



The Second Century : Community-Based Training in Canada

National Human Resources Study



THE SECOND CENTURY: COMMUNITY-BASED TRAINING IN CANADA

VISION AND STRATEGIES

Our vision

...to be known world-wide for excellence in client-centred training and employment services

**Human Resource Study Steering Committee,
Community-Based Training**

March 1998

A MESSAGE FROM THE HR STUDY STEERING COMMITTEE

March 1998

Dear Friends and Colleagues,

For over a 125 years community-based training (CBT) agencies in Canada have been providing client-sensitive, quality employment and training services. We have a distinguished history assisting individuals overcome barriers to full participation in the labour market. This report, *The Second Century: Community-Based Training in Canada*, represents the work of the Human Resource Study Steering Committee of the Canadian Coalition of Community-Based Training. The Steering Committee, composed of members from community-based training organizations from across Canada, has been directing this project since December 1996. The Steering Committee came together to begin developing a vision to take our sector through the next 125 years.

Today our sector is facing unprecedented challenges. To strategically position the Canadian community-based training sector to meet the demands of a changing system, the Canadian Coalition of Community-Based Training approached Human Resources Development Canada (HRDC). An agreement was negotiated to support a human resources study as an essential component in developing other strategies to strengthen the CBT system. Accordingly the CBT Human Resource Study Steering Committee was formed in December 1996 to oversee the preparation of a national human resource study. The committee has worked with consultants William Wolfson, Dr. Adam Lodzinski and Louise Mantha to develop a comprehensive report which includes the Human Resource Study and a *Vision and Strategies* Paper. These documents are intended as a framework for us to build a strong and vibrant pan-Canadian community-based training sector. Our vision is to be known world-wide for excellence in client-centred training and employment services. We invite you to join in this effort to organize a strong, unified community-based training sector in Canada. Together we can realize that vision and move into *The Second Century of Community-Based Training in Canada*, and around the world.

.../cont.

The members of the Human Resource Study Steering Committee would like to thank Human Resources Development Canada for their generous support. We gratefully acknowledge the resources and expertise provided by HRDC National Headquarters, the B.C. Ministry of Education, Skills and Training, and Human Resources Development Canada, Ontario Region. We would also like to thank our chair, Danielle Plouffe and express our appreciation for the work of our co-ordinators Sherolyn Dahme and Nicole Galambau. Merci.

Signed,

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1. INTRODUCTION

The Canadian Coalition of Community-Based Training negotiated a co-funded agreement with Human Resources Development Canada/NSAS in 1996 to conduct a pan-Canadian Human Resource Study of Community-Based Training. The purpose was to assist the non-profit sector in the development of strategies to meet the evolving challenges.

The CCBT membership expanded its representation by inviting members from community-based training organizations across Canada to form a Human Resource Steering Committee. This committee first met in January, 1997. Terms of Reference were developed, the services of a consultant were tendered, and working committees began the task of collecting and providing information about our sector.

The resulting study: "The Second Century: Community-Based Training in Canada" by William G. Wolfson of WGW Services Ltd. and his associates, and the subsequent *Vision and Strategies* document culminated a year of extensive research and collaboration and has been endorsed by representatives of the sector who met at a National Forum in January, 1998 in Toronto.

2. DEFINITION OF COMMUNITY-BASED TRAINING

Community-based training (CBT) has been in existence in Canada for over 125 years as an education and training model which is collaborative, holistic and non-institutional. Community-based training has a long history of assisting people toward full participation in the labour market by equipping individuals with the skills, knowledge, and personal capabilities necessary to secure and maintain employment. Community-based programs are designed and delivered cognizant of the needs of the community, the labour market and individual participants while providing high quality training that is culturally sensitive, client-centred and cost-effective.

Community-based training is based on the following philosophical principles:

- A focus on the personal autonomy of the participants;
- A holistic approach, integrating counselling and support services;
- A commitment to work for social and economic equity; and
- A commitment to accountability to clients, boards, and funders.

3. PROCESS

The Human Resource survey was sent to all the members of the various provincial organizations affiliated with the CCCBT, as well as to non-member organizations. In addition, interviews were held with key informants on the provincial and national levels. The purpose of this work was to produce a composite understanding of the sector and to make recommendations to ensure the long-term viability of the sector. At their final meeting, the Steering Committee reviewed the results of the Human Resource Study and participated in a visioning exercise. This exercise was divided into several sections. First the committee listed the forces acting on our sector. Next, based on the results of the Human Resource Study which asked questions to determine what Executive Directors and staff thought were the areas needing attention, the Steering Committee identified seven (7) key areas as priorities. Last, the Steering Committee drafted a Vision Statement, *Vision and Strategies* document, and performed a Risk Analysis to clarify obstacles to realizing our Vision.

