

***Meeting Women's Training Needs:
Case Studies
in Women's Training***

Phase II Report

**Prepared for
The Federal/Provincial/Territorial Joint Working Group
of Status of Women
and Labour Market Officials
on Education and Training**

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Phase II Report

Executive Summary

In 1986, Ministers Responsible for the Status of Women across Canada jointly endorsed *Towards a Labour Force Strategy: A Framework for Training for Women*. The 1986 FPT (Federal/Provincial/Territorial) paper set out 19 specific measures aimed at enhancing women's educational and training opportunities as a first step to achieving full economic equality for women. Eight years later, work still remains to be done. At their 1993 meeting, Ministers Responsible for the Status of Women directed the Working Group on Education and Training, together with colleagues in ministries responsible for labour market development, to take on a new project. The project was developed to create a set of principles and guidelines to be used in ensuring that training programs benefit women.

Ministers Responsible for the Status of Women are not alone in acknowledging that there is some distance to go before women's training needs will be equitably addressed in Canada.¹ The concerns of Ministers Responsible for the Status of Women and researchers are shared by women involved in training across Canada. During the course of this research, we heard eloquent pleas from key informants in jurisdictions all across Canada for a clear and consistent training strategy which fully recognizes the contribution which women want and need to make to the Canadian labour market and to our state of socio-economic well-being

Results of Phase I of the project were presented in a paper produced in May of 1994 by the Working Group.² This paper entitled, *Rethinking Women's Training: Meeting Women's Needs*, describes principles, guidelines and general training approaches which result in effective training for women. It also provides a full discussion of the barriers which women continue to face in the labour market, and in getting the training they need to improve their labour market position. Phase II of the project, *Meeting Women's Training Needs: Case Studies in Women's Training*, identifies case studies which exemplify the principles and guidelines in implementation. Research for Phase II was carried out from mid-May through mid-June of 1994. Approxi-

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- 1 See, for example, Paul Phillips and Erin Phillips, *Women and Work: Inequality in the Canadian Labour Market*. (Toronto: James Lorimer & Co., 1993); Committee on Women and Economic Restructuring, *Women and Economic Restructuring* (Ottawa: Canadian Labour Market and Productivity Centre, 1994); Canadian Congress for Learning Opportunities for Women, *Women's Education and Training in Canada: A Policy Analysis* (Toronto: CLOW, 1988)
 - 2 The F/P/T Working Group of Status of Women and Labour Market Officials on Education and Training, *Rethinking Training: Meeting Women's Needs, May, 1994*

mately 100 people in jurisdictions all across Canada were contacted initially, resulting in 50 in-depth interviews. Interviewees were asked to identify programs—past, present and planned, which involved women and which showed the Phase I principles and guidelines ‘in action’. All of our informants endorsed the principles and agreed that they provided a strong basis for high quality training for everyone—both women and men. From over twenty-five programs described in detail for us, we selected fifteen examples for inclusion in this paper. Criteria for selection were based on: various models of training, a range of sponsors, a variety of geographic locations, the diversity of women’s training needs, both integrated and women-only programs, outcomes of demonstrated benefit to women. As well, we were limited by our brief research period to cases for which there was readily accessible information.

This Phase II report provides a Gender Analysis Tool as a framework for evaluation. It also identifies five models for women’s training, providing three case study examples, a summary of best practices for each model, and references for further reading. The report includes an annotated bibliography in English and French.

Gender analysis assesses differences and similarities between impacts on women and on men. The Gender Analysis Tool developed for this report provides a framework for analyzing the relationship between case studies and the principles. More broadly, it provides a means for assessing how training resources are being used to assist women in their efforts to achieve greater economic equality.

The Gender Analysis Tool provides a framework for analysis of the degree of congruence between individual plans, policies, programs, funding mechanisms or projects and the principles developed in the paper *Rethinking Training: Meeting Women's Needs* it identifies five key questions.

- **Where do we start?** Baseline information on conditions for women and men needs to be gathered and made available to planners as part of the design of any gender-sensitive initiative. Need and purpose of any initiative must be clearly defined. Alternatives considered in planning/designing the initiative need to be documented.
- **How will women and men participate?** Plans need to indicate how people who are representative of those expected to be affected by a new initiative will be included in development, implementation and evaluation.
- **How will practical needs be addressed?** Projected and actual impacts on women’s capacity to meet the basic needs of themselves and their families for food, clothing, shelter, safety, income need to be identified and compared.
- **How will strategic interests be addressed?** Individual initiatives need to be clearly integrated into broader strategies for development of a more equitable and sustainable society.
- **What are the outcomes?** Information needs to be gathered which identifies short and longer term impacts on the initial conditions, practical needs and strategic interests of both women and men which have resulted from implementation of the plan, policy, mechanism, program or project.

The five models of training practice are:

- **Basic Skills Training, including:**

literacy, numeracy, communication, orientation to computer, orientation to employment, communications, life skills, upgrading to high school completion. Examples included are: the Metro Labour Education Centre Literacy and English as a Second Language program in Toronto, Ontario; ABC CANADA's Workplace Advisory Service, which is available across Canada; and The Native Women's Training Centre, located in Inuvik, Northwest Territories.

- **Bridging Training, including:**

a focus on overcoming/compensating for systemic barriers to labour market participation, ensuring basic skills are in place, on-the-job training in particular job sectors (for example, Women's introduction to Trades and Technology). Examples included are: Dixon Hall's STEP program, in Toronto, Ontario; The WISE program, in Newfoundland; TechPrep, in Vancouver, British Columbia.

- **Community Economic Development Training, including:**

community-based inventories of capacity and/or needs, leadership skills, working with volunteers, self-employment, project feasibility, project management, financial management, product and service development/invention. Examples included are: The Women Inventors Project, a national network; Women in the Economy, in Cumberland County and Parrsboro, Nova Scotia; The Rural Enterprise Development Initiatives project in Ontario's Grey-Bruce County area.

- **Advanced Skills Training, including:**

on-the-job or in-service training in particular skill set, training which assumes competency in basic skills, management training, apprenticeship training, professional training, some labour adjustment 'up-skilling'. Examples included are: Yellowhead Tribal Council/Athabasca University community health administration program; Ontario Hydro/ York University credit program in women's studies and business administration; the Canadian Automotive Repair and Service Council (CARS) Career Choices program for women.

- **Positive Measures Training, including:**

gender sensitivity training, diversity training, remedial training in areas such as sexual harassment, training programs designed to overcome barriers to career advancement for specific groups. Examples included are: The Professional Integration Program for Women, in Estrie, Quebec; The YW-NOW Program, in Halifax, Nova Scotia; Customer Service Training Program for People with Disabilities of the Bank of Montreal.

One of the themes that emerged from the Phase II research is the importance of partnerships in creating and maintaining programs that correspond to the principles developed in the paper *Rethinking Training: Meeting Women's Needs*. In implementing programs that meet women's needs for training and education, effective partnerships among programs, institutions, labour force development structures and community groups are crucial. These partnerships work to deliver training that is accredited, portable, transferable and builds on previous experience. Partnerships are resulting in innovative work in a number of key areas, including: prior learning

assessment/accreditation at colleges; labour adjustment strategies; creation of labour force training boards; development of training standards; community-based training programs which provide access for people who would otherwise not receive training.

The Phase II paper concludes that training, complemented by other measures in areas such as employment equity, pay equity and the integration of work and family life can make an important contribution to greater labour market equity for women. The models and case studies included in the Phase II paper demonstrate that training which is consistent with the Phase I principles does advance women's labour market participation in a meaningful and effective way. These principles and the Gender Analysis tool developed from them provide a framework for ensuring that training is gender-sensitive, equitable, efficient and effective.

Meeting Women's Training Needs: Case Studies in Women's Training

Phase II Report

Introduction

Background

In 1986, Ministers Responsible for the Status of Women across Canada jointly endorsed *Towards a Labour Force Strategy: A Framework for Training for Women*. The 1986 F/P/T (Federal/Provincial/Territorial) paper set out 19 specific measures aimed at enhancing women's educational and training opportunities as a first step to achieving full economic equality for women. Eight years later, work still remains to be done. At their 1993 meeting, Ministers Responsible for the Status of Women directed the Working Group on Education and Training, together with colleagues in ministries responsible for labour market development, to take on a new project. The project was developed to create a set of principles and guidelines to be used in ensuring that training programs benefit women.

The Context

Ministers Responsible for Status of Women across the country are not alone in acknowledging that principles and guidelines for training provide a foundation for taking further steps toward women's economic equality in Canada. During 1993, the Canadian Labour Force Development Board carried out research which found that the application of principles and guidelines is critical to meeting the training needs of all Canadians, including women. The research also found that principles and guidelines were essential tools for accountability, evaluation and ensuring that public funds are used for training which is effective, efficient and equitable. One result of that research was a recommendation that principles and guidelines should be used as training standards and should be used as criteria for the purchase of training which is funded, directly or indirectly with public funds.³

Nor are Ministers Responsible for the Status of Women alone in acknowledging that there is some distance to go before women's training needs will be equitably addressed in Canada.⁴ The concerns of Ministers Responsible for the Status of Women and researchers are shared by

3 Canadian Labour Force Development Board, *Occupational Standards and Training Standards: Draft Position Paper*, March 1994

4 See, for example, Paul Phillips and Erin Phillips, *Women and Work: Inequality in the Canadian Labour Market*, (Toronto: James Lorimer & Co., 1993); Committee on Women and Economic Restructuring, *Women and Economic Restructuring* (Ottawa: Canadian Labour Market and Productivity Centre, 1994); Canadian Congress for Learning Opportunities for Women, *Women's Education and Training in Canada: A Policy Analysis* (Toronto: CLOW, 1988)

women involved in training across Canada. At a meeting of the National Women's Reference Group on Labour Market Issues in June of 1994, members contributed to a 'wish list', adding their voices to those of our interviewees with comments such as:

"My dream is of a coherent education and training policy: not policies and programs changing every two years... We need training for jobs that exist, training for life, for community living..."

"I want some security in terms of long range planning for both program staff and community members involved in programs... Day care and after school care close by or on-site are crucial to success for women in training programs... I long for nice facilities, with windows, plants, clean spaces and tablecloths...for the valuing of people's different approaches to learning. I dream of training that is holistic, with a decent and stable budget.

"My fantasy is jobs at the end of every training program..."⁵

During the course of this research, we heard eloquent pleas from key informants in jurisdictions all across Canada for a clear and consistent training strategy which fully recognizes the contribution which women want and need to make to the Canadian labour market and to our state of socio-economic well-being. As our case studies illustrate, people across Canada in a wide variety of sectors and circumstances are united in believing that training which benefits women is important. They are willing to work hard with whatever resources are currently available to offer high quality training. Their goal is to work toward greater fulfilment of the potential in Canada for economic, social and environmentally thriving communities. As one training advocate said,

"This work is bread and roses. The everyday work of keeping training programs for women viable, funded and accessible is the 'bread'. The possibility of using this work for transformation, to effect social change, is the 'roses'..."⁶

The Project and the Phase II Research

Results of Phase I of the project were presented in a paper produced in May of 1994 by the Working Group.⁷ The Phase I paper describes principles, guidelines and general training approaches which result in effective training for women. It also provides a full discussion of the barriers which women continue to face in the labour market, and in getting the training they need to improve their labour market position.

Phase II of the project identifies case studies which exemplify the Phase I principles and guidelines in implementation. From mid-May through mid-June of 1994, we talked with close to one hundred people in jurisdictions all across Canada and carried out approximately 50

5 Meeting of the National Women's Reference Group on Labour Market Issues, June 10, 1994.

6 Marcy Cohen, speech, Inaugural Meeting of the Ontario Women's Reference Group (Ontario Training and Adjustment Board), November, 1993.

7 The F/P/T Working Group of Status of Women and Labour Market Officials on Education and Training, *Rethinking Training: Meeting Women's Needs*, May, 1994

in-depth interviews. From over twenty-five programs described in detail for us, we selected fifteen examples for this paper.⁸ All case studies were selected to demonstrate the Phase I principles 'in action'. Criteria for selection of case examples were: various models of training, a range of sponsors, a variety of geographic locations, a diversity of women's training needs, both integrated and women-only programs; outcomes which are of demonstrated benefit to women. As well, we were limited by our brief research period to case studies for which there was readily available information.

This Phase II report provides a Gender Analysis tool, which is a framework for evaluation developed from the Phase I principles. The report identifies five models for women's training, providing three case studies, a summary of best practices, and recommended further reading for each model. An annotated bibliography including references in English and French is attached.

8 Our brief research period did not impose limitations on us, in terms of identifying and carrying out interviews, as well as identifying case studies. If we missed you, please accept our apologies.

The Principles

During Phase I of the project, the following principles and guidelines for women's training were identified. They provided the basis for the research which we carried out during Phase II. The Gender Analysis Tool and the case studies described in following sections of this report illustrate the Phase I principles and provide guidance regarding best practices drawn from the principles and guidelines.

Principles for equitable training

Training for women is both equitable and effective when:

Principle 1: Training is one part of a comprehensive and inclusive economic/industrial strategy.

- 1.1 An economic framework is developed, and strategies identified, in collaboration with stakeholders, including women.
 - Training is one tool or strategy that can achieve the framework's goals and objectives.
 - Participation of diverse groups of women in analysis, discussion and decision-making about job market and training needs is important.
- 1.2 Training policies establish clear objectives and priorities, with a resulting match between training programs and the needs of the economy.
 - A framework which defines what types of jobs, occupations, industries, and sectors are supported by training would be useful for establishing objectives and priorities.
 - Women who learn relevant skills and are encouraged to participate in economic planning and development will have a clearer understanding of and capacity to influence the linkage between training and economic issues.
- 1.3 Training policies are forward looking. Information is collected, analyzed and disseminated with regard to the current and future labour market and jobs.
 - Information on the job market and current opportunities is available and accessible.
 - Training programs which are based both on today's needs and future needs will be more effective in addressing women's concerns.

Principle 2: A true training culture is developed in which individuals, diversity and training are valued.

- 2.1 Government, the private sector, society as a whole, and individuals understand the value and importance of training.

