

ALTERNATIVE PATHWAYS TO EMPLOYMENT FOR UNEMPLOYED AND
UNDEREMPLOYED NEWCOMERS: INNOVATIONS IN SERVICE DELIVERY

Presented at the Pathways to Prosperity National Conference
November, 2018

Policy context

Newcomers facing barriers navigating the Canadian labour market

- Transition from settlement to employment services is a priority area
- Targeting → service delivery models need to be aligned with the needs of diverse groups of newcomers

This workshop will discuss three different models, each of which feature innovative components tailored to different populations

1. Skill assessment in relation to the requirements of target occupations, followed by portfolio development and skill enhancement
2. Demand-led, sector-based pathway to employment, supported by a pay-for-success incentive structure
3. Alternative pathways to re-credentialing

THE EMPLOYMENT IMPACTS OF FOUNDATIONS, A CAREER PATHFINDING AND
ESSENTIAL SKILLS INTERVENTION, ON JOBLESS NEWCOMERS

Program background

- Essential skills focused intervention for unemployed
- Based on ESDC's Essential Skills framework
- Occupationally focused skills enhancement
- Best suited for clients with a specific occupational goal
- Designed to help clients prepare for school and/or work

Program model

Delivered and evaluated at 3 sites: Douglas College (BC); Conestoga College (ON); College of the North Atlantic (NL)

1. Portfolio

Clients identify, understand & document their essential skills

Research occupational skill requirements (ES Profiles)

Build a realistic career action plan based on assessed skills & requirements of chosen occupation

2. Skill Enhancement

Focus on only the skills needed for the client's chosen occupation - Individual Learning Plans

