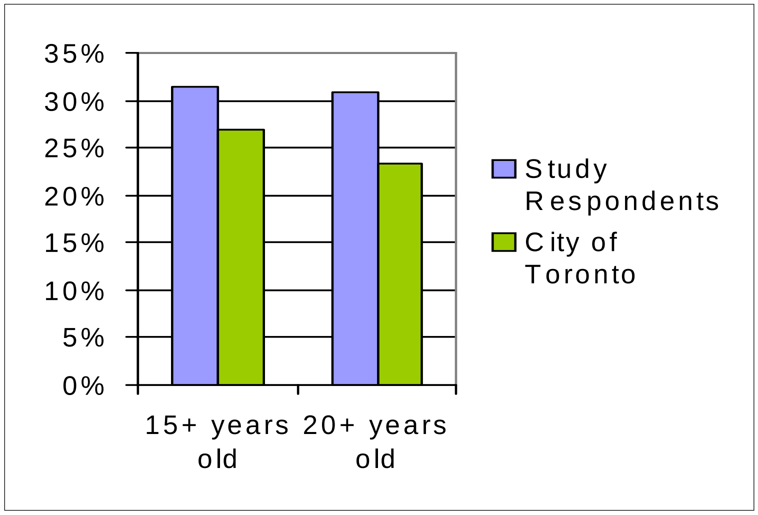
Most people who acknowledged informal employment indicated that they would continue in informal employment even if formal employment were available. These responses reinforce the sense that there are groups in the catchment area who have "dropped out" of the formal employment system. The overwhelming majority (77%) of those who have done informal work are unemployed.

[34] Statistics Canada, Small Area Data - Family Data. Product number 13C0016, may 2004.

Education

Low education levels are a significant issue for residents. Unemployment dogs people without a high school diploma. Whether a person holds a high school diploma is a major determinant of employment status for residents.

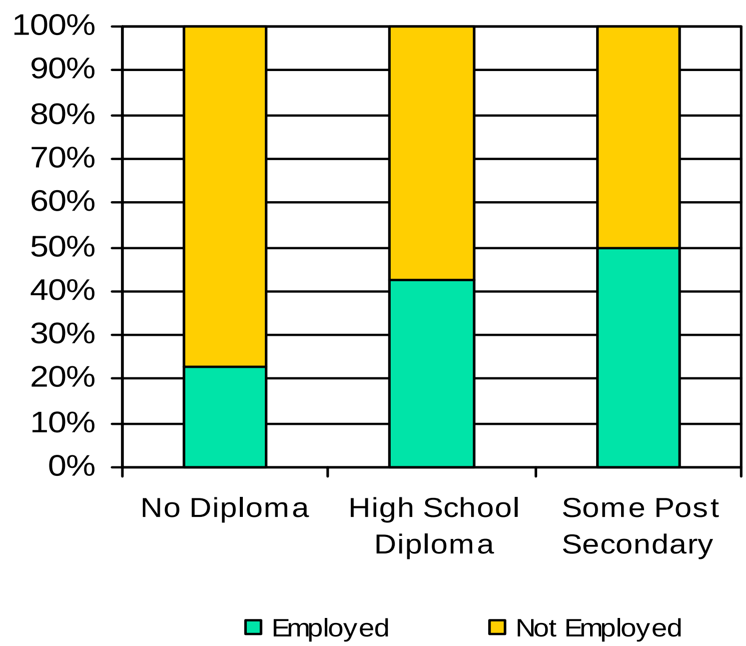
Figure 19: Population of Surveyed Respondents without High School Diplomas



Some 31.4% of all respondents and 30.9% of respondents over 20 years old have less than a high school diploma. This is a substantially larger portion of residents than the 23.3% of people over 20 in Toronto as a whole who are without high school diplomas. Across Toronto, 27% of the population over 15 does not have a high school diploma[35].

Just over a quarter of respondents (26.3%) have a high school diploma or some form of high school equivalency certificate like the GED. A significant proportion of respondents (30%) had completed some form of post secondary education, and almost 6% had degrees higher than a Bachelor's degree.

Figure 20: Respondents in the Broader Labour Force



Employment Implications of Educational Attainment

With so many without a high school diploma, job prospects are more limited. In the broader labour force, 77.2% of all respondents without a high school diploma were unemployed.

[35] Statistics Canada. 2001 Census of Canada. Product number 97F0017XCB2001001

Beyond high school, higher levels of education do not appear to be a big advantage for respondents in the labour force. There is only a small increase in employment for people with post secondary education. Of high school graduates, 42.4% are employed, 49.5% of respondents who reported some post-secondary education are employed.

Training

Respondents also reported a dizzying array of additional qualifications. Respondents have obtained 104 different types of degrees, diplomas and certificates, but they had a limited impact on employment.

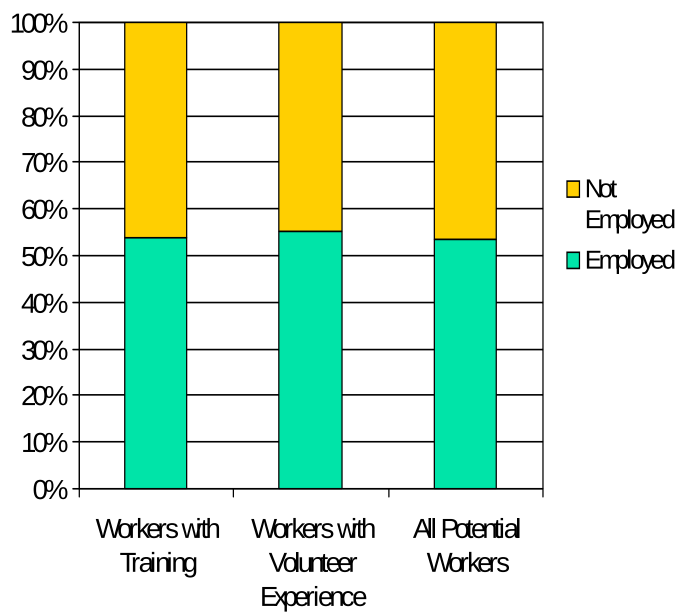
Three quarters (77.2%) of the broader labour force had taken an additional training program or some kind of on-the-job training. On average each person had taken 2.5 training courses.

These courses appeared to have only a limited impact on employment. In the study area, 46.2% of people in the labour force with additional training were unemployed as opposed to 46.4% of the labour force as a whole. Looking at the broader labour force shows that 57.1% of those who had received some kind of training were unemployed - only slightly below the 60.3% in the broader labour force as a whole. Taking into account the fact that people with additional training also had more basic education, this is a modest improvement.

Further examination of training and employment patterns showed training to be mismatched to jobs that people were able to obtain. A mere 51% of respondents appear to have ever worked in the fields for which they reported substantive training.[36] Training appears to be offered without a clear connection to available jobs. As a result, respondents appear to be trained and retrained repeatedly in ways that do not provide advantages in the actual job market.

While 77.9% of people in the broader labour force have volunteered at some time, people with volunteer experience also had only slightly improved employment

Figure 21: Training and Volunteer Experience Increase Employment only Slightly for Surveyed Respondents



[36] Respondents reported their four most recent jobs. These were grouped into 20 categories. Substantive training (greater than ½ a day), that should be expected to improve chances of employment, was then mapped on the same categories. Only 51% of respondents reported a match between training and any of their current or former jobs.

results. Volunteers in the labour force are employed 44.8% of the time, compared to 46.4% of the labour force as a whole. Of broader labour force participants with volunteer experience, 60.1% are unemployed, virtually identical to the 60.3% unemployment in the broader labour force as a whole. Volunteer activities were concentrated in a few areas. Child care and community work were the most common, with cooking, cleaning, word processing and reception activities also common. A smaller number of respondents identify themselves as having volunteered specifically to gain job experience (35%) but their employment rates are actually lower than the average.

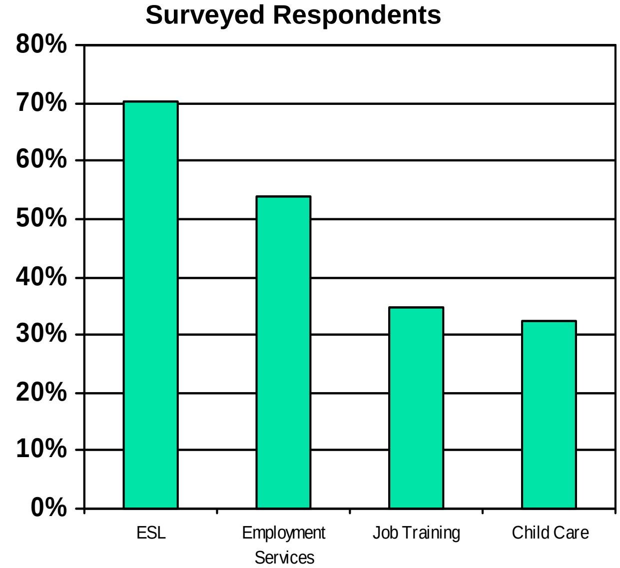
Though there is a considerable volume of training among job seekers in the study area, they identify the ability to find jobs for which their skills and training are appropriate as the principle barrier to employment. They have skills, and they have received training, but they simply are not connected to jobs that match their skills, or with training that matches available jobs. Training and employment programs that can make those connections are what residents need.

The Impact of Existing Services

Given the high rate of unemployment and the considerable effort residents of the catchment area have made to obtain training, the rate of use for employment services and supports is surprisingly low. This low participation rate appears to be driven by a combination of limited awareness and limited confidence in the effectiveness of services.

Residents report only a limited awareness of existing employment support services. English as a Second Language programs, including LINC, are easily the best known, familiar to 70% of potential clients. Over half of respondents (54%) were aware of employment services that assist with job searching, resume preparation and related activities. Awareness of job training programs is significantly lower: only 34% of respondents are even aware that such programs exist. Only 32% of parents in the broader labour force with children under 12 years old are familiar with any local, affordable childcare services. Awareness is slightly higher among parents who are labour force participants, at 36%, unlike other services for which the awareness in the two groups is virtually identical.

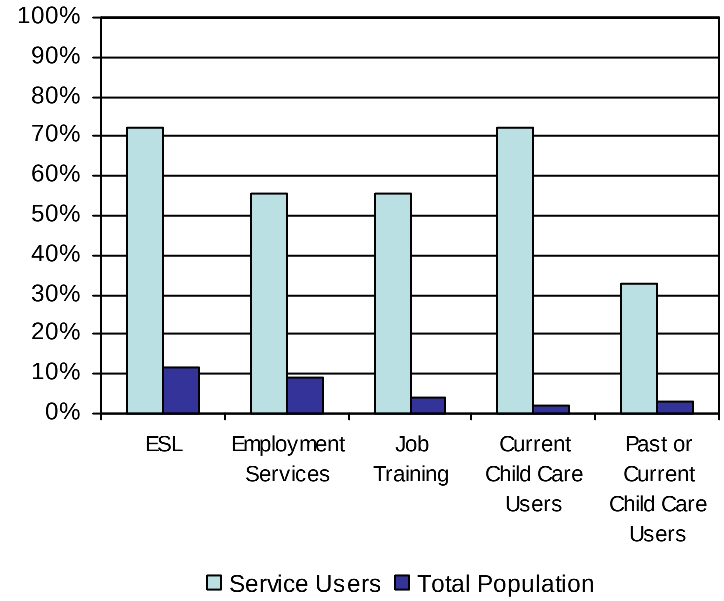
Figure 22: Familiarity with Support Services by Surveyed Respondents



Among those who are familiar with services, usage remains mixed at best. ESL is the most frequently used program, but only about half the people who are aware of job search programs use them, and only about a third of those aware of training and childcare services use them.

Satisfaction with services shows a more varied pattern of responses. Slightly more than 70% of ESL students feel that these programs helped them secure employment. Similarly, 70% of current childcare users believe that this is a helpful service.

Figure 23: Support Services Are Helpful

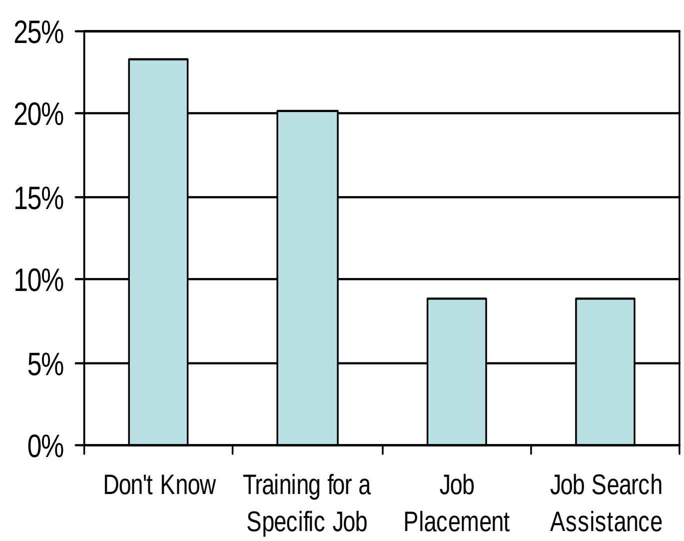


Employment Services and Job Training programs fared significantly less well in the estimation of past clients. Only 55% of past users believed the programs had been helpful. This low satisfaction rate may well be having an effect on the low participation rate noted above.

Job training and employment services are perceived to be quite weak by many respondents, largely because these respondents have little confidence in the ability of the programs to increase their chances of employment. The most common reasons given for not using programs were the beliefs that the programs would not help, and that the service offered was not one they needed.

The relative significance of client satisfaction levels across the population is thrown into high relief when satisfied respondents are compared to the total population of respondents. Less than 10% of the total population reports that any of the services other than ESL have helped them become employed.

Figure 24: Desired Support Services



When asked what kinds of services they would like to see, almost a quarter of respondents were unsure what precisely would help them, perhaps not a surprising response given the persistent high unemployment rate of their community. However, residents who have identified specific needs give clear guidance. Residents want assistance in obtaining an existing job, whether that assistance takes the form of training for a specific job (20%), job placement (8%) or job search assistance (9%), residents are desperate for help in overcoming the information barrier and mismatch between available jobs and training that keeps them unemployed and under-employed.

Summary of Survey Results

The study area experiences an unemployment rate that is unacceptably high. The catchment area also has a high proportion of people who have withdrawn from the labour force, despite indications that they desire employment. People with disabilities and who lack access to childcare are among the most likely to withdraw from the labour force, but would participate again if appropriate supports were available.

People for whom English is not their home language are also experiencing very limited access to permanent full time jobs, more often working in part-time, casual employment.

The population includes many residents with low educational attainment, which, for those without a high school diploma, has resulted in an exceedingly high level of unemployment. Few respondents had accessed General Education (GED) programs to earn high school equivalency diplomas to compensate for this disadvantage.

Results also show that many residents who have a strong educational background are still experiencing higher than normal levels of unemployment.

The residents seeking employment also have been vigorous consumers of training, both on the job and in other programs, but this has had little effect on their rates of employment, likely because the training available appears to have limited relevance to the current job market.

Residents have volunteered in a wide variety of fields as well, but again had little resulting employment success.

This low level of success persists despite the very realistic ambitions of job seekers, few of whom seek positions of status or which require significant educational attainment.

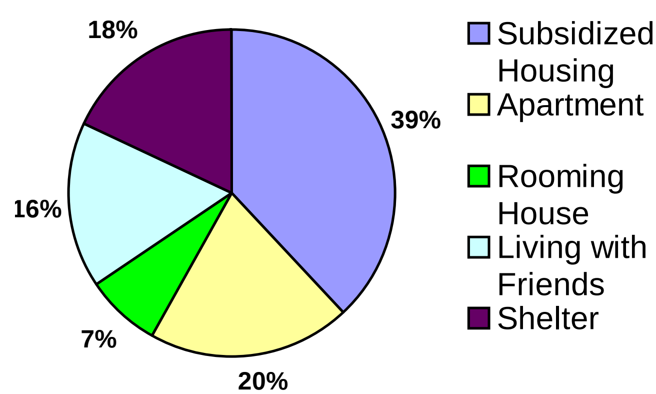
The gap, as perceived by the people seeking employment or seeking to end their underemployment, is that jobs are not available, and the training and experience employers want do not correspond to what people have to offer. Existing programs do little to resolve these problems. Residents want programs that connect them to actual jobs currently available, and where necessary, training programs that ready them for these jobs. Supports for women needing childcare and for people with disabilities are also insufficient but the people facing these barriers have, to a large extent, abandoned efforts to correct the situation.

Homeless Residents Report Similar Employment Barriers

The telephone survey discussed above included residents of Toronto Community Housing, co-operative and non-profit housing and four private market apartment buildings with large numbers of low cost rental units. It did not include other forms of low cost housing in the study area, such as rooming houses, smaller private apartment buildings, or emergency shelters. The residents of these housing types are also in need of employment supports, and generally face greater barriers to employment than those in permanent housing. Unfortunately, they are significantly more difficult to contact by telephone and were thus excluded.

In order to understand the employment and training needs of this population, we must also refer to other research projects recently undertaken in the neighbourhood. The first was done as part of a larger evaluation of the Outreach Legal Services[37] and the second is an Asset Mapping Project by the Toronto Christian Resource Centre, carried out on behalf of Downtown East Community Development Collective[38]. Information from Outreach Legal Services is based on the 537 clients of its services between November 2002 and September 2003. The Christian Resource Centre's Asset Mapping project was administered in 2004 and 2005, included 50 people interviewed by peer interviewers at local shelters or drop-ins, and was aimed in part at identifying potential participants in a construction industry training project.

Figure 25: Housing of Asset Mapping Project



Outreach Legal Services clients were significantly less likely to be employed than any other group studied. Only 7% reported income from employment and fully 46% reported no income at all, or reliance exclusively on the Personal Needs Allowance.

The Christian Resources Centre Asset Mapping project was administered in English. Respondents were over 20 years old, and 54% were aged between 40 and 49 years of age. Three quarters of respondents (74%) were male, and 38% of respondents reported living in subsidized housing. Twenty percent lived in apartments, 18% in a shelter, 16% with friends and 7% in a rooming house.

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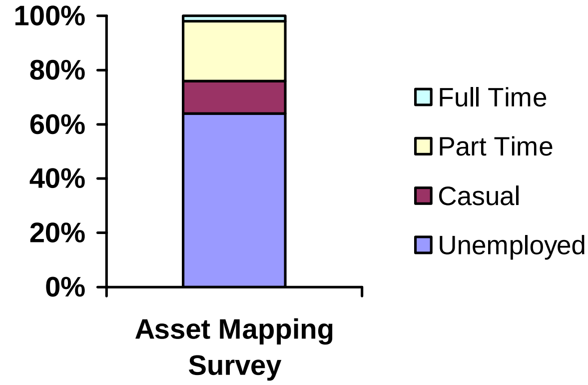
[37] Heather Graham, Jacques Tremblay and Tom Zizys, Evaluation of the Outreach Legal Services to the Homeless Project (Neighbourhood Legal Services), carried out on behalf of Ontario Legal Aid, November 2003.

[38] Survey work carried out by the Asset Mapping Project, Toronto Christian Resource Centre, on behalf of Downtown East Community Development Collective, Downtown Construction Industry Employment Linkage Project, Supporting Communities Partnerships Initiative, City of Toronto, February 2005.

The level of employment found in the Asset Mapping project was actually much higher than that found in the telephone survey. 36% of participants reported some sort of current employment. 22% were employed part-time, 12% were employed at casual labour and 2% were employed full time. 60% reported working in the last six months. The sample size, however, was relatively small, and so figures may not be as representative.

Figure 26: Employment of Asset Mapping Project Respondents



The 50 respondents reported working at 286 different jobs over their lifetimes, an average of 5.72 jobs per person, most of them lasting more than a year. 52% report working more than a year as factory or warehouse workers, and 52% report working more than a year as cleaners, maintenance staff, or superintendents.

Respondents in the Asset Mapping project also reported a wide range of training and job experience, primarily as factory and warehouse workers, maintenance workers and shipper/receivers. Participants reported receiving training at 115 of those 286 jobs and earning 26 different certificates among them.

The barriers to full time or consistent employment identified in the telephone survey are also apparent in the population who participated in the Asset Mapping project. 56% of respondents had less than a high school education; a barrier that severely reduces the likelihood of employment. 12% reported a college diploma and only 4% reported they had completed a university degree.

Respondents fall into three different categories of familiarity with computers: 36% report no computer skills at all, 25% report some limited comfort and 38% report comfort with both word processing and spreadsheet programs.

78% of participants identified skills training as an important pre-condition to participating in on the job training. 64% identified “further education” as a desired support.

The need for basic supports for participating in work was more frequently identified by this group than by respondents to the phone survey. 76% identified a need for appropriate work clothes and 68% identified transportation problems as barriers to participation in work or training. 54% identified meals and 52% identified telephone or voicemail services as continuing needs.

Employment Programs – Best Practices

This section of the report addresses employment-related measures that can be used to support people facing barriers to employment. The chapter reviews the context of welfare and its reform in North America and Europe since the 1990s. It then describes in detail a number of different approaches to employment support programs that have been used to help people move from social assistance to employment, with an emphasis on "active" and "pro-active" employment services. It then describes the details of an effective employment services *system*, offering examples and keys to success.

Welfare Reform and Employment Programs in Europe and North America

A review of lessons learned from employment programs for individuals with barriers to employment must recognize different approaches to social assistance and employment programs in different countries. The last 20 years have seen industrialized countries struggling with many of the same economic and social issues, often adopting similar responses, but with differences in approach that reflect important contrasts in political cultures. Changes in social assistance programs and employment also reflect these differences.

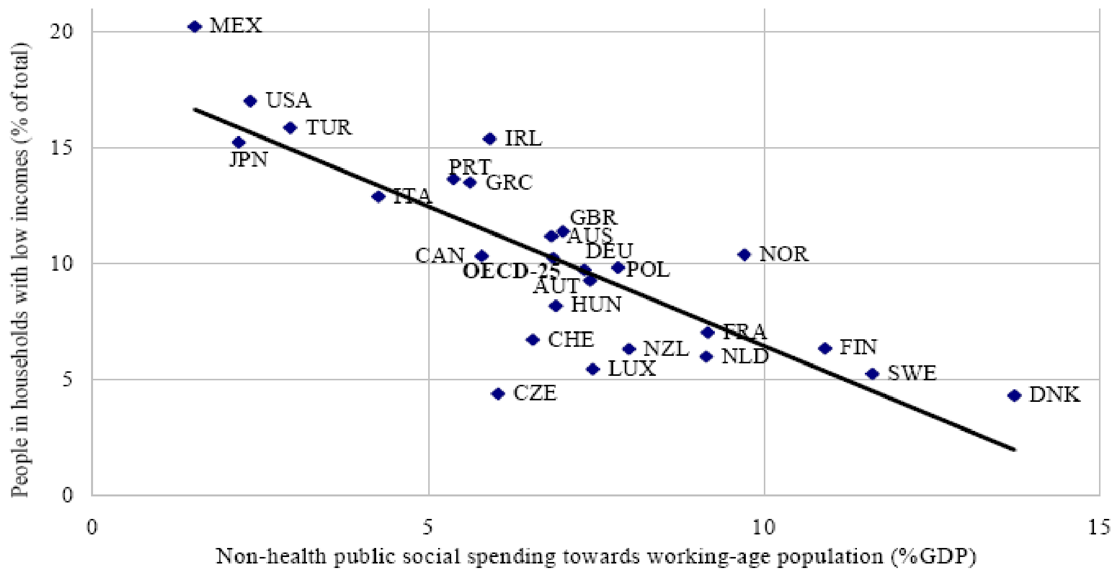
It is a common truism to note that the United States tends to rely far more on private sector and individual responses to societal challenges, whereas countries in Europe (particularly northern Europe) look far more to public sector (government) solutions, while Canada typically falls somewhere in between. When it comes to spending on social programs, it is likely not a surprise that greater spending on social programs results in fewer people living in poverty, as those with lower incomes receive more benefits from the state.

In simple terms, the United States' approach puts a far greater premium on promoting liberty and self-reliance, while Europeans seek equity as a social goal.

This difference in attitude regarding public spending versus reliance on private effort finds its expression in approaches to social assistance. In the United States, social assistance rates have always been relatively low compared to those of other countries, and there has always been an emphasis on getting claimants back into the workforce, in the expectation that an individual should be able to maintain him or herself. As the call to "end welfare as we know it" gained steam in the 1990s, it led to the imposition of time limits on welfare, resulting in a far greater push to prepare welfare recipients for jobs.

While many other countries eventually followed similar policies, such as encouraging more active preparation for work (including mandatory participation in employment preparation programs), in many cases the rhetoric elsewhere hardly matched the tough slogans accompanying welfare reform in the United States. Thus, in the US, a common attitude regarding welfare seemed to be that *helping hurts* and *hurting helps*, while European countries often continued to speak of anti-poverty measures and overcoming social exclusion.[39] To a large extent, Canadian provinces (the level of government in Canada responsible for social assistance programs) have followed the American lead on welfare since the mid-90s.

Figure 27: Share of total population in households with less than 50% of median income compared to non-health public social spending towards working-age population, OECD countries, 2000



Source: OECD project on income distribution and poverty; OECD (2004), Social Expenditure Database

Despite this fundamental divide between US and European social policy perspectives, more recently there has been a growing focus on the same issue relating to social assistance and employment programs, namely the circumstances of low-skilled workers. All industrialized countries have seen a deterioration in the employment and incomes of individuals with lower skills in recent decades, in terms of rates of pay, continuity of employment and/or opportunities to advance to more secure, better-paying jobs.

In the United States (and to a lesser degree in Great Britain and Canada), there has been a growing concern that moving from welfare to employment too often simply means moving from being on welfare to joining the ranks of the working poor. In a number of the European countries, the concern has been with high levels of unemployment and in particular the high number of long-term unemployed, and the consequences of social exclusion for this population. Thus, the Americans have come to focus on this group partly as a result of their penchant for measurement and evaluation – in assessing the welfare-to-work programs, they have identified in what ways these programs are not meeting the

[39] See Martin Evans, "Welfare to work and the organisation of opportunity: lessons form abroad," ESRC Research Centre for Analysis of Social Exclusion, London School of Economics, 2001; Evaluation and Data Development, Strategic Policy, Human Resources Development Canada, *Reconnecting social assistance recipients to the labour market: lessons learned,* March 2000.

goals they set out to meet.[40] In the case of the Europeans, the interest is in part a consequence of the policy rationale for their social programs: how to reduce poverty and to promote social inclusion of all segments of the population.[41]

There are a number of potential policy responses to this challenge, including:

- Raising the minimum wage;
- Providing income supplements to individuals working for low wages;
- Encouraging employers to undertake more training and internal promotion;
- Enhancing employment programs.

Some of these wider-ranging policy responses, such as raising the minimum wage or providing income supplements, are outside the scope of this study, although there are initiatives underway, in Canada and in Toronto, to speak to the broader challenges faced by individuals on income support and by the working poor.[42] Rather, the focus of this report will be specifically on employment measures to support individuals with barriers to employment, including the working poor.

By and large, the United States has set the standard in terms of initiatives relating to employment measures at a program level. Three reasons for this stand out:

(1) Implementation of welfare-to-work occurred at a state and local level, with much variation and experimentation in approach, resulting in a rich array of examples;
(2) Americans have always placed a high premium on measurement and evaluation, and so there are many studies and evaluations of recent practices;
(3) A further consequence of this experimentation and evaluation was that programs were flexible in adapting in the light of learnings, resulting in examples that evolved over time to meet challenges.

This is not to say that United States has been exceptionally successful in terms of its approach to welfare reform. While there have been significant reductions in welfare caseloads and many welfare recipients have obtained jobs, many commentators note that the economic and employment boom that the US experienced from the mid-90s onward contributed greatly to this take-up of employment. More recently, concern has been

[40] An important related factor was that with US unemployment rates in the 4-5% range in the late 1990s, employers were finding it difficult to find employment-ready candidates, with the resulting criticism that employment preparation programs for individuals with barriers to employment were not being effective.
[41] This point is more often made in the Unites States through the work of foundations. See Annie E. Casey Foundation, *Working Hard, Falling Short: America's Working Families and the Pursuit of Economic Security – A National Report,* October 2004.
[42] For example, this is an issue being explored by the Canadian Policy Research Network under the sub-theme "Vulnerability in Labour Markets," which has resulted in a number of studies defining and quantifying the problem over the past few years. A policy options paper is due shortly. In a similar vein, The Toronto City Summit Alliance and St. Christopher's House have initiated a task force to explore income security reforms for working-age adults, noting "there is overwhelming evidence that current policies and programs do little to realize their objective of supporting low-income adults in gaining economic independence and a stable attachment to the labour market." Their report is due in the summer of 2005.

expressed regarding the quality and sustainability of these jobs.[43] The point is to draw from lessons learned, not necessarily to blindly import the policies of others.

Europe, on the other hand, has produced more examples of policy-based and strategic approaches to the challenge of promoting employment for individuals with barriers to employment, in particular in terms of regional and place-placed responses combining local economic development and training initiatives through multi-sector partnerships.[44] US examples in this regard are either at the municipal and regional workforce level (Workforce Investment Boards) or at the neighbourhood-level, where in the latter case foundations often act as catalysts.

Approaches to Employment Support

In the early 1990s, a paradigm shift began to emerge in thinking regarding income support programs. Programs moved from the older approach of payment of benefits to a newer one, which emphasized income support recipients finding work. This latter strategy came to be known as "active labour market policies" and involved greater use of such services as job placement, employment counselling, job subsidies (to encourage hiring), job training and support for self-employment. In the mid-1990s, a welfare-to-work movement took hold in the United States, aggressively promoting the employment goal, often by making benefits contingent on participation in training or employment preparation programs. This approach has been adopted to varying degrees in other countries.