- Adequate resources and long-term commitment are emphasized in training programs.
- Availability of training is a priority in order to minimize competition among groups (eg. re-entry women vs. laid off workers) for training opportunities.
- Acquiring generic and/or job-specific skills, as well as job-search skills, allows people to expand their capacity.
- Acquiring generic and transferable skills will enhance people's mobility and reduce rapid obsolescence.
- Women and men will benefit from the development, by employers, of a lifelong learning culture where the provision of training becomes the norm.
- Development of partnerships with all stakeholders in government, and public and private sectors will aid in the development and delivery of effective and appropriate training.
- Consultation and collaboration with relevant stakeholders on an ongoing basis about training development and delivery can help to ensure maximum benefit to women.

2.2 There are linkages, laddering and integration between jurisdictions, programs, and support services.

- Integration happens when jurisdictions work together to develop a single policy or to jointly deliver a program, or when a program offers essential services (eg. child care and counselling), as part of its delivery.
- Laddering happens when a person's training in one jurisdiction or program allows them access to the next level of training in other jurisdictions or programs. For example, prior learning assessment is available, or credentials are transferable from one province to another.
- Linkages occur when a person can access or get information about programs or services through other programs or services (eg. employment counsellors can direct women to child care information and resources).

2.3 Individual women are considered valuable and knowledgeable.

- Establishing mechanisms for evaluating and recognizing foreign credentials, prior learning and volunteer work is one way of recognizing people's existing skills, working knowledge and life experiences.
- Enhanced self esteem is an expected and stated outcome of training.
- Practices which empower people to transform themselves and their society through training are incorporated into programs.

2.4 Training recognizes client diversity (eg. racial, class, gender, age, ability, sexual orientation, geography, family structures) and is flexible.

- An inclusive and gender-sensitive variety of training methodologies and materials are used.

- Sex-role stereotyping is acknowledged and eliminated from training.
 - Training is responsive to cultural, racial, class and all other types of diversity.
- 2.5 Training is learner-centred and accepts that people start their training from different bases.
- Adult education principles shape training and help learners take responsibility for shaping their own training.
 - Sufficient opportunities for training should be promoted in order to aid trainees in meeting their goals.
- 2.6 Training should be connected to personal choice and fulfilment as well as to career development.
- 2.7 Quantitative and qualitative data is collected, according to the needs and resources of jurisdictions, and evaluated for effectiveness, equitability and results.

Principle 3: Women's basic financial and personal/family support needs are considered.

- 3.1 Adequate program funding and income support for trainees is provided within the fiscal limitations of jurisdictions.
- 3.2 Existing levels of financial entitlements are maintained during training.
- Women will experience a disincentive to take training if their existing level of benefits is not maintained once they enter training.
 - Women may be disadvantaged if dependent care responsibilities take them out of the training environment and affect their financial entitlement.
- 3.3 Training allowances reflect the costs of study, including child care and transportation and accommodations required by people with disabilities.
- 3.4 The availability, affordability, accessibility, quality and integration of the following training supports are maximized:
- counselling—personal and career,
 - life skills,
 - crisis intervention,
 - child/elder/dependent care,
 - transportation,
 - support groups,
 - violence intervention.
- 3.5 Where there are parallel programs and processes for Aboriginal training, there should be coordination to ensure recognition of the needs of Aboriginal women.

Principle 4: *Training is physically, academically, and otherwise accessible to women.*

4.1 Relevant programs are offered.

- Programs which will allow women to upgrade basic skills (literacy, numeracy, computer skills, ESL/FSL) which are necessary to receive further training are a priority.
- Programs which allow women to upgrade math, science and technical skills in order to receive further training in trades, technology and operations occupations are a priority.
- ESL/FSL training is integrated into women's training wherever possible.

4.2 Information on programs and supports is available, correct, and accessible.

4.3 Counselling, information and programs are inclusive of equality-seeking groups.

4.4 Ensure eligibility criteria (eg. accepting UI recipients only, or artificially high academic credentials) do not disadvantage women, especially women from equality-seeking groups.

4.5 Women, including women from other equality-seeking groups, can participate in training equitably.

- Sufficient notice of start dates of programs will help to ensure women have appropriate supports in place.
- Waiting time for women's participation in programs can be reduced by increasing the amount of and accessibility to training.
- To make training accessible to people with disabilities consider the following questions: is appropriate transportation available; are buildings, classrooms, washrooms, and co-op placements all accessible; are supports, aids, assistance and materials in alternative formats provided; is training scheduled and delivered in a way which accommodates people with hearing, mobility, visual, cognitive, learning or other disabilities?
- To make programs as geographically accessible as possible consider the following questions: is transportation readily available; are programs offered in remote areas?
- To design training formats and timing which are accessible to women consider the following: are class locations and times flexible, offered part-time or evenings for women who work, or during children's school hours for women who are at home with their families; is distance education an option, or are classes offered in the community (eg. adult education at public schools)?

Principle 5: Training (in terms of delivery and outcomes) is high quality, gender sensitive, and inclusive.

- 5.1 A clear message is sent by those in authority that sexual, racial and other forms of harassment are unacceptable.
- 5.2 Respect and acknowledgement of skills and life experience are basic elements of training.
- 5.3 Women are encouraged to consider a full range of occupational and training options.
 - Gender-sensitive counselling will help to ensure that women are not streamed into solely traditionally female jobs or into low paying, dead-end, or disappearing jobs.
 - Wherever possible, highlight female role models and hire female trainers for a range of occupations.
 - Analysis and removal of systemic barriers will help eliminate systemic discrimination.
- 5.4 The delivery of training is appropriate and relevant for women.
 - Inclusive curriculum and materials (gender-inclusive language, positive images of women, diversity of women represented, women's contributions to the field are included) are available and utilized.
 - Hiring female trainers proportionately from equality seeking groups will provide positive role models.
 - Equality training for trainers themselves can help them to respect and value all women's experiences, cultures, and skills.
 - Training which uses methodologies which reflect women's preferred learning styles will encourage women to think critically and to challenge their instructors and will help them achieve their goals.
 - Where training and socio-economic entitlement are linked, responsiveness to the particular support needs of women will be important.
 - A full and flexible set of training options is available, so that women can choose specific training programs.
 - Systematic follow-up and support, to help evaluate training programs and assist women in moving towards their goals, will enhance positive outcomes.
- 5.5 Training models which meet the needs of specific groups of women are made available (eg. bridging programs for re-entry women, pre-technical programs for women entering trades and technical jobs).
 - Women-only exploratory programs (eg. bridging or Women in Trades and Technology programs which allow women to explore trades and technical occupations) are available with the understanding that at some stage of their training women will be integrated into training that includes men and women.

- Aboriginal communities are part of the consultation/collaboration process to determine whether women-only programs are appropriate.

Implementing the Principles: A Gender Analysis Tool

How can we determine what the impacts of projects, programs, plans and policies are on women? Gender analysis assesses differences and similarities between impacts on women and on men. In order to select and report on the case studies in the following sections, we have developed the Gender Analysis Tool below. It was developed from the principles and guidelines described in the previous section. The Tool provides us with a framework for analyzing the relationship between case studies and the principles. More broadly, it provides a means for assessing how training resources are being used to assist women in their efforts to achieve greater economic equality.

Gender analysis is based on two key assumptions:

- Women and men experience the impact of socio-economic conditions, policies and programs differently; and
- The achievement of gender equity will benefit all members of society.

Concepts of equality have changed during the past two decades. People have learned that equality may begin with providing people with the same formal opportunities, but that more is necessary. In the world of training, for example, we have found that opening up programs to women which may formerly have been available only to men does not ensure equitable representation. In apprenticeships, for example, women continue to be seriously under-represented. Because the same social, economic and political conditions affect men and women differently, special measures are necessary in order to address women's specific needs, interests and priorities. Integration of women into formerly male-dominated areas of the labour market, for example, may require that child care concerns be addressed and that training programs be developed which address negative attitudes and stereotypes among co-workers.

Gender analysis is based on a concept of **integrative equality**. Integrative equality acknowledges that the world as we know it is 'gendered' - that men and women experience life differently, because of their gender. Since identical treatment can result in perpetuation or even increasing inequality, different treatment is sometimes necessary. However, the key idea attached to integrative equality is that we are working toward a society in which both genders are equally valued and in which people's life choices are never limited because of their gender, ethnicity, social position or non-relevant characteristics. For example, in order to achieve integrative equality with respect to gender, policies and programs must be prepared to expand what is counted as socially valuable work to include unpaid work done in the home and community. This is necessary so that the experience of both genders is fully acknowledged and so that both women and men can be seen as capable of self-determination, of being responsible for changing their own lives.

Systematic approaches to gender analysis were first developed for use in evaluating overseas development programs.⁹ More recently, they have been applied to understanding the economic position of women in domestic development.¹⁰ Gender analysis is an approach which is designed to be used throughout the policy/plan/program development process to ensure that gender-based equity issues are being adequately addressed and that discriminatory practices are not 'slipping through'.

This Gender Analysis Tool includes five key sets of questions:

1. Where do we start?

- > What is the relative condition and position of women and men at the outset?
- > What need does the (proposed) initiative address?
- > What is the purpose of the (proposed) initiative?
- > What alternative approaches to meeting need and fulfilling purpose were (are being) considered in planning/design?

The availability of 'baseline information,' separated by gender with respect to the geographical area, occupational sector, and groups expected to be served is key to a gender analysis approach.

Principle 1: A Comprehensive Strategy provides a guideline identifying the importance of clear objectives and priorities, as statements of need and purpose.

Principle 2: A Training Culture and Principle 4: Access to Training include guidelines which stress the importance of relevant information.

2. How will women and men participate?

- > What involvement will women have in setting terms and conditions for development of training, determining criteria for selection, designing program materials and approaches, putting in place follow-up and retention measures and setting standards for evaluation?
- > How are women included who are representative of the specific groups expected to be affected (positively or negatively)? How are representative women included in setting policies or determining program design, selection criteria and expectations regarding outcomes?

From a gender analysis point of view, it is important to distinguish among levels of participation. Our case studies point to four key levels of participation:

- no explicit commitment to the participation of women;
- inclusion of women as trainees, a relatively passive role;

9 See, for example, Linda Moffatt, Yolande Geadah, Ricky Stuart, *Two Halves Make a Whole: Balancing Gender Relations in Development*. (Ottawa: Canadian Council for International Cooperation, MATCH International Centre, Association quebecoise des organismes de cooperation internationale, 1991); Coady International Institute, *A Handbook for Social/Gender Analysis*, (Ottawa: Canadian International Development Agency, no date.

10 See, for example, Sandra Harder, *Economic Restructuring in Canada: Developing a Gender-sensitive Analytical Framework*. (Ottawa: Status of Women Canada, 1992)

- consultation with women in policy development and, at the program level, in determining selection criteria, program design and expectations of outcomes;
- empowerment of representative women so that they can become change agents, as, for example, in many train-the-trainer initiatives.

Principle 2: A Training Culture and Principle 5: High Quality Training include guidelines which emphasize the valuing of active participation of women in training.

3. How will the practical needs of women and men be addressed?

- > How will the program or policy impact address women's practical needs for income, meeting family responsibilities, housing, nutrition, freedom from the threat of harassment or violence?
- > What are the anticipated impacts of policies and programs on women's practical needs?

The setting of clear goals and expectations for practical accomplishments making an observable positive difference in women's lives is a key part of the program/policy design process. Incorporation of principles and guidelines like those identified in the Phase I paper provides a critical first step in identifying goals and expectations. Clear identification of goals and expectations is also essential to good gender analysis, and to good evaluation generally.

Principle 3: Support Needs includes guidelines for ensuring that women's practical needs are addressed in training.

4. How will the Strategic Interests of women and men be addressed?

- > How does this policy or program fit into a broader strategy for achievement of equity in access to employment, in the workplace or individual firm, in the local community, in the labour market as a whole, in the Canadian economy?
- > What are the key elements of a women's economic agenda and how is this program or policy expected to impact upon these strategic interests?

Here too, the incorporation of principles and guidelines is important. A focus on practical needs only can condemn us to replicating the status quo, with the best of intentions. In order to ensure that policies and programs reveal, rather than entrench, discriminatory practices, inclusion of strategic interests in gender analysis is key.

Principle 1: A Comprehensive Strategy suggests guidelines for ensuring that women's strategic interests are addressed in training.

5. What are the outcomes for women and for men?

- > Has the initial condition and position of either gender changed?
- > Have goals and expectations regarding both positive and negative impacts been realized? What do those who participated, at various levels, have to say about both intended and unintended impacts of the policy or program? In particular, what impact has the program had on identified practical needs and strategic interests?
- > What do we want to report to others, so that they can benefit from this experience?

Longer term follow-up, including an identified approach for gathering information is critical to gender analysis. Consistent with the commitment to participation, is a commitment to making links with advocacy groups and with organizations committed to achieving gender equity and to sharing with them the results of the gender analysis.

Principle 2: A Training Culture and Principle 5: High Quality, Gender-Sensitive, Inclusive Training provide guidelines which assist in determining relevant outcomes for training for women.

The five key questions of the Gender Analysis Tool have been used as our framework for organizing information in the case studies in the following section.

Implementing the Principles: Models of Training Practice

We have organized the information we gathered into five models of training practice.

Basic Skills Training, including:

literacy, numeracy, communication, orientation to computer, orientation to employment, communications, life skills, upgrading to high school completion.

Bridging Training, including:

a focus on overcoming/compensating for systemic barriers to labour market participation, ensuring basic skills are in place, on-the-job training in particular job sectors (for example, Women's introduction to Trades and Technology).

Community Economic Development Training, including:

community-based inventories of capacity and/or needs, leadership skills, working with volunteers, self-employment, project feasibility, project management, financial management, product and service development/invention.

Advanced Skills Training, including:

on-the-job or in-service training in particular skill set, training which assumes competency in basic skills, management training, apprenticeship training, professional training, some labour adjustment 'up-skilling'.

Positive Measures Training, including:

gender sensitivity training, diversity training, remedial training in areas such as sexual harassment, training programs designed to overcome barriers to career advancement for specific groups.

For each model, we provide three case studies. We have also included a summary of gender-sensitive best practices for each model, based on our interviews, and on our review of relevant literature. The lists of best practices were developed by viewing experience with each model through the 'lens' of the Phase I principles. We also include key references for further information about each model. Additional references can be found in the annotated bibliography attached to this report.