Uses ESDC's Essential Skills Framework to ladder learning

Self-paced, mixed delivery:
Face to face & self-directed

Participants

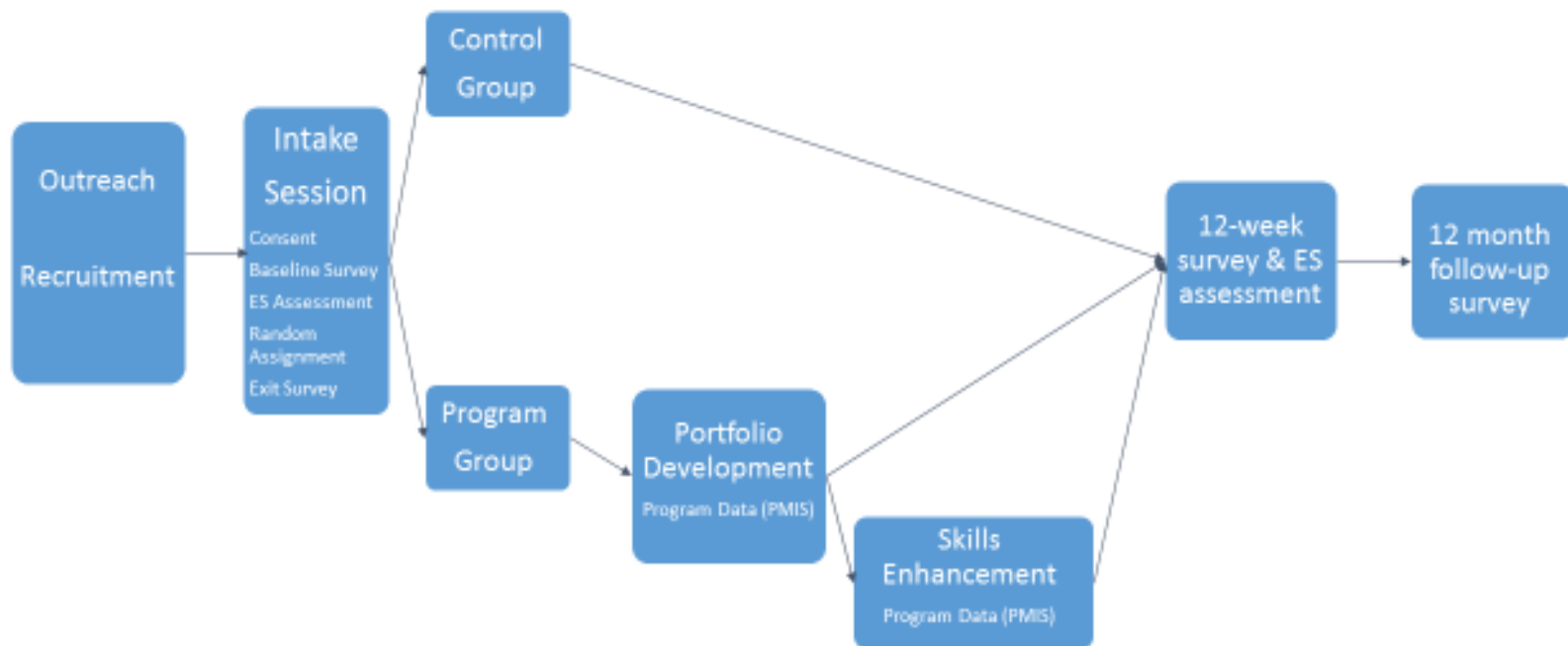
Sample size = 452

- 64% female
- 65% immigrant
- 23% High School or less; 46% University

- 42% household income less than \$20,000
- Average # of months worked in past 3 years = 15
- Most common barriers to finding or keeping a job
 - Limited work experience - 50%
 - Difficulty with English – 37%
 - Lack of job hunting skills – 36%

Randomized control trial (RCT) design

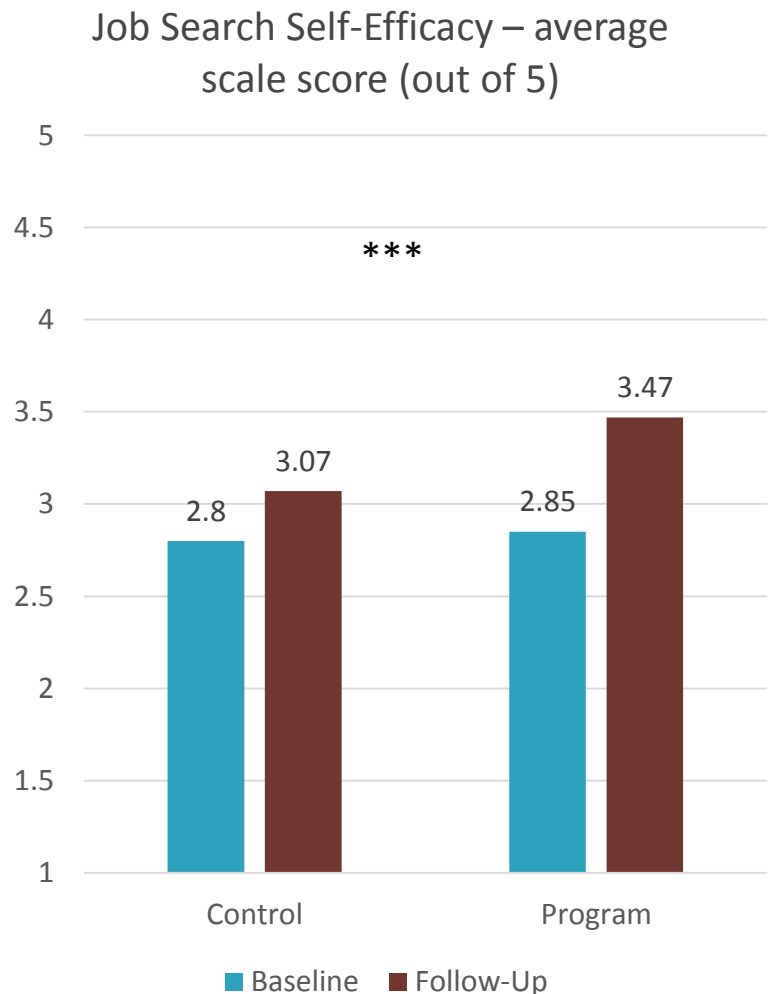
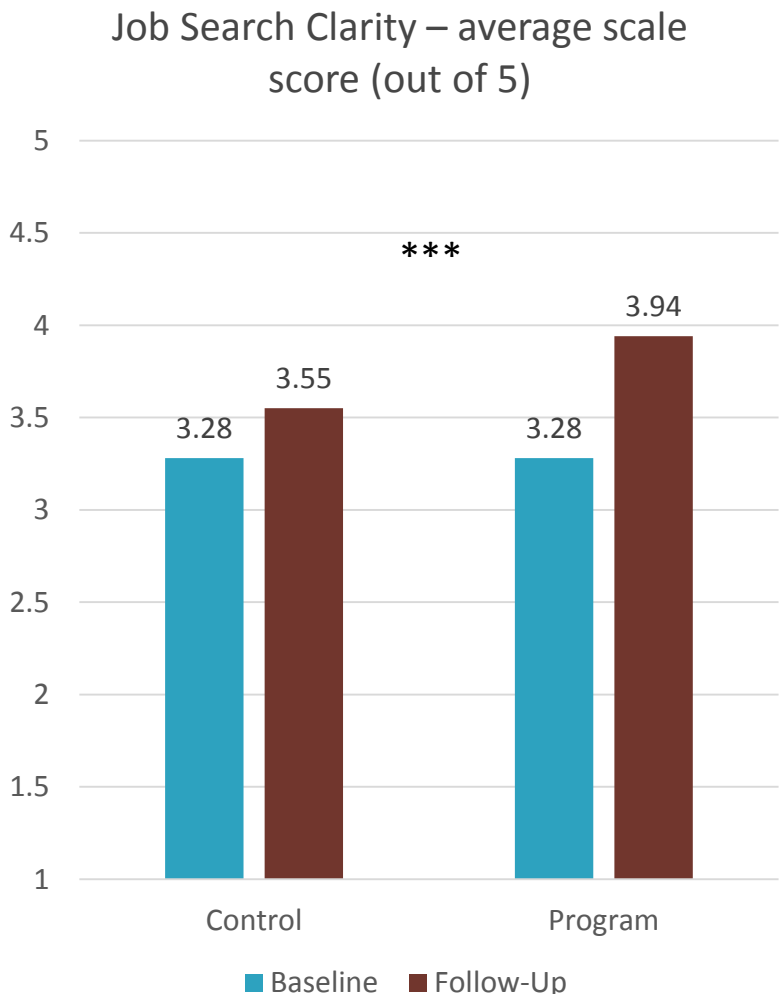
Program and Research Flow