The next part of the process was to hold a National Forum to present the conclusions to representatives of community-based training from across the country. In January 1998, these representatives were invited to a National Forum by the Human Resource Study Steering Committee. Over 60 representatives of the community-based training sector met in Toronto for the National Forum. Their task was to review the results of the Human Resource Study, to discuss and finalize the draft *Vision and Strategies* document and to develop an action plan to continue this work.

At the Forum the Vision statement was amended and accepted. This is the revised document reflecting changes made to the *Vision and Strategies* document and the Key Areas by the participants at the National Forum.

4. THE CANADIAN COALITION OF COMMUNITY-BASED TRAINING (CCCBT)

Community-based training develops resource-efficient approaches to the provision of training for those who might not otherwise receive these services. In Canada, community-based training programs form an extensive network with hundreds of agencies involved in local, provincial, and national organizations. Many of these groups are members of provincial umbrella organizations which in turn are members of the Canadian Coalition of Community-Based Training.

Community-based training is one of five components of the education and training sector in Canada. The other sectoral members are community colleges, private vocational schools, public schools and universities. The Canadian Coalition of Community-Based Training was formed in June 1992 to be a nationally representative and unified voice for the sector, paralleling the national organizations of the other members of the education and training sector.

The Canadian Coalition of Community-Based Training has collaborated with politicians, bureaucrats and policy and decision makers on many issues of common concern. The Coalition was contracted by HRDC to formulate a response to the federal Social Security Reform; to participate with HRDC on the publication "Training That Works - Best Practices"; was invited by the Senate to address the Standing Senate Committee on Social Affairs on Bill C12 (EI Reform); and has made numerous presentations and submissions to the Human Resources Development Committee of Parliament. It was in response to the projected impact of HRDC's devolution of EI training to the provinces (on both clients and programs) that CCCBT entered into the study agreement. It was determined that the study results would inform and focus our sector within the changing labour market and training paradigm.

5. PUBLIC SECTOR RESTRUCTURING

Four major shifts in the restructuring of public services, as relates to training, will significantly impact on CBT in the future.

- 1) The shift from process to outcome measures to evaluate training.
- 2) The shift from CRF to EI training funds.
- 3) The shift from funding "agencies" to funding "participants".
- 4) The shift from HRDC to Provincial / Territorial responsibilities for the delivery of the discretionary EI funds.

The Government of Canada is withdrawing from the direct provision of training and employment services. This withdrawal is facilitated through the negotiation and implementation of Labour Market Agreements with the provinces. Each agreement allows for regional idiosyncracies, but is consistent in that it contains a predetermined dollar value, provincial responsibilities and accountability, staff and capital asset transfers, and contract duration.

The combination of these four shifts results in community-based training services no longer being supported by federal dollars. New, creative approaches to sustaining our sector are needed. In light of these changing funding realities, the Human Resource Study of Community-Based Training in Canada is intended to begin the sustaining process.

6. FORCES AFFECTING THE COMMUNITY-BASED TRAINING COMMUNITY

The Steering Committee reflected on the broader social, political and economic contexts from which learners come and into which they will be going upon entering the work force. Working from a shared understanding of what is happening in the community-based training sector, the Committee defined future assumptions with regards to:

- **client make-up** and client needs;
- **competitors** in the new post-Employment Insurance (E.I.) and post-devolution training environment : private trainers, school boards, colleges, universities and other alliances which community-based training is competing against for clients and dollars. It identified strengths and weaknesses for each group and determined how the CBT sector should best position itself to counter potential threats and seize opportunities; and
- **the socio-economic situation.**

The following captures the insights that emerged from this reflection.