Boundaries between the models are not always distinct. Bridging programs typically emphasize the acquisition of a strong set of basic skills, as part of their focus on overcoming barriers to equity in the labour market. Labour adjustment strategies draw on all five of our identified models, combining them within and across programs. In the future, as Canadian workplaces come to value and incorporate diversity more effectively, the distinction between Positive Measures equity training and other forms of advanced skills training can be expected to blur.

Basic Skills Training

*"We're working with male-dominated industries in crisis."
(Interviewee)*

Basic skills training is learning for living. It includes the core set of generic, transferrable skills which are necessary for full participation in all parts of Canadian life, including the labour market. These 'basic' requirements are becoming more sophisticated all the time, as Canadians adapt to an increasingly complex society and economy. Literacy, numeracy, facility in English or French, social skills and an orientation to the challenges and opportunities connected to holding a job have been identified as basic skills for a long time. In the past few decades, however, the grade eight education that was once seen as adequate for entry to the labour market has been replaced by a grade 12 requirement. More recently, as the information highway widens to embrace everything from grocery shopping to bank transactions to telephone calls, a basic understanding of computer communications has become an additional 'life skill'. Within the labour market, 'adjustment' has become a key concept. Gaining access to the labour market and staying there requires flexibility, adaptability, self-confidence and a capacity to identify opportunities. These problem-solving skills have now become 'basic'—part of the foundation on which social and economic well-being is built.

Why and how it is that so many adult Canadians do not have basic skills has been the subject of extensive investigation elsewhere.¹¹ In Canada, one in five adults is functionally illiterate. High schools and community colleges across the provinces and territories have drop-out rates that hover around the forty per cent mark. At least one in four people who lose their jobs as a result of structural changes in the economy will be unable to find any source of alternate employment, despite the opportunities for upgrading and re-skilling which adjustment programs offer. Under these circumstances, basic skills training is an essential component of the training spectrum in Canada.

We have extensive experience with basic skills training in Canada. Excellent models have been developed in areas such as literacy, academic upgrading, computer literacy and life skills by school boards, community colleges, voluntary groups and private organizations. Many of these programs are no longer in existence. They have disappeared as a result of changes in policy and funding mechanisms. Some programs, however, have found ways to survive.

11 See, for example, Economic Council of Canada, *A Lot to Learn: Education and Training in Canada*. (Ottawa: Supply and Services Canada, 1992); Premier's Council, *People and Skills in the New Global Economy*, (Toronto: Queen's Printer, 1990).

The three case studies included here are all currently operating.

The programs described are:

- the Metro Labour Education Centre Literacy and English as a Second Language program in Toronto, Ontario;
- ABC CANADA's Workplace Advisory Service, which is available across Canada; and
- The Native Women's Training Centre, located in Inuvik, Northwest Territories.

The Metro Labour Education Centre

Why the Program Started

The Metro Labour Education Centre (MLEC) is located in Toronto, Ontario, in close proximity to what was once the manufacturing centre of the city. As manufacturing jobs have left Toronto's core area, MLEC has become involved in working with thousands of laid-off workers. Many are finding themselves ill-equipped to find alternative sources of adequate employment. MLEC was selected as a case study which has clearly addressed all of the Phase I principles in its design and implementation, with particular emphasis on Principle 1: A Comprehensive Strategy; Principle 4: Accessible Training and Principle 5: High Quality Training.

The purpose of the programs is to provide workers with Basic Skills. Some of the participants are eligible under the Unemployment Insurance Act, section 26. Others participate through their collective agreements. Some English and all Pre-Closure Programs are held on-site, in the workplace. The Post-Closure labour adjustment program is run at the Centre, as are some of the English as a Second Language Programs.

Participation of Women

MLEC's program is an integrated program, serving both women and men. Many participants are women. For example, garment workers in Toronto are severely affected by changes in the manufacturing sector and are almost all women. Many of them have very little English and no other Canadian job experience. MLEC's program has been designed to meet their needs.

Meeting Practical Needs and Strategic Interests

At the centre, language classes are based on the needs of the group, usually mixed men and women, depending on the negotiated agreement. In the past few years, there have been many more women in the programs due to the demise of the manufacturing sector in Toronto. The courses are accessible to all workers through collective agreement. At the beginning of each course, the Metro Labour Education Centre does a literacy needs assessment.

Staff talk to union representatives and, as well, attempt to reach a large section of the potential course participants. If there is a need for accommodation supports for particular individuals so

that they can participate, MLEC negotiates with the employer to provide the appropriate measures.¹²

Trainers working for the centre must have a Teaching English as a Second Language (TESL) certificate. Beyond that, MLEC looks for people with a variety of qualifications, including teaching certificates and a history of union activism. English is taught in the context of political action. Teaching material that is relevant to the participants creates an avenue to explore community work and community connections, and facilitates forming support networks and is another point of conjuncture with the Principles.

Classes are learner-centred and are evaluated by the learners, again in line with the Phase I principles. The evaluation may be conducted by the instructors, or another MLEC staff may be asked to meet with the learners.

These programs are funded by the Ontario Ministry of Education and Training, (OTAB). In the past, they have been funded under HRDC (EIC), CJS.

Outcomes

Participants receive a certificate from George Brown College when they finish 100 hours of English classes. They also receive a certificate from MLEC, primarily a recognition of time spent learning. The Centre recognizes the need for courses to ladder participants into further training. MLEC is working on articulation agreements with the college and school boards.

One place where the work of the Centre is not fully congruent with the Phase I principles is in follow-up. The Centre has no record of whether graduates move into further training, seek other employment, stay in the firm or are re-employed after a labour adjustment program.

Another area where the program is consistent with the Principles is that the program provides access to people who need training the most. Often people with literacy needs are reluctant to come forward and consequently do not receive the training they are entitled to under collective agreement or labour adjustment programs.

MLEC is expanding its services to outlying areas. The Brampton-Mississauga Labour Action Centre has been opened as a joint project of the Labour Council of Metropolitan Toronto and York Region.

12 Accommodation measures are typically considered to be those adaptations which may be needed to allow people with specific disabilities to participate. Accommodation measures can also include arrangements such as child care support for people with family responsibilities, or flex-time for people recuperating from temporary illness or life crises.

ABC CANADA's Workplace Advisory Service

Why the Program Started

ABC CANADA endeavours to:

- raise awareness of the problem of literacy/lack of literacy;
- promote workplace basic skills education;
- work for the injection of funds into community literacy organizations; and
- represent the concerns of the private sector regarding public policy as it relates to literacy and training and education.

ABC CANADA is a private, not-for-profit, foundation for the promotion of literacy. The Workplace Advisory Service is offered out of the Southam Inc. offices in Don Mills, Ontario.

ABC CANADA is exemplary, although not unique, in its emphasis on Principle 1: A Comprehensive Strategy. It also provides an excellent example of Principle 4: Accessible Training and Principle 5: High Quality Training.

Participation of Women

Although their mandate is not solely to serve women, the ABC CANADA pedagogical approach uses principles similar to the Phase I principles which create gender-sensitive, accessible programs.¹³ ABC's principles are based on respecting and accommodating the diversity in the workplace and on addressing systemic issues. One of the principles of operation is that ABC CANADA's programs must be available to all people in any workplace where they are providing services.

Meeting Practical Needs and Strategic Interests

In the past few years, ABC CANADA has initiated several national literacy awareness campaigns, such as: "Read to Your Children," and "The Learn Campaign." The "Learn Campaign" is a print and media campaign to encourage adults to upgrade their skills. Currently, ABC CANADA is launching a new campaign in the private sector to encourage employers and unions to set up basic skills programs.

ABC CANADA takes on several pilot projects each year. Pilot projects have unique qualities such as:

- being the first initiative in a particular sector;
- having a joint union/management partnership;
- taking place in a geographical area where workplace education has not taken place;
- being replicable in other areas.

13 Our interviewee commented that, while Phase I principles are excellent guidelines, they are not written in plain language and would need to be rewritten for use in literacy programs.

At present, ABC CANADA is involved in several projects including: one with Aboriginal people in the Northwest Territories, a saw mill in British Columbia; and a third in a candy factory in Ontario. The project in the candy factory is run jointly with other delivers. Additional projects have involved a utilities company in Newfoundland and a newspaper.

In every case the first step is an analysis of a sample from the entire work force to determine the needs, the barriers, and any other organizational issues at all levels.

The results of the needs assessment go back to the entire community of the workplace. Recommendations are drawn from the needs assessment. The team analyzes the readiness of the organization to continue and decides on an appropriate action plan. The program and activities are designed with input from all stakeholders. Evaluation is continuous and done with all the stakeholders as well. This process is consistent with the principles and guidelines defined in the Phase I report.

The program focus is on personal development issues, learning to learn and problem-solving skills as well as workplace-specific training or skill-based training. ABC CANADA works from a capacity building rather than deficit reduction philosophy - building basic skills into an organization's overall training and education strategy and strategic plan.

ABC CANADA is funded primarily through private sector fundraising and some government grants. The programs are sponsored through the employers, sometimes with additional federal or provincial funding.

Outcomes

ABC CANADA has published several documents including a quarterly newsletter *Literacy at Work*, and a workplace guide for employers. Their next publications will be three handbooks on workplace needs assessment, collaborative evaluation, principles of good practice for workplace education.

At present there is no consistent laddering or linkage associated with ABC CANADA's services since each program is designed specifically to meet the needs of that workplace. Some companies do arrange for certification. All courses are offered in partnership with an educational institution chosen by the Workplace Advisory Service team.

The Native Women's Training Centre

Why the Program Started

The Native Women's Training Centre (NWTC) is located in Inuvik, North West Territories. They offer an eight month training program designed to help women become more employable by developing skills needed in their personal lives and on the job, and by furthering their education. The Centre was started in 1982. At that time, it offered an eight-week pre-trades employment program. Five years ago, it became an eight month course in response to a need for longer, skills-oriented programs. Program development and design provide an excellent example of a case study consistent the Phase I principles, especially 2: A Training Culture, 3: Support Needs, and 4: Accessible Training.

Participation of Women

Participants are required to be unemployed, to have a need for a lifeskills program and to be 17 years of age or older. NWTC can train 16 students at a time. Intake is continuous and empty places are filled immediately from the waiting list. Although most participants are women, a few men have taken part in the program.

The program has a community advisory board with two student members. Students are involved in all aspects of the program, including devoting much time to community fund raising. This fundraising also serves to involve women in the community and creates community support - "If we need something, there are always resources at hand."

Meeting Practical Needs and Strategic Interests

Participants must live in a stable home situation in Inuvik, where they will feel comfortable for the duration of the program. The program does not provide housing, but it will assist people to solve housing problems that may arise during the program. A training allowance is available as well as child care money, but is not sufficient to cover the cost of rent. While they are not primarily focused on accommodation issues, for people with disabilities, when the need arises, the program finds the resources. For example, they have secured specialized equipment for sight-impaired participants through the Canada Employment Centre.

The program includes four components: Adult Education, Lifeskills, Basic Job Readiness Training and Job Placements. These are designed to prepare the students for the work force, further their education, and help students to make informed career choices. Participants can stay up to three years. The program is designed to move the participants to at least a Grade 8 level. At that point they can go on to further training at Arctic College. The college will only accept applicants with Grade 8 equivalency. If the graduates are not interested in the college, the program finds them work with on-the-job-training.

The program is funded through a variety of sources. The primary funding is through Human Resources Development Canada (HRDC). They also receive funds from the Aboriginal Pathways to Employment Funding initiative which sponsors several seats each year. Other seats are paid for by the local Social Assistance Recipients Committee, by the Territorial Literacy Office and by the Education, Culture and Employment Council of the Northwest Territories.

Outcomes

Graduates receive a certificate which recognizes their achievement. While it does not guarantee advance standing at Arctic College, it is taken into consideration when participants apply for college entrance.

Best Practices Summary: Basic Skills Training

Below is a summary of the “best practices” in Basic Skills Training derived from both the case studies, the current literature and shared practice.

Principle 1: A Comprehensive Strategy

- A clear and simply stated set of principles which guide program design, providing a flexible framework which can accommodate individual needs and which can form the basis for contracts with all learners.
- Programs which are part of a broader strategy for community development and lifelong learning, including links to larger organizations (eg. the labour movement, national literacy groups) which seek to address systemic barriers to acquiring basic skills.

Principle 2: A Training Culture:

- Partnerships with accredited educational institutions, so that program completion ensures that participants have access to a ‘ladder’ to further training.

Principle 3: Support Needs

- An integrated approach which provides lateral supports as integral parts of the core of program design—for example, child care, flexible class and/or job placements arrangements, individual work/learning plans, credit for partial completion, opportunities to return for advice and support after leaving or completing the program.
- Explicit recognition that practical needs must be met first, if learning is to take place, including stable housing, adequate nutrition, safety from violence or abuse within or outside the program, adequate care for dependent family members.
- Links to community support systems for assisting people to overcome problems related to violence, abuse, drug or alcohol dependencies, poverty or homelessness.

Principles 4 and 5: Accessible, High Quality Training

- Learner-centred curricula, in which learners have the opportunity to determine program content and in which a variety of learner perspectives and learning styles are respected and accommodated.
- Provision for follow-up support and assistance with moving into the labour market and/or on to further education.

For Further Reading

Betty Ann Loot, France Ennis, Tannis Atkinson, *The Power of Woman-positive Literacy Work, Women in Literacy Speak, and Listen to Women in Literacy*, Toronto: Canadian Congress for Learning Opportunities for Women, 1994

Ingrid Wellmeier, *Report and Recommendations of the Ad Hoc Committee on Transitions Research*, Ottawa: Canadian Labour Force Development Board, 1993

Sue Folinsbee, and P. Jurmo, *Workplace Development: Principles of Good Practice and a Planning Process* Toronto: ABC CANADA, 1994

Bridging Training

"This kind of program makes good economic sense. It stops us from wasting human resources."

(Interviewee)

Bridging programs were first developed for women as a specific response to systemic labour market barriers. They are programs designed as 'bridges' over the barriers which lie between people and their labour market aspirations. Like Basic Skills programs, they are preparatory programs which lead to opportunities for success in further training programs or jobs. Bridging programs incorporate the skills training associated with basic skills training and include an additional emphasis on self-determination, assertiveness, self-confidence and other learning which can assist women to overcome the educational, attitudinal and structural barriers they face in reaching their full labour market potential. With their clear labour market focus, bridging programs typically include a strong emphasis on-the-job placements and practica as part of the training program.