Employment programs of the sort associated with social assistance programs invariably have similar elements. The initial focus of US welfare reforms was to emphasize getting a job *as soon as possible* ("work first" or employment-focused or labour force attachment model or, as in Ontario, "the shortest route to paid employment"), although even in its early days the welfare-to-work initiatives also acknowledged the need on the part of some for basic education as a foundation for employment (education-focused or human capital development model). Over the last few years, with the variety of initiatives emerging from the US, these two models have spawned several off-shoots, each of which usually involves some mix of employment-focused and education-focused activities, sometimes combined with work experience opportunities. Each of these models targets a different population, usually defined in terms of their job readiness. What is important is where the emphasis is placed, as outlined in the following descriptions:

- *The Basic Employment Preparation Pathway* is perhaps most consistent with what is sometimes referred to as "Work First". Individuals enter employment after receiving only general job search assistance or attending job readiness workshops. They usually

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[43] Evaluation and Data Development, Strategic Policy, Human Resources Development Canada, *Reconnecting social assistance recipients to the labour market: lessons learned,* March 2000, p. 11, with regards to the US; at the same time, other countries were similarly focusing on the extent to which low-wage workers were finding themselves cycling on and off work in jobs that were more precarious, and where mobility out of low-wage jobs was decreasing. See Peter Kemp, Jonathan Bradshaw, Paul Dornan, Naomi Finch and Ernese Mayhew, *Routes out of poverty: a research review,* Joseph Rowntree Foundation, 2004.

[44] An excellent case study of these approaches can be found in OECD, *Local Partnerships for Better Governance: Territorial Economy,* 2001.

receive support services such as child care or transportation assistance, but do not actively participate in other employment-related activities;

- *The Transitional Employment Pathway* is one in which individuals enter employment after having participated in some intermediate type of work activity, for example, paid or unpaid work experience, supported work, an occupational internship or exploration, sheltered workshop, or subsidized employment. Some may have also participated in a job search activity or job readiness workshop;
- *The Education or Training Pathway* is one in which individuals enter employment after enrolling in an education or occupational training program or course, but not in a formal work experience assignment. Most may have also participated in a job search activity or job readiness workshop;
- *The Mixed Activities Pathway* is one in which individuals enter employment after engaging in subsidized work or work experience as well as education and/or training. Most may have also participated in a job search activity or job readiness workshop."[45]

To an extent, some elements of these approaches can be found in Ontario Works Employment Services programs:

- *Employment Placement*, which consists of Job Placement Services, to assist clients to find employment, and Self-Employment Development Services, assist clients in obtaining self-employment;
- *Skill Training Directly Linked to Employment*, to assist clients in finding employment by improving their marketable skills through training and practical work experience;
- *Pre-Employment Development*, to assist clients to prepare for, enter/re-enter, and progress in the work place.

To a limited degree, OW's Community Participation program could also be considered one form of transitional work experience.

All these innovations have emerged in response to the qualified results of welfare-to-work programs. While welfare rolls have decreased substantially (usually halved), the household income circumstances have barely improved, resulting in moving "people from the status of non-working welfare poor and into the ranks of the working poor."[46] This has resulted in a shift from a work-first philosophy to an emphasis on doing what it takes to find more secure and better paying jobs, relying in particular on employment retention and career advancement.

The American experience has been greatly enriched by the tendency in US programs to rely on extensive qualitative evaluations, which has given rise to several trends:

(1) A greater reliance on certain practices that strengthen the impact of active labour market strategies;

[45] Demetra Nightingale, Nancy Pindus, John Trutko and Michael Egner, *The Implementation of the Welfare-to-Work Grants Program*, Mathematica Policy Research Inc., August 2002, p. xi.
[46] Social Research and Demonstration Corporation, *Learning What Works: Evidence from SRDC's Social Experiments and Research*, Vol. 5, No. 1, Spring 2005, p. 7.

(2) The emergence of what might be called *pro-active employment approaches*, adopting increasingly sophisticated employment program initiatives that seek to be more strategic in meeting the goals of sustainable employment;
(3) An emphasis on quality implementation, in terms of how individual service providers operate as well as how the employment system as a whole functions.

The rest of this section reviews learnings from numerous studies, looking first at the *more intensive active labour market services*, then to the *pro-active employment programs*, and finally at *employment services as a system*.

While it would be both unfair and inaccurate to suggest that the evolution of employment programs has followed an obvious and unavoidable linear progression, with past practices providing learnings to subsequent reform, the fact is that these services have adapted over time, in various sequences, as result not only of rigorous evaluations but also because of the reality of what was happening to clients. Thus, while concepts such as proper assessments or the importance of post-employment placement support, to take two examples, were already topics in the literature in the late 1990s, more recent studies and, more importantly, more recent practices have placed far more emphasis on these and other innovations. However, in attempting to describe these programs and how they have changed, it helps to simplify the story somewhat.

Table 41 seeks to illustrate different categories of employment services. "Pre-employment services" are included to fill out the continuum of services that exist. The evolution of employment services can be described as a greater emphasis on more intensive as opposed to simply basic services, as well as the introduction of more pro-active strategies (described more fully below).

"Active" Labour Market Services

"Active" labour market services refer to the movement from so-called "passive" income support programs to programs that encourage income support recipients to gain employment. These services initially focused largely on assistance and advice on how to find employment (such as resume writing, interview skills, job search strategies). This approach has been made more effective through reliance on more intensive interventions, several of which are highlighted further below.

Investing in Skill Development Has Long Term Benefits

One of the more striking findings of the US evaluations was that the emphasis on "work first" actually was not producing the desired results. Focusing simply on getting individuals with barriers to employment into jobs quickly was not producing lasting benefits, notably in terms of income.[47]

"Working steadily initially after leaving welfare – holding other work history, job and personal factors equal – is linked to being employed in later years *but is not linked to*

[47] Gayle Hamilton, *Lessons from the National Evaluation of Welfare-to-Work Strategies,* Manpower Demonstration Research Corporation, July 2002, p. 28; Evaluation and Data Development, Strategic Policy, Human Resources Development Canada, *Reconnecting social assistance recipients to the labour market: lessons learned,* March 2000, p. 17.

higher hourly wages in later years (emphasis added). Starting out in better jobs (those with higher hourly wages or better benefits) is linked both to being employed and to having higher wages in later years, even when other work history, job and personal factors are equal. Education skills and credentials, especially postsecondary education, are strongly linked to obtaining better jobs. Both the chances of working steadily initially and of finding better jobs initially are likely related to other factors that are more difficult to observe, such as motivation, social skills and differing labour market opportunities."[48]

Succeeding in Employment is not just about the Job

The path from welfare to sustainable employment is a complex process, requiring a combination of strategies to address the range of challenges that change over time. Brown (2001) notes:

- "The path from welfare to work is not linear. Some problems must be addressed before individuals begin work, others can be addressed while they are working, and still others may not even emerge until after they have begun to work;
- Because participants often face multiple barriers to employment, programs must be prepared to use multiple strategies, at different intensities and in different combinations, to adequately meet their individual needs;"[49]
- These barriers include:
  - Substance abuse;
  - Domestic violence;
  - Physical disabilities;
  - Chronic health problems;
  - Depression and other mental health problems;
  - Criminal records;
  - Very low basic skills and learning disabilities;
  - Language barriers.[50]

Experiences in active labour market services reinforced the importance of addressing several issues simultaneously, thus integrating and coordinating distinct interventions, often offered by different service providers, or at least individuals with different skills sets:

- "Work experience programs are most effective when they are temporary, focus on marketable skills acquisition, and support clients in resolving personal issues."[51]
- "[The most effective] program's success suggests that the following are key features of very effective programs: an employment focus, the use of both job search and short-term education or training, and an emphasis on holding out for a good job."[52]

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[48] Carol Clymer, Brandon Roberts and Julie Strawn, *States of Change: Policies and Programs to Promote Low-Wage Workers' Steady Employment and Advancement*, Public/Private Ventures, May 2001, p. 7.
[49] Amy Brown, *Beyond Work First: How to Help Hard-to-Employ Individuals Get Jobs and Succeed in the Workforce*, Manpower Demonstration Research Corporation, April 2001, p. 5.
[50] Ibid, p. 3.
[51] Evaluation and Data Development, Strategic Policy, Human Resources Development Canada, *Reconnecting social assistance recipients to the labour market: lessons learned*, March 2000, p. 18.
[52] Gayle Hamilton, *Moving People from Welfare to Work: Lessons from the National Evaluation of Welfare-to-Work Strategies*, Manpower Demonstration Research Corporation, July 2002, p. 44.

Individual Assessments and Employment Assistance

If the path from social assistance to employment is complex, and may need to draw on a range of possible services and interventions, which may have to be delivered in a different intensity and sequence for each individual, then customizing a plan for each individual becomes important. Yet full assessments, by qualified professionals, cost money, and there is doubt in some quarters regarding the predictive powers of assessments. The debate results in several different perspectives:

- *Assessments are not a proven tool:* One view maintains that assessments have poor predictive powers regarding who is likely to obtain work. For one, they rely on self-reporting; moreover it is hard to ascertain the interplay of education, prior work experience and barriers to employment;[53]
- *Assessments should be strongly promoted:* Other studies are far more bullish on assessments, in terms of both employment (employability, employment goals, matching them to work experience placements) as well as service needs (identifying barriers to employment); in some cases specific assessment tools can be used; in other circumstances, informal interviews can be used to draw out the information;[54]
- *Assessments should follow initial screening, the passage of time and/or informal judgments:* A compromise strategy involves several triggers that would bring on more intensive assessments: thus, the need for a more in-depth assessment could occur as a result of an initial "screening" (less intensive assessment at first in-take), after the basic employment search strategies have not worked and/or as a result of staff observations following further interviews and interactions.[55]

On balance, the literature is more supportive than suspicious of assessments, and the greater consideration focuses on their cost. Continuous review of practices in other jurisdictions, as well as continuous tracking of the predictive value of the screening and assessment tools in place, should help refine these tools as well as assist in suggesting the best timing for their use. One particularly compelling argument for their early use is to avoid having a claimant go through a discouraging job search or job placement if it is highly likely that the experience will not result in getting or keeping a job. Early assessment, while perhaps costly, might also avoid the cost of inappropriate interventions (engaging in a job search or too early a placement in work) as well as the psychological cost of failure. These assessments are also important in helping to design personalized employment plans that are appropriate for each individual.[56]

[53] Evaluation and Data Development, Strategic Policy, Human Resources Development Canada, *Reconnecting social assistance recipients to the labour market: lessons learned,* March 2000, p. 16.
[54] Jacqueline Kauff, Michelle Derr and LaDonna Pavetti, *A Study of Work Participation and Full Engagement Strategies: Final Report,* Mathematica Policy Research, Inc., September 2004, pp. 25-27.
[55] Amy Brown, *Beyond Work First: How to Help Hard-to-Employ Individuals Get Jobs and Succeed in the Workforce*, Manpower Demonstration Research Corporation, April 2001, pp. 24-30.
[56] Jacqueline Kauff, Michelle Derr and LaDonna Pavetti, *A Study of Work Participation and Full Engagement Strategies: Final Report,* Mathematica Policy Research, Inc., September 2004, p. xvi.

Table 41: Matrix of Employment-Focused Activities

	Pre-Employment	Active Labour Market Services	Pro-Active Employment Programs
Focus	Addressing the prerequisites of employment	Getting a job	Getting a sustainable job with a living wage
Goals	Supporting individuals to overcome basic barriers and acquire the aptitudes and attitudes needed in advance of seeking employment	Helping individuals to connect with the job market – finding a job	Helping individuals to get and hold a job, and to advance in terms of income and career; as well, working with employers
Basic services	· Life skills · Employability skills · Limited volunteer and work experience	· Information and referral · Job search support · Resume writing · Interview skills · General skills training	· Employment linkage programs · Job retention · Job advancement
Intensive strategies	· Case management · Social enterprises	· Assessment · Employment counselling · Employment plan · Job development · Job placement · Case management · Coordination among service providers	· Customized training · Transitional jobs · Sectoral strategies · Integration among service providers
Capacity	Delivery agencies with strong ability to implement quality programs with demonstrable results, relying on: on-going staff skills development, research and application of best practices, regular use of appropriate screening and assessment mechanisms, tracking of progress and continuous organizational learning and improvement		

Developing High-Quality Programs

In order to have proper case management and appropriate use of screening and assessment tools, programs need to apply proven techniques, staff need proper training, individual cases need to be closely monitored and tracked with necessary adjustments, and the system as a whole needs to be constantly learning and adapting, based on its own experiences (through evaluations) and that of others (through reviews of best practices in other jurisdictions).
Put another way, we have learned from experience that employment programs for the hard-to-employ are difficult to implement, but they are not impossible. Successful programs involve complex and sophisticated approaches, and it stands to reason that organizations delivering such programs need to have the capacity to manage this complexity and provide high-performance service.

What this means is that in developing such employment programs, consideration must be given to providing appropriate lead-time to design these programs, investing in service delivery capacity and systems, and providing appropriate resources for on-going tracking, evaluation and learning to take place. In particular, program benchmarks and staff performance measurements help organizations focus on program goals and provide guidance on whether the program is working as planned[57] (that is, these indicators are a way to understand performance and learn, not a form of "disciplining" staff).

Pro-active Employment Approaches

Pro-active employment programs (a term coined by this study) are those that adopt more strategic approaches in delivering employment services, with a goal to enhancing the ability of an individual not only to get a job but also to hold on to the job, and hopefully advance to a better job. These approaches provide more extensive support, and often require very active engagement of the employer (or a set of employers).

Pro-active approaches have emerged in the United States because of the results that emerged from welfare-to-work programs by the late 1990s. Overall, it appears that work first, when the strategy relies only on job search services and not other training or support activities, helps low-income individuals in the short run but not in the long run. Evidence of this included:

- Working steadily initially after leaving welfare was linked to being employed in later years but was not linked to higher hourly wages in later years;
- Starting out in a better job was linked to being employed and having higher wages in later years;
- Education, skills and credentials are strongly linked to obtaining better jobs;

[57] Jacquelyn Anderson, Karin Martinson, *Service Delivery and Institutional Linkages: Early Implementation Experiences of Employment Retention and Advancement Programs,* Manpower Demonstration Research Corporation, October 2003, p. 4.

- Work-based strategies, such as support work for the harder to employ or on-the-job training for more employable workers, has been consistently effective in increasing employment and earnings.[58]

As a result of the less than satisfactory results in the U.S., more strategic approaches that have one or more of the following characteristics have been developed:

- *Strong links with employers,* where employers are as much customers of employment services as the participants they are helped, where employment services seek to understand the dynamics of the labour market and the needs of the employer, and where there is a continuous relationship with an employer;
- *Scale,* where programs involve larger numbers, to be able to produce sufficient candidates to be able to meet on-going needs of employers;
- *Skills development,* through work experience opportunities as well as after a job placement;
- *Part of a continuum,* where the program defines obvious steps to employment as well as further steps after employment.
- Managing Active Employment Services
- Employment linkage programs and non-profit temp agencies

  Some early approaches to creating economies-of-scale in the placement of individuals in jobs can be found in employment linkage programs and non-profit temp agencies.

  Employment linkage programs are area-wide programs that link marginalized job seekers with private sector employment. While community agencies serving marginalized populations can offer a range of employment-readiness, job search and social support assistance, in many cases what they lack are paths to employment that lead to private sector companies. Meanwhile, individuals from marginalized neighbourhoods often lack the networks that can link them to jobs, in particular the informal connections that can provide them an entrée to a job. Employment linkage programs seek to remedy this gap. Employment linkage programs typically have several elements:[59]

- *Links with employers:* These may be a result of municipal government mandate (a requirement that employers use this service where they have benefited from a municipal incentive, such as a loan, tax abatement or zoning variance)[60] or a business proposition (the agency reduces an employer's recruitment and retention costs);
- *A job development function:* These programs identify job openings across a wide area (in the examples cited, across a whole municipality), and make that information available to marginalized job seekers and/or agencies providing employment services to this population);

[58] Carol Clymer, Brandon Roberts and Julie Strawn, *States of Change: Policies and Programs to Promote Low Wage Workers' Steady Employment and Advancement,* Public/Private Ventures, 2001, p. 7.
[59] This discussion relies largely on Frieda Molina, *Making Connections: A Study of Employment Linkage Programs*, Center for Community Change, December 1998.
[60] As is the case in Portland, Oregon and Berkeley, California. The other city cited in this study (Minneapolis, Minnesota) did not have any such mandate.

- *A screening function:* In order to serve employers well, and to ensure repeat business, the programs have to be able to provide a steady stream of work-ready candidates; they do so by adopting various screening and support mechanisms, to ensure that the individuals are job-ready.

What is particularly striking about these programs is the degree to which they see themselves as a service to employers, as opposed to a job placement program for marginalized job seekers. These programs have been shown to actually save employers money, by significantly reducing their new employee recruitment costs.

An approach that adopts many of these same attitudes is that of a non-profit temporary employment agency, which actually acts as a business to place individuals in short-term employment with employers. This is an approach which has been adopted in a few cases in the United States[61] and can be found in the Study Area in Dixon Hall's LabourLink program, a casual labour exchange serving homeless and marginally housed workers.

While such programs typically require subsidy (because of the need for pre-employment preparatory and post-placement support), there may be a strategic value to expanding the scale of an operation such as LabourLink. There are two reasons this might be a viable strategy for the community:

(1) As noted above, more than one half of workers in Canada using employment agencies live in Toronto (suggesting a strong demand for such services);
(2) Overall, this appears to be a healthy industry sector: the employment services field was a $5.6 billion industry in Canada in 2002. Temporary agencies account for 77.5% of those revenues, placing nearly 428,000 individuals. In 2002, industry revenues grew by 7.9% and the operating profit margin was 5.5%.[62]

Transitional jobs

For some people with multiple barriers to employment (notably minimal work history and personal/domestic challenges), moving into a private sector job may be too great a challenge too soon, even with the help of various personal supports and employment preparation (as well as post-placement support). At the same time, employment readiness workshops and skills training may not be enough to prepare such individuals for the formal workplace, an environment which is much less forgiving than a workshop classroom. In addition, private sector employers often do not see their function as assisting prospective employees to address the various issues they face in adjusting to the "realities" of work, and they may be not very tolerant of individuals who need more time and support to make that transition.

For this segment of the population, experiencing the environment and demands of the workplace while still receiving a range of services and supports may be a necessary step.

[61] For a review of six such programs, see Dorie Seavey, *New Avenues into Jobs: Early Lessons from Nonprofit Temp Agencies and Employment Brokers*, Center for Community Change, December 1998.
[62] Statistics Canada, *Report on the 2002 Survey of Employment Services*, March 29, 2004. Complete data was not available for 2003, except to note that revenues grew to $5.8 billion, although profit margins dropped to 3.7%.

One mechanism whereby such individuals may acquire workplace experience is through transitional jobs, which serve more as internships or apprenticeships in advance of a real job placement, often within non-profit sector organizations.

Essentially, the philosophy behind transitional jobs is that the best way to learn about work is through a paying job, but one in a supportive environment with direct services to overcome barriers impeding employment. Participants receive intensive supervision and support, addressing both workplace skills and behaviours (transitional job programs typically have low client-to-staff ratios, generally 25:1), and experience high frequency of contact (weekly). Results to date show high private sector job placement rates for program completers (81 to 94 per cent). As of 2001, there were 40 transitional job programs across the United States.[63]

The best example of such a transitional job program is one operating in Philadelphia, called Philadelphia@Work, developed and funded by state, municipal and philanthropic partners.[64] It operates as a temporary work agency, hiring welfare recipients and placing them in subsidized, six-month "transitional" jobs in public and non-profit workplaces. When the six months are over, the program helps them find permanent jobs.

Clients of this program work for 25 hours a week. Their "wage" is their continued welfare assistance and accompanying benefits, but is paid through the program, to appear as a wage to participants. Clients also attend 10 hours a week of classes, in workplace and job-hunting skills, and in basic education. They are supervised and supported by career advisors and educators, as well as worksite employees acting as mentors.

The community and public sector workplace experiences strive to hold clients to the same expectations as they would find in the private sector. The program's job developers seek out transitional work placements for their clients as well as private sector jobs for those who graduate from the program.

At the time of the report, the program had operated for nearly three years, by which point 4,365 people had enrolled in the program. Of these, 704 left the program for "good cause" (usually health reasons or because of pregnancy), and 489 were still in the active phase of the program (orientation or transition job). Of the 3,172 remaining participants, 42% moved into unsubsidized jobs (including positions in the organizations they had been placed with), and 69% of these were still working after six months. Strikingly, 98% of those who completed the six-month transitional placement were successfully placed.

[63] An in-depth review, partial evaluation and costing of six such transitional job programs (and the source of the information in this paragraph) is Gretchen Kirby, Heather Hill, LaDonna Pavetti, Jon Jacobson, Michelle Derr and Pamela Winston, *Transitional Jobs: Stepping Stones to Unsubsidized Employment,* Mathematica Policy Research, Inc., April 2002.
[64] An excellent report on this program is *The Transitional Work Corporation: Philadelphia@Work – An Innovative Welfare-to-Work Strategy for Participants with Substantial Job-Readiness Barriers (2002).*

Post-Employment Supports

Employment retention and employment advancement make up what are considered post-employment supports. The increased emphasis on post-employment supports reflects a shift in emphasis from getting a job to keeping a job, as well as getting the *next* job. Many studies in this field tend to review both employment retention and employment advancement strategies, although the two really involve a different focus and a different set of activities.[65]

Employment retention

Employment retention aims to help a participant to hold onto a new job through:

- *Job retention counselling,* by providing advice on how to deal with workplace challenges or mediating directly with the employer;
- *Emergency assistance,* such as helping with emergency child care or dealing with some other disaster, such as a car breakdown or an eviction, by providing access to services (emergency child care) or to resources (small cash payments or loans, as well as by mediating with employers;
- *Post-employment services,* continuing the case management that supported the participant through the prior stages of preparing for employment; this may include continuing connection with services, including connections with child care, assistance with transportation, and so on.

The studies on job retention services note a number of challenges:

- *Staying connected:* It is not always easy to keep participants engaged with employment services once they start a job – their time becomes even more restricted, and some simply wish to move on;
- *Dealing with employers:* Low wage employers are not always the most employee-friendly or understanding bosses;
- *Staff skills:* Staff who have been used to addressing pre-employment issues may find it more difficult both getting information from participants about their workplace experiences, as well as dealing with the issues that arise, particularly approaching and negotiating with employers;
- *Job loss:* The U.S. experience found more job loss than expected.

Some suggestions from the studies on how to deal with these challenges included:

[65] The main studies relied upon for these two subsections, employment retention and employment advancement, were: Jacqueline Anderson and Karin Martinson, *Service Delivery and Institutional Linkages: Early Implementation Experiences of Employment Retention and Advancement Programs,* Manpower Demonstration Research Corporation, October 2003; Carol Clymer, Brandon Roberts and Julie Strawn, *States of Change: Policies and Programs to Promote Low-Wage Workers' Steady Employment and Advancement,* Public/Private Ventures, May 2001; Mike Fishman, *Multiple Work Supports and Services May help Low-Wage Workers Climb the Economic Ladder,* the forum, vol. 7, No. 3, December 2004, National Center for Children in Poverty; Nanette Relave, *Supporting Retention and Advancement in the Labor Market,* Resources for Welfare Decisions, Vol. 8, No. 6, November 2004, Welfare Information Network.

- *Develop strong relationships with participants*, starting at the pre-employment stage, so that they feel comfortable seeking assistance;
- *Carry out routine check-ins*, to monitor participants' progress and to stay in touch;
- *Provide incentives*, to ensure that participants stay connected with the services, including small honoraria for participation, or food and refreshments at group meetings;
- *Provide re-employment services*, to address job loss as quickly as possible;
- *Engage the employer*, who has to come to see that the employment services benefit his or her business as well, through reduced recruitment costs, lower employee turn-over and higher productivity; for these programs to be successful, employers need to participate in the solution;
- *Offer services at the workplace*, such as mentors, coaching and meeting on-site, workplace support groups, employer liaison;
- *Use employer intermediary organizations*, such as industry associations or business improvement organizations, to build connections with individual employers and to explain services;
- *Train staff*, to provide them with the skills to deal with these new approaches and new responsibilities;
- *Use benchmark and performance measurements*, ensuring that staff is clear about what the long-term goals are, and following the principle that what gets measured gets done.

The experience with job retention indicates that barriers to employment retention involve a complex series of factors (personal, domestic, workplace-related, financial, labour market difficulties) that combine in unpredictable ways, requiring a flexible and adaptable response.

As with so much else that relates to employment services for individuals with barriers to employment, employment retention needs to be seen as part of a continuum of services. A New Zealand study, reviewing experiences in other jurisdictions, put it as follows:

> "The most significant finding from the international literature is the need to treat the objective of employment retention as a continuum of intervention as opposed to a set of discrete services. Namely, seeing services as existing upon a continuum → pre-employment → retention → career advancement → and ideally integrating pre and post employment services. This suggests that while discrete service components may be delivered separately they need to be developed and implemented as part of an integrated service approach."[66]

[66] Nan Wehipeihana and Rebekah Pratt, *A Focus on Employment Retention: A Meta-Analysis of Three Pilot Programmes Designed to Support Benefit Recipients to Take-up and Retain Employment*, Department of Labour (New Zealand), March 2002, p. 5.

Employment advancement

Employment advancement is made up of two components, career development and skills training.

For individuals to advance beyond their entry level job to a better paying job, they need to know where they are going and have a plan to get there. Career development assistance helps individuals think about short- and long-term employment goals, based on an assessment of their aptitudes and interests, learning about different jobs, developing a plan for how to qualify for that job, and following through.

Skill training is usually a necessary part of advancing to a better job. Skills training could be part of an on-the-job training program, involving the cooperation of the employer. It can also be pursued individually, where the employment service provider connects the participant with an education and training service provider, such as a community college.

Practices that make employment advancement programs more likely to succeed include:

- *Engaging employers,* as in their cooperation with job retention efforts, working with employers to create career ladders within their enterprises;
- *Partnering with education and skills providers,* in particular making their courses more accessible, through the use of flexible schedules and modular curricula;
- *Providing continuing post-employment support,* to address new or continuing barriers such as access to child care, transportation and other issues;
- *Training staff,* who may be less familiar and less comfortable with the role of career counsellor.

Post-employment support (employment retention and employment advancement services) should continue for some time after placement in work, anywhere from three months to two years.

Sectoral Strategies for Training, Recruitment, and Hiring

Sectoral strategies, also known as industry-based approaches or targeted-industry strategies, aim to address training, recruitment and hiring in specific industries in order to assist selected disadvantaged populations to access and retain employment. Sector strategies rely on in-depth knowledge of a particular industry, gained through research and extensive contact with employers in that sector. By working with employers and establishing relationships with them, sector strategies aim to not only address the needs to employers, but also to create the conditions that make it possible to place and support clients in jobs in these industries, as well as to help these clients to advance within these industries. In performing this employee recruitment, preparation and support function, sectoral strategies may also seek to improve the quantity and quality of jobs within an industry sector, which may also contribute to improving that industry's performance and economic competitiveness.[67]

[67] This general explanation of a sectoral strategy is drawn from two reports: Maureen Conway and Lily Zandniapour, *Industry-Based Employment Programs: Implications for Welfare Reauthorization and Key*

In 2000, the U.S. Department of Labor funded 39 Workforce Investment Boards across the United States to explore sectoral employment approaches. In addition, an extensive body of literature has been generated regarding the practice and impact of sectoral strategies, the major part of which has been developed by the Sectoral Employment Development Learning Project of the Economic Opportunities Program of the Aspen Institute, jointly funded by the Annie E. Casey Foundation, the Charles Stewart Mott Foundation, the U.S. Department of Labor and the Ford Foundation. This initiative has focused on six projects, whose descriptions illustrate the nature and range of sectoral strategy work.

Examples of Sectoral Strategies

- ***Asian Neighborhood Design, San Francisco, California:*** A non-profit community development agency that provides training in carpentry, cabinetry, furniture making and other construction trades and also runs a specialty furniture and wood products manufacturing company that provides a work-oriented training environment and transitional employment opportunities for their trainees
- ***Paraprofessional Healthcare Institute, South Bronx, New York:*** A sectoral employment advocacy organization that supports the training of low-income women in paraprofessional healthcare skills and links them with Cooperative Home Care Associates, a worker-owned agency designed to provide full-time employment with benefits for home health aides
- ***Garment Industry Development Corporation, New York, New York:*** A non-profit organization, supported through the collaboration of union, industry and government entities. GIDC provides training for employed and unemployed individuals in a range of occupations in the garment industry and provides technical assistance and marketing services to garment industry firms
- ***Focus: HOPE, Detroit, Michigan:*** A civil and human rights organization that offers precision machining and metalworking training to inner-city youth and young adults. The organization also operates a series of businesses in parts manufacturing and services to the automotive and related industries in order to provide hands-on learning for trainees
- ***Jane Addams Resource Corporation, Chicago, Illinois:*** A community development organization established to retain and grow local industry and to provide community residents with educational services and job training in the metalworking industry for both incumbent and unemployed workers
- ***Project QUEST, San Antonio, Texas:*** A non-profit developed through a community organizing effort, that engages employers, community colleges and others in coalitions in order to develop training projects that prepare low-income individuals

Survey Findings, The Aspen Institute, March 2002, and Maureen Conway, Conaway Haskins, Nancy Pindus, Carolyn O'Brien and Ida Rademacher, *Evaluation of the Sectoral Employment Demonstration Program: Final Report*, The Urban Institute, June 2004.

for good jobs in a range of selected industries, including healthcare and financial services.