Impacts

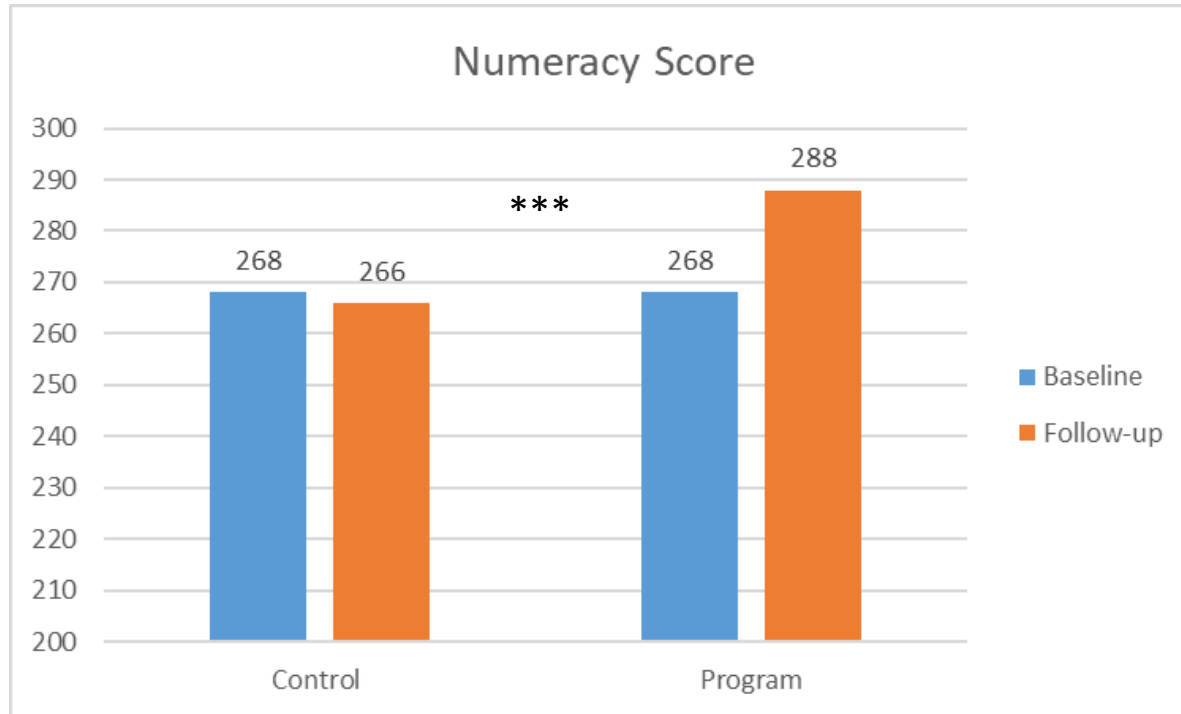
Immediate post-training impacts for all participants, regardless of educational attainment...