**TABLE 1:
FORCES AFFECTING THE COMMUNITY-BASED
TRAINING COMMUNITY IN CANADA**

Changes	Challenges
1. SHIFTING 'FED/PROV' ROLES IN DELIVERING PROGRAMS	<ul style="list-style-type: none"> • shift from federal to provinces firmly in place: each province will be different • some federal presence still, new products and still serving priority groups: youth, aboriginals and persons with disabilities • provincial decisions based on political agenda
2. TECHNOLOGY	<ul style="list-style-type: none"> • cross border delivery • \$ to play the game (P/D plus capital) • speed of obsolescence • technology will not negate need of human interaction • human cost of change • continued need to upgrade
3. PARTNERSHIPS	<ul style="list-style-type: none"> • different needs, different collaborators
4. POLITICAL ENVIRONMENT	<ul style="list-style-type: none"> • high turnover in key influencers whether at federal, provincial or municipal level
5. STATE OF ECONOMY	<ul style="list-style-type: none"> • marginalized clients excluded whether economy is flat or robust • regional disparities • more marginalized clients due to the need for higher level of skills, attitudes needed • trend toward non-standard jobs
6. POLITICAL PRIORITIES IN SPENDING	<ul style="list-style-type: none"> • political priorities in spending : more \$ into contracting out • more competition from 'privates' i.e. ex-government employees
7. CLIENT CONTROL RE: CHOOSING	<ul style="list-style-type: none"> • skills loans and grants, consumer contributions, consumer awareness becomes much more important, challenge to values
8. (UN) WILLINGNESS OF PRIVATE SECTOR TO INVEST IN TRAINING	<ul style="list-style-type: none"> • private sector, the major alternate source for dwindling re-directed government funding
9. CBT VALUE SYSTEM	<ul style="list-style-type: none"> • we still have a dilemma battling for our value system
10. FREE TRADE/INTERNATIONAL COMMERCE	<ul style="list-style-type: none"> • making things more accessible, cheaper

7. KEY AREAS

The Steering Committee, in conjunction with the National Forum members, identified seven (7) key areas of priority within the study. The seven key areas broadly define priorities and recommended goals and objectives for each area.

1. VALUES

Objective: To engage community-based trainers in identifying and promoting the values that distinguish the sector such as democratic process, involvement of clients and "rootedness" to the community.

Recommendations:

- develop a statement of CBT values
- develop, state, and publicize our Code of Ethics
- promote our holistic, integrative approach
- promote our philosophy of successful training through a bottom-up process.

2. SUSTAINABILITY

Objective: To stabilize and expand the CBT sector.

Recommendations:

- create a permanent national body
- develop membership criteria for that body to ensure appropriate pan- Canadian representation
- create strategic alliances to better respond to local, regional and national needs
- build on and maintain existing expertise in the sector
- collect and communicate information
- support and promote creativity and innovation nationally by collecting and communicating information
- document, disseminate and replicate best practices
- promote staff development
- build the internal and external capacity in each CBT agency vis a vis staff development, agency infrastructure and service delivery.

3. POSITIONING

Objective: To ensure that the CBT sector is strong and unified.

Recommendations:

- develop strategic alliances with key players at every level
- nurture influential relationships
- create an effective national network
- define the CBT niche, distinctive from other training systems
- network effectively in a unified manner
- advocate at a national level
- bridge business and community issues.

4. PLANNING

Objective: To identify strategies to actualize the vision of CBT in an inclusive and participatory way.

Recommendations:

- establish a participatory mechanism for national strategic planning
- develop and implement a CBT sector business plan
- collect and disseminate information to the sector, i.e. newsletter
- find appropriate ways to effectively communicate the CBT vision.

5. QUALITY

Objective: To maintain the high quality of our services.

Recommendations:

- define and set standards for program delivery based on our values
- state our guiding principles
- implement evaluation for our products and services
- continue to be responsive to stakeholders and clients
- ensure accountability.

6. HUMAN RESOURCES

Objective: To maintain and develop our human resources.

Recommendations:

- establish CBT as a recognized career choice
- by educating educators of our sector's potential i.e. "CBT as a destination not a detour"
- facilitate exchanges for information and training
- develop national staff training programs
- influence the development of certification and accreditation
- monitor and influence the development of a certification and accreditation processes as a means to portability nationally and internationally
- promote professional development for staff
- develop, validate, and promote our code of ethics
- address equity in salary, representation within and program design
- recognize achievements and excellence in the sector
- support career planning and learning pathways
- encourage service providers to prioritize resources to support staff development (2% of operational budgets).

7. MARKETING

Objective: To consolidate and increase our share of training both nationally and internationally.

Recommendations:

- develop a marketing strategy to promote our goods and services
- demonstrate value for dollars spent
- support regional and local marketing efforts
- develop a "Brand Name", a logo and a message
- increase our profile and visibility
- ensure that provincial and national sector strategies are aligned.