The bridging program serves as a first step—a safe, supportive environment combining life skills, upgrading, basic skills such as numeracy, literacy or English/French as a Second Language with the fundamentals of job search, interview techniques, and other employment related skills.

Some bridging programs are specifically designed to move women into trades, technologies, and operations. WITT (Women's Introduction to Trades, Technologies and Operations) programs across the country have shown that the model works well in a wide range of circumstances. Other programs are geared for immigrant or visible minority women trying to learn the culture of the Canadian Labour force. Bridging programs have proven themselves to be highly successful at assisting women to gain access to male-dominated areas of the labour market. They provide women with a strong grounding in problem-solving and adaptation to the challenges of a working world which is frequently insensitive to their needs and interests.

As other economic equity measures in areas such as equal pay for work of equal value, employment equity and the integration of work and family life are more fully implemented, the need for bridging programs may diminish. For the foreseeable future, however, the particular emphasis on gender sensitivity built into the bridging model is essential.

Funding for Bridging programs has always been inconsistent. A number have been funded as demonstration and pilot projects. Others have been funded in the past through the Canadian Jobs Strategy's Re-entry Program for women. The model has been thoroughly demonstrated to be successful, but now that specific funding for re-entry programs for women is no longer available, many bridging programs have disappeared. The recent designation of a Canada-wide WITT sectoral council may assist in addressing the gap between the need for bridging programs and the resources necessary to sustain them.

Similarly, the importance of bridging programs as one component of a gender-sensitive labour adjustment strategy is also being recognized, as our second case study in this section demonstrates. Currently, this Canadian training model is being adapted for use in other countries.¹⁴

In addition to the three case studies described here, WITT training is still going on in some locations. In Saskatchewan, the first bridging program developed in Canada continues to operate and has recently developed a program for rural communities, based in Davidson. George Brown College in Toronto co-sponsored some of the first bridging programs designed to equip women to work in jobs which were formerly entirely male-dominated. One of these, the CADD (computer-assisted drafting and design) program, continues to operate and to be seen as a model example of a program which successfully bridges women into high technology jobs in an expanding field. The program is designed for those women with engineering backgrounds who need CAD in order to compete in Canada, within their engineering disciplines.

The cases described below are:

- George Brown College's Access Division and Dixon Hall's STEP program, in Toronto, Ontario
- The WISE program, in St. John's and Carbonear, Newfoundland
- TechPrep, in Vancouver, British Columbia

George Brown College's Access Division and Dixon Hall's STEP Program

Why the Program Started

Dixon Hall, in the Regent Park section of Toronto, is a community centre committed to neighbourhood development. The STEP program was developed as a link for sole support mothers on social assistance to access employment or further training opportunities. As one of Canada's oldest bridging programs still in operation, it was a pioneer in providing the linkages suggested in Principle 2: A Training Culture—in this case between George Brown College's Access Division and Dixon Hall. It also is one of the few cases we found which includes systematic, documented follow-up for graduates.

Participation of Women

The STEP Program provides participants with learning opportunities in secretarial and reception skills in a safe, non-threatening, environment. Historically, all participants were women. Currently the program is available to both women and men, although the majority of participants continue to be women.

14 For example, originators of the TechPrep program, described in this section, have been invited to Pakistan to assist with adapting the model for use there.

Meeting Practical Needs and Strategic Interests

The STEP program is accredited by George Brown College's Access Division. Graduates receive a diploma, which assists in gaining entrance into other George Brown programs. The College's Access Division has created a separate data base for each of its partner programs. Each partner program has a separate diploma or certificate. At this time the participants do not receive official college credit for their community-based program completion. George Brown and other colleges are exploring expanding articulation agreements to ladder these programs into the college.

The quality of the STEP program is ensured by the community and the college. The program staff ensures that each woman receives the personal attention she needs. All the necessary supports are in place: small class size, learner evaluation, individual learning styles are accommodated. The College monitors the curriculum, evaluates program materials and guidelines, carries out on-going analysis of student outcomes, completion rates and reasons for withdrawal. The program has a six-month follow-up for graduates.

The program is funded through project-based training funds of the local management office of Human Resource and Development Canada. Some additional funds come from Metro Toronto and the province of Ontario.

Outcomes

The STEP program has trained 200 people in 11 years. They worked with one group a year 1994. Under new funding conditions, they are now required to work with two groups a year.

The Women Interested in Successful Employment, (WISE) Program

Why the Program Started

This program was established in 1987, based on a proposal submitted by two sponsoring organizations: the Canadian Congress of Learning Opportunities for Women (CCLOW), Newfoundland Network, and the Association for Lifelong Learning, the St. John's-Gander branch of the Newfoundland and Labrador Association for Adult Education. The program began as a response to the needs of women who were trying to change careers or re-enter the work force. More recently, some participants have been women displaced by the crisis in the fishery. WISE is now incorporated as a community-based non-profit organization, with a provincial management team and separate advisory committee in each of its three locations.

The program provides an excellent example of bridging training which has managed to expand, while maintaining its commitment to the Phase I principles and guidelines. Like the STEP program, it also involves partnerships with local community colleges.

Participation of Women

Participants in the WISE program are women seeking to enter or re-enter the labour force, or seeking help to re-direct career paths. The majority have less than high school graduation. Curriculum involvement by participants is encouraged and supported. The program design is flexible to meet individual needs.

Meeting Practical Needs and Strategic Interests

Advocacy and on-going support services are an integral part of the program. The program is organized into modular learning units, emphasizing transferrable skill development, computer-assisted learning, contract learning and small group learning. There are four staff in each location: coordinator, counsellor, instructor and administrative assistant.

The original proposal received funding through the Innovations project of what was then known as EIC, Employment and Immigration Canada. An additional 10% of the funding was obtained through the Women's Policy Office, Newfoundland, in the years from 1987-89. In 1990, WISE secured new funding sources: the Department of Employment and Labour Relations of the Government of Newfoundland and Labrador provided core funding which allowed the program to expand to a second location in central Newfoundland. This funding was repeated each year. In April 1993, HRDC (formerly EIC) provided funding to establish WISE in the Trinity-Conception area. This third location was established in Carbonear and funded through the Canada Employment Centre in Harbour Grace.

Funding to cover participant support needs (eg. child care, training allowances) vary according to the sponsorship source for each individual.

Space for the WISE program is provided free of charge by the local community colleges. St. John's WISE is at Cabot College; Carbonear WISE is at the Carbonear Campus, Eastern Community College; Gander is housed at Central Newfoundland Regional College.

Outcomes

The St. John's program is evaluated by an external evaluator on an ongoing basis. The evaluator has found positive changes for the participants in terms of self-confidence. The evaluation also found that identification of career goals was less traditional at exit than on entry in addition to being more specific and realistic at end of the program. A basic element of the program is the participants' on-going evaluation.

The program is organized into thirteen components. Some of these components can be used as credit toward the Adult Basic Education (ABE) Diploma in Newfoundland.

TechPrep

Why the Program Started

The Techprep program located in Vancouver, British Columbia, was designed to bridge women into technological jobs in occupations traditionally reserved for men. The five month job (re)entry program prepares women to enter programs such as the two-year Engineering Technology program at the British Columbia Institute of Technology (BCIT). TechPrep provides an excellent working example of Principle 1: A Comprehensive Strategy and Principle 5: High Quality Training. TechPrep's sponsors are also involved in ongoing advocacy work, as members of the National WITT Network, to ensure that Principle 2: A Training Culture and Principles 3 and 4: Support Needs and Accessible Training continue to be demonstrated by their program.

Participation of Women

TechPrep began as a pilot program designed to overcome the systemic barriers which prevent women from obtaining training and employment in technological fields. The program is also an avenue for women with foreign credentials to begin to enter the Canadian workforce. The program was developed over a three year period with on-going consultations involving individual women, educators, and colleagues. TechPrep was conceived as "a seamless system, with the crucial collateral supports," and uses the National WITT guidelines.¹⁵ According to the instructor, "they are critical."

The program is developed with regular input from participants and the participants evaluate at completion.

Meeting Practical Needs and Strategic Interests

The program model includes: full subsidization for child care as required, income support, UI benefits or training allowance, transportation allowances, orientation to non-traditional occupations, work place practica, job search, familiarization with tools, YWCA fitness, personal and professional lifeskills training, instruction in worker rights, and workshops with role models to allow for shared person experience of survival in male-dominated occupations and opportunity for fostering future employment contacts. Women participating in the TechPrep program are either on Unemployment Insurance or on social assistance. Women on social assistance receive a training allowance, day care, transportation and clothing allowance.

For many, TechPrep is a first step to accessing the Canadian workforce. "For example, a woman with a Civil Engineering degree from Bosnia had sent out tons of resumes and not found employment. She lacked awareness of the ins and outs of the Canadian work culture. After completing the course she is now doing a practicum with BC Hydro. She understands the system and has had exposure to the Canadian workplace."

15 WITT National Network, "National Generic Standards and Program Development Guidelines for WITT Courses" (Winlaw, B.C.: WITT, 1992)

The program lasts 21 weeks, including seven weeks of work experience and fourteen weeks in class or in practicum. The trainers approach employers to secure placements for the participants. One of the reasons for the program's success is that the employers are involved from the beginning. "Women build on the training, the impact on their lives is profound. That is the real measure of success. Their lives are changed. They have ways and means to access information and enhanced networking skills." One group produced a newsletter re: jobs, news and announcements after they graduated from the program.

The program is funded by seat purchase through Human Resources and Development Canada, and approved jointly by the Canadian Job Strategy and the British Columbia government, combining Human Resource Development Canada and provincial funding. The province supplies the collateral supports; day care, transportation and clothing allowance. As with most other bridging programs, continuity of funding is not assured and must be renewed for each new program year.

Outcomes

TechPrep was designed to bridge participants into courses at BCIT in Civil Technologies, Computer System, electronics, Mechanical Design and Manufacturing, Process Technologies, and Biological Sciences. TechPrep's founders have discovered, however, that there is not the continuing support needed to maintain women in certification or degree programs after they have gained entry.¹⁶ Financial support in particular, has proven to be a problem for TechPrep graduates enrolled in college programs.

16 Please see our section on Positive Measures Training for some cases where training programs have been developed specifically to address this common problem.

Best Practices Summary: Bridging Training

What have we learned after reviewing the experience of a number of projects, including those described above? Below is a summary of some the components of best practice in Bridging, derived from reading available literature and looking at case studies through the 'lens' of the Gender Analysis Tool.

Principle 1: A Comprehensive Strategy

- Program development based on a set of clear standards, such as the National WITT guidelines

Principle 2: A Training Culture

- Integration into a system of Prior Learning Assessment, which provides formal recognition or certification for graduates of the bridging program.
- Linkages with educational and business organizations that provide laddering into further education or existing job vacancies which provide opportunities for advancement.
- Partnerships with organizations advocating for recognition of foreign credentials.

Principle 3: Support Needs

- Adequate financial support for participants during the bridging program and within the certification programs which follow.

Principles 4 and 5: Accessible, High Quality Training

- Inclusion in curriculum of training in analysis of root causes of discrimination in the workplace and in developing strategies to deal with problems encountered.
- Learner-centred curricula which can accommodate individual needs and capacities
- A strong emphasis in program design on work placements and practica.

For Further Reading

Elizabeth Bohnen, Susan Booth and Judy Klie, *Bridges to Equity: Program Manual and Trainer's Guide* Toronto: City of Toronto, 1991

Shelly Gordon, *Operation Access: A Pre-Apprenticeship Bridging Program for Women*, Parts 1 & 2, Toronto: Advocates for Community Based Training and Education for Women, 1989

WITT National Network, "National Generic Standards and Program Development Guidelines for WITT Courses" Winlaw, B.C.: WITT, 1992

Training in Community Economic Development

“Narrowly-based training for jobs that probably don’t exist is demoralizing and a tremendous waste. We need broad spectrum training that prepares people for work in many jobs, for active participation in community life..”

Community economic development (CED) is economic renewal which takes place from the ground up, based on the ideas, interests, capacities and resources of ordinary people. CED has a long history in Canada, starting in the mid-19th century with the beginnings of the co-operative movement in Canada. It integrates formal, wage-based economic activities and informal, voluntary or barter-based activities. One of its more recent innovations in Canada has been the LETS system, a computerized community-based trading system which allows members to accumulate and draw down credits by exchanging goods and services with other community members. Community economic development projects take on a number of organizational forms. They may be established as co-ops, credit circles, small businesses, community development corporations, holding companies, or non-profit organizations. What they have in common is their interest in developing viable economic activities for community benefit, rather than individual wealth.

Capacity-building is the key to success in community economic development. Projects start with the interests and resources of local people, then seek to build on these to create jobs and/or to provide needed products and services to local populations. As a result, all projects include a strong training component. Formal and informal education in a variety of skills from chairing meetings to working with the media through to economic analysis and enterprise feasibility assessment is an integral part of every project. Training is frequently directed as much to volunteers sitting on Boards and advisory committees as it is to project staff and program participants. CED’s training goals include labour market development, but go beyond that to the economic renewal and enhanced sustainability of the whole community.

The need for a gender-sensitive approach is no less in CED than it is in any other area of training and economic development in Canada. Far too often, in the world of CED in Canada, the equity concerns of women and minorities have not been adequately addressed. As the service sector which has been a primary source of employment for women provides fewer and fewer permanent, adequately paid jobs, CED is proving to be a welcome alternative to passively waiting for Unemployment Insurance to run out, or for the benefits worker to come by. A number of programs have recently emerged, which are designed to enhance women’s participation in CED. For example, WomenFutures, a women’s CED organization is running a demonstration program in three pilot communities in British Columbia. The Canadian Women’s Foundation sponsors a small program of financial assistance to women’s CED groups. In Montreal, Quebec, Les cercles d’emprunt provide members of loan circles with training, peer support, technical assistance and access to small loans to be used in starting micro-businesses. The case studies we have included here all are focused, on providing training which will enhance the economic self-determination of women. In different ways, they all provide women with the skills needed to actively participate in creating their own approaches to social and economic well-being.

They are:

- The Women Inventors Project, a national network;
- Women in the Economy, in Cumberland County and Parrsboro, Nova Scotia;
- The Rural Enterprise Development Initiatives project in Ontario's Grey-Bruce County area;
- The Women Inventors Project.