Significantly larger gains in career adaptability for program group



*** P < 0.01

Essential Skills gains at 12 weeks, among those targeted for Essential Skills upgrading (compared to matched control group members)



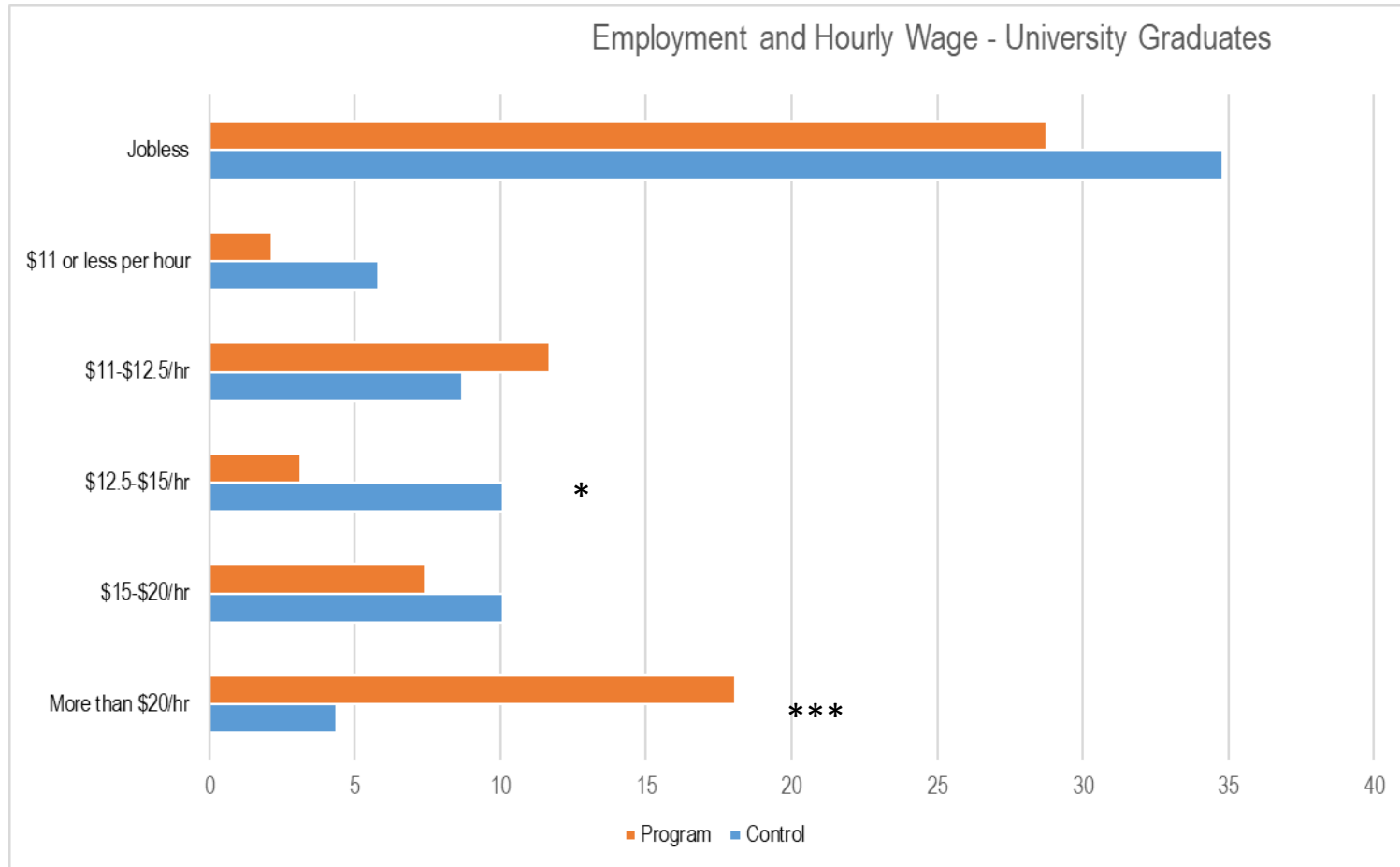
*** P < 0.01

Impacts

Immediate post-training impacts for all participants, regardless of educational attainment...