Keys to Success for Sectoral Strategies
Sectoral strategies combine learnings about workforce development in order to offer a program that incorporates many of the best practices useful to participants, while also being attractive to employers.

- *Treating employers as clients:* Sectoral strategies are predicated on understanding and responding to the needs of employers within a specific industry sector;
- *Creating links to employment for participants:* Sectoral strategies act as a job developer for participants, preparing and connecting them to current, existing jobs;
- *Placing a heavy emphasis on post-placement support:* Sectoral strategies can support participants through the early placement period because they have created working relationships with employers; they can also support participants to access better paying and more secure jobs because they work with employers to upgrade the skills of their employees and help develop career ladders within firms.

Sectoral strategies require developmental work to undertake the original labour market research and to establish the relationships with employers that are needed to make such an approach work. They also require active partnerships between community-based agencies, educational and training organizations and industry enterprises (ideally through an employer or industry intermediary organization), in order to initiate, implement and manage the strategy.

Employment Services as a System

The range and intensity of services that are required to support individuals with barriers to employment are considerable, providing one reason why disparate interventions through single programs or projects have not been as successful as had been hoped. Too often these programs or projects can only focus on one or a limited number of issues, can do so for only a limited time, or cannot develop the scale to link with employers in a regular and consistent fashion. Providing the range of services and strategies requires linking and coordinating many elements, and ensuring a pathway for each individual that is appropriate to his or her needs, which change over time. In short, this constellation of services and strategies requires a system.

Recently, the City of Toronto completed an extensive series of studies supporting a Labour Market Readiness Plan, addressing a range of issues relating to economic development and labour force supply and demand. Among the major studies supporting this report was one focusing on the need for an integrated labour force development system for Toronto.[68] The report emphasized the needs of individuals with barriers to employment, and how these would most appropriately be met by an integrated system:

[68] Toronto Labour Force Readiness Plan, *Part VI: An Integrated Labour Force Development System for Toronto*, prepared by Ursule Critoph, 2004.

" For those on social assistance, in low wage, low skill contingent work or with no or limited attachment to the labour market the need for interventions in many forms is high. Personal interaction with trained individuals who can help them gain confidence, deal with their many challenges and acquire skills and open up opportunities is critical.

"To be effective, an integrated labour force development system must provide the full range of six components of programs and services: labour market information; career/employment counselling and ongoing support; pre-employment services such as literacy, numeracy, life skills, and language training; skills training, upgrading and re-training; the recognition of prior learning; and of course, job-matching services. But it must do more than that, it must also operate as a complex whole not as disparate pieces and it must meet certain standards.

"The principles for an effective labour force development system are that it should be: high quality; comprehensive; flexible; responsive; accountable; effective; efficient; fair and equitable; and fully integrated."[69]

These principles[70] are further elucidated in the section below.

Keys to an Effective Labour Force Development System

High Quality

- Adhere to pre-set standards for service provision, preferably respected, national ones;
- Provide recognized/certified programs and services, where appropriate; and
- Incorporate regular evaluation and a feedback loop.

Comprehensiveness

- Provide a balanced array of programs and services matching needs at all levels;
- Include all six components of an integrated labour force development system (labour market information, pre-employment services, career counselling and on-going supports, skills training, upgrading and re-training, recognition of prior learning, and job-matching services);
- Assess and provide basic skills; and
- Include both targeted (work- or job-specific) _*and*_ generic training and support.

Flexibility

- Offer flexible access with multiple entry points;
- Develop a built-in capacity to cope with change; and
- Be available in a mix of locations and settings (e.g., community, workplace), as well as at different times.

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[69] Toronto Labour Force Readiness Plan, *Part VI: An Integrated Labour Force Development System for Toronto*, prepared by Ursule Critoph, 2004, pp. 6-7.
[70] Toronto Labour Force Readiness Plan, *Part VI: An Integrated Labour Force Development System for Toronto*, prepared by Ursule Critoph, 2004, pp. 22-24.

Responsiveness

- Have a clear client focus;
- Provide individualized services to those who need them;
- Serve the diversity of needs; and
- Be properly integrated with the wider array of supports necessary for client success (income support, childcare, housing, etc.).

Accountability

- Have clear transparent and measurable goals; and
- Be responsive and accountable to a partnership of business, labour, equity groups, and Labour Force Development Service providers.

Effectiveness

- Be seamless;
- Focus on both short- and long-term needs and solutions and provide a good balance
- Contribute to an effective labour market and the broader social and economic goals of the community.

Efficiency

- Utilize and build on the expertise in the community and among service providers;
- Build on assets not deficits;
- Ensure that skills and competencies are portable and transferable;
- Ensure that linkages are established between providers; and
- Operate on the understanding that learning is a continuous process.

Being fair and equitable

- Be voluntary;
- Be affordable;
- Deliver services equitably regardless of gender, race, financial means, neighbourhood, disability, etc.; and
- Support the development of meaningful employment opportunities.

Using a Comprehensive, Integrated Approach

The need for an integrated approach is endorsed across the literature.[71] A Canadian review of the U.S. welfare-to-work experience identified one of the key learnings to be that the integration of social assistance, employment services and training programs increases the effectiveness of service delivery, particularly in the form of integrated case management and one-stop delivery mechanisms.[72] Others have characterized this approach as comprehensive:

> "Local program managers interviewed believe that clients benefit from a system of services that is coherent, rather than fragmented -- termed *comprehensive human service systems* for the purpose of this paper. In order to achieve self-

[71] See Ontario Network of Employment Skills Training Projects (ONESTEP), *Strengthening the Labour Force Development System in Ontario*, April 2004, p. 6.
[72] Evaluation and Data Development, Strategic Policy, Human Resources Development Canada, *Reconnecting social assistance recipients to the labour market: lessons learned,* March 2000, p. 28.

sufficiency and to advance in the workforce, poor families often need multiple benefits and services. Program managers believe that the best way to deliver those services is through a comprehensive system, not a complex maze of overlapping and sometimes conflicting programs."[73]

This study describes various options for a comprehensive approach, such as:

- Consolidating governance structures (merging departments, providing one-stop access centres);
- Collaborative planning and oversight at the local level (involving government officials, the business sector, service providers and client groups, such as youth);
- Collaborating to provide additional services (such as a paediatric clinic, family crisis intervention or youth mentoring programs);
- Integrating funding streams;
- Integrating a wider range of service providers in local systems;
- Consolidating the location of client services (collocation);
- Integrating client intake and assessment processes;
- Integrating staff from multiple organizations and programs in teams;
- Integrating information and information systems.[74]

Canadian Examples of a More Integrated Employment Service Approach

- ***Downtown Eastside, Vancouver*****:** This location, the focus of a tripartite agreement, the Vancouver Agreement, has several elements of an integrated approach, such as: Fast Track to Employment (FTE) which promotes collaboration among over 30 employment service providers to support a participant along the employment preparation continuum; the Social Purchasing Portal, an on-line database resource that supports purchasing of goods and services from participating suppliers who are committed to offering employment opportunities from participating employment services; Vancouver Agreement Case Coordination Employment Project, which provides case coordination personnel and a web-based case management and tracking system for a three-year project targeting 450 unemployed long-term social assistance recipients;
- ***Kitchener-Waterloo Employment Assistance Services*****:** The EAS is the initial point of contact for clients seeking local employment services. If a client approaches a local service for this assistance, they will be directed to the EAS. There, their employment needs are identified, a plan to return to work is developed, and they are referred to the appropriate local services; EAS staff monitor their progress, update their plan as necessary, and provide on-going case management;[75]

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[73] Mark Ragan and Richard Nathan, *Welfare Reform and the Development of Comprehensive Human Services Systems*, The Nelson A. Rockefeller Institute of Government, 2002, p. 10.
[74] Mark Ragan and Richard Nathan, *Welfare Reform and the Development of Comprehensive Human Services Systems*, The Nelson A. Rockefeller Institute of Government, 2002, pp. 12-20.
[75] Mark Fraser and Cathy Gazzola, *Assessment of the Employment Services System in Hamilton*, Social Planning and Research Council of Hamilton, November 2003, pp. 27-28.

- ***London Pathways Skills Development and Placement Centre*:** By colocating a number of different services, the centre is able to offer a seamless array of employment and related services to unemployed individuals. The centre is not simply a convenient one-stop shopping centre for training and employment needs – it has developed a client data management tool to coordinate and track the provision of services.[76]

Conclusions from Section III – Employment Systems in the East Downtown

The employment programs in the East Downtown are far from sufficient to address the existing pressing employment needs of job-seekers, let alone capitalize on the opportunities presented by the revitalization of Regent Park.

There are many skilled service providers offering a variety of programs, but these programs are mostly small, with only a handful of clients each. These programs lack coherence as well, often offering just one portion of the needed service to one small sub-segment of the potential client population, without creating the kind of continuum of service that best practices demonstrate is needed. Programs are also often inflexible, not reflecting the full range of job seekers' needs.

Barriers to realizing the opportunities for employment and training are rooted in the structure of the employment systems in the East Downtown.

As a result, clients obtain some skills and strategies, but few have access to the full array of services and support they require, and none are involved in a *process* designed to support systematic development from unemployment to employability and on to job retention and advancement.

Clients of employment services recognize this and other weaknesses as barriers to their employment. Despite evidence that they have realistic expectations, actively pursue employment and obtain training, they remain infrequently and inconsistently employed. Participation in employment services is modest and confidence in those services is low. Job-seekers see services as one of the few options they have to improve their odds of employment, but recognize that little will change as a result of these services. Nothing demonstrates this as compellingly as the failure of additional training to improve employment prospects. While improving skills and adding training are assets in seeking employment in general, training programs generally reflect a variety of factors, including funder priorities and past training practices, rather than immediate markets for skills. As a result, the training obtained often fails to correspond to the skills needed for jobs available, and results in few gains.

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[76] Conference Board of Canada, *Labour Market Transitions that Work,* 2001, pp. 42-47.

Best practices research in employment programs consistently predicts the failure of employment programs of the kind now available in the East Downtown. Small-scale projects that offer discrete, disconnected elements of the services needed by job seekers are unlikely to succeed. Coordinated services that follow candidates through the entire employment process and link together the necessary combination of programs do better. Helping job-seekers make the connections from pre-employment to training to job seeking to job retention increases their chances of making it through all of those stages and remaining employed over the long term.

There is also an unmistakable benefit in having programs linked to real employers. Having a real job at the other end of the program is an effective motivator for outreach and for retention. Strong relationships with real employers ensure that programs are relevant to the employers' real needs for skills. The combination of motivated participants with programs directly relevant to real jobs greatly improves the success of the programs.

Creating an integrated employment system as described in the best practices research is more likely to be successful and better reflects what job-seekers in the East Downtown indicate they want. Given the unprecedented opportunities presented by the Regent Park redevelopment, Regent Park seems like the ideal setting for piloting such an integrated model.

Recommendations from Section III

Recommendation 3
That the Regent Park redevelopment be the setting for a pilot project demonstrating an integrated employment system reflective of the best practices research and the identified needs of clients in the East Downtown. In order to achieve this, the employment systems in Regent Park should be reoriented to better achieve long-term employment for job seekers, and to make use of the employment and training opportunities presented by the redevelopment, by establishing coordination, common intake, assessment and referral protocols, case management functions and job retention programs.

Recommendation 4
That the City of Toronto, as the primary order of government involved in the Regent Park redevelopment, convene government funders of employment programs to create a pilot project that tests the effectiveness of this model by shifting priorities, regulations and methodologies.

Recommendation 5
That this pilot project be developed in partnership with Toronto Community Housing, as well as representatives from labour and business.

SECTION IV: ECONOMIC OPPORTUNITIES

Best Practices in Local Economic Development

Connecting people to jobs is the purview of employment programs. Generating employment, by supporting self-employment and business development through the creation and promotion of social enterprises, or through various neighbourhood economic development strategies, enhances local economic health and thus promotes jobs. This chapter considers local economic development as a way of improving access to employment within the context of the development of social, community, or independent enterprises.[77]

The Role of Enterprise Development

There has been a growing interest in the U.K., U.S. and Canada in the role of enterprise development in economically deprived areas. Recent evidence from the Organization of Economic Co-operation and Development[78] suggests that entrepreneurship can contribute significantly to achieving job creation and unemployment reduction; economic growth, productivity improvement, and innovation; and poverty alleviation and social opportunities. More specifically, the contribution of enterprise to economic development can take a number of forms[79]:

- *employment and income growth* - in the short-run, employment benefits from new business start-ups are felt by owner/managers and employees, and will then spread to the wider local community as the business grows and demand for labour increases
- *increases in local tax revenue* - new businesses, growth of existing businesses, or inward investment from relocation of businesses into deprived areas can stimulate and grow the local tax base
- *improved service provision* - increased service provision by locally-owned businesses, such as retail provision, is one way of ensuring that money flows benefit the local area and do not ‘leak’ into neighbouring areas
- *multiplier effects, supply chains and sub-contracting* - enterprise development in deprived local areas also creates demand for other businesses(e.g. business services, food produce)
- *building social capital* - social networks can provide links between existing entrepreneurs and aspiring entrepreneurs, and also between existing businesses – this allows collaborative activities including referrals, joint projects, and sharing of equipment, ideas and information

[77] Employment programs often include support for self-employment, however given the different strategies for supporting workforce development compared to supporting entrepreneurship, we have included self-employment under local economic development. A further comment needs to be made about the term “local economic development:” this report uses the term to refer to activities that promote economic growth at the local level, including business creation. “Neighbourhood economic development” is used in a more restricted way to mean activities that improve the economic climate in a local area, but do not necessarily involve direct assistance in creating businesses. The Matrix of Local Economic Development Activities, located later in this chapter, further clarifies the distinctions among these categories.

[78] OECD, *Fostering Entrepreneurship and Firm Creation as a Driver of Growth in a Global Economy*, 2004

[79] UK Office of the Deputy Prime Minister, *Enterprise and Economic Opportunity in Deprived Areas*, 2005

- *improving the physical environment* - the reclamation of brownfield land and derelict buildings in particular in distressed urban areas can lead to a positive cycle of improvement, attracting other businesses and residents, and potentially further public investment to develop the local physical environment
- *community investment and involvement* - local businesses and entrepreneurs often invest extra resources in their local communities including participation in and management of community activities; donations to and sponsorship of local good causes; apprenticeships, student placements, and mentoring.

Self-Employment

Over the last 15 years, there as been an ongoing and significant increase in self-employment across Canada. According to recent reports[80], self-employment in 2004 had grown to almost 2.5 million Canadians (15.4% of the labour force) with projections for another 150,000 to 200,000 by 2006. Different factors are driving this growth:

- 'Pull' factors that attract individuals to start a business including market opportunities, desire to work for oneself rather than others and the potential to make more money than in a wage or salary job.
- 'Push' factors such as diminished choice or opportunities in the labour market: unemployment, discrimination, lack of flexibility and low wage levels.

Current trends in self-employment across Canada suggest that both 'push' and 'pull' factors – such as outsourcing, early retirements, working parents and the emergence of niche markets - are key to creating a new landscape for entrepreneurship. Some of the key trends include:

- The number of firms run by older Canadians has risen by 140,000 (30 percent) since 2001, accounting for one in four self-employed individuals in Canada - people aged 55 and over are now the fastest growing group of new small business owners in Canada;
- Between 1991 and 2001, the number of self-employed women grew by 41%, double the rate of growth in self-employment among men; and
- Business formation of very small firms (with fewer than five employees) outpacing growth in other segments of small business by a ratio of five to one - the highest concentration of micro businesses is in the professional, scientific and technical services sector.

Additional insights into entrepreneurship specific to Toronto are illustrated in a recent study of self-employed people undertaken by the City of Toronto Economic Development department[81]:

[80] Social and Enterprise Development Innovations, *A Self Employment Policy Discussion Paper – Trends, Challenges, Barriers and Conclusions*, 2004; Benjamin Tal, *Canadian Small Business — Back In High Gear*, CIBC, 2004
[81] City of Toronto Economic Development, *Profile of Self-employed City of Toronto Residents*, 2004

- Self-employed residents are concentrated in several industries, which include most business services; physicians, dentists and other health practitioners; real estate agents; artists, writers and performers; construction workers; truckers; taxi drivers; cleaning persons and personal care services;
- The proportion of workers that is self-employed increased dramatically with age as well as education level;
- Self-employed residents are also more likely to work at home than other residents. In fact, almost one third of all self-employed City residents (45,000) work at home;
- Median employment income of self-employed city residents ($29,201) is slightly lower than the median income of employees ($30,023). Adjusted for differences in gender, age and education, the median employment incomes of self-employed residents are significantly lower than their employee peers; and
- Well-established immigrants are much more likely to be self-employed than Canadian born residents and recent immigrants are less likely to be self-employed, regardless of country of origin.

Barriers to Entrepreneurship

While starting a small business or engaging in self-employment is difficult in most conditions, distressed areas can face barriers that are more acute, pervasive and persistent in nature. Recent research of entrepreneurship in Europe and North America[82] finds a set of related constraints that can impede entrepreneurship, especially in deprived localities. These barriers include issues related to:

- *Access to finance*
  - Individuals in distressed areas can face difficulties in securing the initial investment in their business due to limited cash reserves, lack of collateral (e.g. home equity), limited or poor credit history, lower-income peer networks, limited relationships with financial institutions;
  - As a result, entrepreneurs in deprived areas may establish firms in sectors with low up-front capital requirements and minimal barriers to entry – often replicating existing businesses in the area, leading to severe competition and low rates of survival;
- *Business support and advice*
  - People in distressed areas are often unaware of available services due to a lack of signposting, marketing and communications targeted to the area;
  - Confusion exists over which organizations to approach to access for business support and that the standard programs are not appropriate to certain types of enterprise (e.g. social enterprises);
  - Some support services are not as culturally sensitive to the needs of particular ethnic groups;
  - Geographic gaps can have an effect on the levels of entrepreneurship where there is no business support provision within a deprived area

[82] OECD, *Entrepreneurship – A Catalyst for Urban Regeneration*, 2004; UK Office of the Deputy Prime Minister, *Enterprise and Economic Opportunity in Deprived Areas*, 2005

- *Experience, skills and training*
    - Entrepreneurs tend to gather business ideas from previous work history - in distressed communities, the pool of potential entrepreneurs is more likely to contain individuals with a limited work history with implications for developing a viable business model;
    - Educational attainment is generally lower in distressed areas – a lack of formal training opportunities and informal job experience in these areas results in low entrepreneurial 'know-how';
- *Enterprise culture*
    - In distressed areas, individuals are likely to be constrained by low levels of social capital, either through community breakdown, lack of community institutions or assets, poor access to suitable transport, or access to new information and communications technology;
    - Effective role models are crucial to the development of a strong enterprise culture – they provide motivation and confidence as well as success factors to emulate. An absence of successful role models in distressed areas could have a significant impact on potential entrepreneurs
- *Institutional and administrative barriers*
    - Individuals in deprived areas may be more likely to experience a transition from benefits when starting or taking a job in a new business
    - Uncoordinated support systems exist
    - Government regulations can be a substantial cost and time burden
- *The business environment*
    - Quality of the physical and social business environment in which new, or inward-investing businesses have to operate is often difficult (e.g. vulnerable to crime, unsuitable business premises)

Types of Local Economic Development

Microenterprise Development

Microenterprise development refers to very small business development. It is often used synonymously with self-employment. Programs supporting self-employment (also known as microenterprise development) typically involve three basic types of services:

- *Training services* includes recruitment and screening of appropriate candidates for program, personal effectiveness training to address barriers to self-employment, basic money matters and business plan development;
- *Technical assistance* includes business plan review, loan application, mentoring and specialized help;
- *Capital services* include assistance in obtaining individual loans, peer group loans, and grants.

Table 42: Matrix of Local Economic Development Activities

	SELF-EMPLOYMENT	SOCIAL ENTERPRISE START-UP	LOCAL ECONOMIC DEVELOPMENT
Focus	Starting for-profit, one-person businesses	Starting businesses that have both economic and a social goals	Enhancing economic activity within a local community
Goals	Provide individuals with the business skills to plan and start-up their own enterprises	Create businesses that can employ individuals with barriers to employment; may include supporting the capacity of individuals to own and/or manage these businesses	Developing initiatives or strategies that increase revenues for local businesses, create conditions for new businesses to emerge, increase the likelihood of local hiring by local businesses
Basic services	· Business plan development support · Business advisory services · Business start-up support · Business networking · Mentors	Support for: · Feasibility studies · Market studies · Business plan development · Co-op development · Employability and skills training	· Local business associations · Local purchasing campaigns · Local hiring campaigns · Business improvement areas
Intensive strategies	· Business incubators · Micro-loan funds	· Technical assistance programs for social enterprises · Social enterprise venture capital · Community development corporations	· Customized training programs · Strategic plans · Area branding · Community development corporations · Cluster strategies
Capacity	To a large degree, the skill sets required to support self-employment, social enterprise start-up and local economic development strategies are quite distinct from those associated with employment services, relying in particular on knowledge of entrepreneurship, financial analysis, marketing and economic development expertise. .		

Extensive research on microenterprise development programs in the United States undertaken by the Aspen Institute[83] describes the scope and impact of microenterprises. Microenterprises have several advantages. They offer opportunity to a segment of low-income individuals for whom self-employment is the best source of employment and income. Programs open wealth and ownership opportunities to individuals who have been excluded from the mainstream economy – not just people with low income, but including ethnic and racial minorities, women, and individuals with disabilities. Microenterprises have also been shown to play a role in the revitalization of local economies by building a local culture and business environment that is supportive of entrepreneurship. Specifically, the Institute found that:

- Individuals who participate in microenterprise programs increase their rate of business ownership;
- The types of businesses owned by low-income entrepreneurs are predictable given the labour market skills of the owners – most low-income entrepreneurs start businesses in sectors such as child-care; cleaning; construction and repair services; health and personal services (such as hair care); retail sales; and arts and crafts;
- Microenterprises owned by low-income program clients are generally small in terms of sales (though not substantially different in size from other very small firms owned by individuals of all income levels);
- The survival rates of businesses owned by low-income entrepreneurs compare favourably with those of other small businesses;
- Microenterprises owned by disadvantaged individuals provide jobs for individuals other than the owners of the businesses; however, generally, job growth is concentrated in a relatively few firms;
- Microbusinesses in the services sector show higher survival rates and higher returns than those in the retail sector;
- Some families use self-employment income as a key supplement to wage income - for many families, the increase in family income from self-employment is sufficient to take them above the poverty line; and
- Self-employment skills provide low-income and disadvantaged individuals with greater resiliency in the labour market.

Social Enterprise Development[84]

Social purpose enterprises (in the past called community economic development or CED businesses) are commercial enterprises that pursue both the business bottom-line of generating revenue (preferably a profit, but not necessarily) as well as the social bottom-line of achieving developmental goals for hard-to-employ individuals or economically

[83] Elaine Edgcomb and Joyce Klein, *Opening Opportunities, Building Ownership: Fulfilling the Promise of Microenterprise in the United States*, 2005

[84] Three studies in particular have informed this section: Roberts Enterprise Foundation, *A Double 'Bottom Line': Lessons on social purpose enterprise from the Venture Fund Initiative* (1999), *The Venture Fund Initiative: An Assessment of Current Opportunities for Social Purpose Business Development and Recommendations for Advancing the Field* (1998), *New Social Entrepreneurs: The Success, Challenge and Lessons of Non-Profit Enterprise Creation* (1996).

challenged communities. These businesses are places where individuals can be exposed to the rigours and routine of the workplace and acquire specific skills and work norms, while at the same time be supported with services which address their personal needs. The value of such enterprises is that in offering real-world experiences, participants obtain a sense of satisfaction in their accomplishments and the confidence in their growing abilities while doing so in an atmosphere of support provided both by their employer and by their working peers.

Many individuals and communities exploring the social enterprise option would prefer that they could establish a business that could be self-sustaining while at the same time meet some social purposes (deliver a needed community service or provide jobs for hard-to-employ individuals). There are certainly many success stories of social enterprises fulfilling this dual function.

Given the ongoing investment in the social services and supports which are a necessary complement to the business activities of the social purpose enterprise (thereby making it more expensive – and much less profitable - to operate than a conventional business), a more persuasive perspective, especially given the funding environment, may be to view such initiatives as transitional stepping stones, allowing economically challenged individuals and communities to gain work experience while receiving the social supports needed to stabilize, and then move on to regular employment in the mainstream economy. An initial cost-benefit analysis may rule against public investment in a business whose only goal is to provide long-term direct employment and wages to homeless people, for example. The cumulative wages earned by these employees may seem quite puny compared to the relatively large investment that needs to be made in the enterprise. On the other hand, a cost-benefit analysis of a social purpose enterprise designed to deliver the long-term benefit of integrating people into mainstream work may produce a very strong rationale for public investment. Every individual who lands and keeps a mainstream job due to experience at a social purpose enterprise will continue to pay dividends back to the public purse in the form of taxes and lower social assistance payments for as long as he or she works.

The community sector rarely possesses the skills to start up and manage a business. Although some people obviously come to such a calling naturally, professional training in social work is not necessarily in the world of business. Community sector staff and agencies typically need support along the set of steps that lead to creating and operating a social enterprise:

Phases in Development of Social Enterprise

- Introduction to social enterprises
    - Broad introduction to what is CED
    - Introduction to social-purpose businesses
    - Introduction to tools: feasibility study, market studies, business plans, marketing studies, proposal writing
    - Networking among interested organizations

   - Clearly identify pre-requisites for social enterprise, a checklist of where organizations need to be before they can contemplate starting such a business;
- Business concepts, start-up and development
   - Customized technical assistance focusing on specific needs;
   - Specific support for individual "social entrepreneurs" within agencies;
   - Assistance to organizations to support their "social entrepreneurs": organizational culture, including board; supports like financial management, accounting, mid-level staff skills;
   - Use of business mentors;
   - Networking among similar organizations and businesses;
- Business maturity
   - Further customized technical assistance;
   - Use of business mentors;
   - Introduction to business networks;
   - Access to different forms of capital;
   - Networking among interested businesses;
   - Advocacy among business sector to recruit mentors and access networks.

Neighbourhood Economic Development

To expand the scale of local economic development and to produce more jobs, many efforts have begun to focus on the market of an entire region, not just a specific neighbourhood. These strategies look not at individual businesses but at entire industries that could produce a significant amount of jobs. They look at building or nurturing medium-sized businesses rather than small neighbourhood businesses[85]. Clusterplace-based approaches suggest that neighbourhoods are better served by a perspective that includes them as part of larger regional economies and clusters.

The emphasis on connecting local communities to broader regional clusters is a recurring theme in recent research. Development strategies for inner-city neighbourhoods often focus intensively within the neighbourhood itself. While important in certain respects, this tendency can result in overlooked opportunities to connect with the wider economy elsewhere in the city or region. The regional context represents the 'geography of opportunity' where low-income residents can find labour markets, business networks, and housing markets[86]. The idea is not to focus on strengthening a geographically restricted neighbourhood economy but on improving the position and connections of the neighbourhood, with its social infrastructure, to the cluster.

The work of Michael Porter and his Boston-based Initiative for a Competitive Inner City (ICIC) recognizes that many US inner cities may already be located within wider, well-established regional clusters. Inner city businesses can capitalise on the strengths of these

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[85] Center for Community Change, *GETTING AHEAD - New Approaches to Generating Jobs and Opportunities for Residents of Low Income Communities*, 2001

[86] Bruce Katz, Neighborhoods of Choice and Connection: The Evolution of American Neighborhood Policy and What It Means for the United Kingdom. Metropolitan Policy Program. The Brookings Institution. 2004

regional clusters by forming horizontal or vertical links with the cluster's firms and institutions. ICIC's approach has also been applied to revitalization of distressed urban neighbourhoods in the UK as well. City Growth Strategies in the UK[87] is a national pilot programme that promotes market-led, economic solutions to tackling the problems of disadvantaged areas. Connected to broader regeneration initiatives (such as the New Deal for Communities), it capitalises on business clusters to drive productivity improvements and local prosperity.

In both the UK and the US, ICIC is helping entrepreneurs in low-income communities take advantage of their proximity to the high-tech clusters found in major urban centres. The primary target of these programs focuses on cluster companies – by increasing the success, number and size of cluster companies, the zone would be well positioned as a location for additional cluster firms, cluster suppliers and support services, and cluster employees.

While there are significant benefits to business and entrepreneurial development related to clusters in distressed areas, several key issues in relation to maximizing impacts in these areas must be considered. In a recent study undertaken by the New Economic Foundation[88], it was found that:

- The impact on employment depends on the extent to which enterprises employ those from the deprived areas and in particular people from disadvantaged or socially excluded groups resident within such areas. An assessment of which types of firms create more jobs for the socially excluded, and therefore might be supported in deprived areas, needs to be undertaken. For example the growth of specialist 'knowledge intensive' firms may be of less benefit to those with few skills than other types of enterprise;
- Some sectors and types of firms are more 'embedded' in local supply chains than others resulting in more of their expenditure circulating and a greater multiplier effect for their contribution. Identification of these types of firms may be required in order to target support that has the greatest impact.
- Local competition is less obviously beneficial to an area where one company's gains come at the expense of another (referred to as displacement). In those instances where firms are overly concentrated on similar types of low-entry-threshold activity in a constrained local market (hairdressing, car repairs etc.) it can lead to high rates of displacement, contributing little to a diversification of the local economy. However displacement may also be seen more positively as constituting the invasion of new and more buoyant economic activity, weeding out less competitive enterprises.