Why the Program Started

Women Inventors Project is a public education and networking organization which promotes the increased participation of women and girls in science and technology in Canada. Its particular emphasis is on encouraging the broad population of Canadian women and girls to build their capacity for involvement in innovation and in entrepreneurship. Women Inventors Project works with people across Canada on skills development, knowledge acquisition and the identification of opportunities for economic improvement and employment creation. Established in November 1986, Women Inventors Project (WIP) is a federally incorporated non-profit organization.

WIP operates out of a small office in Toronto. Staffing is limited to two coordinators and one part-time support staff. Major objectives of the organization are to increase public awareness of the achievements of Canadian women in invention, entrepreneurship and in scientific and technological change and to encourage girls and women to develop their innovative ideas through active involvement in the labour market. WIP provides an excellent example of a resource-efficient national program which addresses Principle 1: A Comprehensive Strategy, Principle 2: A Training Culture and Principle 5: High Quality Training.

Participation of Women

WIP has a 15-member volunteer multi-disciplinary Advisory Council and a 6,000 member network. The majority of members of the Advisory Council and of the network are women. Network members and Council members play an active role in WIP activities.

Meeting Practical Needs and Strategic Interests

Most recently, WIP has developed The Partnerships with the Voluntary Sector Project, with funding from Innovations (HRD). Research done in preparation for the Project indicated that career decisions are influenced strongly by experience in voluntary organizations. Organizations which serve women, however, tend to avoid science and technology-related activities because most leaders are not comfortable with or knowledgeable about these fields. WIP found, through its existing connections with voluntary organizations across the country, that many groups would like to offer their members more opportunities for programs in innovation, entrepreneurship and technology. They felt ill-prepared, however, lacking training and materials suitable for use with girls and women.

The Project identified four national voluntary organizations as potential partners for the Phase III Project: Girl Guides of Canada; YWCA of Canada; 4H Clubs and the Canadian Federation of University Women. Support from all four organizations was strong from the outset of the

Project. Girl Guides, in particular, offered significant potential as a partner, including 1500 trainers, 40,000 leaders and over 200,000 members in every province and territory of Canada.

The Voluntary Partners project uses a train-the-trainers approach. Partner organizations identify leaders who are interested in making use of the program modules. These leaders attend an introductory training workshop run by the WIP coordinators in which they have the opportunity to try out one or more learning activities from each of six modules. Written materials for each module include a trainer's manual and a member's workbook. Follow-up support is available by telephone and e-mail. During the pilot phase, some leaders reported that the introductory workshop was sufficient, while others would have preferred a follow-up training workshop which they could take after they had tried the modules out on their own.

As part of the project, a Portable Display on Women Inventors was created. It is now in continuous circulation, going to trade shows, schools, libraries and shopping malls.

During the course of the Voluntary Partners Project, a review of approaches to mentoring was conducted, with a comprehensive report being prepared during the summer of 1993. Most existing mentoring programs proved to be highly labour intensive, requiring a significant input of resources to ensure adequate matching and monitoring. In response to the mentoring review, WIP has developed a unique computer-based approach available through the InterNet on e-mail. Currently WIP is making implementation of the computer network a priority. "The information highway is a reality," said our interviewee, "and women are being left out." The mentoring and support network is being developed with CCWEST (Canadian Coalition of Women in Engineering, Science and Technology), a coalition of ten national organizations promoting women's involvement in high technology areas of the labour market.

WIP has never been able to secure consistent core funding, although WIP has been highly successful in the past at attracting project funding from a variety of federal and provincial agencies. Revenue from the private sector is increasing, as WIP coordinators charge for their workshops on a fee-for-service basis. Fees are not enough, however, to support the maintenance and further development of WIP's public education and networking initiatives. Currently, WIP is faced with the possibility of losing its office and salaried staff, unless some source of operating funds can be identified. The coordinators feel that their focus on women and girls has meant that they have been turned down for a number of possible sources of ongoing funding.

Outcomes

During the past six years, WIP has been involved in:

- Establishing innovative linkages with educational institutions, private sector groups, public sector agencies and national voluntary organizations and, in cooperation with them offering workshops on innovation to girls and to women at school, in the workplace and in the broader community.**
- Developing and maintaining a national interdisciplinary network of girls and women interested in innovation. The WIP data base includes over 6,000 names and provides the foundation for the innovative, computer-based approach to mentoring which is currently in development. A quarterly newsletter which normally goes out to 2,500 subscribers across the country is currently discontinued due to funding constraints.**

- Developing and distributing unique and accessible educational materials, including a best-selling inventors manual which has been published in English and in French; and an exhibit on Women Inventors which has been touring Canada for over 5 years, appearing in shopping malls, schools and libraries and museums.
- Speaking engagements and media coverage, reaching an estimated minimum of 200,000 Canadians annually from across the country.

During 1992-1993, the Voluntary Partnerships Program was assessed by an external evaluator who found that the program provides a highly effective and resource-efficient model for involving girls and women in learning activities which build skills and interest in sciences and technologies.

Women in the Economy

Why the Program Started

The idea for the Women and the Economy program began with a meeting between Nova Scotia Advisory Council on the Status of Women and the Council of Maritime Premiers. The meeting raised questions about what constitutes a women's economic agenda. Jobs and training are clearly important, but how are they linked to other issues such as taxation and the economic development of communities and regions? The Women in the Economy program was developed by two women in Nova Scotia—an Advisory Council field worker and a faculty member in business administration at Dalhousie University. For both of them, the development of the program has been a departure from their usual activities—sometimes very rewarding, sometimes highly frustrating.

The program was developed with four components: a training project; a series of community workshops run by participants in the training project; a conference on women in the economy, also to be organized by graduates of the training program as a practicum and a series of demonstration projects in community economic development, to be initiated as follow-up by graduates of the program. This case study provides our strongest example of a program directed toward Principle 1: A Comprehensive Strategy and a unique approach to Principle 5: High Quality Training.

Participation of Women

All program participants are women. The first program site is in Cumberland County. The program in Cumberland County has been sponsored by the Cumberland County Women's Advisory Association. The program started by accepting six women into a twelve week training program. Trainees were required to be active in the community and to be literate before entering the program.

Meeting Practical Needs and Strategic Interests

Two years of organizing effort were put into preparing for the program in Cumberland County. The first component of the program has been funded through the local Canada Employment Centre and through the regional HRD office. The second component was funded through a

fee-for-service arrangement. Funding is still being sought for the conference and demonstration projects. Meanwhile, the program is running in a second location in Nova Scotia, under the auspices of the Regional Industrial Training Board of Parrsboro. A program is also proposed for a third location, in Digby-Annapolis Valley. Inquiries about the program have been received from Europe, as well as from other parts of Canada. Most recently, interest has been expressed in using the program as part of a labour adjustment package for people formerly involved in the fisheries.

The training program was designed to develop two sets of skills: community-based economic assessment; and project planning/ management. Like a number of our other case studies, it uses a 'train-the trainer' approach and, in its program design focuses on learning by doing. During the initial twelve week program, participants carry out a local economic study. The training takes a structured approach to teaching participants skills in interviewing, investigation, identifying and understanding economic data, reviewing and analyzing government policy documents, summarizing data according to themes and significant factors, report writing and presentation. As part of this training, all participants develop expertise in word processing and spreadsheet use. Emphasis is also placed on developing skills for working with local organizations and for running community events, including confidence-building and assertiveness, organizing and chairing meetings, setting agendas and preparing minutes. Work with community organizations is included as part of the training practicum for all trainees.

As part of the training in Cumberland County, participants produced a report of their local area economic study. The local newspaper invited them to write for it and, during the training, participants produced a weekly column on what they were finding out. They also developed a set of personnel policies and operating guidelines for the program, identifying expectations regarding attendance, handling of family responsibilities and participation in decision-making. Throughout the program, they supervised each other, administered and monitoring these policies themselves as part of the organization development component of the program. One exercise carried out during the training was an analysis of the federal budget. Participants reviewed and analyzed eighteen separate budget documents, then invited the local Member of Parliament to a question and answer session. Based on that experience, participants then offered a budget briefing service to local organizations and made a number of presentations. Currently, they are involved in making presentation to community groups of their economic study.

Outcomes

Four of the six program participants in Cumberland County have gone on to participate in 12 workshops on women in the economy currently being run by the Women's Advisory Committee, as part of preparations for the conference. Of the six trainees, four now have permanent jobs, one has decided not pursue permanent employment at this time; and one is uncertain about career goals.

The Parrsboro program has built on the experience in Cumberland County. It is a 32 week program involving fifteen trainees. Additional skill development has been integrated into the new program, in particular skills related to working with media. Computer training is also being expanded to include access to the InterNet.

The Rural Enterprise Development Initiatives Project¹⁷

Why the Program Started

The Rural Enterprise Development Initiative (REDI) is a program developed to help rural women plan and start their own businesses. It has been designed and delivered by rural women who understand the barriers to self-employment that rural and farm women face. REDI is co-sponsored by two non-profit organizations: Women and Rural Economic Development (WRED) and Self Employment Development Initiative (SEDI). The project has been funded through jobsOntario Training - Community Enterprise Program.

Participation of Women

The project is piloting programs for rural women in four areas throughout Ontario. Training at each site is organized and delivered by a local training team made up of business women and trainers. The Grey-Bruce team includes a caterer and hog farmer, a partner in a family-owned golf and country club, a travel agent and a social policy researcher and consultant.

The team used the results of a women's training needs assessment, Needs and Opportunities,¹⁸ as the basis for program design. Recruitment and selection was done using a self-selection process. Local papers and flyers were used to advertise "Exploring Business Ideas" workshops, which were attended by 125 people from throughout the region. Program applications were distributed at the workshops. Eighty-five applications were returned and, after a further workshop, 65 of these chose to be considered for final interviews.

Thirty-seven women were selected for the program based on the following criteria: having a business idea; need for business training; access to financial support during training; supportive family and friends; willingness to commit to the program; and ability to work in a group. Thirty per cent of participants are on social assistance.

Meeting Practical Needs and Strategic Interests

program participants are organized into small groups called 'pods' of 8 to 10 people, which meet regularly in four communities in the region. Large group workshops are held occasionally and include all pods, for networking, specialized workshops and field trips. Each individual also meets with a trainer monthly to review the past month's activities and progress and to develop a plan of action for the coming month.

Phase one of the program involves six days of training over a three week period and is an assessment of business plans and group training needs. It introduces participants to all the elements of business planning and involves them in completing a needs assessment. Participants in each pod use their needs assessments to identify topics they want trainers to cover with them. Commonly identified topics include marketing, financial management, bookkeeping, advertising, self-esteem building, balancing work and family, running a mail order business.

¹⁷ Prepared with the assistance of Mary Ferguson, Grey-Bruce REDI

¹⁸ See For Further Reading

In Phase 2, pods continue to meet regularly and, in addition participants attend large group workshops in topics of general interest, such as marketing and mail order operations.

Each participant works with a planning sheet that sets out a monthly work plan. All participants prepare their draft business plan and start their business in Phase 2. Phase 3 is a business review phase where participants evaluate their business after a few months of operation.

Outcomes

The groups began to meet in April of 1994. By August all participants are expected to complete their first draft of their business plan. In October they will present their plans to a panel of business people. The program will end in February of 1995. In June, 1994 more than half of the participants had started businesses.

Trainers for the four provincial sites meet with WRED and SEDI staff quarterly to compare notes, provide mutual support and discuss program direction. The project's goal is to assist at least 40% of participants to start businesses which will still be in operations after one year and which will gross a minimum of \$20,000. after two years.

Best Practices Summary: Community Economic Development Training

Consensus on best practices in community economic development training for women is still evolving. Below are some of the ideas which seem important.

Principle 1: A Comprehensive Strategy

- Program design based on a gender-sensitive local economic analysis.
- An emphasis on clearly identifiable outcomes: businesses, projects, community change.

Principle 2: A Training Culture

- Integration and recognition of the value of work—and the value of training—in both informal and formal sectors of the economy.

Principle 3: Support Needs

- A commitment to integrating formal and informal economic activities and responsibilities in the training program.

Principles 4 and 5: Accessible, High Quality Training

- A positive, capacity-building approach, which starts from available resources and opportunities, rather than from a more negative 'needs' approach which starts with what is lacking.
- A strong commitment to self-directed learning and to the economic self-determination of individuals and communities.
- A commitment to leadership development and peer support—acquiring individual skills which are then offered as a resource to the broader community.
- Skill development designed to enable women to identify and pursue a broad spectrum of labour market opportunities.

For Further Reading

Mary Ferguson, *Needs and Opportunities: An Information and Planning Kit on Females' Training Needs* (Owen Sound: Grey/Bruce Women's Training Advisory Committee, 1993)

WomenFutures Community Economic Development Society, SPARC of British Columbia, *Counting Ourselves In: A Women's Community Economic Development Handbook*, (Vancouver: WomenFutures/SPARC, 1993)

Susan Wismer and David Pell, *Community Profit: Community-based Economic Development in Canada* (Toronto: Is Five Press, 1981)

Advanced Skills Training

“We haven’t lost our focus, we keep on pushing. And we’re doing good things. But I wouldn’t say we have a strategy that incorporates training for women....”

Advanced skills training is typically designed for people already employed, to assist them to acquire credentials, keep their jobs as skills requirements change, move on to other jobs within their organization, or enhance their ability to adapt to a changing work environment. Most advanced skills training requires a minimum of high school completion, although some organizations provide remedial upgrading for those who need it so that they can access advanced training. It includes in-service training in professions, as well as apprenticeships and other forms of trades, technologies and operations training.

The importance of high quality workplace training in a rapidly changing work environment is recognized by everyone. Unfortunately, many women work in positions where they are not likely to receive advanced training. Clerical workers and frontline, low-paid service workers—many of whom are women—are an increasingly ‘contingent’ workforce, called in on an as-needed basis. These workers may be provided with a brief orientation to their workplace, but are held primarily responsible for their own skill development. They are expected to arrive with skills in place. Women in management positions and those who are union members tend to fare better, although their numbers are still so few in many organizations that gender-based differences in training preferences and needs may go unrecognized. The implementation of employment equity measures is key to ensuring that women get access to advanced skills training.