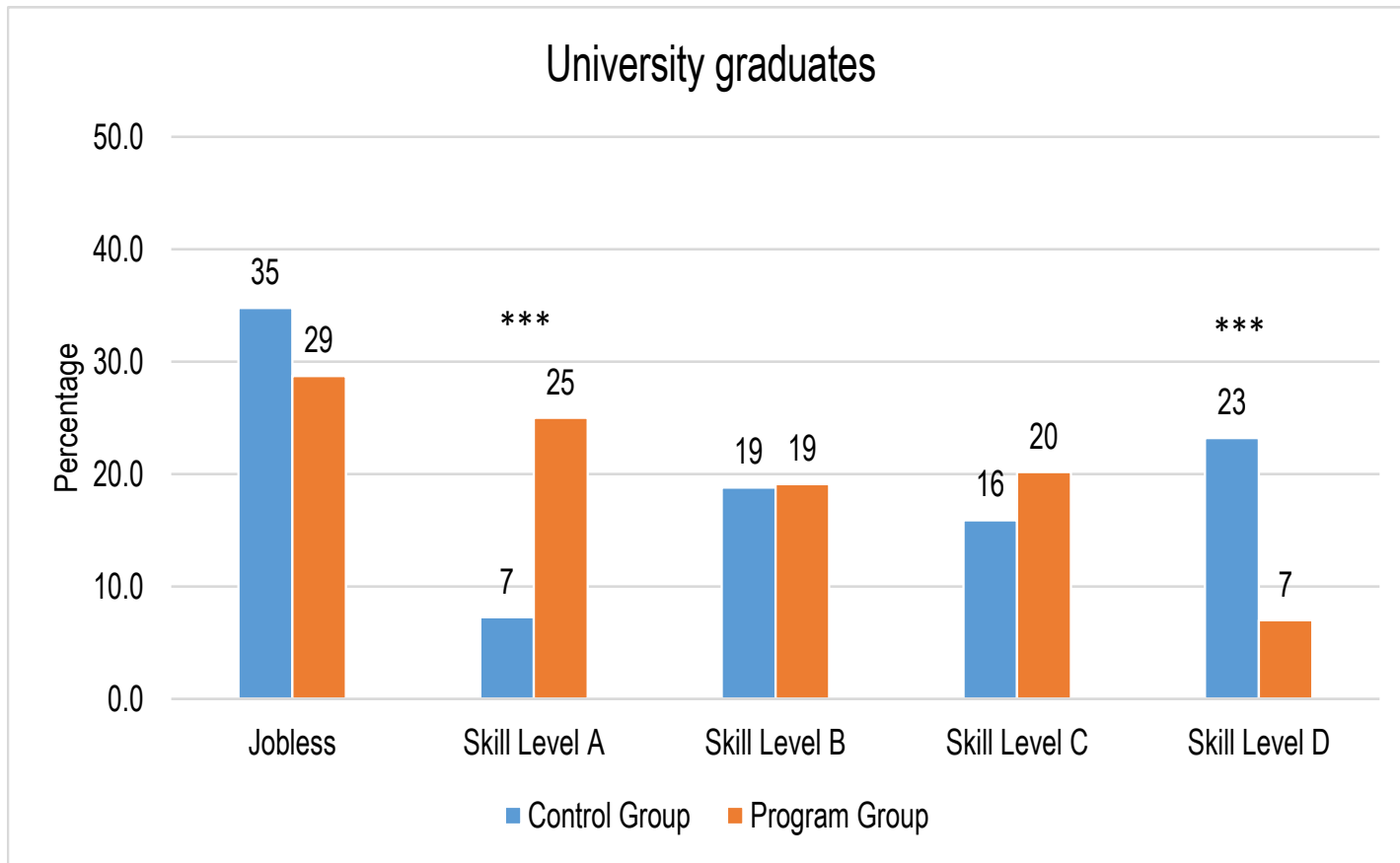
...but only university grads were able to leverage those early gains into longer-term labour market impacts