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[87] GHK Consulting, Evaluation of City Growth Strategies: Stage One Report, 2003; ICIC City Growth Strategies: Priorities for Business-Led Urban Regeneration, 2003

[88] Centre for Enterprise and Economic Development Research (CEEDR), Middlesex University Business School and New Economic Foundation, *Measuring Enterprise Impacts in Deprived Areas – Report to the Small Business Service*, 2002

Business Improvement Areas

Private/public partnerships in the form of Business Improvement Areas (BIA) are a common approach to stimulating business development and competitive commercial districts. Originated in Toronto, the model has spread to over 16 countries including the United States, New Zealand, Japan, United Kingdom and South Africa. A Business Improvement Area (BIA) is an association of local business people and property owners who work in partnership with a municipality to enhance their business district. A BIA provides for a self-imposed assessment on commercial property to be raised within a specified geographic area. The proceeds from the assessment are used to provide services that benefit the district.

The services and activities of BIAs are tailored to meet the specific needs identified by the local business community that funds them. Typically, the 'toolbox' that BIAs use to build the competitiveness of their district includes:

- Maintenance: BIAs provide maintenance services over and above those provided by the municipality including frequent sidewalk sweeping, trash and debris removal, periodic power washing of sidewalks and removal of graffiti from buildings and public amenities
- Security: BIAs often provide extra security to augment services from local police departments. Types of security services range from conventional security patrols to 'ambassadors' who have customer service training and help consumers find the services they are looking for.
- Marketing and Promotions: Marketing programs aim to improve the overall image of a business district through collaborative promotional strategies, market research and working with the media
- Special Events: Special events reinforce the business district's drawing power as a destination, often targeting consumer markets that typically under utilize it. Many BIAs manage a yearly events calendar that maintains an active schedule of lively attractions
- Economic Development: Many BIAs provide services to attract jobs and investment to business districts, carrying out market analysis, developing databases and utilising municipal grants (e.g. façade improvements)
- Capital Improvements: BIA improvement options include a range of urban amenities such as streetlights, benches, kiosks, additional litter receptacles and public art.
- Advocacy: BIAs provide a unified voice on behalf of its membership in policy areas like taxation, municipal services and policing.

Community Development Corporations

Community development corporations (CDCs) are stand-alone non-profit organizations that are community-driven and whose function is to support local economic development. CDCs are often a collaborative effort of various sectors in a community, typically jointly initiated and managed by representatives of residents, local businesses and the community sector.

The CDC movement originated in the United States in the late 1960s; by 1998 there were an estimated 3,600 such organizations in the U.S.[89] Many of these organizations initially focused on housing development, often buying up and renovating vacated properties in distressed inner-city neighbourhoods, thus contributing to neighbourhood revitalization, adding to the supply of affordable housing and often contributing to local employment. This tendency to focus on housing was fuelled not only by an interest in place-based community development but also by the ready availability of capital and technical assistance from such places as the U.S. Department of Housing and Urban Development and through various intermediary organizations and foundations. This focus also naturally led to expansion into economic development (particularly retail and small business development) and human services.

Over time, CDCs in the United States have diversified their community development activities considerably. Currently many CDCs offer youth programs, childcare services, community safety programs, homeless services and services for the elderly.[90] However, their original focus on local economic development, the expertise many CDCs acquired in property redevelopment, and the financial security arising from revenue streams and asset accumulation, has made them the natural leaders for community-based local economic development, in particular through their ability to integrate the hard business elements of economic development with such community needs as local employment programs.

In Canada, CDCs are primarily represented in the form of Community Futures Development Corporations/Community Business Development Corporations (CFDCs/CBDCs), established through the Community Futures initiative of Industry Canada, promoting rural and regional development. Using the CDC philosophy of local community leadership, CFDCs/CBDCs focus primarily on supporting new entrepreneurs with business development advice and access to capital, as well as facilitating local economic development through strategic planning, research and feasibility studies, and the implementation of community economic development projects. As of 2004, there were 268 CFDCs/CBDCs across Canada.[91]

There also exist a number of CDCs in urban Canada, although their exact number, range of activities and source of funding is far more difficult to catalogue, largely because there has been no single source for their initiation or continuing existence. Many are involved in local entrepreneurship and social enterprise support, as well as local economic development, with a limited number are involved in housing development and targeted neighbourhood revitalization.

CDCs provide a vehicle whereby various stakeholders in a community can think about, plan and implement projects focused on the broader economic issues and challenges

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[89] Website of the National Congress for Community Economic Development, http://www.ncced.org.
[90] Local Initiatives Support Corporation (LISC), *The Whole Agenda: The Past and Future of Community Development*, 2002, p. 6.
[91] Pan Canadian Community Futures Group, *Annual Report: Engaging Community in Creating the New Economy*, 2003, p. 1.

facing a neighbourhood. Many community agencies, consumed with delivering services for which funding has been cut or constrained, no longer having any excess capacity to address these wider community goals. While CDCs do sometimes engage in service delivery, it is in support of a broader community economic goal and/or as a way to supplement their revenue stream.

Unfortunately, particularly in urban Canada, there are limited means of financial support to start-up or maintain a CDC. Further, this limited experience with urban CDCs means there is limited capacity to shape and manage a CDC. Therefore, should a CDC be deemed as one vehicle for addressing some of the economic and employment goals related to the Regent Park redevelopment, one would need both start-up financial and technical support to create and sustain such an entity.

Combining Economic Development and Workforce Development

As noted earlier, typical employment services programs focus on preparing individuals for the workplace, through pre-employment preparation and skills development and by addressing other barriers that stand in the way of employment, such as personal challenges, child care needs or transportation difficulties. More sophisticated workforce development approaches seek to engage employers to ensure that participants being placed in jobs can hold on to those jobs and advance to better jobs, through job retention and job advancement programs. These programs can create economies of scale and achieve critical impact by focusing on specific employers, or specific industry clusters, through sector-specific strategies.

Another approach seeks to combine workforce development with broad employment development strategies. Instead of workforce development programs making determinations regarding which industry sectors to target through research, strategic outreach and alliances, the promotion of economic development and the accompanying workforce preparation are undertaken in tandem as part of an integrated approach.

Case Study: Ireland - National Social Partnership

Ireland offers the best example of this approach at a local level.[92] Ireland developed a national social partnership in the late 1980s to address its unbalanced growth and large budget deficit challenges. A major cornerstone of its approach was to involve major societal stakeholders in public policy decision-making, starting with unions, business and farmers, and extending to the community and voluntary sector in the mid-1990s. This collaborative process resulted in a series of national agreements on such issues as wage-bargaining and welfare spending. These agreements are widely credited with contributing to Ireland's subsequent strong economic growth and stability: GNP growth averaged

[92] The following discussion draws entirely on a study of the Organization for Economic Cooperation and Development (OECD) entitled *Local Partnerships for Better Governance* (2001), a review of local partnerships focused on economic development and workforce development. The study examines seven case studies: Ireland, Finland, Italy (Sicily), United States, Austria, Belgium (Flemish Region), Denmark. The Ireland case study can be found on pp. 135-173. Likely for Canadians the most familiar of the case studies is that of the Workforce Investment Boards in the United States.

7.5% per year after 1993; the unemployment rate fell from 15% to 6%, including a drop in the long-term unemployment rate from 9% to 2.5%.

The success with the national agreements led to a decision to apply the same approach to local circumstances, termed area-based responses to long-term unemployment. The underlying goal was to extend, enhance and integrate employment-related services for the long-term unemployed. The emphasis was on locally-led strategies, coordinating various existing initiatives, and ensuring second-chance education for adults as means to access better-quality jobs. It also required organizational capacity-building among agencies serving marginalized communities.

At the time of the study, there existed 38 local partnerships entities in Ireland, covering roughly half of the territory of the country. Each local area partnership encompassed a population of approximately 50,000 residents, and relied on an average core operating budget of approximately 180,000 Euros (given the time of writing, this would have amounted to approximately CDN $235,000).[93] These 38 partnerships collectively employ about 700 staff.

What is notable is the wide range of activities undertaken or facilitated by the local partnerships, covering many of the employment services and local economic development practices described and recommended in this study. The OECD report lists seven main categories of activities that these partnerships may carry out:

- *Enterprise creation and development:* Providing advice and assistance to people starting their own businesses, including small loans and grants, technical advice and training;
- *Services for the unemployed:* Employment advice, counselling, work experience, training courses and job placement services;
- *Community development:* Support to enhance the organizational capacity of local communities to encourage economic development, including support to nurture social enterprises;
- *Complementary education and training:* Measures to support adults with few qualifications to participate in education, including improving literacy and numeracy, secretarial and computing courses, community development and child care;
- *Preventive education:* Initiatives to discourage early school-leaving and to improve educational participation and achievement by at-risk youth;
- *Infrastructure and environmental actions:* Projects to improve local amenities (such as neighbourhood centres, shops and childcare services) and enhance the quality of the environment and tourism facilities;
- *Promoting institutional and policy change:* The work of the partnerships often leads to learnings that inform and reform government departments and public policies.

[93] Similar entities in the case studies covered average populations of between 73,000 and 899,000, with budgets ranging from CDN $104,000 to $625,000. (Conversion rate: 1 Euro = CDN $1.30) These figures from OECD, *Local Partnerships for Better Governance* (2001), p. 36.

The overall point here is that the partnerships involve the local mobilization of many different community sectors and, through this coordinating mechanism, manage to address simultaneously a wide range of issues relating to workforce development and economic development.

Employment services activities and economic development are not always as closely integrated as in this example from Ireland. In the United States, for example, Workforce Investment Boards integrate the delivery of employment services, but are not similarly mandated in terms of economic development.[94] The integration of employment services is significant; for example, the relevant U.S. legislation mandates one-stop centres that provide core services to all job seekers regardless of income or employment status, so that any one location one has the following services:

- A preliminary assessment of individuals' skills levels, aptitudes, abilities and support service needs;
- Information on available employment-related services including training opportunities;
- Help in filing unemployment insurance claims and evaluation for job training opportunities;
- Job search, placement assistance and career counselling;
- Up-to-date labour market information.

This form of coordination and sometimes integration of services has been found to be particularly helpful in addressing the challenges of individuals with barriers to employment, given their need for comprehensive and individualized services that can address a range of issues, some of which change as they progress toward sustainable employment.[95]

Construction as a Source of Jobs and Training Opportunities

There are a number of programs across North America that use construction work as a means to develop the skills of individuals with barriers to employment. Many of these programs target youth and almost all involve on-going construction activities, as opposed to being linked to a specific construction project. Prominent examples of population-targeted construction training programs are:

YouthBuild

Founded in 1990, YouthBuild USA is an American national non-profit organization that supports a network of 200 local YouthBuild programs across the United States. In YouthBuild programs, unemployed and undereducated young people ages 16-24 work toward their GED or high school diploma while learning construction skills by building or renovating affordable housing for homeless and low-income people. Strong emphasis

[94] The discussion about U.S. practices can be found at OECD, *Local Partnerships for Better Governance* (2001), pp. 251-279.

[95] See Carol Clymer, Brandon Roberts and Julie Strawn, *States of Change: Policies and Programs to Promote Low Wage Workers' Steady Employment and Advancement,* Public/Private Ventures, 2001, p. 10.

is placed on leadership development, community service and the creation of a positive mini-community of adults and youth committed to success. Since 1993, YouthBuild has had over 47,000 participants and has produced over 13,000 units of affordable housing. Average cost per participant is approximately US $20,000.[96]

BladeRunners

BladeRunners is a British Columbia program started in 1994, preparing hard-to-serve youth for employment in the construction field by way of a pre-employment program, some skills training and work-site placements (with $3.00/hour subsidies to employers). Since 1994, over 1000 youth have participated; over 80% of participants stay employed or return to school, and 30% become certified construction tradespersons. Cost per youth is approximately CDN $7700.[97]

Alameda Corridor Job Training and Employment Program

The most prominent example of a community-based training and employment program linked to a public construction program is the Alameda Corridor Job Training and Employment Program.[98]

The Alameda Corridor project was a 21-mile rapid rail corridor which was to run directly through several low-income minority communities in Los Angeles County. The project was projected to cost US $2.4 billion. In 1998, a coalition of community organizing groups and service providers in Los Angeles County secured agreement from the Alameda Corridor Transportation Authority:

- To train one thousand residents for construction-related jobs (650 for pre-apprenticeship training in preparation for union apprenticeship programs, and 350 for non-trades related construction jobs, such as drafting assistants, office support and site security); and
- To guarantee that 30% of construction work hours performed on the project would be performed from local hires from the affected communities.

This initiative represented an exceptionally well-organized community mobilization effort that succeeded in generating sufficient political support for the training and employment guarantees. Moreover, the same coalition was instrument in implementing the training and employment program, including ensuring that tender documents reflected these expectations, putting in place outreach and recruitment processes, and tracking adherence to the guarantees.

Overall, the construction project was completed on time, on budget, and it met its training and hiring goals:

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[96] *YouthBuild Facts*, January 2005, on YouthBuild website: http://www.youthbuild.org.

[97] Aboriginal Community Career Employment Services Society, *BladeRunners Status Report 2004*.

[98] All information for this section is drawn from Lisa Ranghelli, *Replicating Success – The Alameda Corridor Job Training & Employment Program: A Replication Manual for Winning and Implementing Community-Based Jobs Programs on Public Construction Projects*, Center for Community Change, 2002.

- 31% of all work performed on the relevant section of the corridor (the agreement applied to approximately one-third of the whole project) was performed by local workers;
- 880 Corridor residents graduated from the pre-apprenticeship program (16% were female);
- 401 Corridor graduates graduated from the non-trades training program.

Despite the scale of the training programs, graduates of the training program contributed only 14% of the local hours worked on the project, meaning that the vast majority of the local hires were direct hires. Overall, the training program cost US $7,500 per participant.

It is useful to review the key elements that contributed to the success of this program:

- Established partnerships with quality training providers at an early stage;
- Built a broad-based coalition of residents from all affected neighbourhoods;
- Was a head of the curve in conducting excellent background research that enhanced the Coalition's credibility;
- Secured a training and hiring commitment *in writing*;
- Spun off a separate organization to handle implementation;
- Conducted outreach through community-based organizations that are members of the Coalition;
- Combined classroom and some *paid* on-the-job training;
- Identified and removed common barriers, such as lack of a driver's license or lack of a car;
- Engaged in on-going organizing to enforce the local hiring agreement.

Finally, some of the specific lessons learned that merit attention:

- The program placed considerable emphasis on capacity building of participating community agencies, particularly in relation to outreach, case management and employment preparation expertise;
- The program's vision for accessing employment extended beyond the immediate public construction project, it parlayed its experience and capacity gained from this project to initiate a sector specific strategy, linking residents of the communities served in the Alameda Corridor project to training in support of employment in the international trade and transportation sector (Port of Los Angeles/Long Beach, the world's third largest).

Deconstruction and Workforce Development

As an innovative tool for community revitalization, deconstruction has become more popular in the US over the last decade. Deconstruction is the process of carefully dismantling a building in order to salvage components for reuse and recycling. While traditional demolition is highly mechanized, capital-intensive, and waste generating, deconstruction is labour intensive, low-tech, and environmentally sound. According to the US Department of Housing and Urban Development (HUD), a major proponent of the process, deconstruction has the potential to:

- create job training and job opportunities for unskilled and unemployed workers,
- foster the creation and expansion of small businesses to handle the salvaged material from deconstruction projects, and
- benefit the environment by diverting valuable resources from crowded landfills into profitable uses, which in turn would enable deconstruction to pay for itself by generating revenues and reducing landfill and disposal costs.

Different community organizations have used the deconstruction process to connect with construction-related workforce development programs such as Step-Up, Fresh Start and YouthBuild, teaching basic construction skills as a precursor to more advanced training in the trades.

The Hartford Housing Authority incorporated job training, redevelopment and environmental protection under the auspices of economic development by training workers for construction trade jobs and recovering materials using deconstruction. In its procurement strategy, the Authority solicited contractors to integrate deconstruction with the bid, including assistance in the creation of a resident-owned deconstruction service company and maintenance of an advisory role and part ownership with the deconstruction company. According to the HUD report, the rationale for soliciting such a contractor was to provide administrative and business oversight for the trainees, allowing them to learn the skills necessary and be mentored by experienced contractors in the field. The project has been successful enough to establish a separate company that employs 9 full time employees with full construction union memberships.

HUD's analysis of deconstruction activities in four cities highlight some key considerations as an economic and workforce development vehicle:

- Workforce development training programs could incorporate deconstruction as both a waste reduction technique and as a way of introducing trainees to the terminology, mechanics, tools and techniques of construction.
- Deconstruction is heavily dependent on a used building material retail operation to obtain and sell recovered materials.
- Deconstruction can be most effective when included as a standard module in construction training programs. The integration of deconstruction-related activities into renovation-based training programs enhances the skills and marketability of program participants (one program in Milwaukee utilized volunteer labour to perform non-structural deconstruction on residential housing in association with a local Habitat for Humanity chapter).
- Consumer markets need to be identified for the two types of deconstruction identified in material on this process: non-structural deconstruction (i.e. the salvaging of non-structural components and materials such as flooring, cabinetry and appliances) and structural deconstruction, which consists of salvaging structural components such as joists and beams.
- Structural deconstruction is highly dependent on the demolition market. Only high-end structural deconstruction used material markets, in rare, high quality brick and timbers, were seen to be valued consistently

- The feasibility of deconstruction is increased when it is utilized as a component of established economic development programs.

Public Marketplaces as Entrepreneurial Incubators

Public markets have become an effective means for nurturing entrepreneurship in communities. They offer a number of economic benefits to distressed areas including functioning as natural business incubators, generating jobs, providing lower barriers for start-up businesses and benefiting women, minority entrepreneurs, and recent immigrants who have difficulty in raising capital from traditional sources.

What distinguish public markets from other types of related retail activity are the following three characteristics:

- Most important, public markets must have public goals. Public goals give a defined civic purpose to the market activity. Typically, these goals have included attracting shoppers to a downtown or neighbourhood commercial district, providing affordable retailing opportunities to small businesses, preserving farming or farmland in the region, activating an underused public space, or displacing an undesirable use of a public space.
- Second, public markets are located in and/or create a public space in the community. As an effective place where people mix, public markets can become the heart and soul of a community, its common ground, a place where people interact easily, and a setting where other community activities take place.
- Finally, public markets are made up of locally owned, independent businesses operated by their owners, unlike the ubiquitous franchises that dominate retailing today. This helps account for the local flavour of public markets and the uniqueness of the shopping experience. Public markets consciously seek out local entrepreneurs and businesses and therefore offer an alternative to common retail practices.

In a 2002 study funded by the Ford and Kellogg Foundations, Project for Public Spaces interviewed 671 customers and 157 vendors from eight markets. The findings show how public markets function as incubators for small businesses and training grounds for independent entrepreneurs:

- The incredibly low start-up costs make it easy for vendors to finance their new businesses, often doing so without the aid of lending institutions;
- Spin-off benefits for nearby businesses are significant: sixty percent of market customers also visit neighbourhood stores on market days;
- Large businesses often use focus groups to provide their product developers with feedback on what consumers like and dislike about their products. Public markets can provide a similar service to vendors;
- Many vendors believe their market provides an opportunity to add value to their products through processing or through packaging and labelling;
- Markets provide vendors an opportunity to expand the size and diversity of their customer base because of a stable market for their products and increased publicity for their business;

- Markets provide vendors opportunities to earn extra income above and beyond their normal sources;
- Markets help vendors hone their skills in areas such as business management, marketing, communication, leadership, and entrepreneurship. They do so by helping the vendor improve their understanding of consumer needs, self-confidence in merchandising skills, cooperating with others, advertising and customer relations, pricing, and competing effectively.
- The families of vendors benefit in a number of ways: market income contributes to the household's financial wellbeing, the market provides a learning experience and job opportunities for children and spouses, can help some public assistance recipients make a transition to regular employment by providing the opportunity to experiment with a small business.
- Markets provide a rich entrepreneurial environment for starting new businesses or products, or changing the direction of existing businesses. They provide the opportunity to convert a vocational skill or hobby into a moneymaking venture, thus transforming an informal enterprise into a more formal one.

Local agencies were shown to be critical in supporting the economic development contributions of public markets by assisting with:

1. Finance
    - Raising funds for facilities and promotion
    - Providing appropriate and adequate liability insurance coverage
    - Establishing a revolving loan fund for market vendors that can provide growers with seasonal start-up funds in spring, or that can help a food processor buy needed equipment. The fund could be capitalized with support from larger businesses, local financial institutions, and the vendors themselves.
2. Education and Training
    - Linking educational and training opportunities in marketing, merchandising, market gardening, bookkeeping, food processing, state and local regulations, personnel management, and labour regulations. Many educational agencies can provide training support for farmers' markets (e.g. community colleges, vocational centres, small business development centres);
    - Training and professional development of market managers so they can further help the vendors regarding municipal and provincial regulations, permits, sales tax, product labelling, and referrals for business counselling;
    - Identifying possible clients for more intensive support. Representatives from agencies should be encouraged to occasionally visit the public market to talk with vendors, ask and answer questions, find out who the serious entrepreneurs are, what stage their businesses are in, and where they would like to take their businesses;
    - Preparing manuals for new vendors, including how to make stalls more attractive, how to keep products from spoiling, etc.

3. Facilities/Organizational Development
    - Helping to secure a permanent farmers' market location, or, if desired, a year-round facility. Dealing with zoning, and regulatory/tax relief.
    - Helping to establish a certified inspected food processing centre either at a public market (as part of an indoor facility), or at some other location specifically for farmers' market vendors;
    - Helping to establish producer cooperatives as separate business entities that sell product surpluses wholesale to local restaurants, grocery stores and institutions;
4. Regulatory Assistance
    - Helping market managers and vendors to stay abreast of local, provincial, and national legislation affecting them.
    - Working with local code enforcement, zoning, and planning agencies to ensure a safe and prosperous market.
5. Public Relations
    - Facilitating open and ongoing dialogues with local businesses to alleviate concerns about traffic congestion, parking problems, competition, etc.
    - Promoting inter-agency cooperation to avoid organizational turf battles that inhibit community development.

Understanding the Regional Economy

The Greater Toronto Area (GTA) has undergone a profound transformation over the last 10-15 years as the impacts of globalization, continental trade agreements and recession, combined with advances in information and communications technology and new organizational models generate immense structural changes throughout the regional economy[99].

Over this time period, the GTA has experienced an accelerated transition from goods production to services production, achieving one of the most diversified regional economies in North America. The drivers of this transformation are a series of key industry clusters, defined by Michael Porter as:

> *'…geographic concentrations of interconnected companies and institutions in a particular field. Clusters encompass an array of linked industries and other entities important to competition. They include, for example, suppliers of specialised inputs such as components, machinery and services, and providers of specialised infrastructure. Clusters often extend downstream to channels and customers and laterally to manufacturers of complementary products and to companies in industries related by skills, technologies or common inputs. Finally, many clusters include governmental and other institutions—such as universities, standard-setting agencies, think tanks, vocational training providers and trade associations—that provide specialised training, education, information, research and technical support*[100]

In this way, a cluster framework is much broader than traditionally-defined industries (which focus on businesses that produce similar products or provide similar services) or sectors (which focuses on a broader variety of commonalities including products, inputs or skill sets of employees). While a sector can form the core of a cluster, the two are rarely synonymous – clusters are broader than industry sectors, and far more integrated.

Increasingly, the concept of industry clusters is being used as a strategic framework through which economic and workforce developers can better understand regional economies as dynamic systems. The common defining factor of an industry cluster is the high quality of the interactions between all of the stakeholders involved in the cluster – interdependent relationships that derive significant benefit from physical proximity. These benefits, or 'external economies', can include:

- raising productivity by allowing access to specialized inputs and employees, enhancing access to information, institutions and public goods;
- increasing firms' capacity for innovation by diffusing technological knowledge and innovations more rapidly;
- competitive pressures within the cluster increases firms' incentives to innovate; and
- stimulating higher levels of new business formation, as employees become entrepreneurs, since barriers to entry are lower than elsewhere.

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[99] M.S. Gertler, *A Region in Transition: The Changing Structure of Toronto's Regional Economy*, 2000
[100] M.E. Porter, *Clusters and the New Economics of Competition*, The Harvard Business Review, Nov – Dec 1998

The strength of the GTA's economy depends on the performance of these clusters, particularly ones that are export-oriented. 'Traded' clusters have been shown to be the engines of a region's prosperity - they exhibit high levels of innovation, productivity and wages in order to compete on a global scale and they generate substantial wealth from outside the region[101]. These clusters generate a 'propulsive' force throughout the rest of the region's economy, creating high-quality jobs and circulating increasing levels of capital[102]. Recognized as the drivers of the GTA's transition to a more competitive and knowledge-based economy, the City of Toronto has identified 10 priority clusters that provide the foundation for their economic development strategy:

- Business and professional services: advertising, personnel services, legal, accounting, professional services and consulting;
- Financial services: banks, brokerages, investment banking, insurance;
- Tourism: amusement and recreation, accommodation and hospitality;
- Information technology and telecommunications: telecom equipment, computer hardware and peripherals, packaged software and software services, semiconductors and electronic components, telecom services;
- Automotive: vehicle assembly and parts manufacturing;
- Food and beverages: processed and packaged food/beverage production;
- Media: film and television production and distribution, printing and publishing, new media, theatre;
- Biomedical and biotechnology: including pharmaceuticals, medical devices;
- Apparel and textiles: including designers, contractors;
- Aerospace: aircraft assembly and parts manufacturing.

Combined with 'local' clusters that rely more exclusively on the local market to provide goods and services (e.g. retail), the GTA's economy is considered to be relatively diverse and well balanced compared to other North American regions[103].

While the region is generally recognized to function as a single economy and labour market, concentrations of various sectors have emerged in different locations throughout the GTA. The increased importance of major highway access, cheaper land and lower industrial property tax rates has led to suburban concentrations in land-intensive manufacturing, transportation and logistics, construction, distribution services, back-office functions, wholesale, and large format retail.

On the other hand, the transition of the regional economy from goods- to service-producing has been particularly acute in the City of Toronto, specifically in more knowledge-intensive forms of economic activity. The City has higher percentages of jobs in finance, insurance and real estate, technology and health services, business services, government services, education and social services, and accommodation and food industries. The manufacturing that has remained in the City (e.g. fashion design, scientific equipment, specialty food processing) depends to a greater degree on higher value-added design and innovation to remain competitive than in the past.[104]

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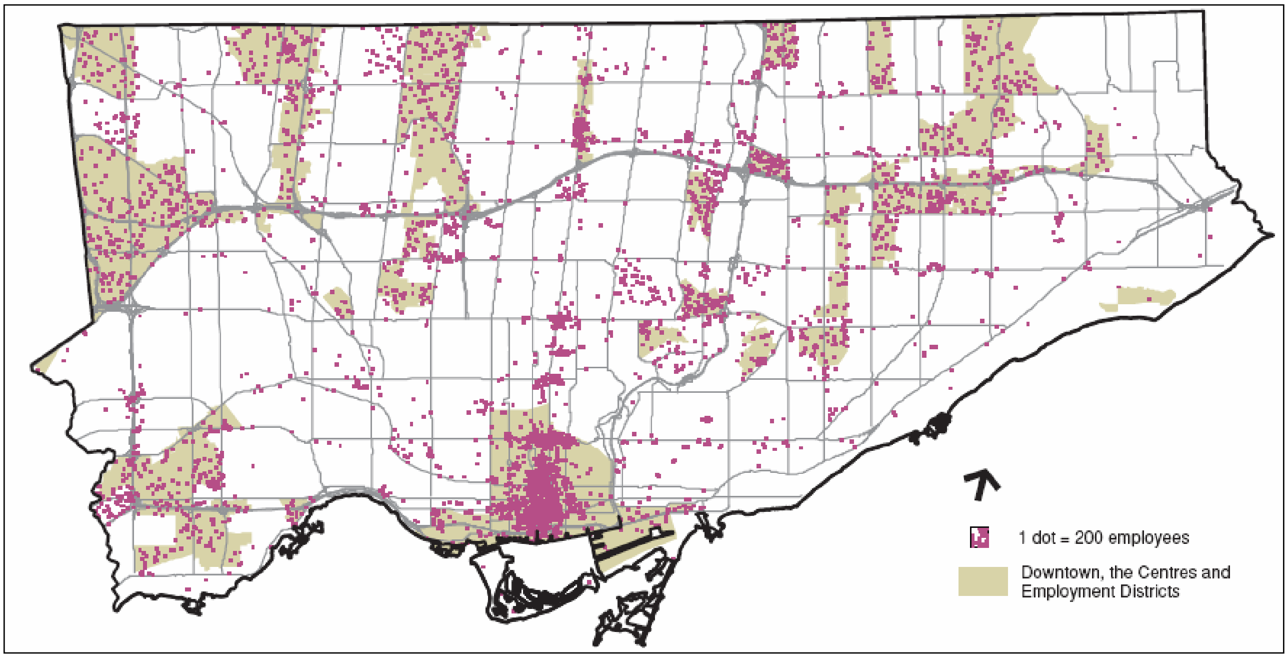
[101] Institute for Competitiveness and Prosperity, *A View of Ontario: Ontario's Clusters of Innovation*, 2002
[102] M.S. Gertler, *Smart Growth and the Regional Economy*, 2003
[103] ICF Consulting et al., *Toronto Competes: An Assessment of Toronto's Global Competitiveness*, 2000
[104] Greater Toronto Marketing Alliance, *GTA Manufacturing Study*, 2000; M.S. Gertler, Ibid

Cluster Segments in the Downtown and Central Waterfront

Of the fifteen 'Employment Districts' and five 'Centres' identified in the City of Toronto's new Official Plan (see Map 1), the Downtown and Central Waterfront Area is the most relevant target area in relation to the economic development efforts in Regent Park. The area represents the largest employment concentration in the City, accommodates a diverse range of business opportunities associated with the region's 'traded' and 'local' clusters, and is within a reasonable commuting distance from Regent Park. As such, a more detailed analysis of the Downtown and Central Waterfront has been undertaken to identify employment demand and business activity generated from



the area's segments of regional industry clusters.