In our interviews, we found that partnerships seem to be key to ensuring stability of availability and consistency in quality in advanced skills training. We found many instances where there have been a very high levels of cooperation among educational institutions, labour unions and managers of business organizations in arriving at contracted agreements which honour the interests and values of all key players. We also found however, that while many organizations seem to have moved ahead with putting in place policies and practices to ensure equity in hiring and promotion, a similar level of commitment to equity provisions in training policies and practices is lagging somewhat behind.

Many business organizations in Canada—both large and small—struggling to deal with downsizing, reorganization, adaptation to the demands of rapidly changing global markets, and a need to redefine product and service offerings. In this chaotic environment, training tends to be driven by opportunities and immediate practical needs, rather than being part of a coherent strategy which incorporates a commitment to greater equity in the workplace. Perhaps this is the reason why contracted partnerships seem to be so important to gender-sensitive advanced skills training.

The case studies we include here are:

- Yellowhead Tribal Council/Athabasca University community health administration program;
- Ontario Hydro/ York University credit program in women's studies and business administration;
- The CARS Council's Career Choices in Motive Power Program.

Yellowhead Tribal Council/Athabasca University Community Health Administration Program

Why the Program Started

The Yellowhead Tribal Council is an organization of five Native bands in Alberta. Athabasca University, also located in Alberta, is a distance education institution providing a wide range of credit and non-credit programs. Yellowhead Tribal Council has placed a strong emphasis on securing advanced education and training for the Native people it represents. In addition to its contract arrangement with Athabasca, it also has agreements with University of Calgary and University of Alberta. The Community Health Administration Program is a two-year certificate program in community health administration.

In 1985, the Federal government offered to turn over responsibility for health care at the band level to Native people. The Chiefs who met with representatives of the Federal government on this issue agreed that they wanted to take over responsibility from the current administrative body, the Medical Services Branch of Health and Welfare Canada. There was a need, however, for trained Native people to take over administrative positions in local health centres. The Yellowhead Tribal Council proposed to develop a training program to meet this need. Funding to develop the program was provided by the Medical Services Branch. Its implementation is funded by the Medical Services Branch and by HRD.

This program is an excellent example of an advanced training program designed specifically to meet the needs of Aboriginal communities and which is fully consistent with all five of the Phase I principles.

Participation of Women

The program started in 1988. Since that time, 37 people have graduated from the program. Thirty-five are women.

Meeting Practical Needs and Strategic Interests

The course is a demanding one. Participants are enrolled full-time for 22 months. In each of the two years of the program, they take four courses in the first two semesters of the school year, then go on a three-month field placement. Upon completion of their academic requirements for the certificate, they move on to a six month practicum. Students work under qualified supervisors during placements and practicum. The first year placement exposes them to a

specific area of 'front line' health care, such as nutrition or paediatrics. The second year placement is in an administrative position. At the end of the six month practicum, graduates are ready to take on administrative positions in local health centres. Jobs are guaranteed for successful graduates by the bands who sponsor their participation in the program.

The program's curriculum includes course work in areas such as health economics, health care planning, Native health care, traditional healing practices and community development. Participants require a Grade 12 level education with both Math and English to manage the material in the courses. The key selection requirements, however, are related experience and a willingness to commit to the program. Special tutorial sessions are provided for those who need some upgrading.

Outcomes

A number of graduates have declined the opportunity for employment and have decided to seek further education first. Under an agreement with Ottawa University, two seats per year are reserved for program graduates in the Ottawa University Master's program in Health Care Administration. Other students have used their university credits from the program to transfer into social work, education and general arts programs at the Universities of Calgary and Alberta.

The signed agreement between Athabasca University and the Yellowhead Tribal Council which provides the mandate for development and delivery of the program was the first of its kind in Canada. Under the agreement, Athabasca University takes responsibility for ensuring the academic quality of the program, while the Tribal Council ensures cultural adaptation and relevance to the needs and interests of Native people. This is the only certified program in community health administration in Canada. Most students come from Alberta, but some are from as far away as the Yukon and Ontario.

Plans for the future include the development of a home study version of the course, which is currently offered on-site in Athabasca. The home study program is expected to be ready within one year. The program is also hoping to extend itself to three years, so that graduates will emerge with a B.A. in Applied Studies. Currently, they graduate with completed second year standing and need to go elsewhere if they wish to complete a B.A.

Ontario Hydro/York University Credit Program

Program Context/Why the Program Started

Ontario Hydro has a long history of encouraging employee involvement in further education and training. In the employment equity area, it is well-known for progressive hiring and promotion policies and was a pioneer in creating an all-female power line crew in the early 1980's. In 1993, as part of a major corporate reorganization and downsizing, the workforce size at Hydro dropped by over 6,000 employees. Hydro has been reorganized into autonomous 'business units', eliminating large numbers of management jobs, including some of those which have had responsibility for training. The Training Resources Group was recently assembled to improve the efficiency and effectiveness of training and development activities within each

business unit and across the corporation. Membership includes both providers and purchasers of training from each business unit.

Like many other large corporations, Hydro is going through a period of major structural adjustment. Although it maintains its commitment in policy to equitable, accessible, affordable employee training and development and despite the establishment of the Training Resources Group, the rapid pace of change has meant that training is largely reactive. "The Training Resources Group is trying to get back on its feet," our interviewee said, "but we're going at it piecemeal. Our response is programmatic. It doesn't flow from strategic initiatives... We address women's training issues where and when we can."

One training program which addressed women's training needs has remained stable and fully operational through the period of reorganization started in 1989 as a bottom-up initiative by interested employees. They contacted Atkinson College, the continuing education division of York University to ask for workplace education in women's studies. Hydro provided space for the courses and Atkinson provided teaching staff. Since that time, the courses have continued. The program has become part of the regular management responsibilities of one of Hydro's new business units.

During the course of our research for this report, we talked with people responsible for training in a number of large corporations. We heard many stories similar to Hydro's, of major downsizing and reactive training responses to the adjustment needs of those employees who are retained. Hydro's case has been included here because, despite the turbulence, its partnership program with York University has continued to operate, providing employees with a consistent accessible opportunity to gain university credits in courses of their choice. The program exemplifies Principle 3: Support Needs, Principle 4: Accessible Training and Principle 5: High Quality Training. Meanwhile, the Training Resources Group is working to ensure that Principles 1: A Comprehensive Strategy and Principle 2: A Training Culture are implemented under the new structure at Hydro.

Participation of Women

The courses were initially for women, addressing various areas of women's studies. Interest in the program has shifted over the years. It is now integrated, offering courses to men and women in areas chosen by them, including business administration, financial management, organizational behaviour and energy planning, as well as feminist theory.

Meeting Practical Needs and Strategic Interests

The courses are offered in the afternoon, starting at about 3:30 pm. Hydro has a flex-time policy which allows employees to finish their job-related tasks in time to attend the courses. Hydro will reimburse up to 100% of tuition costs, if the courses are considered to be job-related by the employee's supervisor. All courses are university credit courses, leading to a Bachelor's degree.

People from the surrounding area are welcome to enrol in the courses, although Hydro employees are given priority for the number of seats which are available. Information sessions on the course offerings are made available to all Hydro employees. Registration and evaluation

is handled in cooperation with Atkinson. Program participants not only evaluate current offerings, but also provide suggestions about future offerings.

Outcomes

Our interviewee suggested that the partnership arrangement with York University has been key to the program's stability through a period of significant turmoil at Hydro. "Employers are often reluctant to enter into partnerships," she said, talking about the desire of business organizations to maintain their autonomy. But once established, partnerships seem to be helpful in making training programs "more secure, part of the structure of the corporation."

Lessons learned from the success and stability of this program are now being applied to new training initiatives. Currently, for example, members of the Training Resources Group are working with interested employees to develop a new program based on 'bottom-up' employee interest and partnership with other organizations. The program will provide workplace education program for both men and women aimed at identifying and eliminating violence, both at work and outside of the workplace. The program will take a train-the-trainers approach. Occupational Health nurses at Hydro will receive the training and will then be able to pass on their knowledge to other employees. The training program will also include the establishment of linkages with community organizations working on issues of violence and abuse, such as transition houses, counselling agencies and sexual assault centres.

The Canadian Automotive Repair and Service Council, (CARS): Career Choices in Motive Power

Why the Program Started

The CARS Council is a sector council involved in sponsoring training in the motive power sector which will lead directly to employment opportunities in technical and business occupations in the sector. The Career Choices program began with a needs analysis of the human resources requirements of the labour market in the motive power sector, done in 1990. The study, a collaboration between CARS and industry, recommended the need to increase the participation of women in the technical and business areas of the industry. As a result, a two-year diploma program was designed and is currently being piloted in New Brunswick, Ontario and Manitoba.

The program's purpose is to offer training that will: provide trainees with a foundation for acquiring new skills, facilitate movement of workers within the industry between occupations and employers, provide training to meet national competency standards of the motive power sector.

There is a great deal of congruence between this program and the Phase I principles; there is connection to personal choice and fulfilment as well as career development, counselling is an integral part of the program, and the training is part of an economic strategy with regard to labour markets and jobs.

Participation of Women

The training course was originally mandated to train at least 50% women but the participation rates are actually higher. The program was developed in close collaboration with the WITT (Women Into Trades and Technology) Network, using the WITT guidelines and standards, and WITT-identified competency measures.

Participants were actively recruited, through WITT courses and extensive community outreach. Flyers were posted in locations where women would see them, women's networks, community centres, CEC offices and mailed to women who had completed a college/CEC pre-employment program within the last two years. As specified by funding from Human Resources Development Canada, 80% of the participants had to be UI recipients.

At the beginning, the WITT Council was concerned that the standards for program acceptance were too high—a Grade 12 diploma or equivalent and maths background. There was no shortage of qualified women applicants, however. Their backgrounds ranged from running taxation centres to medical secretaries. All of the women had a strong interest and some connection with the motive power industry. Many were “bridged” into the CARS program from WITT courses.

Meeting Practical Needs and Strategic Interests

There are 66 weeks of in-school training with a focus on technical and business skills, and two job-shadow/work experience components. The in-school training is presently offered through community colleges; New Brunswick Community College, Fanshawe in Ontario and Red River in Manitoba. The program is accredited through the community colleges and the diploma may lead to advanced standing in the college.

The program is sensitive to different learning styles and trainers are required to have five days of professional development including a workshop on relational learning.¹⁹ All instructors meet regularly to discuss program issues. Each program must include women as instructors, presenting women as positive role models for the class. Initially, a two-week orientation module to familiarize women with shops and tool was proposed but it was found that all participants required this orientation and it became part of the curriculum. What the CARS council has learned is that the profile of apprenticeship has changed. Many of the participants—both men and women—had no shop experience, did not own cars and had not previously “tinkered” with motors.

Outcomes

One difficulty in keeping women enrolled is funding limitations. A single mother on UI trying to feed a family has not always been able to maintain both her training and her family. This, according to the CARS representative we spoke with, has implications for decisions made about continuing to expect women to enrol in 2-year programs and live at a level below the poverty line. Still, very few have dropped out. Only 5 women have left the pilot projects across all 3 locations.

19 See, for example, Belenky, M.F., Clinchy, B.M., Goldberger, N.R. & Tarule, J.M., *Women's Ways of Knowing: the development of self, voice and mind*. New York, Basic Books, 1986

The program opens up employment opportunities in car leasing, auto parts distribution, fleet management and teaching in the field. In addition, there is a great deal of work potential in related areas.

At this point the program is evaluated every 60-75 days through site visits to collect quantitative and qualitative data. Qualitative data is collected in a 2 page questionnaire, anecdotal information and a formative evaluation are also collected.

Best Practices Summary: Advanced Skills Training

Advanced Skills training takes place in diverse settings, based on many different sets of goals for training. The Gender Analysis Tool indicates, however, that there are some key elements of best practice which seem to apply to all settings and training programs.

Principle 1: A Comprehensive Strategy

- A corporate training strategy which specifically identifies the valuing and supporting of equitable participation by women and minorities.

Principle 2: A Training Culture

- Externally recognized credit for training so that it is transferrable to locations outside the firm.
- Linkages between completion of training and advancement or job security within the firm.

Principle 3: Support Needs

- Lateral supports, including provision for child care during training and financial supports.

Principles 4 and 5: Accessible, High Quality Training

- Contractual arrangements which include agreements stipulating equity measures and approaches to meeting them.
- Learner participation in the design of curriculum and in determining when and where learning will take place.
- Partnerships among employers, educational organizations and unions in which each partner takes responsibility for ensuring that certain goals regarding program quality are achieved.

For Further Reading

Committee on Women and Economic Restructuring, Women and Economic Restructuring
Ottawa: Canadian Labour Market and Productivity Centre, 1994

Ontario Women's Directorate, *Training Women: A Guide for Employers*, Toronto: Ontario Women's Directorate, no date

Positive Measures Training

“Conflict resolution, human rights training, sexual harassment training, are all important, but they’re remedial, they’re deficit-driven. We need to be more pro-active than that, to combine diversity training with a real valuing of diversity. We want to build the understanding that we all experience the hurt of prejudice....”

(interviewee)

Positive Measures training is training initiatives designed to assist with the integration of workers affected by systemic barriers. It includes programs designed to assist a diversity of women and other equality seeking groups such as racial minorities, people with disabilities, Aboriginal people, immigrants and those with language barriers, to achieve success in situations where potential or actual employers and co-workers may be, at best, sceptical. It also includes training programs designed to change attitudes and stereotypes among co-workers -diversity training, anti-oppression training, integration training, prejudice reduction training, gender sensitivity training. It is designed not only to assist women and other equality seeking groups to deal with hostility and systemic discrimination in the workplace, but also to provide training to coworkers. It is training that seeks to address specific barriers and to create changes in the workplace, so that those barriers are minimized or disappear.

Positive Measures training is advanced skills training. It asks participants to engage in critical analysis of the root causes as well as the symptoms of discrimination, to develop action plans and to take action. In an ideal world, there would be no clear distinction between this type of training and other forms of advanced skills training. At the moment, however, there is a clear distinction between job-skills focus of most advanced training and the emphasis on structural change which is central to most positive measures programs.

Positive Measures training aimed at employers and co-workers is still relatively new. During the course of our interviews, we had a number of people ask us if we knew who was doing gender sensitivity training and how. Programs designed to build skills levels, self-esteem and general coping capacity among those likely to experience discrimination are more common. A number of groups and organizations are developing comprehensive strategies in this area, developing proposals which ‘match’ training for women and minorities with training for their co-workers. The pilot phase of the YW-NOW program—one of the cases we include here—provides an example of such a strategy in implementation.