Wage impacts at 12 months among university graduates



*** P < 0.01
 ** P < 0.05
 * P < 0.10

Impacts on occupational skill levels, among university graduates



A good fit for university-educated newcomers

The Foundations program model was especially well suited for educated immigrants

- Large average wage and occupation impacts
 - A relatively low cost way to leverage existing human capital into skills commensurate occupations
 - Participants get not only skill gains, but also a way to talk about how their skills fit occupational requirements to prospective employers
 - A useful complement to models that target formal bridging programs or credential recognition for ITP's seeking regulated occupations
- Still have considerable variability in outcomes
 - Program reduced university graduates who were jobless or in low-skilled jobs from 74% to 56%
 - Even bigger impacts with better targeting, and better alignment of program model with participant needs?
 - Especially suitable for skilled newcomers seeking non-regulated professions?

But what about less-educated job seekers?

Mixed results for those with less education

- Positive impacts on career adaptability, skill development, participation in further training, and well-being
- Suggests that the program helps to develop self-efficacy and employability
- But few positive impacts on employment
- Longer time frame needed to observe employment impacts?

A need for more direct demand-side interventions to support employability gains

- Employer engagement
- Facilitated transition to employment (e.g. work placement)

USING PAY FOR SUCCESS TO BUILD A SECTOR-BASED PATHWAY TO
EMPLOYMENT FOR RECENT IMMIGRANTS

Broad project objectives

Part of an initiative funded by Employment and Social Development Canada (ESDC), and partnered by Workplace Education Manitoba (WEM)

- Seeking to stimulate innovation in Essential Skills training
- Provincial priority: develop more direct pathways to employment, with demand-led programs
- Goal is to use pay-for-success as a tool to incentivize providers to develop innovative practices to connect individuals with lower skills to sustainable employment.

Designing the Pay for Success model

- Pay-for-success models are prone to ‘gaming’ and other strategic behaviour when they narrowly focus on a poorly defined or unrealistic performance target
- Instead of a single distant target, develop a ***milestone-based pathway***
 - Use a ***collaborative theory-of-change (co-design)*** approach to:
 - i) Identify key transition points leading to the desired outcome(s);
 - ii) Describe what client success would look like at each of these points;
 - iii) Develop measures for each indicator of success (milestones);
 - iv) Support provider capacity to develop practices around each milestone.
 - Providers receive an incentive payment each time a client reaches a milestone
 - Clients at different levels of need can start at different points along the pathway