8. A RISK ANALYSIS

While formulating priority action areas and developing strategies, the Steering Committee participated in a "risk analysis" and identified a number of obstacles to counter. Following is a chart of obstacles and actions recommended to counter these obstacles.

TABLE 2 - RISK ANALYSIS

OBSTACLES	STRATEGIES TO COUNTER OBSTACLES
1. Lack of human & financial resources	<ul style="list-style-type: none"> • re-evaluate objectives & prioritize • recruit new members • diversify funding sources • create strategic alliances & increase corporate sponsors • create sub-committees
2. Changes in government (all levels)	<ul style="list-style-type: none"> • raise awareness of elected officials and government decision-makers, explore their goals and needs, convince them of their need for CBT • explore linkages, "work your network", maintain relationships, even with opposition • explore their models & anticipate, analyze their policies • develop a "party line" on issues and questions related to CBT to ask officials when they campaign for office
3. Insufficient buy-in from CB Trainers	<ul style="list-style-type: none"> • do a team-building exercise at beginning of process • develop process that asks for input, suggestions, solutions - invite participation : not a fait accompli • be open to other ideas and be ready to incorporate them • be aware of traditional areas of resistance and be ready to offer alternatives, ask for solutions • bring in motivational speaker • acknowledge local dynamics and encourage a broader perspective • draw on common CBT values and beliefs • encourage people at Conference to become "ambassadors" of our vision • promote CCCBT history and accomplishments

- | | |
|--|---|
| <p>4. Competition may try to assimilate us</p> | <ul style="list-style-type: none"> • promote and clarify differences and strengths, our strengths are their weaknesses • maintain strong presence at competitor's table • increase visibility: use our logo for all CB training activities - "brand name recognition" for our core business and focus • CBT = door to the future and to excellence • strengthen existing partnerships and build new ones |
| <p>5. Change in economy</p> | <ul style="list-style-type: none"> • monitor continuously so that we can re-focus immediately • use an economist to do a cause and effect study of sector and future changes • spread out the information to our clients and to other CB sector • make sure we have a voice to focus attention on impact on unemployed • organize an international conference to focus on impact of economic changes on unemployed |
| <p>6. Rotation in our small group could lose momentum</p> | <ul style="list-style-type: none"> • expand our membership to include more reps from provinces in sub-committees • do succession planning • stagger the election period of CCBT Board members • take minutes to have written history & make them available to new members • resolve issues around membership in CCBT and share membership • develop an orientation manual and a regular newsletter • encourage continued contact with ex-officio members from the past |
| <p>7. PR disaster i.e. with a CBT project</p> | <ul style="list-style-type: none"> • establish national and provincial crisis management teams • be pro-active about core values & standards • establish on-going relations with media contacts to publish good news and get them to call you for info on bad news • maintain visibility |

8. Lack of influence within government

- develop new contacts
- diversify the networks of bureaucrats and politicians
- focus efforts provincially and nationally
- set up a government relations office in Ottawa
- maintain and increase participation in relevant arenas, standing committees; be prepared to participate, be briefed and have documents
- promote positive self-image: CBT = solution
- seek support from UN, UNESCO, OECD
- ally with those who can open doors
- remember to look internally, clients have connections

9. What if we can't prove our impact

- commission a comparative analysis of all employment services in all sectors : real costs, real outcomes
- influence EI evaluation at national level : show savings and jobs found, demonstrate cost-savings of CBT on public systems such as health and justice
- start promoting evaluation based on quality not quantity
- do pan-Canadian social audit of CBT

9. NEXT STEPS

The Vision Statement and the *Vision and Strategies* document developed by the HR Study Steering Committee were endorsed by the representatives attending the National Forum. The Forum participants also directed the HR Study Steering Committee to complete the actions under Phase I of this contract and to develop recommendations to Human Resources Development Canada on a possible Phase II.

The debates and exchange at the Forum provided important revisions to the "blueprint" for our future. Comments from the participants indicated both the difficulty of this process and the ease of working with community-based trainers from all across Canada. As a sector, we share many more similarities than differences; this makes us strong allies and formidable opponents.

The HR Study Steering Committee would like to thank all those who took the time from too busy schedules to attend the Forum and add their wisdom to this exercise. The discussions and decisions made at the Forum will help our sector meet the challenges of the next century. We invite all of you to join us as we celebrate our distinguished history and move into an exciting future. Together we will realize our vision and journey into "The Second Century: Community-Based Training in Canada".

APPENDIX

HUMAN RESOURCE STUDY OF CBT IN CANADA

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