The three case studies included here are illustrative of the range of activities going on around the country. One is a community-based training program aimed at the professional integration of qualified immigrants whose credentials are not recognized in Canada. The second is a consulting service, providing contracted gender sensitivity training to corporate clients. The third is a corporate initiative designed to ensure that disabled people are represented in the corporate workforce. Like all pilot programs, these cases come with much positive experience, as well as many recommendations about what might work better in the future.

Our cases are:

- The Professional Integration Program for Women, in Estrie, Quebec;
- The YW-NOW Program, in Halifax, Nova Scotia;
- Customer Service Training Program for People with Disabilities of the Bank of Montreal.

Projet d'integration professionnelle des femmes immigrantes de la region d l'Estrie/The Professional Integration Program for Immigrant Women in Estrie

Why the Program Started

The Program was initiated in 1989 by the Centre for Immigrant Women in Estrie, Quebec. Research conducted in 1988 had demonstrated that there was both a need and interest among multicultural women in Estrie to find professional jobs that would allow them to make use, in some way of education and qualifications gained in other countries and to eliminate reliance on Unemployment Insurance. As a result of the research, HRD provided the centre with funds to develop and offer a 40 week program for 15 immigrant women.

The aims of the program were not just labour market-oriented. Its goal was to enhance the social, economic and cultural integration of program participants, as well as to assist them to enter management positions in the region. Management training was chosen because there was an identified need for people to fill management vacancies. Since one of the principal barriers to effective integration into community life for these women was insufficient facility in French, the improvement of French language skills was given high priority in the program.

This case provides an excellent example of a program consistent with the Phase I principles and which is specifically designed to meet the needs of immigrant women who arrive in Canada with significant foreign credentials, but with little facility in a Canadian official language, no Canadian employment experience and no access to mechanisms which could evaluate their foreign qualifications in terms of Canadian standards. Principle 2: a Training Culture is of particular importance to this case.

Participation of Women

Ninety women expressed an interest in the program. From this list, the fifteen participants were chosen based on the following criteria: immigrant, an income of less than \$6,000/ year, visible minority, significant difficulties in speaking and writing in French, family responsibilities.

Meeting Practical Needs and Strategic Interests

The program included specific training activities, as well as support activities. The training activities had three purposes: to provide participants with a strong grounding in French; to ensure that participants received a thorough orientation to the labour market in Canada; to provide participants with specific professional skills, through training and job placement.

Evaluation was carried out with respect to all training activities, in order to monitor the progress of the participants and to find ways to improve the program activities. Several different approaches to evaluation were used. All evaluation used in the program placed a strong emphasis on assisting the participants to take charge of their own learning. Individual evaluation tools assisted participants to determine their own learning needs and their goals and provided the basis for a learning contract with each participant.

Support activities included regular group meetings and the opportunity to attend seminars in areas such as pay equity, nontraditional occupations, the impact of technology on employment. Training in relaxation was also provided to participants. Educational workshops held for participants' children gave participants Saturday mornings 'off' to get out into the community, going to libraries, shopping malls and the Canada Employment Centre. These mornings gave participants a chance to expand their horizons, acquire greater autonomy and demystify services and agencies that they which were previously unknown quantities for them.

Outcomes

All participants were involved in 10 week placements in local hospitals, giving them practical training in management activities.

At the end of the program, several recommendations were made for the integration of women from cultural minorities into the labour market in Quebec. They include: that programs of recruitment and professional training be provided to all immigrant women, as an entitlement; that cultural minority groups be provided with stable operating budgets so that they can offer continuing programs in professional training; that immigration policies include as a priority supported entry into the Canadian labour market; that immigrant women have access to services, including high quality, advanced language training and legal information and services; that the delays in reunification of immigrant families be reduced to less than six months; that governments explicitly recognize the importance of immigrants to the future development of the Canadian labour market and that they work to combat the impression that immigrants are primary consumers of publically funded services.

The YW-NOW Program

Why the Program Started

The YW-NOW project started as a pilot project carried out in partnership with Nova Scotia Power and the YWCA of Halifax. It included two elements: a bridging program designed to provide women currently in clerical positions with an orientation to trades, technologies and operations; and gender sensitivity workshops, designed to create changes in negative attitudes that affect retention of women in male-dominated occupations. The pilot project took three years to plan and implement. A Project Advisory Committee enabled both management and the union to develop the policies, procedures, recruitment and screening mechanisms needed to ensure program success. The pilot program ran once under Innovations funding through HRD.

YW-NOW has continued as a consulting service, providing gender sensitivity training under contract with corporate clients. In the last year, YW-NOW has worked with a number of clients, including CBC Halifax and the Department of National Defense Ship Repair Unit.

The YW-NOW program pilot provides an example of all the Phase I principles in action in Positive Measures training. Without the bridging component, its congruence with Principle 1: A Comprehensive Strategy is weakened somewhat. It remains however, an interesting and innovative program approach.

Participation of Women

As part of a Total Quality Management initiative, the Ship Repair Unit at the Dockyards started a Continuous Improvement Project. As part of this project, employees put forward suggestions for improvements in working life. One outcome of the project was a support group of tradeswomen employed at the Dockyards. They meet once a month. In the operations area of the Dockyards, only 20 of 800 employees are women. They are spread out in different areas and have little contact with one another in the course of a regular work day. The support group allowed them to get together and to document problems they were having. They requested an Employment Equity Steering Committee and suggested that YW-NOW be asked to do training with their male co-workers. After a year of negotiations, a contract was signed.

Meeting Practical Needs and Strategic Interests

The goal of the Dockyards program is to ensure that all 1200 employees receive gender sensitivity training. The program uses a train-the-trainers model, working with training teams including one man and one woman. In order to get the program started, volunteers who were interested in becoming trainers were recruited from the Ship Repair Unit. Five men and five women were accepted into the program. They received three weeks of training in adult education, facilitation and equity issues during the course of the program.

The trainee-trainers started their program by organizing and running focus groups. The focus groups identified key issues for women and men working together in the Unit. Issues identified included: the slow pace of progress with respect to employment equity; tokenism and stereotyping of women in trades areas; workplace culture and sexual harassment. At the end of the program, the trainer partners developed an agenda for a workshop based on the issues identified during the focus groups.

Two workshops a week for groups of 15 employees will be scheduled for the next year, in order to reach all Dockyard employees. Each team will run 25 workshops in all. This is a mandatory employment equity initiative, taking place during work time. People will not be paid if they do not attend. Trainers get together once a month to discuss their work.

Our interviewee believes that high quality gender sensitivity cannot be offered in a standard package. It requires extensive up-front work in order to ensure the full cooperation of unions and management and in order to ensure that the program is specifically designed to address gender issues as they are experienced within each workplace. This program, which uses focus groups to identify agendas and trains employees to act as workshop facilitators is designed to ensure that people get training which addresses them directly.

Outcomes

The past year has been an active one for YW-Now, with a great deal of interest expressed in the YW-NOW approach and numerous workshops offered. Currently YW-NOW is submitting a new proposal to adapt the current program model to a particular focus on the integration of work and family life.

Customer Service Training Program for People with Disabilities - Bank of Montreal

Why the Program Started

The Customer Service Representative Training Program was organized as a joint project of the Bank of Montreal, the Training Coordinating Group for Persons with Disabilities in Ontario, the Canadian Council on Rehabilitation and Work and Centennial College. Program participants must fall under the mandate of the Federal Disability Act, be 18 or older, a Canadian citizen or landed immigrant, unemployed and not on Unemployment Insurance. Curriculum design was done by Centennial College to meet the Bank's requirements.

Positive Measures training aimed at successfully accommodating and integrating people with disabilities is relatively rare. We have included this case here as the only example we could find of training developed specifically to meet the needs of people with disabilities, although not gender-sensitive. Principles 3 and 4: Support Needs and Accessible Training are of particular relevance to this case.

Participation of Women

This is not a woman-only program but rather cited in this paper as a good example of programs organized to integrate people with disabilities into the workforce.

Meeting Practical Needs and Strategic Interests

Subjects included in the training were: business maths, business communications, professional development, keyboarding and computer skills, bank products and terminology, and customer service. Participants received 24 weeks of training, alternating classroom instruction with weeks of on-the-job-training. All participants attended an orientation session prior to beginning the training. Students were referred from social service agencies to a selection team made up of representatives of the partner sponsoring organizations.

Our interviewee stressed that the program model is a good one. It provides specific training for identified positions and guarantees employment to successful graduates. Employers are involved in the program from the earliest stages. Improvements are needed however, particularly in the areas of retention and selection, where more active involvement is needed from learner/participants in the program.

The Training Coordinating Group for Persons with Disabilities coordinated the project funding, which came from HRD and Labour Canada, through the Canada Jobs Strategy. Three types of

funding are available to participants on an individual basis: training funds, living allowances for the training period, and a limited budget for work-accommodation assessed through Assistive Vocational Technology Associates, a private accommodation consulting group.

Outcomes

Participants are guaranteed jobs upon graduation from the program. The Bank of Montreal committed to 15 jobs at 15 branches when the program began. Evaluations of both classroom and on-job-performance are needed to qualify for a permanent position. Of the 15 initial participants, 12 completed the training.

After the first group of graduates had entered jobs, it was discovered that the Bank did not do enough advance planning at the branch level to ensure retention. Of the twelve graduates initially hired into jobs, only 6 are still employed at the Bank. The participants need continuing on-site support to succeed in employment as well as additional training for others in the work site.

At this point the Training Coordinating Group, which is funded through Human Resources Development Canada and jobsOntario Training Fund, is organizing a similar project with the electronics industry. Participating employers will include: Panasonic, Motorola, Sharp, and perhaps IBM. The Training Coordinating Group is organizing a conference for employers in September.

The model's success is dependent on the company's willingness to accommodate. Employers wanting to integrate disabled people must be prepared to take special measures to integrate them, revising performance expectations, modifying job requirements where necessary and providing appropriate accommodation for physical needs.

Best Practices Summary: Positive Measures Training

As with community economic development training, ideas about best practice in positive measures training are still evolving. Below is a list which summarizes current thinking.

Principle 1: A Comprehensive Strategy

- An integrated approach that does not hold women wholly responsible for resolving problems related to their marginalization.
- A proactive approach which moves beyond fixing current problems into prevention.

Principle 2: A Training Culture

- Active involvement of learner/employees in determining the content of training and in acting as trainers to co-workers.
- Explicit valuing of diversity through measures such as recognition of foreign credentials and special language needs of recent immigrants and the accommodation of people with disabilities.
- Linkages and partnerships with external groups committed to the achievement of equity in the labour market.

Principle 3: Support Needs

- Policies and mechanisms which provide incentives for participation in/endorsement of Positive Measures.

Principles 4 and 5: Accessible, High Quality Training

- An integrated approach which includes a number of components such as employment equity measures, anti-violence training, human rights awareness training, bridging programs.

For Further Reading

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Teresa Bassaletti, "Project d'integration professionnelle des femmes immigrantes de la region de l'Estrie" in *Women's Education des femmes* 10:3/4, Winter 1993/94, pp. 24-29

Conclusion: Trends and Issues

Throughout our interviews, the importance of partnerships in creating and maintaining programs that correspond to the principles and guidelines developed in the paper *Rethinking Training: Meeting Women's Needs* was emphasized more than any other single theme. In implementing programs that meet women's needs for training and education, effective partnerships among programs, institutions, labour force development structures and community groups appear to be crucial. These partnerships work to deliver training that can be implemented within the structure of available resources and is accredited, portable, transferable -corresponding to the principles and guidelines developed in the first phase. Currently, partnership arrangements are being used to develop new initiatives in some key areas which have relevance for all training models described in the previous section. Examples of these evolving partnerships are described in the following section.

Prior Learning Assessment

Movement forward in providing women and men with the opportunity to receive advanced credit for skills and knowledge acquired on-the-job, in other countries, or in non-accredited learning situations provides one good example. Prior Learning Assessment is of particular importance to immigrant women and mature women seeking to re-enter the labour market or to gain access to higher education and is one key component in implementing Principle 2: A Training Culture.

Community colleges are providing leadership in this area. In addition to delivering advanced skills training programs in everything from engineering technologies to child care, the colleges in several jurisdictions are working on establishing systems for Prior Learning Assessment (PLA). Through PLA the colleges will be able to reach participants previously barred from entry by lack of Canadian academic or work experience. The opportunities created in systematically integrating PLA into the college system are expected to result in programs becoming more accessible, in learners receiving credit or advanced standing for equivalent learning or experience out of the college and, in other training agencies to deliver PLA credit courses which meet college standards in areas such as French/English as a Second Language.

In Ontario, for example, the Council of Regents has formed a Prior Learning Assessment Advisory Group to implement PLA consistently across the 23 Ontario community colleges. The Advisory Group has a clear mandate to develop an approach to PLA which is equitable, accessible, and includes community outreach and involvement. PLA is expected, for example, to provide a mechanism for granting formal college credit to graduates of George Brown College's community partner programs.²⁰ George Brown has run a pilot project with the Metro Labour Education Centre in developing the Prior Learning Assessment Portfolio Course. The college now has three versions of the Portfolio course, the regular course (45 hours), a weekend course and an English as a Second Language version which is 60 hours in length.

20 See the STEP Program and the MLEC program in our case studies for examples.

Labour Adjustment Strategies

Historically, adjustment programs have been single company-focused. Recently, in recognition of the reverberating effects which lay-offs have on one another in various industrial sectors and throughout affected communities, more broadly-based, community-wide labour adjustment partnerships have been formed. These partnerships are particularly important to the full implementation of Principle 1: A Comprehensive Strategy. The Adjustment Committee for Clerical Workers in Metropolitan Toronto provides one example.²¹ Established in 1993 by the Canadian Labour Force Development Board, the committee includes representatives from labour, business, government and community groups and has a mandate to research the situation of displaced clerical workers. A statistical analysis of laid-off workers in Toronto showed that clerical workers, who are primarily women, are the group most affected by downsizing, restructuring and technological change.