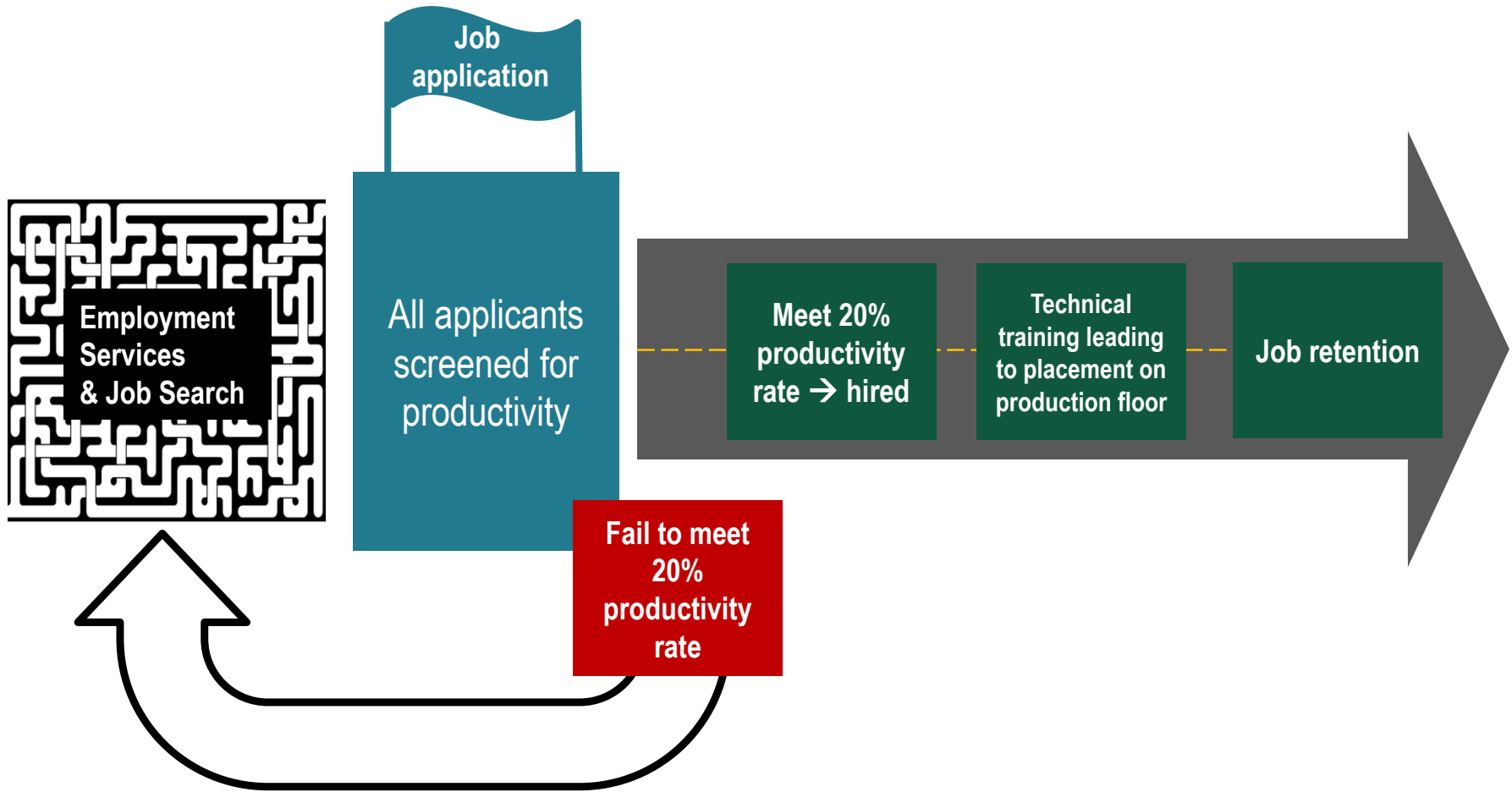
Basic model components

- Needs assessment and service planning for job seekers
 - Determine starting point (Essential Skills, employability skills, work readiness), and subsequent milestones to be attained
- Employer engagement
 - Organizational needs assessment to inform training
 - Promise of a work placement, with further training support
- Customized training
 - Dual customer approach: sector/occupation-specific curriculum aligned with both learner and employer needs
- Measurement of milestone outcomes along the pathway to employment
 - Performance incentives for each outcome
 - Not just attachment but retention