Map 1 - 2004 City of Toronto Employment Areas

Source: Toronto Profile – 2004 Employment Survey, City of Toronto

Methodology

To understand these dynamics, two databases were utilized in this study. The City of Toronto Employment Survey provides an invaluable resource for undertaking cluster-oriented analysis on geographies smaller than the Census Metropolitan Area (CMA). The Survey provides business establishment-based data on employment across the city, collected annually since 1983. The frequency of collection and high level of geography available allows time-series analysis of small areas within the City (e.g. blocks, neighbourhoods, wards)[105]. The Survey statistics driving the cluster-based analysis are employment, compound annual growth rate[106], and a location quotient[107]. While a

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[105] City of Toronto's 2004 Employment Survey data was released during the latter stages of producing this report. As such, 2003 data has been used for the detailed cluster analysis

[106] CAGR is a measure of the average year-to-year growth of employment over a specified period of time

[107] A ratio measure of an industry's concentration in a defined area relative to the city – an LQ over 1.00 implies a greater concentration of employment; conversely, an LQ less than 1.00 implies a lower concentration

comprehensive analysis was beyond the scope of this study, combining these three attributes provides a useful measure of the strength of each cluster segment's employment impact on the Downtown and Central Waterfront's local economy.

The City of Toronto has also produced industry profiles for 208 industries in the Toronto CMA that measure various aspects of each industry's labour force dynamics. The labour force profiles are based on a special run from Statistics Canada's Labour Force Survey - a monthly sample of 2,800 households in the Toronto CMA, which uses industry definitions identified by the North American Industry Classification System (NAICS).

To derive appropriate cluster definitions, the City's Employment Survey codes were grouped to approximate the NAICS-based methodology developed by the Institute for Competitiveness and Prosperity for the Toronto CMA[108]. Cluster segments in the Downtown and Central Waterfront were chosen based on their substantial employment contribution, high growth and/or high concentration relative to the overall City. Applying these industry cluster definitions to the CMA-wide Labour Market Survey generated a list of occupations within each cluster; median and average wage rates (indexed against the CMA rates); employment levels by tenure, age and educational attainment; occupations by industry; and levels of self-employment and unionization. General skill levels were also overlaid on the associated cluster occupations based on the National Occupational Classification Skills Matrix developed by Statistics Canada[109].

Vibrant Cluster Segments in the Downtown and Central Waterfront

Figure 28)

Segments of nine clusters have been identified in the Downtown and Central Waterfront, representing nearly 85% of the area's total employment. While there is significant presence of businesses in 'traded' clusters, a diverse range of competitive segments exists in the study area:

- Business and Professional Services
- Financial Services
- Publishing, Print and Media
- Health and Social Care
- Education and Knowledge Creation
- Wholesale and Trade
- Retail and Consumer Services
- Hospitality and Tourism
- Community and Civic

The employment dynamics of the segments reflect the dominance of the Downtown by high-order, knowledge-intensive business, professional and financial services, along with major postsecondary research and health institutions. Many of these segments combine

[108] The Employment Survey is based on a unique coding system developed by the City of Toronto that does not directly correlate to either the Standard Industrial Code or the more recent NAICS framework - see Appendix I for industry correlation tables used in this study

[109] See Appendix II for Statistics Canada's National Occupational Classification Skills Matrix

significant employment, above-average growth and a stronger concentration compared to the City overall (these indicators of competitiveness are represented by cluster segments and industries in the top right corner of the various growth share matrices). This is also reflected in the industries that have experienced net growth of over 2000 employees between 1995 and 2003. These industries include Computer Services, Investment Services, Bank and Trust Headquarters, Financing, and Hospitals.

Each segment is explored in detail in the following pages, followed by explanatory charts of the data used to create the figures in *Table 43: Cluster Segment Employment Dynamics* and *Table 44: Cluster Definitions - Correlations* .

Business and Professional Services (Figure 29 & Figure 30)
The Business and Professional Services segment, part of the third largest regional concentration in North America, is a diverse group of businesses ranging from professional consulting to call centres.

- High growth and LQ in a most of the industries indicate considerable strength and concentration across the board, particularly Law Firms (LQ=2.51)
- 56% of the jobs within the Professional, Scientific and Technical Services (e.g. law, accounting, architecture) require a university degree, reflected in the above-average wages
- 25% of the jobs within the Administrative and Support Services require only high school graduation, reflected in the below-average wages
- A high percentage of professional and technical occupations are self-employed (35%)

Financial Services (Figure 31)
The Financial Services segment is based primarily on the four core industries – banking, insurance, financing and securities. The Downtown is considered to be the nation's financial centre, accommodating the head offices of Canada's five largest banks and home to the Toronto Stock Exchange.

- Representing nearly ¼ of the total employment in the study area, this segment is highly concentrated in the Downtown core, particularly in Investment Services (LQ=2.77) and Bank and Trust Head Office (LQ=2.40)
- Industry employment is focused on highly skilled, professional jobs - nearly ½ of jobs within the cluster require a university degree and 26% require a post-secondary diploma or certificate – however over ¼ of the jobs are lower-skilled, clerical positions
- The segment is strongly interdependent with other key clusters - one out of every three lawyers and accountants in the downtown area specializes in the financial services cluster[110]

[110] *City of Toronto Cluster Profile – Financial Services*, 2005

Publishing, Print & Media (Figure 32 & Figure 33)
The Publishing, Print & Media segment comprises a significant portion of the national activity in publishing, television and film production – cultural products that are becoming increasingly important to the competitiveness of cities[111].

- The segment is highly concentrated in the Downtown and periphery, particularly in Newspaper Publishing (LQ=2.56) and Film/Video/ Audio (LQ=2.05)
- The film and television industry leads the segment in growth (12.4% CAGR)
- The segment has active labour guilds, reflected in the high levels of union jobs (25%)
- Jobs in the Information and Cultural Industries are more professional and technically oriented, requiring a greater degree of education and skills (nearly 3/4 of jobs require at least some post secondary education). However, 18% of the jobs require only high school graduation, reflecting the heavy reliance on trades and lower skill positions such as production assistants. These jobs pay above-average wages (CMA index=1.19)
- Jobs in Printing Services require low to medium skill levels with a high number of positions requiring only high school graduation (29%), and pay above-average wages (CMA index=1.08)

Health and Social Care (Figure 34)
The Health and Social Care segment is driven in the Downtown area by the large employment provided through hospitals including Toronto General, St. Michael's, St. Joseph's, Mount Sinai and Hospital for Sick Kids. These institutions form a major portion of the more specialized cluster in biotechnology centred on the 'Discovery District' along University Avenue – an initiative focused on the commercialization of medical research.

- Hospitals provide over 7% of the total employment in the study area and are highly concentrated in relation to the rest of the city (LQ=1.41)
- The cluster provides a breadth of occupations and skill requirements ranging from highly skilled, professional jobs (25%) and technical positions (8%) to lower skilled clerical (7%), and support (25%) occupations.
- The cluster is highly unionized (38%) resulting in above-average wages (CMA index=1.07)

Education and Knowledge Creation (Figure 35)
The study area accommodates some of the largest public and private post-secondary institutions in the region. While identified here as its own segment, there is considerable integration of institutions like University of Toronto, Ryerson University, George Brown College, and the Ontario College of Art and Design within other industry clusters. Colleges and universities have considerable purchasing, employment, real estate development, business incubation, advising, and workforce development resources that can have a substantial impact on other clusters (e.g. U of T's medical sciences research and the bio-tech cluster).

[111] M.S. Gertler, *Smart Growth and the Regional Economy*, 2003

- Universities and polytechnic institutions provide 2% of the study area's total employment and are highly concentrated in the Downtown (LQ=1.83); significant growth in employment has occurred since 2003 as institutions have prepared to accommodate the 'double cohort' of students in Ontario
- Over 60% of the cluster's occupations require a university degree – professors and teachers dominate the labour force in a highly unionized environment (66%)
- Wages are well above average (Median index=1.36), reflecting the concentration of university and college professors in the Downtown

Wholesale and Trade (Figure 36)
Compared to the rest of the GTA, manufacturing sales representatives and general wholesaling jobs (e.g. in the food industry) in the Downtown area have declined significantly as large, corporate sales forces (e.g. Xerox and Cantel) dominate the segment.

- Corporate sales provide over 7000 jobs in the study area, representing nearly 2% of total employment in the study area
- Occupations in this cluster require a broad range of skills and education – nearly 55% of the jobs are sales, service or clerical, requiring limited post-secondary training
- Median wages are similar to the CMA average

Retail and Consumer Services (Figure 37& Figure 38)
One of the largest 'local' clusters across the region, retail and consumer services represents a significant amount of employment in the study area (7.8%). The Downtown and Central Waterfront provides regional destination shopping (e.g. Eaton Centre) as well as more neighbourhood-based retail goods and services (e.g. Cabbagetown).

- While retail employment has declined across the City over the last decade, the Downtown continues to experience growth, particularly in Food Retailing (4.9% CAGR) and Clothing and Shoes (1.7% CAGR)
- Retail and Consumer Service jobs provide significant entry-level employment opportunity however are generally considered unstable, low paying options (Retail median index=0.62; Consumer Services median index=0.64)
- Personal Services, such as hair salons and laundromats, continue to grow (5.2% CAGR) as population growth increases in the Downtown and Central Waterfront.

Tourism and Hospitality (Figure 39 & Figure 40)
As part of a major cosmopolitan city, Toronto's Downtown and Waterfront area serves as the focus for tourism, hotels and entertainment activities. Experiencing significant setbacks over the last few years (e.g. SARS, 9/11, mad-cow disease, higher Canadian dollar), the industry has rebounded with substantial new investments in attractions and tourism infrastructure (e.g. ROM, Gardiner Museum, AGO, and Yonge Dundas Square).

- The restaurants, bars and hotels provide the most significant employment, combining for nearly 9% of total jobs in the study area

- The Accommodation and Food Services sector is comprised of predominantly low-skill, entry-level sales, cashier and service occupations (over 50%) with below-average wages (Median index=0.59)
- Cultural and entertainment facilities (e.g. Air Canada Centre, Roy Thomson Hall) are highly concentrated in the Downtown, providing 2.5% of the total jobs in the study area
- The Arts, Entertainment and Recreation sector provides a range of technical (28.8%), professional (19.7%) and sales/service jobs (27.4%) with a high degree of self-employment (37%)
- Wages in this cluster are below-average (Median index=0.74)

Community and Civic (Figure 41)
The non-profit sector has a strong presence in the Downtown, with large community organizations like United Way, Community Living Toronto, and Goodwill that serve clients concentrated in the inner city as well as a substantial number of associations that provide services to their professional members.

- The Community and Civic Organizations segment provides 3% of the jobs in the study area and has grown by 6.2% annually since 1995
- Provides a broad range of occupations - lower-skilled clerical (20.3%), highly-trained professionals such as psychologists and therapists (26%), and mid-skilled professionals such as social workers (9.7%)
- 85% of all jobs in the cluster require a post-secondary degree or certificate, 50% are self-employed and wages are above-average (Median index=1.11)

There is a wide array of growing, vibrant cluster segments in the area immediately surrounding the East Downtown. They offer a growing supply of employment opportunities which include many that are realistic goals for study area residents with limited experience or training. Relationships with these employers, linking applicants in the study area with jobs in the Central Waterfront, could be a valuable asset in efforts to improve the employment prospects of people in the study area.

Figure 28 – Cluster Segment Overview

Clusters Overview

Downtown and Central Waterfront Clusters

Business & Professional Services

Financial Services

Publishing, Print & Media

Health & Social Care

Education & Knowledge Creation

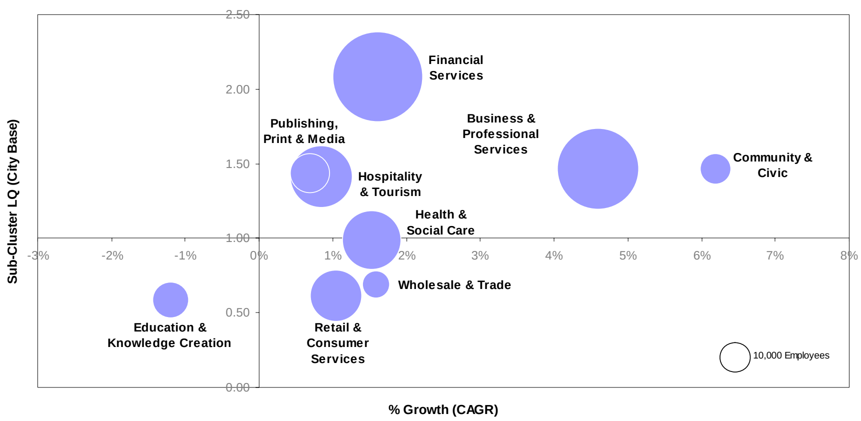
Wholesale & Trade

Retail & Consumer Services

Hospitality & Tourism

Community & Civic

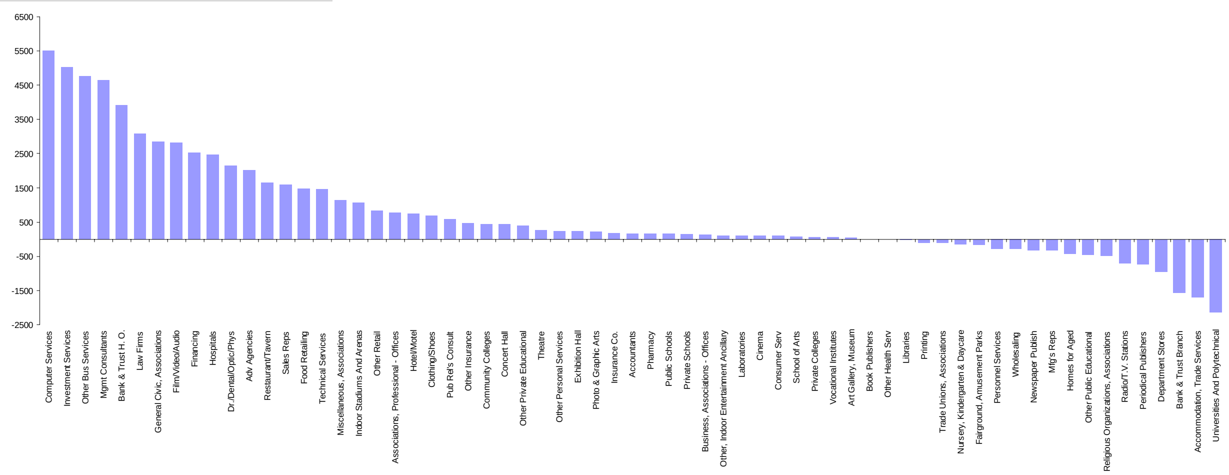
ESTIMATED GROWTH SHARE MATRIX



CLUSTER DYNAMICS*

Industry Cluster	Total Emp 1995	Total Emp 2003	LQ 2003	% of Study Area Emp 2003	Net Change of Total Emp 1995-2003	% Growth 1995-2003 (CAGR)	% City Growth 1995-2003 (CAGR)
Business & Professional Services	51,257	73,453	1.46	19.4%	22,196	4.6%	3.1%
Financial Services	76,959	87,508	2.08	23.1%	10,549	1.6%	1.0%
Publishing, Print & Media	17,097	18,064	1.44	4.8%	967	0.7%	-0.3%
Health & Social Care	34,568	39,024	0.98	10.3%	4,456	1.5%	1.2%
Education & Knowledge Creation	15,925	14,466	0.58	3.8%	-1,459	-1.2%	-0.7%
Wholesale & Trade	7,339	8,329	0.69	2.2%	990	1.6%	-0.8%
Retail & Consumer Services	27,064	29,419	0.61	7.8%	2,355	1.0%	-0.3%
Hospitality & Tourism	39,492	42,260	1.41	11.2%	2,768	0.9%	0.6%
Community & Civic	6,981	11,292	1.46	3.0%	4,311	6.2%	3.6%

NET SUB-CLUSTER EMPLOYMENT CHANGE 1995-2003*



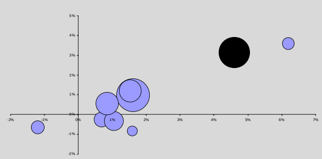
*Based on City of Toronto Employment Survey – Study Area

Figure 29 - Business and Professional Services Cluster Segment Profile

Business & Professional Services I

Professional, Scientific and Technical Services

Downtown and Central Waterfront Clusters



Law Firms

Accountants

Management Consultants

Advertising Agencies

Public Relations Consultants

Photography & Graphic Arts

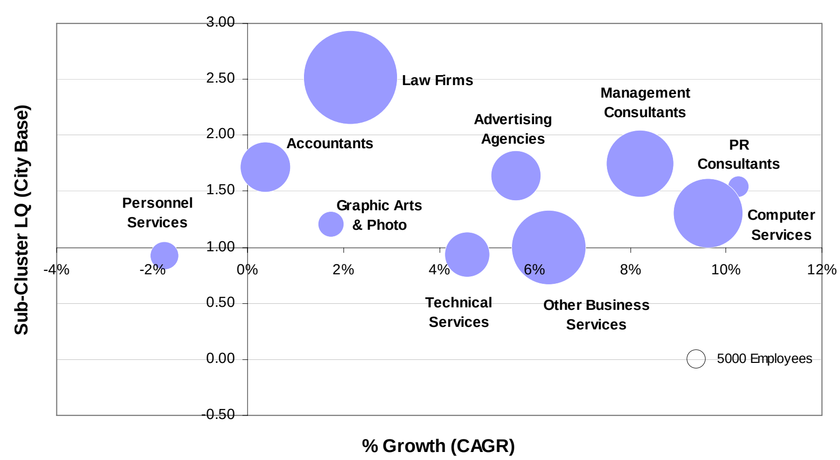
Personnel Services

Computer Services

Other Business Services

Technical Services

Estimated Growth Share Matrix



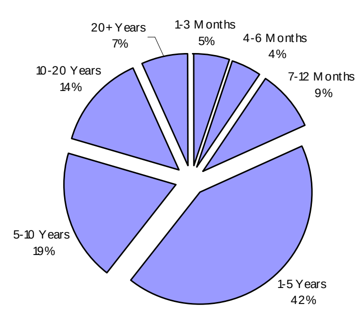
Cluster Statistics – Study Area*

Employment (2003)	73,453
Employment Growth (CAGR 1995-2003)	4.6%
Location Quotient (LQ)	1.46
Net Employment Change (1995-2003)	22,196
% of Study Area Employment	19.4%
Employment Growth in Toronto (CAGR 1995-2003)	3.1%

Cluster Occupations (Skill)**

Natural & Appl. Sci. Prof. **(A)**	31.3%
Business & Finance Prof. **(A)**	16.3%
Clerical **(C)**	8.0%
Judges, Lawyers, Psych, Social Workers, Program Officers **(A)**	7.6%
Natural & Appl. Sci Tech. **(B)**	6.7%
Art, Culture, Rec & Sport Tech **(B)**	6.0%

Cluster Employment by Tenure**



Cluster Wages**

Median Wage/Hr	$21.63
(Index vs CMA)	(1.28)
Avg Wage/Hr	$24.71
(Index vs CMA)	(1.29)
% Self-employed	35%
% Unionized	3%

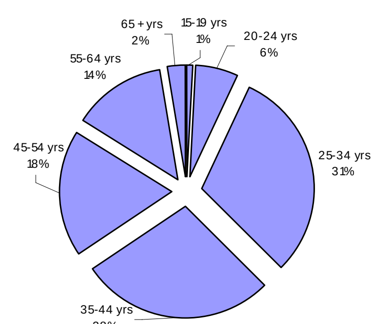
Top 3 Employers*

KPMG

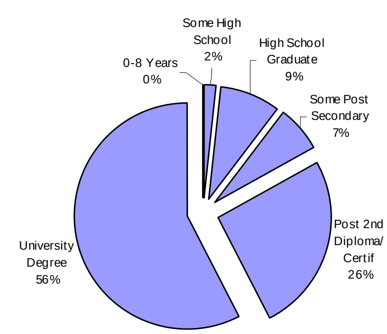
Symcor Services Inc

McCarthy Tetrault

Cluster Employment by Age**



Cluster Educational Attainment**



*Based on City of Toronto Employment Survey – Study Area **Based on Statscan Labour Market Survey - CMA

Figure 30 – Business and Professional Services Cluster Segment Profile

Business & Professional Services II

Administrative & Support Services

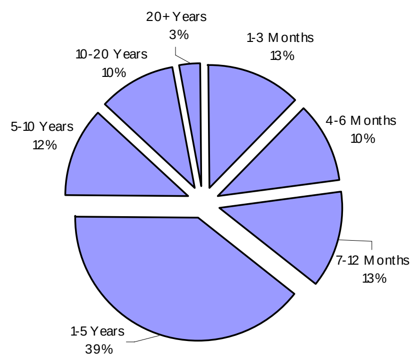
CLUSTER OCCUPATIONS (SKILL)**

Clerical **(C)**	21.0%
Sales & Service NEC **(C)**	15.4%
Protective Services **(D)**	11.2%
Primary Industry **(D)**	9.2%
Labourers **(D)**	7.4%
Management **(0)**	5.5%

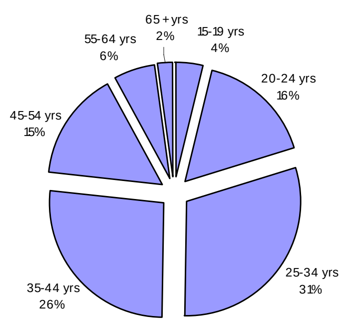
CLUSTER WAGES**

Median Wage/Hr	$12.00
(Index vs CMA)	(0.71)
Avg Wage/Hr	$14.60
(Index vs CMA)	(0.76)
% Self-employed	13.4%
% Unionized	12.7%

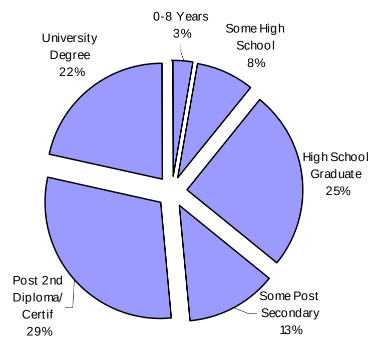
CLUSTER EMPLOYMENT BY TENURE**



CLUSTER EMPLOYMENT BY AGE**



CLUSTER EDUCATIONAL ATTAINMENT**

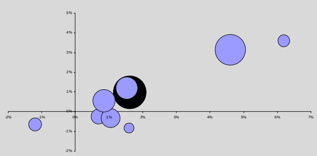


*Based on City of Toronto Employment Survey – Study Area **Based on Statscan Labour Market Survey - CMA

Figure 31 – Financial Services Cluster Segment Profile

Financial Services

Downtown and Central Waterfront Clusters



Bank & Trust Branch

Bank & Trust Head Office

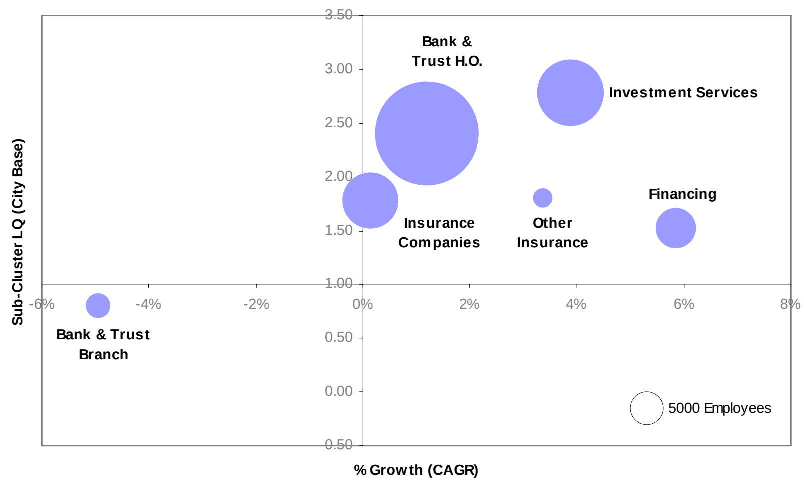
Investment Services

Financing

Insurance Company

Other Insurance

Estimated Growth Share Matrix



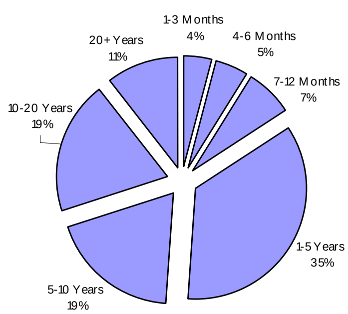
Cluster Statistics – Study Area*

Employment (2003)	87,508
Employment Growth (CAGR 1995-2003)	1.6%
Location Quotient (LQ)	2.08
Net Employment Change (1995-2003)	10,549
% of Study Area Employment	23.1%
Employment Growth in Toronto (CAGR 1995-2003)	1.0%

Cluster Occupations (Skill)**

Clerical **(C)**	26.3%
Business & Finance Prof. **(A)**	25.7%
Management **(0)**	14.9%
Finance & Insur. Admin **(B)**	11.1%
Natural & Appl. Sci. Prof. **(A)**	7.2%
Sales & Service **(B)**	5.3%

Cluster Employment by Tenure**



Cluster Wages**

Median Wage/Hr	$20.00
(Index vs CMA)	(1.19)
Avg Wage/Hr	$23.63
(Index vs CMA)	(1.23)
% Self-employed	9%
% Unionized	5%

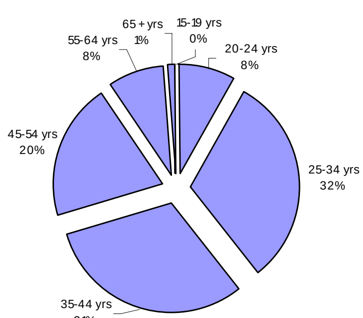
Top 3 Employers*

Royal Bank

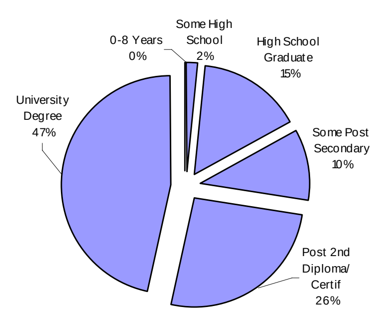
Bank of Montreal

TD Canada Trust

Cluster Employment by Age**



Cluster Educational Attainment**



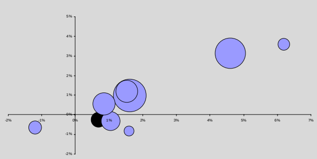
*Based on City of Toronto Employment Survey – Study Area **Based on Statscan Labour Market Survey - CMA

Figure 32 – Publishing, Print and Media Cluster Segment Profile

Publishing, Print & Media I

Information & Cultural Industries

Downtown and Central Waterfront Clusters



Film, Video & Audio

Radio & T.V. Stations

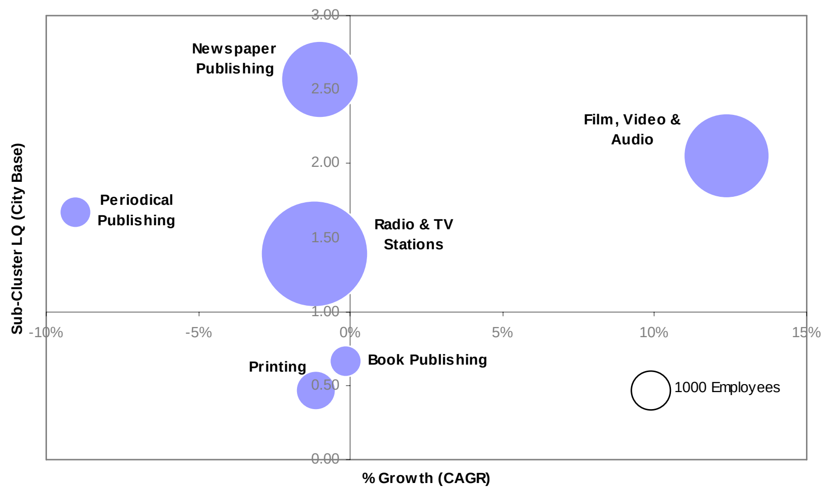
Newspaper Publishing

Book Publishing

Periodical Publishing

Printing

Estimated Growth Share Matrix



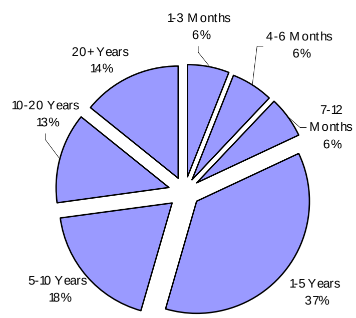
Cluster Statistics – Study Area*

Employment (2003)	18,064
Employment Growth (CAGR 1995-2003)	0.7%
Location Quotient (LQ)	1.44
Net Employment Change (1995-2003)	967
% of Study Area Employment	4.8%
Employment Growth in Toronto (CAGR 1995-2003)	-0.3%

Cluster Occupations (Skill)**

Art & Culture Prof. **(A)**	18.3%
Clerical **(C)**	15.8%
Management **(0)**	14.7%
Tech. & Wholesale Sales **(B)**	10.5%
Art & Culture Technical **(B)**	8.1%

Cluster Employment by Tenure**



Cluster Wages**

Median Wage/Hr	$20.00
(Index vs CMA)	(1.19)
Avg Wage/Hr	$21.85
(Index vs CMA)	(1.14)
% Self-employed	10.5%
% Unionized	25.2%