The partnerships between business, labour and the community have worked to create a supportive committee involved in investigative research. There are three working groups to support the main committee. The first phase of the work will culminate in a research report, identifying what adjustment services are required by displaced clerical workers as well as looking at job retention and job security in understanding employer expectation and changing roles. Phase 2 and phase 3 will develop and implement adjustment services for clerical workers.

Women's Participation in Labour Force Development/Training and Adjustment Boards

National, regional, sectoral and local Boards and Committees are being established across Canada to allocate training dollars and/or to assist in shaping policy and programs. These structures are new and there has been no systematic evaluation of their impact on training for women. Many of our interviewees chose to discuss these Boards with us, because of their prevalence and their potential for being vehicles for the implementation of the Phase 1 principles. Some interviewees also expressed fears that, in an era of constrained resources, these structures may absorb resources which would otherwise be available for training programs.

One woman, who had been a director on a provincial board noted, "The work is very difficult, building coalitions between groups and institutions who have very little common concern is frustrating, and there are no models. But, it's important for women to be there, to have a seat at the table...." Another woman stated, "Women sitting on these boards have definitely created an awareness of women's needs and issues. It's the first time women have been allowed in. It's important for women to be there, to have a seat at the table and demand to be heard, and taken seriously."

In a number of locations coalitions and reference groups have been formed, or have reorganized, to support women who have been selected to sit on the Boards. Some groups, such as the National Women's Reference Group, the Ontario Women's Reference Group to the Ontario Training and Adjustment Board, the Women's Reference Group in Newfoundland and Labra-

21 Another example took place in a non-urban setting. A community-based adjustment committee was established in the Temagami-Temiskaming area north of North Bay along Highway 11 to address multiple lay-offs in the forestry and mining industries. It had an 18 month mandate and produced a final report in January of 1992.

dor, and the women's group organizing to support the women's representative in British Columbia. All these have been established to support women's representatives on Labour Force Development Boards.

Other groups, such as WETC (Women's Education and Training Coalition) in British Columbia and ACTEW (Advocates for Community-based Training and Education for Women) in Ontario and CCLOW-Nova Scotia (Canadian Congress for Learning Opportunities for Women - Nova Scotia) are involved in more general support work, information sharing and monitoring.

Training Standards

A number of groups, including the Canadian Labour Force Development Board, have suggested that principles and guidelines should be used as training standards and incorporated into funding agreements as contract conditions. For people interested in evaluation and in ensuring the efficient use of training resources, the accountability measures inherent in these contractual arrangements are attractive. Sectoral councils appear to be leading the way in this area. The Automotive Parts Sectoral Council, for example, has developed an autoparts training certificate program, in partnership with the Canadian Auto Workers.

The principles of the program are stipulated as part of the funding arrangement. There is agreement regarding equitable selection of trainees, using bias free materials and representation from equality-seeking groups among the trainers. A train-the-trainer component is also built into the agreement. The program has an anti-harassment policy as part of its operational guidelines. The first day of the course reviews these policies as ground rules for participants in the program and as part of curriculum on changing the broader workplace environment.

Community-based Training

Community based training programs, in partnership with government funding agencies, colleges and school boards have often been responsible for developing and implementing training that works well for a diversity of women who do not have access to other formal learning opportunities. The community-based model, a holistic, integrated approach to training combines on-site access to support services such as counselling and crisis intervention, with access to child care, in a supported, non-institutional environment. At its best, community-based training draws on the available resources and expertise of all the partners to provide sensitive, high quality training which is culturally appropriate, learner-centred and cost-effective. Programs often report between 87-90% completion with 75-85% placement after the program into either further training or employment. Unfortunately, inconsistencies in funding mean that, despite their success, programs are seldom stable.

In our research, when we asked people to suggest to us programs which were consistent with the Phase I principles, community-based partner programs were mentioned frequently.²² Community-based training appears to be making an important contribution, in developing resource-efficient approaches to implementation of the principles for women who would

22 See, for example, YW-NOW, the Women in the Economy Project and the Native Women's Training Centre in the case studies in the previous section

otherwise not receive training. In particular Principle 2: A Training Culture and Principles 4 and 5: Accessible, High Quality Training are relevant here.

Meeting Women's Training Needs: Key Requirements

Our research has lead us to the conclusions summarized below.

High Quality Training

Programs that incorporate or follow the Phase I principles and guidelines are very successful models of women's training. Many of the interviewees stressed the need for training standards and gave these Principles as an example. Standards used as contract requirements in setting agreements for the access to public training dollars may be useful in creating programs that are consistent and of high quality.²³

There is still very little literature which describes best practices for various approaches to women's training. It is important to continue to document, through research, best practices as they are being developed on the ground in programs as they relate to diversity issues.

Gender-sensitive and Gender-inclusive Training

Gender analysis, incorporated into the assessment and evaluation of policies, programs and projects is an important accountability mechanism and is deserving of budgetary support.

Programs for women only continue to be important, particularly in the basic skills and bridging areas, where gender-based differences in experience make a world of difference in the provision of training.

National, regional and local economic data collected for use in policy, program or project development and assessment if separated by gender will assist in effective allocation of training resources.

Training as a Component of Strategies for Equity

Positive Measures training, as one component of broader workplace equity strategies is crucial. Training for women striving to overcome labour market barriers matched with gender and diversity sensitivity training for their co-workers improves the retention of women in various workplaces, creating a more diverse as well as more equitable workplace environment.

The inclusion of training in an economic agenda for women is critical, at a variety of levels. Strategic initiatives which clearly address the socio-economic position of women and which are linked, nationally, regionally and at community and organizational levels are key components of effective labour market policies for women.

23 See Susan Wismer, *A National Framework for Training Standards*, unpublished research paper prepared for the Canadian Labour Force Development Board, September 1993

Outcomes addressing Practical Needs and Strategic Interests

There is still very little systematic analysis of outcomes taking place. Those programs with procedures for longer term follow up and evaluation of outcomes are best in determining whether the training provided was effective.

Results of evaluation work which has been done are not easily available to other people planning similar initiatives, thus creating much duplication of effort. A national data base on women's training, accessible through the InterNet, would reduce some of that duplication.

Demonstration projects which have been evaluated using a gender analysis approach and have been found to be successful would be more even more effective with secure, longer term program funding.

Currently an enormous amount of staff time in successfully operating projects is spent in identifying new sources of funding, preparing detailed proposals and renegotiating with existing sources on an annual basis. Much of this time could be spent in program delivery if there were longer term options for funding.

It appears that incentives are still needed for the achievement of greater economic equity for women. The structure of the labour market itself appears to be remarkably resilient in resisting efforts at removing discrimination. The Report of the Royal Commission on the Status of Women was published nearly 25 years ago.²⁴ Despite various government initiatives, and despite major structural changes in the labour market, women have remained at a significant disadvantage in the labour market. It appears that the 'unseen hand' of the free market is highly unlikely to wave a magic wand in the direction of greater equity for women. It is women themselves, in meaningful partnership with governments, private sector employers, the labour movement and voluntary organizations, who will play a leadership role. Training alone will not create labour market equity. Training can however, be a tool for equity and enhance women's to greater economic self-determination.²⁵ Training which is consistent with the principles and guidelines developed during this project can advance women's labour market participation in a meaningful and effective way.

24 Florence Bird, Chair, *Report of the Royal Commission on the Status of Women in Canada* (Ottawa: Supply and Services Canada, 1970)

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Brochure présentant les mesures d'aide à la formation professionnelle offertes par le M.M.S.R.F.p. aux femmes décidées d'intégrer ou de réintégrer le marché du travail et qui éprouvent des difficultés particulières. Elle présente également des mesures de développement de l'employabilité et d'aide à l'emploi permettant d'accroître une expérience de travail ou encore faciliter un retour aux études

Directives pour l'évaluation des besoins en matière d'adaptation, la commission de la Droite de la Personne, Ontario, 1989

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La formation des femmes en milieu de travail, vi, 45 p.

Corporate Source: Ontario. Ministère de la Formation, professionnelle, Publisher: Toronto: Le Ministère, Language: Français; French

Ce document est le rapport du progrès en Ontario présenté au conférence des ministres ayant des responsabilités concernant le marché du travail et le statut de la femme.

26 Prepared with the assistance of: Centre de documentation sur l'éducation des adultes et la condition féminine, Montreal, Quebec

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Situation des femmes sur le marché du travail: participation, formation, et secteurs d'activités, catégories professionnelles et revenus, salaire minimum et syndicalisation. Mesures visant l'équité: l'article 19 de la Charte, programmes d'accès à l'égalité et d'obligation contractuelle, principes de l'approche retenue. Accès à l'égalité et équité salariale. Redéfinition de l'équité en emploi pour les femmes du Québec: trois modèles. La formation des filles et des femmes.

Les femmes et le travail: La recherche féministe en cours. Christiansen-Ruffman, Linda; Descaries, Francine; Stewart, Mary Lynn, Montréal: Fédération canadienne des sciences sociales; Institut canadien de recherches sur les femmes; Fédération canadienne des études humaines, 1993.

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La formation des filles et des femmes: son importance pour l'économie canadienne au XXI^e siècle, 1991, sans pagination, Filière 331.4(71) for 1991

Les nouveaux arrivants sur le marché du travail au Canada sont les femmes. Le présent document étudie plusieurs facettes des politiques et programmes à élaborer pour atteindre l'égalité des chances dans l'éducation.

La place des femmes en formation professionnelle dans l'ensemble de l'éducation des adultes. Doyle, Lise; Minguy, Claire; Ramoisy, Jacqueline, Québec: Conseil du Statut de la femme, 1993.

Cette étude propose une analyse de la situation des femmes en formation professionnelle à l'éducation des adultes. On passe d'abord en revue les perspectives quant aux emplois d'avenir en faisant ressortir les grandes tendances qui caractérisent l'évolution du marché de l'emploi. On voit ensuite la place occupée par les femmes et les hommes en formation professionnelle. On présente finalement les obstacles que les femmes rencontrent pour accéder à la formation et plus particulièrement à celle qui peut mener aux métiers en pénurie.

La portrait statistique de la formation des femmes dans le cadre des achats directs et de la formation sur mesure en établissement 1987-1988 et 1988-1989. Doyle, Lise, Conseil du statut de la femme du Québec, 1990.

Ministère de l'éducation, Québec, *Pour me brancher sur l'avenir, je choisis la science et la technologie.* Ministère de l'éducation - Coordination à la condition féminine, Québec, 1987.

Une trousse complète renseignant les élèves et les pédagogues sur les possibilités de carrières non traditionnelles.

Ministère de l'éducation et de la Formation, Ontario. *Apprentissage: Une nouvelle vision de l'avenir, guide du conseiller d'orientation/Apprenticeship: A New View of the Future, Counsellor's Handbook.*, Gouvernement de l'Ontario, Toronto, 1989.

Ce manuel vise à aider les conseillères et conseillers pédagogiques à encourager les filles à suivre des cours d'apprentissage quand le choix d'une carrière technique est visiblement une option pour elles.

Perspectives de femmes sur la remise en cause des programmes sociaux: mémoire soumis au comité permanent du perfectionnement des ressources humaines par dix groupes de femmes du Québec. Rose, Ruth, Montréal: Relais-femmes (et al.), 1994.

Ce mémoire traite de la conception du rôle du gouvernement pour rétablir la santé économique, celle plus spécifique des femmes, les grands principes d'équité de la révision des programmes, celui de la promotion de la femme, de l'assurance-chômage, les programmes de formation et des mesures d'employabilité, les enjeux spécifiques pour les femmes, l'aide aux familles avec enfants, les interactions avec l'aide sociale et de suppléments au revenu gagné, le rôle du régime d'assistance publique du Canada, les services de garde à l'enfance.

Pratiques et activités ministérielles pour accroître et diversifier la participation des femmes en science et technologie: 1989-1991.

Cadre des activités ministérielles. Bilan et activités projetées relativement à la formation et à l'emploi scientifiques et techniques. Bilan et activités publiques d'information, de sensibilisation et de diffusion de la culture scientifique et technique.

Audio Visual Materials

A little elbow room please, A Video and Facilitator's Guide to Encourage Women to Explore Non-Traditional Careers, Employment and Immigration Canada, 1993.

An Even Break, Offers managers practical ways to eliminate or minimize barriers to full employment for all workers. Available from the Human Resources Department of the Oshawa Group Ltd. 416 236-1971.

Employment Equity - Win, Win Situation

Presents a step-by-step approach to the orientation, planning and implementation of an equal employment opportunity program. NorMark Productions, 1987

The Future is in Your Hands: Ontario Ministry of Skill Development 1990, 6 minutes, VHS video **

This is an introduction to Ontario's apprenticeship program and shows some female apprentices at their work. It highlights the components of apprenticeship programs. It is available in French, Greek, Portuguese, Spanish and Italian translations.

More Than Just a Job, SkyWorks Charitable Foundation for the Ontario Women's Directorate, 1990 **

Documentary video about women and men making career choices based on their personal interests and talents rather than sex-role stereotyped ideas about "women's and men's" work. A facilitator's guide is available.

No Time to Stop: National Film board of Canada, 1991, 29 minutes

16mm and VHS video

The women in this film describe their aspirations, accomplishments and ongoing struggles. It deals with complex issues facing immigrant women. This film is a powerful call for an end to racism and a plea for improved language and skills training in Canada.

Something to Talk About: An Employment Equity Video-Cassette and Leaders' Guide,

Designed to encourage understanding and support for employment equity in the workplace. Available from L.M. Media Marketing Services Ltd, 1125 Torbay Road, Unit 9, Markham, Ontario, L3R 2M9, 905 475-3750, Fax: 905 475-3756. Toll Free: 1-800-268-2380.

** denotes materials available in French

Contact List

Basic Skills Training:

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Native Women's Training Centre, (NWT Training Centre)

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Inuvik, Northwest Territories, Tel: 403 979-4162/3, Fax: 403 979-2799.

Bridging

Dixon Hall

Contact Person: Paul Chamberlain, Terry Dance

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The WISE Program, Women Interested in Successful Employment

3 sites in Newfoundland

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Community Economic Development Training

Women Inventors Project

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Women in the Economy

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Rural Enterprise Development Initiatives
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Advanced Skills Training

CARS Knowledge Network
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Toronto, Ontario, M5G 1X6, Tel: 416 592-6189, Fax: 416 592-1699

Yellowhead Tribal Council
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Positive Measures Training

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YW-NOW
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The Training Coordinating Group for Persons with Disabilities
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