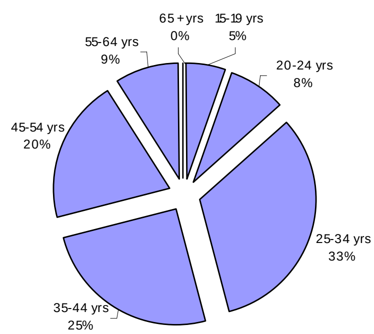
Top 3 Employers*

Canadian Broadcasting Corporation

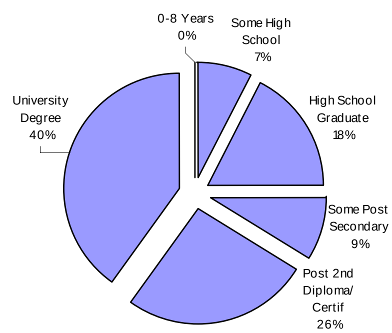
Toronto Star

Toronto Sun

Cluster Employment by Age**



Cluster Educational Attainment**



*Based on City of Toronto Employment Survey – Study Area **Based on Statscan Labour Market Survey - CMA

Figure 33 – Publishing, Print and Media Cluster Segment Profile

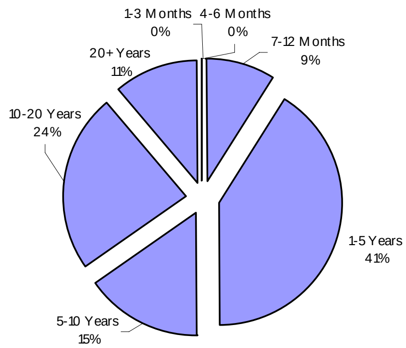
Publishing, Print & Media II

Printing Services

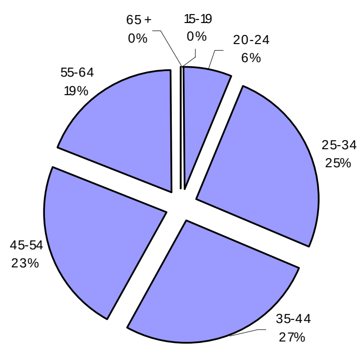
CLUSTER OCCUPATIONS (SKILL)**	
Trades & Equipment Operators (**B**)	34.8%
Machine Operators **(C)**	15.8%
Labourers **(D)**	12.4%
Clerical **(C)**	8.5%
Management **(0)**	7.7%
Admin & Regulatory **(B)**	6.0%

CLUSTER WAGES**	
Median Wage/Hr	$18.27
(Index vs CMA)	(1.08)
Avg Wage/Hr	$20.15
(Index vs CMA)	(1.05)
% Self-employed	16.0%
% Unionized	9.7%

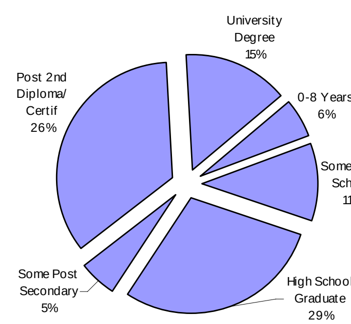
CLUSTER EMPLOYMENT BY TENURE**



CLUSTER EMPLOYMENT BY AGE**



CLUSTER EDUCATIONAL ATTAINMENT**

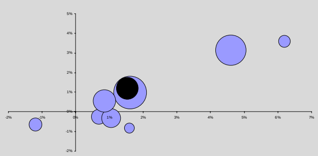


*Based on City of Toronto Employment Survey – Study Area **Based on Statscan Labour Market Survey - CMA

Figure 34 – Health and Social Care Cluster Segment Profile

Health & Social Care

Downtown and Central Waterfront Clusters



Doctor, Dental, Optician, Physio-Therapist Office

Laboratories

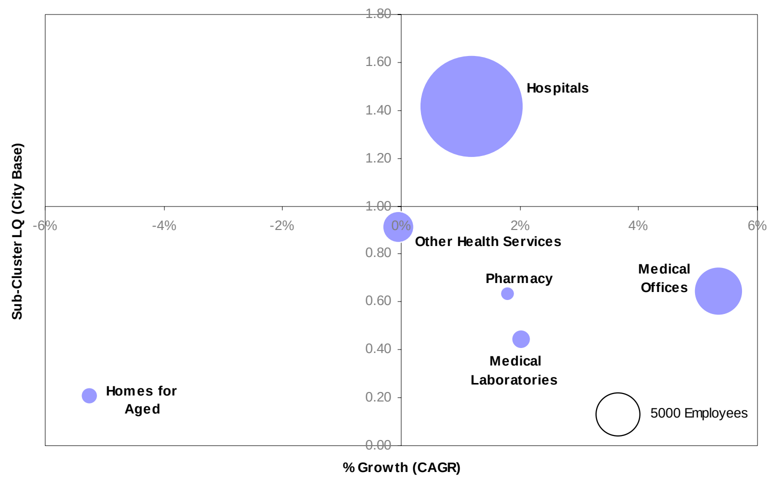
Hospitals

Other Health Services

Pharmacy

Homes for the Aged

ESTIMATED GROWTH SHARE MATRIX



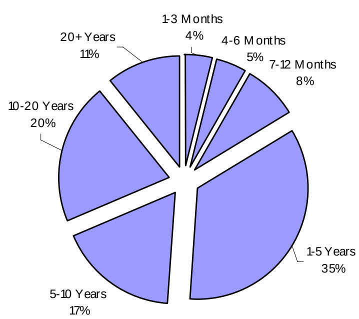
CLUSTER STATISTICS – STUDY AREA*

Employment (2003)	39,024
Employment Growth (CAGR 1995-2003)	1.5%
Location Quotient (LQ)	0.98
Net Employment Change (1995-2003)	4456
% of Study Area Employment	10.3%
Employment Growth in Toronto (CAGR 1995-2003)	1.2%

CLUSTER OCCUPATIONS (SKILL)**

Health Professionals **(A)**	13.5%
Nurse Supervisors & RN **(A)**	13.1%
Health Assist. & Support **(C)**	12.9%
Childcare & Home Support **(C)**	12.4%
Technical & Related **(B)**	8.3%
Clerical **(C)**	6.9%

CLUSTER EMPLOYMENT BY TENURE**



CLUSTER WAGES**

Median Wage/Hr	$18.10
(Index vs CMA)	(1.07)
Avg Wage/Hr	$20.19
(Index vs CMA)	(1.05)
% Self-employed	14%
% Unionized	38%

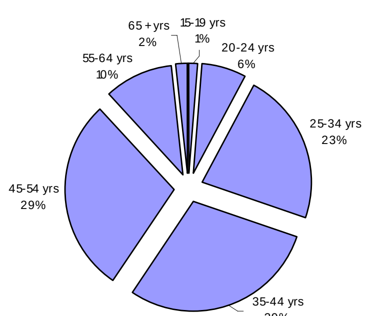
TOP 3 EMPLOYERS*

Toronto General Hospital

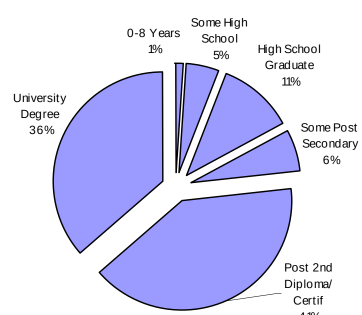
St. Michael's Hospital

Hospital for Sick Kids

CLUSTER EMPLOYMENT BY AGE**



CLUSTER EDUCATIONAL ATTAINMENT**

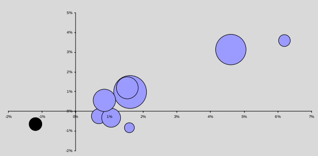


*Based on City of Toronto Employment Survey – Study Area **Based on Statscan Labour Market Survey - CMA

Figure 35 – Education and Knowledge Creation Cluster Segment Profile

Education & Knowledge Creation

Downtown and Central Waterfront Clusters



Private Schools

Community Colleges

Universities and Polytechnical

Other Public Educational

Private Colleges

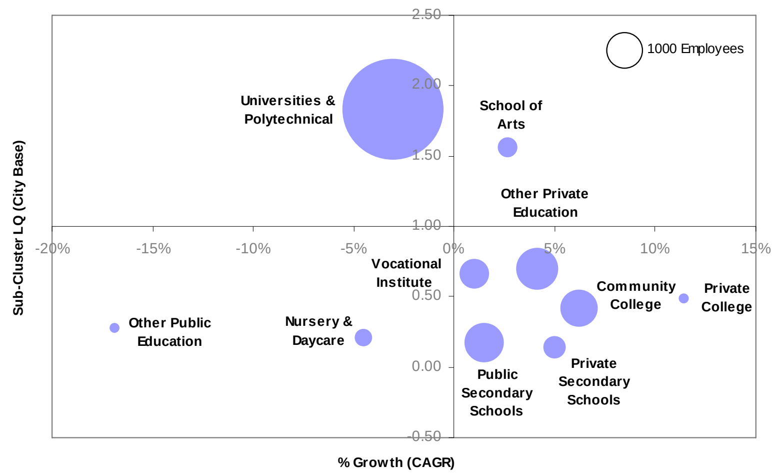
School of Arts

Libraries

Vocational Institutes

Other Private Educational

Estimated Growth Share Matrix



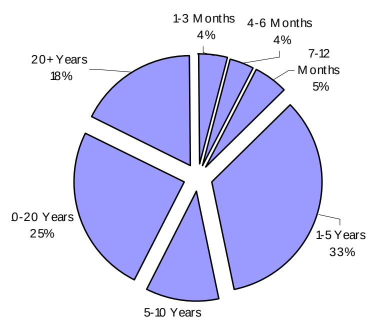
Cluster Statistics – Study Area*

Employment (2003)	8,329
Employment Growth (CAGR 1995-2003)	-1.2%
Location Quotient (LQ)	0.58
Net Employment Change (1995-2003)	-1459
% of Study Area Employment	3.8%
Employment Growth in Toronto (CAGR 1995-2003)	-0.7%

Cluster Occupations (Skill)**

Teachers & Professors **(A)**	56.4%
Childcare & Home Support **(C)**	8.0%
Sales & Service NEC **(C)**	6.3%
Clerical Occupations **(C)**	4.0%
Management **(0)**	3.7%
Art and Culture Prof. **(A)**	3.5%

Cluster Employment by Tenure**



Cluster Wages**

Median Wage/Hr	$23.00
(Index vs CMA)	(1.36)
Avg Wage/Hr	$24.49
(Index vs CMA)	(1.28)
% Self-employed	14%
% Unionized	66%

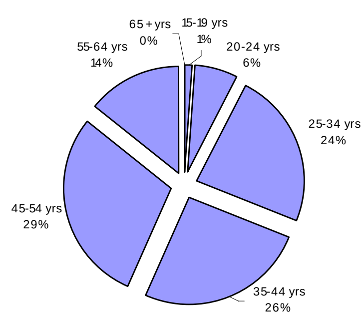
Top 3 Employers*

University of Toronto

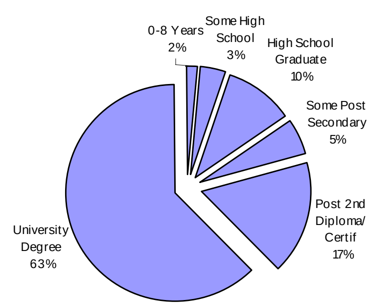
Ryerson Polytechnic University

George Brown College

Cluster Employment by Age**



Cluster Educational Attainment**

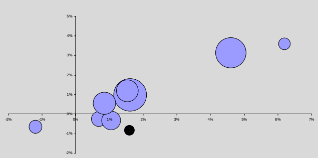


*Based on City of Toronto Employment Survey – Study Area **Based on Statscan Labour Market Survey - CMA

Figure 36 – Wholesale and Trade Cluster Segment Profile

Wholesale & Trade

Downtown and Central Waterfront Clusters

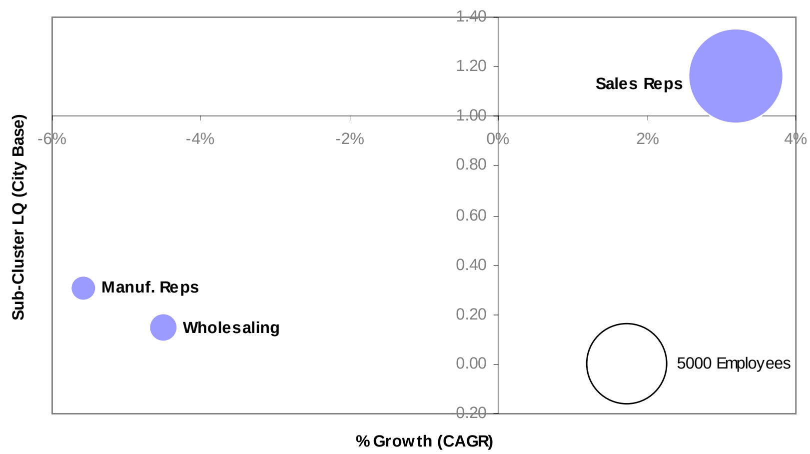


Wholesaling

Sales Representatives

Manufacturing Representatives

ESTIMATED GROWTH SHARE MATRIX



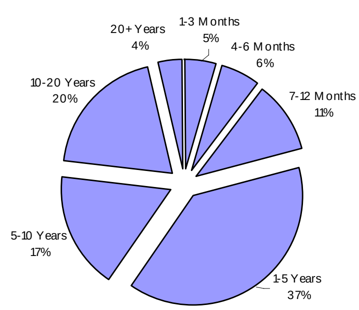
CLUSTER STATISTICS – STUDY AREA*

Employment (2003)	8,329
Employment Growth (CAGR 1995-2003)	1.6%
Location Quotient (LQ)	0.69
Net Employment Change (1995-2003)	990
% of Study Area Employment	2.2%
Employment Growth in Toronto (CAGR 1995-2003)	-0.8%

CLUSTER OCCUPATIONS (SKILL)**

Sales & Service **(C)**	36.7%
Clerical **(C)**	17.9%
Manager **(0)**	14.9%
Trades Helper & Labour **(D)**	8.9%
Transportation Operators **(C)**	5.1%
Business Professionals **(A)**	2.7%

CLUSTER EMPLOYMENT BY TENURE**



CLUSTER WAGES**

Median Wage/Hr	$17.33
(Index vs CMA)	(1.03)
Avg Wage/Hr	$20.03
(Index vs CMA)	(1.04)
% Self-employed	15%
% Unionized	8%

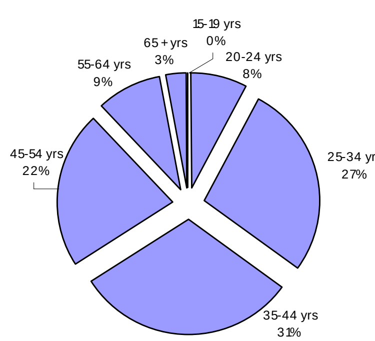
TOP 3 EMPLOYERS*

Cantel

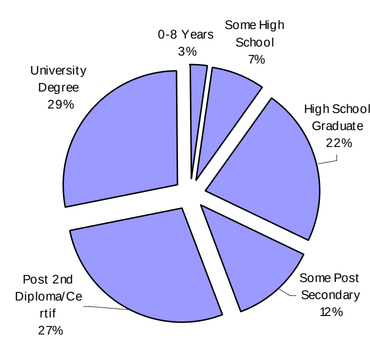
Sears Canada Inc

Xerox Canada Inc

CLUSTER EMPLOYMENT BY AGE**



CLUSTER EDUCATIONAL ATTAINMENT**



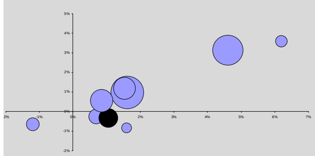
*Based on City of Toronto Employment Survey – Study Area   **Based on Statscan Labour Market Survey - CMA

Figure 37 – Retail and Consumer Services Cluster Segment Profile

Retail & Consumer Services I

Retail

Downtown and Central Waterfront Clusters



Other Personal Services

Department Stores

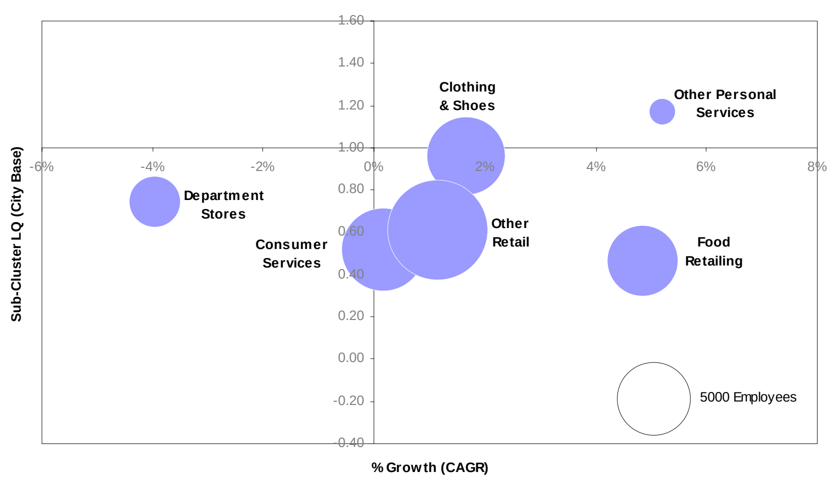
Clothing & Shoes

Food Retailing

Consumer Services

Other Retail

Estimated Growth Share Matrix



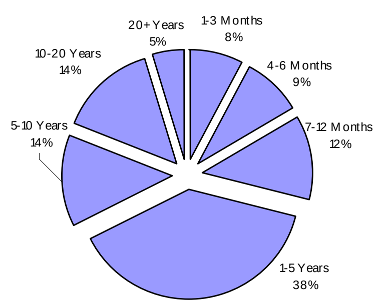
Cluster Statistics – Study Area*

Employment (2003)	29,419
Employment Growth (CAGR 1995-2003)	1.0%
Location Quotient (LQ)	0.61
Net Employment Change (1995-2003)	2355
% of Study Area Employment	7.8%
Employment Growth in Toronto (CAGR 1995-2003)	-0.3%

Cluster Occupations (Skill)**

Retail Sales & Clerks **(C)**	28.2%
Managers **(0)**	19.9%
Sales & Service NEC **(D)**	13.4%
Cashiers **(D)**	11.0%
Clerical **(C)**	7.4%

Cluster Employment by Tenure**



Cluster Wages**

Median Wage/Hr	$10.50
(Index vs CMA)	(0.62)
Avg Wage/Hr	$13.47
(Index vs CMA)	(0.70)
% Self-employed	12.2%
% Unionized	14.5%

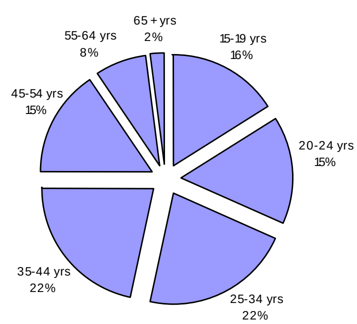
Top 3 Employers*

Hudson's Bay Company

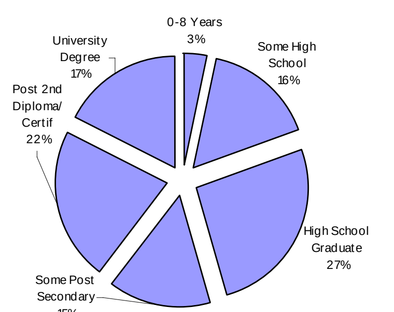
Loblaw's

LCBO

Cluster Employment by Age**



Cluster Educational Attainment**



*Based on City of Toronto Employment Survey – Study Area **Based on Statscan Labour Market Survey - CMA

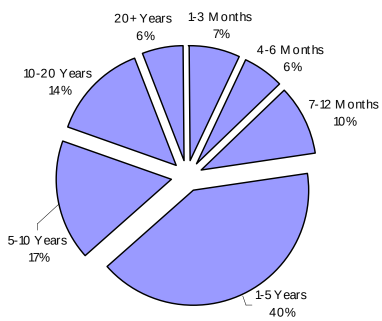
Figure 38 – Retail and Consumer Services Cluster Segment Profile

Retail & Consumer Services II

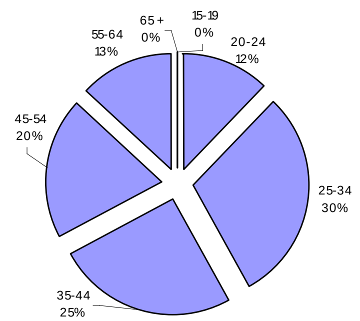
Consumer Services

CLUSTER OCCUPATIONS (SKILLS)**		CLUSTER WAGES**	
Sales & Service **(C)**	80.6%	Median Wage/Hr (Index vs CMA)	$10.75 (0.64)
Clerical **(C)**	4.8%	Avg Wage/Hr (Index vs CMA)	$12.94 (0.68)
Machine Operators **(C)**	4.1%	% Self-employed	30.8%
Trades, Transport & Equip. Operator **(B)**	3.9%	% Unionized	12.4%

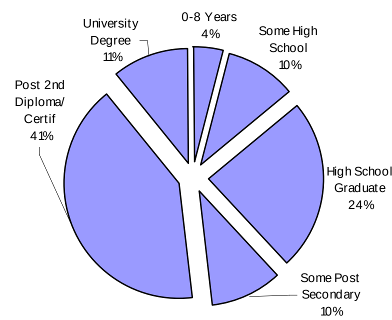
CLUSTER EMPLOYMENT BY TENURE**



CLUSTER EMPLOYMENT BY AGE**



CLUSTER EDUCATIONAL ATTAINMENT**



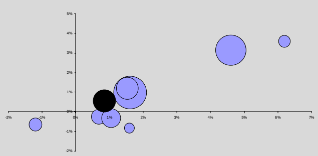
*Based on City of Toronto Employment Survey – Study Area **Based on Statscan Labour Market Survey - CMA

Figure 39 – Hospitality and Tourism Cluster Segment Profile

Hospitality & Tourism I

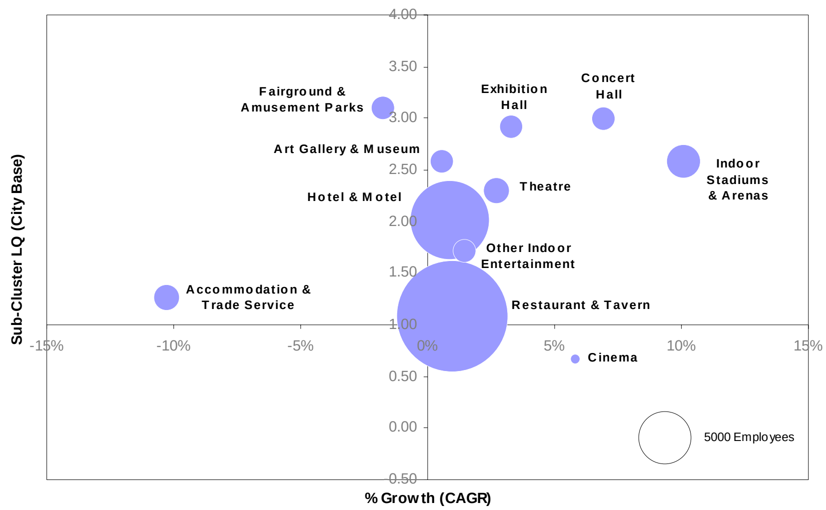
Arts, Entertainment & Recreation

Downtown and Central Waterfront Clusters



- Restaurant & Tavern
- Hotel & Motel
- Accommodation, Trade
- Theatre
- Concert Hall
- Cinema
- Art Gallery, Museum
- Exhibition Hall
- Fairground, Amusement
- Indoor Stadiums & Arenas
- Other, Indoor Entertainment

Estimated Growth Share Matrix



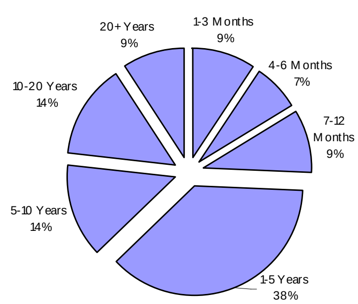
Cluster Statistics – Study Area*

Employment (2003)	42,260
Employment Growth (CAGR 1995-2003)	0.9%
Location Quotient (LQ)	1.41
Net Employment Change (1995-2003)	2,768
% of Study Area Employment	11.2%
Employment Growth in Toronto (CAGR 1995-2003)	0.6%

Cluster Occupations (Skill)**

Art, Culture, Rec & Sport Tech **(B)**	28.8%
Sales & Service **(C)**	27.4%
Art & Culture Professional **(A)**	19.7%
Travel & Accommodation **(C)**	9.8%
Management **(0)**	8.3%

Cluster Employment by Tenure**



Cluster Wages**

Median Wage/Hr	$12.50
(Index vs CMA)	(0.74)
Avg Wage/Hr	$14.62
(Index vs CMA)	(0.76)
% Self-employed	37%
% Unionized	17%

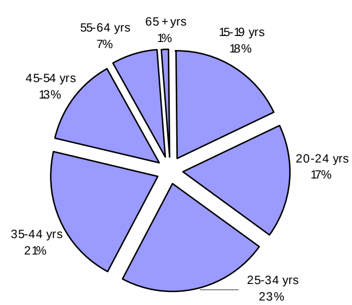
Top 3 Employers*

Maple Leaf Sports and Entertainment

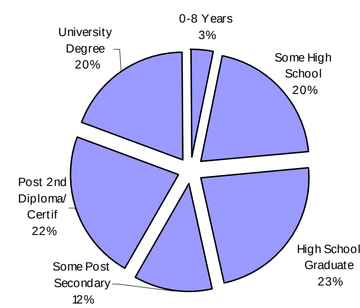
Metro Toronto Convention Centre

Roy Thomson Hall

Cluster Employment by Age**



Cluster Educational Attainment**



*Based on City of Toronto Employment Survey – Study Area **Based on Statscan Labour Market Survey - CMA

Figure 40 – Hospitality and Tourism Cluster Segment Profile

Hospitality & Tourism II

Accommodation & Food Services

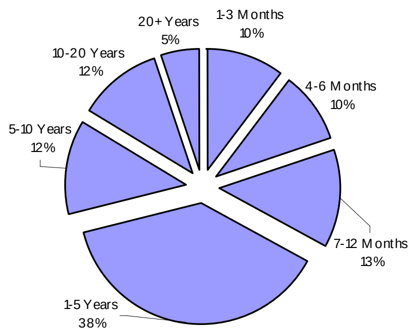
CLUSTER OCCUPATIONS (SKILL)**

Sales & Service **(C)**	25.9%
Management **(0)**	21.1%
Food & Beverage Service **(C)**	18.9%
Chefs and Cooks **(B)**	13.4%
Cashiers **(D)**	6.8%
Travel & Accommodation **(C)**	2.1%

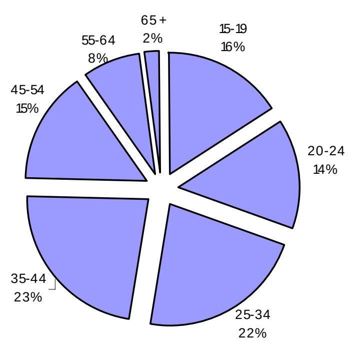
CLUSTER WAGES**

Median Wage/Hr	$10.00
(Index vs CMA)	(0.59)
Avg Wage/Hr	$11.45
(Index vs CMA)	(0.60)
% Self-employed	13.2%
% Unionized	11.9%

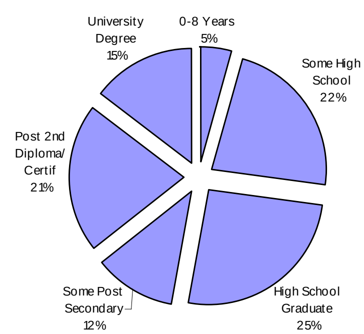
CLUSTER EMPLOYMENT BY TENURE**



CLUSTER EMPLOYMENT BY AGE**



CLUSTER EDUCATIONAL ATTAINMENT**

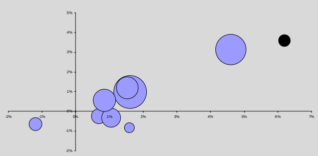


*Based on City of Toronto Employment Survey – Study Area **Based on Statscan Labour Market Survey - CMA

Figure 41 – Community and Civic Cluster Segment Profile

Community & Civic

Downtown and Central Waterfront Clusters



General Civic Associations

Business Associations

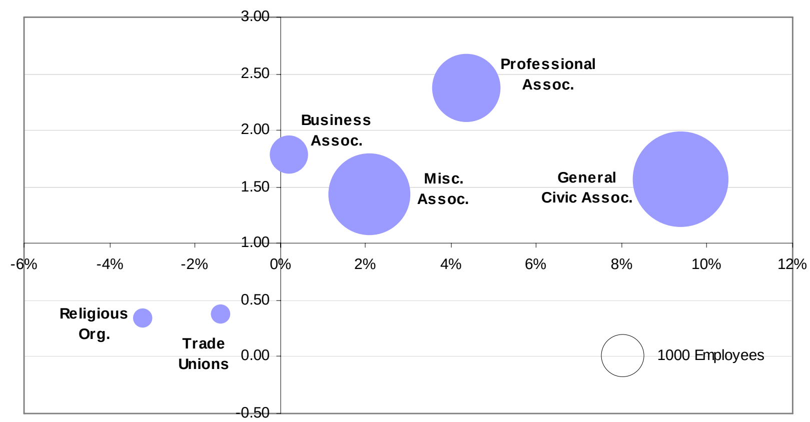
Professional Associations

Trade Unions

Religious Organizations

Misc Associations

ESTIMATED GROWTH SHARE MATRIX



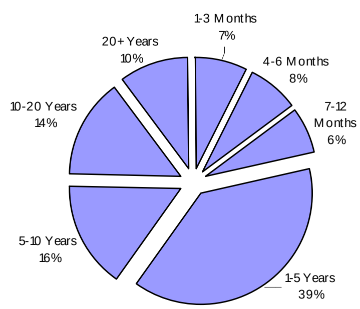
CLUSTER STATISTICS – STUDY AREA*

Employment (2003)	11,292
Employment Growth (CAGR 1995-2003)	6.2%
Location Quotient (LQ)	1.46
Net Employment Change (1995-2003)	4311
% of Study Area Employment	3.0%
Employment Growth in Toronto (CAGR 1995-2003)	3.6%

CLUSTER OCCUPATIONS (SKILL)**

Clerical **(C)**	20.3%
Managers **(0)**	17.7%
Judges, Lawyers, Psychologists, Clergy,... **(A)**	18.2%
Paralegal & Social Workers **(B)**	9.7%
Art & Culture Professionals **(A)**	7.8%

CLUSTER EMPLOYMENT BY TENURE**



CLUSTER WAGES**

Median Wage/Hr	$18.71
(Index vs CMA)	(1.11)
Avg Wage/Hr	$20.90
(Index vs CMA)	(1.09)
% Self-employed	50%
% Unionized	12%

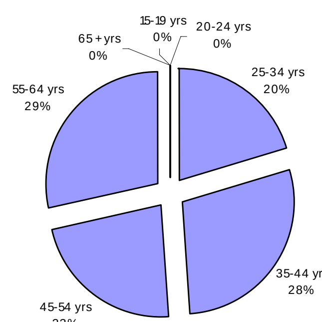
TOP 3 EMPLOYERS*

Toronto Blue Jays Baseball

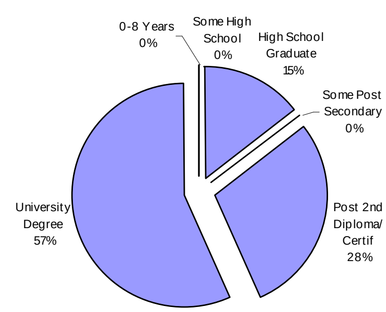
Toronto Community Care Access Centre

Goodwill Industries of Toronto

CLUSTER EMPLOYMENT BY AGE**



CLUSTER EDUCATIONAL ATTAINMENT**



*Based on City of Toronto Employment Survey – Study Area **Based on Statscan Labour Market Survey - CMA

Table 43: Cluster Segment Employment Dynamics

Type of Business	Total Emp. 1995	Total Emp. 2003	LQ 2003	% of Study Area Total Emp. 2003	Net Change of Total Emp. 1995/2003	% Change 1995-2003 (CAGR)	% Change 1995/2003 City (CAGR)
Bank & Trust Branch	4,709	3,140	0.79	0.8%	-1,569	-4.9%	-4.2%
Bank & Trust H. O.	38,533	42,449	2.40	11.2%	3,916	1.2%	1.7%
Investment Services	14,111	19,141	2.77	5.1%	5,030	3.9%	3.7%
Financing	4,358	6,874	1.52	1.8%	2516	5.9%	6.7%
Insurance Co.	13,676	13,854	1.78	3.7%	178	0.2%	-1.2%
Other Insurance	1,572	2,050	1.80	0.5%	478	3.4%	-2.1%
Financial Services	**76,959**	**87,508**	**2.08**	**23.1%**	**10,549**	**1.6%**	**1.0%**
							0.0%
Law Firms	16,523	19,615	2.51	5.2%	3,092	2.2%	1.7%
Accountants	5,648	5,814	1.72	1.5%	166	0.4%	0.3%
Mgmt Consultants	5,291	9,949	1.74	2.6%	4,658	8.2%	4.6%
Adv Agencies	3,667	5,682	1.64	1.5%	2,015	5.6%	5.9%
Pub Rel's Consult	495	1,083	1.54	0.3%	588	10.3%	13.7%
Photo & Graphic Arts	1,443	1,658	1.20	0.4%	215	1.8%	-2.0%
Personnel Services	2,166	1,883	0.91	0.5%	-283	-1.7%	-0.2%
Computer Services	5,075	10,592	1.30	2.8%	5,517	9.6%	8.3%
Other Bus Services	7,576	12,342	0.99	3.3%	4,766	6.3%	1.9%
Technical Services	3,373	4,835	0.93	1.3%	1,462	4.6%	3.4%
Business and Professional Services	**51,257**	**73,453**	**1.46**	**19.4%**	**22,196**	**4.6%**	**3.1%**
							0.0%
Film/Video/Audio	1,833	4,661	2.05	1.2%	2,828	12.4%	8.5%
Radio/T.V. Stations	7,922	7,217	1.39	1.9%	-705	-1.2%	-0.3%
Newspaper Publish	4,184	3,866	2.56	1.0%	-318	-1.0%	-1.9%
Book Publishers	654	647	0.66	0.2%	-7	-0.1%	3.9%
Periodical Publishers	1,381	647	1.67	0.2%	-734	-9.0%	-10.4%
Printing	1,123	1,026	0.46	0.3%	-97	-1.1%	-3.3%
Publishing, Print & Media	**17,097**	**18,064**	**1.44**	**4.8%**	**967**	**0.7%**	**-0.3%**
							0.0%
Dr./Dental/Optic/Phys	4,169	6,326	0.64	1.7%	2,157	5.4%	2.3%
Laboratories	619	714	0.63	0.2%	95	1.8%	-3.3%
Hospitals	24,780	27,257	1.41	7.2%	2,477	1.2%	2.0%
Other Health Services	2,883	2,871	0.91	0.8%	-12	-0.1%	0.1%
Pharmacy	916	1,076	0.44	0.3%	160	2.0%	-0.5%
Homes for Aged	1,201	780	0.21	0.2%	-421	-5.3%	-1.3%
Health & Social Care	**34,568**	**39,024**	**0.98**	**10.3%**	**4,456**	**1.5%**	**1.2%**

Type of Business	Total Emp. 1995	Total Emp. 2003	LQ 2003	% of Study Area Total Emp. 2003	Net Change of Total Emp. 1995/2003	% Change 1995-2003 (CAGR)	% Change 1995/2003 City (CAGR)
Nursery, Kindergarten & Daycare	495	343	0.21	0.1%	-152	-4.5%	-1.4%
Public Schools	1,219	1,374	0.17	0.4%	155	1.5%	-0.2%
Private Schools	312	462	0.14	0.1%	150	5.0%	0.7%
Community Colleges	684	1,110	0.41	0.3%	426	6.2%	1.4%
Universities and Polytechnical	9,846	7,689	1.83	2.0%	-2,157	-3.0%	-4.5%
Other Public Educational	585	133	0.28	0.0%	-452	-16.9%	-9.3%
Private Colleges	50	119	0.48	0.0%	69	11.4%	14.2%
School of Arts	319	394	1.56	0.1%	75	2.7%	4.1%
Libraries	681	657	0.94	0.2%	-24	-0.4%	-2.8%
Vocational Institutes	709	768	0.66	0.2%	59	1.0%	4.0%
Other Private Educational	1,025	1,417	0.69	0.4%	392	4.1%	4.4%
Education & Knowledge Creation	**15,925**	**14,466**	**0.58**	**3.8%**	**-1,459**	**-1.2%**	**-0.7%**
							0.0%
Wholesaling	921	637	0.15	0.2%	-284	-4.5%	-2.5%
Sales Reps	5,551	7,144	1.16	1.9%	1,593	3.2%	0.7%
Mfg's Reps	867	548	0.30	0.1%	-319	-5.6%	-1.2%
Wholesale & Trade	**7,339**	**8,329**	**0.69**	**2.2%**	**990**	**1.6%**	**-0.8%**
Other Personal Services	453	680	1.17	0.2%	227	5.2%	1.3%
Department Stores	3,467	2,514	0.75	0.7%	-953	-3.9%	-3.2%
Clothing/Shoes	4,895	5,586	0.96	1.5%	691	1.7%	1.4%
Food Retailing	3,177	4,645	0.46	1.2%	1,468	4.9%	-0.7%
Consumer Services	6,367	6,454	0.52	1.7%	87	0.2%	-0.9%
Other Retail	8,705	9,540	0.61	2.5%	835	1.2%	0.5%
Retail & Consumer Services	**27,064**	**29,419**	**0.61**	**7.8%**	**2,355**	**1.0%**	**-0.3%**

Type of Business	Total Emp. 1995	Total Emp. 2003	LQ 2003	% of Study Area Total Emp. 2003	Net Change of Total Emp. 1995/2003	% Change 1995-2003 (CAGR)	% Change 1995/2003 City (CAGR)
							0.0%
Restaurant/Tavern	19,755	21,415	1.08	5.7%	1,660	1.0%	0.8%
Hotel/Motel	10,045	10,784	2.01	2.9%	739	0.9%	-0.1%
Accommodation, Trade Services	2,946	1,241	1.26	0.3%	-1,705	-10.2%	-7.1%
Theatre	1,092	1,353	2.29	0.4%	261	2.7%	0.6%
Concert Hall	595	1,018	3.00	0.3%	423	6.9%	7.0%
Cinema	160	252	0.67	0.1%	92	5.8%	6.5%
Art Gallery, Museum	1,102	1,155	2.58	0.3%	53	0.6%	1.2%
Exhibition Hall	751	973	2.91	0.3%	222	3.3%	3.6%
Fairground, Amusement Parks	1,255	1,092	3.09	0.3%	-163	-1.7%	-1.7%
Indoor Stadiums And Arenas	931	2,009	2.58	0.5%	1,078	10.1%	10.9%
Other, Indoor Entertainment Ancillary	860	968	1.71	0.3%	108	1.5%	0.7%
Hospitality & Tourism	**39,492**	**42,260**	**1.41**	**11.2%**	**2,768**	**0.9%**	**0.6%**
General Civic, Associations	1,712	4,570	1.56	1.2%	2,858	13.1%	9.4%
Business, Associations - Offices	604	737	1.79	0.2%	133	2.5%	0.2%
Associations, Professional - Offices	1,509	2,289	2.37	0.6%	780	5.3%	4.3%
Trade Unions, Associations	325	221	0.38	0.1%	-104	-4.7%	-1.4%
Religious Organizations, Associations	676	185	0.34	0.0%	-491	-15.0%	-3.2%
Miscellaneous, Associations	2,155	3,290	1.44	0.9%	1,135	5.4%	2.1%
Community & Civic Organizations	**6,981**	**11,292**	**1.46**	**3.0%**	**4,311**	**6.2%**	**3.6%**

Table 44: Cluster Definitions - Correlations between Business Type and Job Type Data

Cluster	2003 City of Toronto Employment Survey (2- and 3-digit PRA Code)	2003 Statscan Labour Market Survey (2- & 3-digit NAICS Code)
Business and Professional Services	Law Firms (731) Accountants (732) Management Consultants (733) Advertising Agencies (734) Pub Relations Consultants (735) Photo & Graphic Arts (736) Personnel Services (737) Computer Services (738) Other Bus Services (739) Technical Services (74)	Professional, Scientific and Technical Services (54) Administrative and Support Services (561)
Financial Services	Bank & Trust Branch (721) Bank & Trust H. O. (722) Investment Services (723) Financing (724) Insurance Companies (725) Other Insurance (726)	Finance and Insurance (52)
Publishing, Print and Media	Film/Video/Audio (752, 753, 754, 758) Radio/T.V. Stations (751) Newspaper Publish (757) Book Publishers (755) Periodical Publishers (756) Printing (471)	Printing (323) Information and Cultural Industries (51)
Health and Social Care	Dr./Dental/Optic/Physicians (771, 772, 773, 774) Laboratories (775) Hospitals (831) Other Health Services (832, 834, 839) Pharmacy (611) Homes for Aged (156)	Health Care & Social Services (62)
Education and Knowledge Creation	Nursery, Kindergarten & Daycare (811, 821) Public Schools (812, 814) Private Schools (822, 824) Community Colleges (815) Universities and Polytechnical (816) Other Public Educational (817) Private Colleges (825) School of Arts (826) Libraries (863) Vocational Institutes (827) Other Private Educational (829)	Educational Services (61)
Wholesale and Trade	Wholesaling (69) Sales Reps (761, 769) Manufacturing's Reps (762)	Wholesale Trade (41)

Cluster	2003 City of Toronto Employment Survey (2- and 3-digit PRA Code)	2003 Statscan Labour Market Survey (2- & 3-digit NAICS Code)
Retail and Consumer Services	Other Personal Services (764) Department Stores (618) Clothing/Shoes (612, 613) Food Retailing (63) Consumer Services (64, 655, 656, 657, 658, 659, 676) Other Retail (62, 614, 615, 616, 617, 619)	Retail Trade (44) Personal and Laundry Services (812)
Hospitality and Tourism	Restaurant/Tavern (651, 652, 653, 654) Hotel/Motel (683, 684, 685) Accommodation, Trade Services (763) Theatre (931) Concert Hall (932) Cinema (933) Art Gallery, Museum (934) Exhibition Hall (935) Fairground, Amusement Parks (916) Indoor Stadiums And Arenas (937) Other, Indoor Entertainment Ancillary (939)	Arts, Entertainment and Recreation (71) Accommodation and Food Services (72)
Community and Civic	General Civic, Associations (791) Business, Associations – Offices (792) Associations, Professional – Offices (793) Trade Unions, Associations (794) Religious Organizations, Associations (795) Miscellaneous, Associations (796)	Religious, Grant-Making, Civic, and Professional and Similar Organizations (813)

Clusters of Opportunity

The preliminary cluster analysis of the Downtown and Central Waterfront has identified nine industry cluster segments that have significant impact on the local economy. The evaluation has been based on three criteria that indicate strong economic performance – employment size, average annual growth and concentration. However, further analysis is warranted to determine the set of clusters that have the potential to generate employment opportunity for youth and low-skilled residents – two target groups that local employers find challenging to employ.

In recent surveys[112] of downtown businesses adjacent to the Regent Park study area, significant opportunities for entry-level employment across a range of industries was identified. Of the 153 businesses interviewed in the Old Town area (Yonge St. in the west, Queen St. and Shuter in the north, the Don River in the east, and the railway embankment in the south):

[112] Leger Marketing, *Local Employer Study - Recruitment Practices*, prepared for the South East Downtown Economic Redevelopment Initiative, 2004; Tom Zizys, *Riverdale Labour Market Survey*, prepared for the South Riverdale Revitalization Project, 2004

- 40% had entry level positions in their business and 59% anticipate adding entry level positions in the near future
- 27% have hired local residents (26% currently employ local residents in entry-level positions/50% currently employ local residents in non-entry-level positions)
- 67% have hired youth (31% currently employ youth in entry-level positions/ 17% employ youth in non-entry-level positions
- Just over 20% have hired 'marginalized' populations
- 1/3 of the companies have up to four entry level job positions at their company, however 60% do not have any entry level jobs

Of the 96 employers interviewed in Riverdale:

- a total of 260 job vacancies in the past year were reported, of which exactly half (130) were entry-level positions
- some sectors showed limited job vacancies and limited entry level positions (for example, Manufacturing, Printing, Publishing), while others showed large number of vacancies but a limited proportion of these being entry level positions (e.g., Social Services). Still others showed a moderate number of vacancies and a high proportion of these being entry level positions (e.g., Retail and Wholesale).
- firms with over 100 employees, of which three were surveyed, had over 90 vacancies, of which 21 were entry level positions
- Over two-thirds (68.8%) of the employers surveyed had employed youth and, in general, had been satisfied with the experience across a number of criteria.
- More than half (58.3%) of the employers surveyed had employed newcomers and their satisfaction levels with newcomers were higher than those exhibited in the case of youth, sometimes as much as twice as high.
- In an additional long-form survey of 19 businesses, 63.2% of employers reported hiring newcomers, while in the short survey, 57.1% reported likewise.

However, the studies also identified employer perspectives that suggest linking youth, new immigrants and low-skilled labour to local jobs is extremely challenging. In the Old Town area, key findings included:

- Most job-creating companies feel that some of their new positions may be appropriate for youth applicants (57%), but far fewer felt this way about applicants with extended unemployment (37%), job training program experience (37%) or reliance on the shelter system (22%)
- Most companies (62%) require high school education
- Hiring is driven by skill/ability requirements – hiring local is not a deciding factor by more than 15% of businesses
- Only 9% have experience with employment agencies and there is a poor likelihood of future use
- 45% of part time positions are paid less than 10/hr
- 75% of employers don't find hiring locally to be important

In Riverdale, similar findings included:

- "Word of mouth" and "Employee recommendations" rank highest as ways that employers find new employees. This corroborates the anecdotal view of many people looking for work, that getting a job depends on "who you know" or "connections." For individuals lacking access to the appropriate social networks (in particular youth and newcomers), this makes it that much more difficult to access employment.
- Hiring employees from the local area (within a 15 minute drive of the firm) was not a burning issue for employers, with 47% saying it was not important (based on long-form surveys)

While these recent employer surveys provide an indication of the opportunities and challenges facing Regent Park residents in gaining employment locally, they represent a broad range of diverse industries. Building upon the cluster-based framework presented above, a more targeted approach can be incorporated to determine which cluster segments within the broader Downtown and Central Waterfront area are actively employing youth and lower-skilled labour. This provides the foundation for a much more strategic approach to linking the skillsets of Regent Park residents to employment opportunities in clusters with good growth prospects. Understanding the occupations and their required skillsets within the clusters is the first step in more effectively meeting the needs of employers.

There are a number of sectors within the study area that accommodate low barriers to entry in terms of educational attainment. High percentages (over 20%) of occupations that require only some secondary school are focused within three clusters (see Figure 42), representing a range of sales, cashier and labourer occupations. These clusters also provide substantial job opportunities for youth (see Figure 43):

- Hospitality and Tourism (Particularly in Food Services and Drinking Places);
- Publishing, Print and Media (particularly Motion Picture and Sound Recording); and
- Retail and Consumer Services.

Opportunities for employment significantly expand for high school graduates in the clusters above, as well as three additional clusters including:

- Health and Social Care (particularly in Nursing and Residential Care Facilities, and Social Assistance);
- Business and Professional Services (particularly Administration and Support Services); and
- Wholesale and Trade.

Conclusions from Section IV – Economic Opportunities

In addition to the medium-term supply of jobs derived from the Regent Park construction of Regent Park, long term job opportunities exist in the East Downtown. The local economy offers many job prospects through the conventional job market. There are many more long term jobs that will emerge through the redevelopment from employment in new commercial space resulting from the development. These opportunities exist for the full range of ages, skills and educational attainment.

However, the opportunities present in the east downtown will not be realized in the absence of systematic efforts to achieve them. The recommendations in Section III of this report, which outlines the most effective mechanisms for realizing the potential benefit of construction jobs, will also produce the necessary change in structure to supporting long-term employment goals. Critical among which is the establishment of strong relationships between employment services providers and employers. Local employment sectors that are growing in the downtown area offer a full range of part-time and full-time opportunities for all age groups, educational backgrounds.

Opportunities also exist for employment through economic development efforts and entrepreneurial activity made possible by the new market created through the construction of 3,000 new homes. Realizing the potential of these opportunities requires programs to encourage entrepreneurial practice and support it with skills and concrete assistance. The redevelopment will fail to produce economic development successes in the absence of these programs. The first step is a detailed exploration of the most promising candidates for economic development.
There is a clear interest in creating a local market, childcare services, a resale business for used building materials resulting from the demolition and business incubator space. They also require a host for those programs. As outlined in Section V, The Regent Park Resident Council, a resident-based community development organization has already begun work on supporting employment and encouraging economic development. While they remain in a transitional stage, reforming as the Regent Park Neighbourhood Initiative, they are the most logical base for this work.

Recommendations from Section IV

Recommendation 6

That the integrated employment system created by the pilot project outlines in Recommendation III develop relationships with employers to ensure that the training and preparations undertaken by job-seekers lead to real jobs, preferably in the context of a firm employment agreement that commits service providers to specific training programs, and commits employers to hiring from the pool of graduates from those programs.

Recommendation 7

That actors in the integrated employment system begin forming their relationships with employers by approaching sectoral associations and major sectoral leaders in fields where the largest blocks of employment appropriate to local skills exist, where youth employment is high and where opportunities for advancement are clearest.

Recommendation 8

That feasibility studies be carried out for an open air market, a demolition materials resale business, and expanded child care services, to determine the viability of these options as economic development activities in the East Downtown.

Recommendation 9

That Toronto Community Housing consider including business incubator work space among the public spaces developed in the new Regent Park.

SECTION V: STAKEHOLDERS VIEWS OF THE EMPLOYMENT SYSTEM

Results of Consultations on the Draft Report

The research of this project has led the consultation team to recommend that an holistic, strategic approach to employment and economic development be taken in the Regent Park area. During June and July 2005, these recommendations have been presented to various stakeholders in the community for their input and insight. Stakeholders consulted included local residents, business associations, residents associations, leadership from local community agencies, representatives from the various government funding programs serving the community, labour unions and potential employers from the development sector.

Low Income Residents Want a More Functional System

During June 2005, Community Animators led interviews, focus groups and meetings with more than 500 people to discuss their views on possible recommendations regarding possible changes to the system of employment and training supports. Animators reached out to residents in English, Bengali, French, Chinese, Somali, Spanish, Tamil and Vietnamese and specific teams also reached out to youth, the Afro-Caribbean/Afro-Canadian community and to residents outside of Regent Park. Public Interest also reached out to people in the disabled community, including residents of St Jude Community Homes[113] and the Homeless community, through the City of Toronto's Seaton House[114]. Residents of low cost housing in the catchment area are generally frustrated by the difficulties they face finding a job and supportive of changes that would streamline the employment support system and help them find stable employment. There was very little disagreement within or among the communities. There are differences of opinion about whether or not focusing training or job development resources in certain specializations is a good risk given the urgency of people's job search.

All agreed that unemployment and underemployment are significant problems in their community. Everyone knows someone who is struggling to find work or trying to get a better job. Many of the consultation participants were themselves looking for work. Residents expressed frustration with many of the characteristics of the new, non-traditional labour market described in Chapter 1. Members of the Bengali community noted that many people work part time because they cannot find full time work, or that people take jobs for which they are overqualified in order to support their families. Members of the Afro-Caribbean/Afro-Canadian community noted that employers often promise more hours than they assign to new hires. The Tamil and First Nations communities specifically identified the shift to contract work as a problem; the Bengali community are frustrated by seasonal work placements.

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[113] St Jude Community Homes provides supportive housing to single adults with psychiatric difficulties who live in 36 self-contained bachelor units.
[114] Seaton House provides emergency accommodation to 300 men.

Residents identify employer prejudice as a major impediment to work. There is believed to be a particular stigma attached to living in Regent Park among employers; as evidenced by many stories of employers specifically rejecting residents upon learning where they live.
English speaking residents and youth in Regent Park identified a bias against local hiring amongst local employers; the dearth of local hiring by local agencies such as Toronto Community Housing and the Regent Park Community Health Centre was also raised by the Bengali and Tamil communities. Youth without English as a first language note that they may have the ability to do the job on offer, they do not have sufficient confidence in their English language skill to pass the interview. Older workers in the Vietnamese and Spanish communities find their age makes them undesirable to employers.

Residents Want More Information

Participants in almost all of the groups agreed that job seekers need more information about jobs and support programs. Even English speakers do not know where to go for employment related services and supports. There was agreement in the Bengali community that they do not know of any agencies that can give people jobs. African-Caribbean-Canadians described both social service agencies, and the job postings they have available, as hidden; they would also like to know how to access hidden support programs. English speakers in and out of Regent Park also asked what supports currently exist.

Most residents of St Jude Community Homes were aware of sheltered workshops and specialized programs for consumer-survivors, and many have experience with those programs. Some expressed a desire for more access to mainstream work opportunities and work that was less repetitive.

The Spanish community was the only group not to complain of being unaware of services. This may be because there are a number of Spanish-speaking workers at Dixon Hall serving the community.

Having information in multiple languages is very important to non-English speaking communities. The Chinese community noted that they cannot wait until they can speak and read in English to get a job. The Tamil community agreed that their members can often speak English before they can read, so having written materials in Tamil is important.

Residents named websites, community newsletters and flyers or conventional advertising as the best ways to receive information. Some residents noted that information could be circulated by mail.

However, in discussion, many residents emphasized the importance of personal contacts and word of mouth as a way of receiving information. The Vietnamese community would like personal visits. The Afro-Caribbean community agreed that learning about programs from friends means getting an honest assessment of the program. In the Tamil community, personal referrals ensure that community members get to the most understanding and knowledgeable staff in the agency.

African-Caribbean-Canadians want information about program efficacy. They propose that programs be monitored and assessed on their clients' success getting and keeping jobs beyond three or six months and that the information be easily available to potential program participants.

Centralized Services

There is broad support for a centralized employment and training information centre. Residents in all groups want to receive information from a centralized location, though not necessarily in only one location. There is optimism that a central location would be able to keep more accurate and updated information than the scattered job boards or job search services that people are aware of. The Bengali community agreed that the current system is discouraging for people, because newcomers especially do not know where to go for specific services. Youth identified the need to have job postings, job search and training information available in the same location.

Many English speaking Regent Park residents need there to be a local, accessible office where they can come and meet with staff because they are not comfortable with computers or other automated access points.

Residents outside Regent Park and in the Somali community identified the need for centralized information to be available in many locations, particularly at agencies they already know.

Keeping transportation costs down was a rationale for centralization offered by all groups. Mothers and youth especially noted the difficulty in accessing supports if they are scattered and child care and travel are required.

The Vietnamese and Spanish communities expressed a need for programs to be open outside of regular office hours to accommodate people's varied employment schedules.

All groups expressed strong support for a single intake and assessment form across multiple agencies. Intake material should be available in multiple languages.

The Afro-Caribbean/Afro-Canadian and Anglophone communities emphasized the importance of having intake and assessment workers take the time to treat each person as an individual and make appropriate referrals. Anglophones identified the need to assist people with low literacy to complete the process.

Almost all residents strongly endorse the proposal that all agencies be linked and share intake and program information. The African-Caribbean-Canadian community and residents outside Regent Park emphasized the importance of confidentiality within the group of service agencies and would like participants to have access to the same database, including their personal information (kept secure with a password).

Spanish speaking respondents would be comfortable having information shared between collaborating agencies providing service. Residents outside Regent Park also suggested a central, password protected computer database would be an appropriate tracking and coordinating tool for use by program participants and agencies. However, the Chinese community expressed concern with the notion of being referred somewhere else, or to further locations to receive assistance.

Expanding Eligibility for Employment & Training Programs

There is a consensus that employment and training programs should be open to anyone of any age. Some Anglophones expressed the view that even the possibility of restrictions will discourage potential participants.

Members of all groups have experienced problems accessing services and programs because of eligibility restrictions. There is particularly frustration that many programs are only available to youth, Ontario Works, or Employment Insurance recipients. The Somali and Tamil communities identified the problem of people on low incomes outside of those groups often not being able to afford the tuition loans required to obtain unsubsidized training. The Spanish community wants to ensure that programs are available to non-Canadian citizens.

Youth are willing to participate in training with adults, but felt that there should be a minimum quota of training placements for youth.

Women in the Tamil community expressed frustration that the Career Steps program offered by the federal government has only a two year window of eligibility for new immigrants. Many women do not feel sufficiently established within those two years to begin looking for training or work before their eligibility has expired.

Members of the Afro-Caribbean/Afro-Canadian community especially noted the absence of programs for people 30 to 44 years old or for people already working. The First Nations community feels that they do not qualify for most of the programs offered through employment centers. It was also mentioned that Miziwe Biik offers employment services locally to the First Nations community.

Many English speakers expressed an unwillingness to participate in training programs or employment if participation would negatively impact participants’ existing employment or Ontario Works income.

Providing Social Supports to Assist Job Seekers

There was near universal support for social support to assist low income residents overcome barriers to employment. Child care and transportation were mentioned by almost all groups. The need for other counselling supports was also mentioned in many groups.

One of the clearest and most pressing needs of all groups was affordable, culturally appropriate, twenty-four hour child care. Most groups reported that unsubsidized child care costs as much per day as some people can currently earn. People working part-time have particular challenges finding and keeping child care because they are not eligible for subsidized child care and there are no child care centers open past 6 p.m. A single mother outside Regent Park reported leaving older children to care for younger ones in the evening because unsubsidized child care costs as much per day as she earns. Bengali women expressed concern that they do not want to leave their children in child care centers that do not commit to providing halal food. The Somali community noted that some people have to refuse employment offered to them because they cannot arrange child care. For one group of Afro-Caribbean-Canadians, child care was the first issue raised in the discussion because without on-site child care it is particularly difficult for single parents to work, especially if they have more than one child and are obliged to juggle different child care arrangements.

Transportation was also an issue raised in many groups. The cost of TTC fare to and from work can be prohibitive for people making minimum wage. Youth and the Afro-Caribbean/Afro-Canadian community noted that with low wage work, the first hour of work pays for transportation costs; a particularly significant barrier for people working less than full time, or with many short shifts. Members of the Spanish community expressed frustration that they cannot afford to buy a Metropass at the beginning of the month and must therefore buy tickets or tokens at a higher per-ride cost. A subsidized Metropass, week long passes or an incremental payment plan for the monthly pass were all supports proposed by the Spanish community. The Afro-Caribbean/Afro-Canadian community noted that some available jobs are very far away and that means spending even more time away from home and family. The Vietnamese community recommended that they would be able to obtain work if there could be a shuttle bus from a local subway station to the factory.

Post-employment supports such as stress management, money management and drug addiction support were other types of support needs mentioned in the Tamil, Bengali and First Nations communities. Money or access to appropriate work and interview clothing was identified as a needed support by the Spanish and Anglophone communities.

English speaking residents in Regent Park expressed anxiety to taking on full-time work after being unemployed. Juggling new routines, work responsibilities and child care arrangements is potentially highly stressful. One asked the question, “what if I’m not able to work 8 hours a day, can I go home after 5 hours?”, an issue also raised by the residents of St. Jude Community Homes. The residents of St Jude Community Homes noted that the transition to full-time work can be difficult and that they would require support negotiating special consideration with employers. Job sharing was proposed as an appropriate way to manage some of the stresses of full-time work.

Meaningful Training, Skills Development and Job Search Support is Needed

Residents have mixed views on the merits of training programs that are not linked to specific jobs. Some people recognize the need for basic skill development in computers, literacy or academic upgrading. Almost everyone knows people who have taken training that did not lead to work. Most people would prefer programs that include a job placement component.

Youth identified a need for assistance in the job search, including preparing for interviews with information on what to do and say and rehearsals. English speaking adults also identified this as a need, particularly for people who have not worked in a long time.

In the Bengali community, while almost all agreed that education and skill training is the way to get more people working there was also bitterness that the only people who get jobs out of training programs are trainers. Concern that training doesn't always lead to employment was also prevalent among Spanish speakers.

English-speakers outside Regent Park expressed great enthusiasm for skills upgrading training and a desire to take training, but identified a need for assistance negotiating time for training with their current employers.

Most English-speaking residents, both inside and outside of Regent Park felt that skills upgrading programs would be helpful in getting people work, provided there are not long waiting lists for training programs. Youth also expressed support for all kinds of training programs; many felt that education and upgrading will help people get better jobs. There is some concern that training is only accessible if people can be assured of income during the training or if it is available at different times of day. Some residents outside Regent Park expressed a preference for volunteer training rather than paid training.

The Chinese community supported training linked directly to jobs, shaped to meet the needs of employers, as did youth and the residents of St Jude Community Homes. The African-Caribbean-Canadian community also expressed support for training programs that upgrade skills but emphasized the importance of immediate job placement so that newly learned skills can be solidified rather than lost. The group also emphasized the need for unrestricted eligibility; otherwise the people who would be interested in the programs would not be able to participate. Based on past experience, the Afro-Caribbean/Afro-Canadian group expressed suspicion that a free program or one that offers a training wage would be credible with employers.

Conversely, youth expressed a preference for paid on the job training. In many groups, there is suspicion of unpaid placements and volunteer positions. The Tamil community expressed frustration that "everything is volunteer"; there is not work available. Afro-Caribbean Canadians also expressed frustration with the volunteer requirements of Ontario Works. The Bengali community notes that job experience of only a few weeks is not sufficient experience to obtain a job, First Nations participants expressed concern that short term placements might increase depression.

Many people supported a proposal for paid, transitional jobs of short duration. A member of the First Nations community expressed concern that inconsistent employment (and income) can be depressing. Most in the Bengali community like the prospect of learning about different fields through transitional placements.

Employment Related Supports

There was widespread interest in post-employment supports among job seekers. Post-employment counsellors who would work with employers to explain accessibility and addiction issues or resolve issues as they arise were supported by the First Nations community. One member of the Vietnamese community reported that he knew someone who might have benefited from such a support. The Tamil community agreed that this would be helpful for some newcomers, but also asserted the need for employees to talk directly to their employers. Spanish speaking residents identified the need to have multilingual counsellors to explain employers' feedback to employees.

Job advancement is a significant issue in many communities. There is broad support amongst all groups for assistance and encouragement to employers to promote from within. It was mentioned in the First Nations community that employers should provide training to employees who wish to better their chances of promotion. All Afro-Caribbean/Afro-Canadian participants agreed that the cost of education and training is often a barrier to advancement. There is frustration that good jobs are monopolized by people with a university degree, even if others have the skills necessary to do the job. Job postings seem to require too many qualifications for the wages offered and for many jobs, a second (or third) language is required.

Amongst the Bengali and Somali communities, foreign trained professionals who have been in Canada 8-10 years have often given up on using their previous training, and require assistance either securing new credentials or applying their training to new disciplines. In the Tamil community, the problem of people not using their skills and training was also identified.

The First Nations community thinks both training and immediate job placements are important. Many agree that training and education should be the focus.

Sector Specific Employment Strategies

Discussion groups were split between those who felt efforts should be focused on a few sectors of employers and those who felt agencies should look at the whole job market. There was concern expressed in the Afro-Caribbean/Afro-Canadian community that focusing on particular types of jobs would exclude people.

The Somali community felt that a broad approach was necessary to increase the likelihood of finding jobs for more people. The Afro-Caribbean/Afro-Canadian community also preferred a broad approach, saying that this is the only way people can get the skills necessary to apply to any job they wish. All in the First Nations community felt that agencies should look at the whole job market, as did residents outside Regent Park. Vietnamese participants also supported the broad approach.

Almost all agreed in the Tamil community that specific training for specific jobs would benefit people. The Bengali community also supported a sector specific approach. Bengali women would like to focus on finding work that can accommodate their religious and cultural needs, for example developing businesses or work they can do from home.

The Chinese and Vietnamese communities identified people's need to take any job available to support their families, as did other groups. It was mentioned in the Chinese discussions that while it is good to start working, people can't stay in low paying insecure jobs for so long.

Most in the Tamil community agreed that an investment in training for low skilled workers is worth the time because it will allow people to get better jobs. Bengalis note that without a diploma it is very hard to succeed and so education is important. Many English speakers in the study area agreed that employment services should focus on providing more education and skills training so people can get permanent and secure jobs. It was also mentioned that there are people for whom traditional classroom studies are unappealing but home based learning might be more successful. English speakers also noted the importance of basic literacy training for some people.

Regent Park residents expressed particular interest in the following types of work / sectors, in order of declining popularity:
- community service: social worker, old age home, home care, child care
- medicine: doctors, nurses, hospitals
- office work
- food service
- construction
- banking
- customer service

The Regent Park Resident Council/ Regent Park Neighbourhood Initiative

Although awareness of the Regent Park Resident Council or Regent Park Neighbourhood Initiative was not high in some groups (English speakers, Youth, First Nations), there was general agreement that the RPRC/RPNI should support the employment services in the community. There was particularly support in the Tamil and Chinese communities for the RPRC/RPNI to ensure residents have accurate information about employment programs and services. It was mentioned with concern in the First Nations community's discussion that that these activities might take away from the RPRC/RPNI's other work.

Four types of community economic development support were proposed to residents: A market for local people to sell goods and services; Low rent office space and other supports for new businesses starting out; Social enterprises like a moving company that would hire local residents; Worker co-operative businesses that are owned by the employees.

While all the options received support, the most popular proposal was for support for small businesses, including low rent office space. For youth, entrepreneurship offers the possibility of working without a boss and keeping the money earned. Tamils agreed that business skills are very important, members of the community hope to open restaurants, daycares, and banks. Some members of the Chinese community had previously dismissed the idea of entrepreneurship as too risky, but appreciate the possibility of receiving advice and support during start-up. The Somali and Spanish communities also favour loans and other supports for entrepreneurship. The Spanish speaking community is split between whether additional resources should go to social enterprises or an urban market.

The second most popular option was for social enterprises that would hire locally. Youth suggested a painting company to paint the new apartments of the redevelopment. Youth expressed a strong desire for jobs in the community - particularly ones with a future career path – which they feel do not currently exist.

The Tamil community agreed strongly that the RPRC/RPNI should help the people, and play a role in employment and training. One suggestion was to give people information that is up to date about jobs and training programs. The Tamil community also strongly supported the view that jobs in cleaning, and security in the community (e.g. in Toronto Community Housing units and the redevelopment) should go to local residents, not outside workers.

People living outside Regent Park are split between the various community economic development options proposed, with support for new entrepreneurs most strongly supported. One group noted that an Urban Market could be a tourist attraction, especially since local purchasing is becoming more popular.

English speaking residents of Regent Park like the idea of local people selling goods and services; they believe it will give residents a sense of pride to work in their community. They would especially support large social enterprises that would hire locally, such as a grocery store, coffee shop, or Canadian Tire store.

The Bengali community strongly supports all the ideas, and is particularly interested in culturally appropriate business opportunities for women that would allow them to work from home. Working from home was a desire of many residents; it is perceived as a good way to make money while caring for children. One specific suggestion from the Bengali community was to arrange clothing manufacturing piece work, such as making hospital robes; this suggestion was also made in the Vietnamese discussion group.

Another suggestion from the Bengali community was for a social enterprise that would provide translation and interpretation services.

Vietnamese residents suggested other possible social enterprises that could be started using the existing skills of residents, including: a second hand store, a hair or beauty salon.

Afro-Caribbean Canadians strongly support social enterprises because they would be more likely to provide entry jobs for people from the community without other work experience.

The First Nations community believe that supporting new businesses with entrepreneurship support and a market for local wares would allow everyone to prosper. It was mentioned in this group that Toronto Community Housing currently limits the economic activity of residents by prohibiting lawn sales in Regent Park.

Residents of St Jude Community Homes support the proposals for social enterprise and reported some satisfaction with past entrepreneurship activities. Concern was expressed in the group that a Worker's Co-operative might require an initial investment by members, and that would be out of reach of residents on ODSP.

Seaton House residents expressed strong support for social enterprise projects and frustration with their current capacity to engage in entrepreneurial activities. Many people agreed that while they have some particular skill at a trade or industrial art, they do not have anywhere to practice their skill, store tools, or the marketing ability required to attract customers. There was strong support for entrepreneurial assistance that would include work space and marketing assistance.

Disincentives to Employment Experienced by Residents

During many community discussions various disincentives to employment were identified by residents, though there were no specific questions about the topic in the discussion guide. Residents are very eloquent on the barrier to employment they experience.

Regulations that ensure RGI rents increase in concert with increased income were particularly named by residents. One member of the Spanish community feels that rent calculations should also take family size into account. Others report that if contract employment is uncertain, then people would rather quit than risk losing eligibility for a subsidy after a year's employment.

Ontario Works clawbacks also discourage people from taking or keeping work. Services like Drug Benefits and subsidized child care are more valuable than the income people can obtain in low wage jobs.

Low income job seekers face a disproportionate increase in expenses when they start to work. Many people feel that most of the jobs available to them do not offer enough money to be worth taking.

Community Associations Want a Healthy Local Economy

Consultations also included meetings with members of the Old Cabbagetown Business Improvement Association (OCBIA), Corktown Business & Residents Association (CBRA), Toronto East Downtown Neighbourhood Association (TEDNA) and South East Downtown Economic Revitalization Initiative (SEDERI).

The OCBIA is focused on supporting small business and commerce among its members, primarily along Parliament Street. Event planning, promotion and assistance negotiating government rules are activities currently undertaken by the OCBIA to support its members. The OCBIA would like to see retail extended along Parliament Street from Gerrard Street south. OCBIA staff indicate that businesses in the area would probably be interested and supportive of efforts to build small business in the adjacent community, and may be able to provide some assistance to new small entrepreneurs. The OCBIA is concerned that a “superstore” type grocery store would threaten its small retail and convenience store member businesses, just as they were against the Home Depot at Parliament and Queens Quay. The OCBIA would like to see “ma & pa” retailers along Parliament Street, as they are more likely to hire locally.

The Old Cabbagetown Business Improvement Association is open to discussions about ways their business members can assist in removing barriers to employment. As a first step, they have added a “jobs” section to the OCBIA website that will be flexible and free for the merchant and applicant. At the moment, members do not know who the potential employees are or where to go to hire them. Some OCBIA members may be potential employment partners, for example, Daniel et Daniel has a substantial workforce.

The Corktown Business & Residents Association would like to see measures that will keep businesses along Queen Street. They are concerned that the local population is insufficient to support local businesses, as evidenced by the decreasing number of retail establishments in their neighbourhood. Ensuring that there is sufficient parking to support retail is a concern for the group. Meeting attendees expressed mixed feelings about prospects of hiring from a local employment or temporary agency. On the one hand, a number of members currently hire local residents from Regent Park for odd jobs, on an occasional or semi-regular basis. On the other hand, members expressed a tendency to source contractors and other service providers city-wide to find the best price.

The Toronto East Downtown Neighbourhood Association is primarily a residents’ group. Their membership is particularly interested in ensuring that retail serving the needs of their community is attracted into the area. Most of the retail needs identified by the group several years ago, including a grocery store and pet store, have been filled through concerted efforts by the group to attract new businesses.

Labour Unions Support Employment Programs That Are Effective Tools For Residents And Fair To Their Members

Meetings were held with representatives of the Building Trades Council, the Labour Council of Toronto and York Region, to explore the impact of job creation and training programs in the construction field. Interviews were also held with representatives of CUPE Local 416 and CUPE Local 79 who represent the staff who work in Toronto Community Housing and where job creation opportunities may also exist.

Concern was expressed about the effectiveness of some forms of employment and training programs in the construction field. One common model of local job creation programs is less a program than a contract compliance requirement. Local employment initiatives direct their developers and general contractors to hire a specific proportion of their workforce locally. This model is ineffective for two reasons.
First, it lacks the supports needed to make the initiative successful over the long term. People seeking employment under this model may lack skills that are necessary to employment and there is no mechanism for providing it. Applicants that are hired may lack other skills that make sustaining employment difficult, but post employment supports are not provided. There are costs associated with employment, especially in construction trades, that must be covered prior to beginning work, including boots, tools, union dues, training fees, transportation, which people experiencing long term unemployment are unable to pay.

Second, it lacks any process for ensuring that the goals of local employment are in fact achieved. Contract compliance models tend to be fulfilled indirectly, with developers directing general contractors to comply and general contractors directing subcontractors to comply. The diffusion of responsibility makes monitoring and enforcement difficult at best and the absence of penalties can cause employers to accept the loss of their local hires to the various impediments that obstruct sustained employment without undertaking vigorous efforts to compensate for that loss with a new local hire.

These barriers were confronted in the pilot project involved with the demolition of 30 Regent Street outlined on page 12 of this report. The pilot project confirmed that these barriers are unlikely to be overcome by applicants without the assistance of a robust program supporting the employment effort.

Efforts to employ local residents in the construction of the new Regent Park will clearly require a robust employment program with supports for residents, and effective monitoring mechanisms for employers. Given their extensive experience in the development of training and apprenticeship programs, the Building Trades Council and the Labour Council would ideally be directly involved in the development of these programs. Given their likely role in executing some portions of the programs, local service groups including the employment service providers and the RPRC/RPNI should also be involved in that process.

Opportunities are not evenly distributed throughout the construction trades. Some professions are oversupplied while others are undersupplied with apprentices. Labour organizations would have to be directly involved in the development of targets and employment strategies to ensure they reflected the real employment context for construction trades.

Representatives of the Labour Council point to fluctuations in demand for construction workers and fluctuations in the size of the workforce, and advise against overdependence on employment exclusively in construction. Access to alternate employment during downturns in construction is advisable especially for newer members of the construction trades.

Building maintenance offers an attractive alternative to employees training in the constructions trades, since there is a considerable overlap of skills. With 1,200 employees supporting 60,000 units of housing, Toronto Community Housing is a significant employer of skilled trades people and building maintenance staff. A process for promoting resident participation in building maintenance would provide valuable assistance in periods of instability in construction employment.

CUPE Local 416 represent outside workers employed at Toronto Community Housing. While Local 416 was in bargaining at the time of this writing and was not in a position to identify specifics of as yet unnegotiated models for training and apprenticeships, leadership from the Local expressed clear support for programs that ensured orderly intake and training, progressive development of staff and a commitment to hiring programs that were beneficial to low income residents.

Representatives from CUPE Local 79, which represents inside workers at Toronto Community Housing had a similar response to proposals on employment.

Both locals clearly had obligations to protect the interest of their members. Programs could not lead to the displacement of existing employees, bind the local to agreements that adversely prejudiced future negotiations, undermine a fair and equitable hiring process, or violate existing policies against the creation of two tier salary models which adversely affect levels of employment and levels of pay for full time permanent staff.

Given the positive overall response to creating training and employment programs that encourage the employment of Toronto Community Housing residents in Toronto Community Housing jobs, but the matching complexity of labour negotiations and employment policies, a process for developing a program that engaged labour, community service providers and training organizations such as community colleges, appears to be the best avenue for exploring the development of these programs.

Government Employment Program Funders Recognize a Need for Change

Consultations were held with the following government funders: the federal government's Human Resources and Skills Development Canada, the province's Ontario Disability Support Program (Ministry of Community and Social Services) and the Ministry of Training, Colleges and Universities, and the City of Toronto's Social Services Division, Ontario Works program.[115]

The overall reactions to the summary of findings and the recommendations were positive and there was general agreement among all the government funders. In terms of the diagnosis of the situation, as far as the fragmented and limited nature of many employment programs focusing on individuals with barriers to employment, as well as the limited ability of community agencies to offer a continuum of services and supports, there was broad agreement. The view that employment services better serve individuals with greater attachment to the labour market was acknowledged.

Some expressed the view that the report may have been too negative in its rhetoric as far as how it characterized the existing system, with limited acknowledgement of the extent to which changes underway might ameliorate some aspects of this general view, and that overall, there was in the system a demonstrable receptivity to innovation. As well, it was pointed out that the report focused almost exclusively on community sector services and did not touch on adult education services available through high schools and school boards. Finally, the report did not make mention of certain new initiatives that sought to address specific challenges, notably the Toronto Region Immigrant Employment Council, and the recently released Toronto Strong Neighbourhood Strategy.

All government funders agreed that there was a need for greater communication and greater coordination among government funders, to avoid unnecessary duplication, to allow for different programs and services to act in concert or to complement one another, and to allow the funders to identify collectively obvious gaps in the employment system and to devise ways to address these.

All funders agreed on the importance of, and the emphasis the report placed on, ensuring that there was a continuum of services that allowed individuals to proceed in steps to access and maintain employment. There was further agreement on the importance of coordinating a range of services and supports to assist individuals to overcome the various barriers to employment, and all agreed on the need for more enhanced post-employment supports.

[115] Human Resources and Skills Development Canada: Heather Young, Director, Toronto Centre Human Resources Centre Canada, Diane Kinney, Director, Toronto Homelessness Unit, and Sabrina Parnham, Service Delivery Manager, Toronto Centre Human Resources Centre Canada; Ontario Disability Support Program: Kerry-Ann Markle, Employment Supports System Manager; Ontario Ministry of Training, Colleges and Universities: Jan Hughes, Senior Manager (A) and June Fox-Casey, Manager, Operations Employment Preparation Unit; City of Toronto Ontario Works: Karen Wilson, Program Support Manager and Charmaine Duller, Community and Labour Market Manager.

Government funders recognized the diminished capacity of the community sector to engage in the kinds of developmental work that was necessary to advance local economic development or to promote significant innovation in employment services approaches, given their reduced access to core funding and limits on their own resources and the available time of senior staff.

All government funders wondered whether the community agencies in the downtown east area would be willing to consider a more integrated approach to the delivery of employment services, if this meant requiring more formalized, common procedures and practices that these agencies would need to embrace. These funders expressed the view that in the past these agencies had not had a good track record when it came to local collaboration.

Community Service Providers are Ready for a Transition to More Coordinated Service Delivery

The report was presented to representatives of employment program delivery agencies in the east Downtown on June 13th 2005. Representatives from Fred Victor Centre, RPRC/RPNI, Dixon Hall, Goodwill, Sherbourne Health Centre, the Yonge Street Mission, Toronto Christian Resource Centre, the Regent Park Resident Council/ Regent Park Neighbourhood Initiative and the Downtown East Community Development Collective. The representatives of the employment service providers expressed strong support for the conclusions of the report. There was a clear recognition of the overextension of the sector in the face of a large and growing demand from people with complex barriers to employment. Service providers conceded that they lacked both the means and the flexibility to make an immediate transition to the models of service provision called for in the study, but recognized the inescapable need to move in that direction quickly if the opportunities presented by the redevelopment of Regent Park and other public infrastructure were to be integrated into meaningful training and employment programs for local residents. Participants in the meeting were pleased to have specific, quantifiable corroboration of the barriers that they had identified through anecdotally monitoring of the challenges in the employment field.

A meeting was held with senior staff and executive directors of a number of the downtown east agencies.[116] As with the government funders, there was widespread agreement with the diagnosis of the situation, notably that the overall system of employment services does not well serve the needs of individuals with barriers to employment. For representatives of these agencies, the report's overview, in terms of

[116] Carolyn Acker, Executive Director, and Maureen Thompson, Community Health Manager, Regent Park Community Health Centre; David Adcock, Managing Director, Yonge Street Mission; Michael Blair, Executive Director, Toronto Christian Resource Centre; Sandra Guerra, Coordinator, Regent Park Neighbourhood Initiative; Kate Stark, Executive Director, Dixon Hall.

broader labour market trends, very much accorded with the anecdotal experience coming from front-line staff and from program participants.

These senior agency staff felt that more coordination of employment services and developing common strategies among many service providers was one important element of enhancing the impact of these employment services, although certainly a complementary major issue was that the resources allocated to those programs or projects serving individuals with barriers to employment had to be increased. The prospect of a significant overhaul of how these services are delivered is a daunting one for community agencies and the mechanics of how one would proceed down this path does raise practical questions for them, but the principle of needing to pursue a more integrated approach is one that is generally accepted.

Recommendations regarding the role of Regent Park Resident Council/Regent Park Neighbourhood Initiative

One element of the development of the Community Economic Labour Force and Skills Development Plan was to develop recommendations, based on the research, regarding the potential roles of RPRC/RPNI in the area of employment and economic development. We recognize that the organization is in transition, and that their new mission, mandate, membership and strategic directions will instruct how they choose to respond to these recommendations. The recommendations should therefore to be read as functions that the research suggests are required to move the neighbourhood towards an effective model of employment, training and economic development. All could be addressed effectively by RPRC/RPNI. However, if some functions do not fit with the new priorities, mandate and structure, then other approaches would need to be developed to ensure appropriate action in these areas.

1) **Facilitation of the development of community business initiatives**, including: -
   a. Coordination of the development and operation of a model of support to local entrepreneurs, including training and supports in business development, the development of a small business incubator (both for co-located and home-based businesses, with shared infrastructure including I.T., accounting, marketing, purchasing etc); the development of a community market site; and other supports and activities to facilitate entrepreneurial activities;
   b. Facilitating and coordinating partnerships to support the development of workers' cooperatives and related models;
   c. Direct development and operation of community businesses, for example a moving business;
   d. Participation in local training and hiring initiatives related to development in Regent Park and in the rest of the study area – this has already been modeled by the 51 Division deconstruction project. As noted below, this will be contingent on the fluidity of the geographic boundaries of the new organization for specific initiatives, and on negotiation with partner

organizations of an equitable distribution of opportunities across the study area.

2) **RPRC/RPNI could serve as one of the multiple access and intake points for the unified system of pre-employment training, employer linkages, job placement and job supports.**

RPRC/RPNI, with its base and credibility in the local community, would serve as an ideal intake point for the unified system outlined in this report. RPRC/RPNI would serve as one of the sites where residents could access information and the enrolment process for the range of available services and supports.

3) **Employment linkages –** this would involve two elements: -

- Ongoing operation of the employee bank, an initiative already under way, designed to maintain as broad and current a database as possible of the skills, experience and employment goals of residents, to provide opportunities to link residents and employers;
- Linkages with employers: RPRC/RPNI would be well placed to develop relationships with employers to link to local training programs and also to the employee bank.

It is important to note that any program or service that links residents to employers would require resources to allow appropriate screening and assessment of potential employees, to ensure that the linkages are effective. This could be a function fulfilled by RPRC/RPNI, or could be in partnership with an existing agency that has the structures in place to assess potential employees – Dixon Hall's Labour Link would be one such example.

A related service gap that requires consideration are the range of supports required by immigrants who may have exhausted their eligibility for settlement services, but still require considerable supports to assist them in preparing for the employment market. From discussions with RPRC/RPNI, and from the project team's recent experiences of local hiring, there are many residents in the study area who require additional ESL supports, who require assistance in understanding the protocols of job applications and interviews, and opportunities to build volunteer and employment experience to establish themselves. Again, this requires resources and collaboration between local service providers.

4) **Accountability mechanism for integrated system;** Given the RPRC/RPNI's status as a planning and advocacy body that represents the interests of residents, it could play a key role in ensuring that the integrated system is effective both in its focus and in its operations. RPRC/RPNI could serve as an accountability bridge between the funding bodies and the participating agencies.

In addition to these functions being contingent on RPRC/RPNI's evolving priorities, RPRC/RPNI's role in points 1 and 3 above will depend on decisions that are made about how to address the organization's boundaries, which incorporate the existing footprint of Regent Park, plus the buildings on the east side of River Street from Gerrard to Shuter Street. While some elements would be effective if located solely within Regent Park, there are others, for example the local hiring initiatives, which would require either the development of partnerships with other agencies and/or organizations or an expansion of RPRC/RPNI's boundaries for this initiative. This is necessary to ensure equitable distribution of opportunities across the study area, with all the attendant benefits of a larger pool of development initiatives and other employers, and to pursue the goal of engaging Regent Park and the surrounding areas in healthy interaction.

Conclusions from Section V: Stakeholders Views of the Employment System

Agencies delivering employment services recognize the barriers to their success and are willing to modify their approaches if funders and regulators support it.

Specifically, employment service providers are willing to integrate and link their programs though common intake mechanisms, common referral protocols and shared case management to better serve their clients

Agencies providing employment services also recognize a need to shift their focus to better address the need for pre-employment programs, partnerships, and longer-term post-employment supports.

Government respondents recognize a need to be flexible in addressing the persistent barriers to employment in the East Downtown.

The residents in the East Downtown generally agree with the proposed shift in focus and welcome efforts to alter an employment system that many feel is simply not working for them. They have reservations about wholly recasting the training infrastructure to reflect current employer needs, as some skills (e.g. computing) are transferable and generally valuable, and therefore desirable even if not currently sought by employers.

Representatives of organized labour welcome effective strategies for employing people from low income communities. They caution that effective monitoring and penalties are required to successfully achieve this, and that key principles of fairness and equity must be respected throughout the process.

Local businesses are equally welcoming of the opportunities to support low-income families in the East Downtown and can play a modest role in addressing local needs.

Lastly, the Regent Park Residents' Council (RPRC) are finalizing the exploration of their role in the process. They are reforming as the Regent Park Resident Initiative (RPNI). Their examination is focussed in the areas outlined in this document and would make them a broker, a facilitator, and a monitor of employment efforts in the area. While their work is not complete, early indications are that they have addressed the critical hurdles in the transition to this role and will soon be ready to be a key partner in the efforts to recast the employment systems in the area.

Recommendations from Section V

Recommendation 10

That Toronto Community Housing, the Regent Park Residents' Council and the employment services in the East Downtown collaborate on the creation of an appropriate, independent mechanism to monitor compliance with the goals of employment programs tied to the redevelopment and report on its degree of success throughout the redevelopment period.

Recommendation 11

That training opportunities in generalized areas such as computer skills remain available regardless of a direct relationship to an identified employer, so residents can obtain basic skills with broad application in their preparation for employment.

Recommendation 12

That local employment services expand their relationship with local business associations to identify opportunities for modest collaborative efforts to improve local employment levels.

Recommendation 13

That the RPRC/RPNI work with the City of Toronto, Toronto Community Housing and local service providers to define their role in the employment service network by the end of 2005, with emphasis on facilitating resident access to the integrated employment system, monitoring the success of the system in improving the job prospects of residents in the East Downtown and supporting economic development programs in Regent Park.

Recommendations

Recommendations from Section I:

Recommendation 1

That a coordinated employment system be developed and put in place prior to the start of demolition at Regent Park. This infrastructure should be capable of realizing the potential employment benefits of the Regent Park redevelopment.

Recommendation from Section II:

Recommendation 2

That efforts to improve employment prospects for low income residents in the East Downtown focus on supporting job-seekers throughout the *process* of obtaining stable permanent employment, avoiding "quick fix" solutions which attach job seekers to any job.

Recommendations from Section III

Recommendation 3

That the Regent Park redevelopment be the setting for a pilot project demonstrating an integrated employment system reflective of the best practices research and the identified needs of clients in the East Downtown. In order to achieve this, the employment systems in Regent Park should be reoriented to better achieve long-term employment for job seekers, and to make use of the employment and training opportunities presented by the redevelopment, by establishing coordination, common intake, assessment and referral protocols, case management functions and job retention programs.

Recommendation 4

That the City of Toronto, as the primary order of government involved in the Regent Park redevelopment, convene government funders of employment programs to create a pilot project that tests the effectiveness of this model by shifting priorities, regulations and methodologies.

Recommendation 5

That this pilot project be developed in partnership with Toronto Community Housing, as well as representatives from labour and business.

Recommendations from Section IV

Recommendation 6

That the integrated employment system created by the pilot project outlines in Recommendation III develop relationships with employers to ensure that the training and preparations undertaken by job-seekers lead to real jobs, preferably in the context of a firm employment agreement that commits service providers to specific training programs, and commits employers to hiring from the pool of graduates from those programs.

Recommendation 7

That actors in the integrated employment system begin forming their relationships with employers by approaching sectoral associations and major sectoral leaders in fields where the largest blocks of employment appropriate to local skills exist, where youth employment is high and where opportunities for advancement are clearest.

Recommendation 8

That feasibility studies be carried out for an open air market, a demolition materials resale business, and expanded child care services, to determine the viability of these options as economic development activities in the East Downtown.

Recommendation 9

That Toronto Community Housing consider including business incubator work space among the public spaces developed in the new Regent Park.

Recommendations from Section V

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