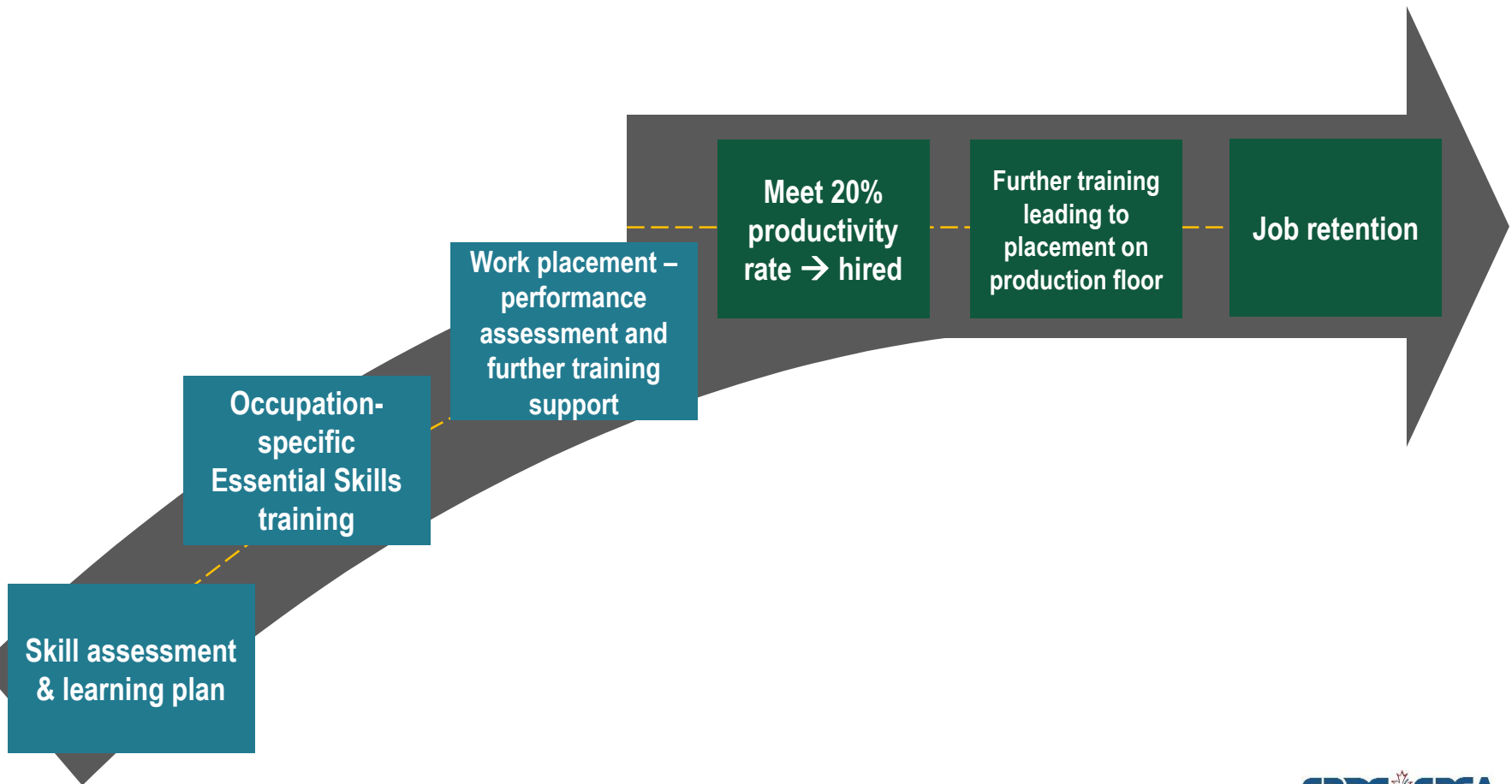
Model adaptations

- Several service providers in MB and NS
- Largest provider: Opportunities for Employment (MB)
 - Partnership with a single large employer (Canada Goose)
 - Training includes a classroom component, followed by transition to work placement
 - Learning transfer is key → continuity of support for both learners and employer
 - Worked with almost 400 people → 86% newcomers

Traditional hiring channel



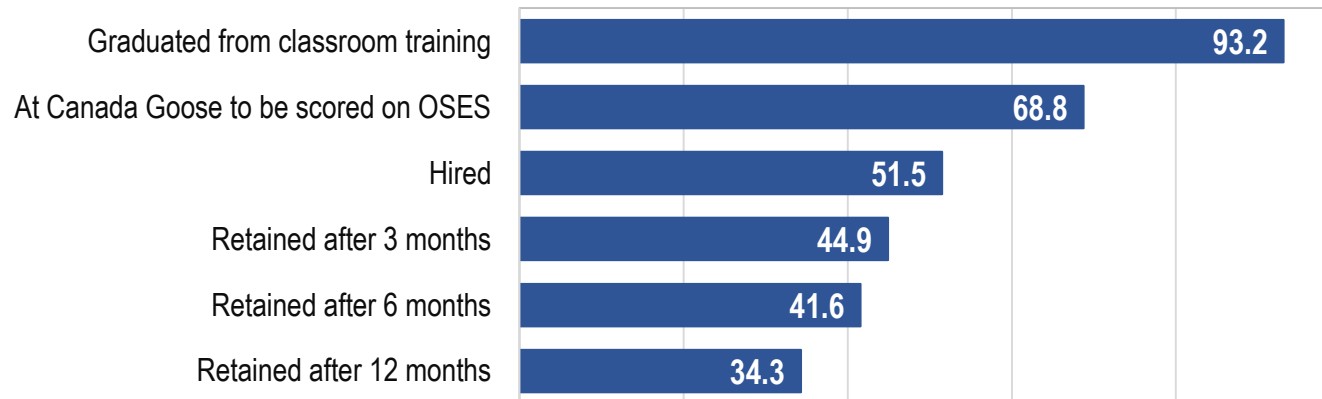
Building a new on-ramp



Job seeker outcomes

- Significant gains across a broad range of outcomes
- Transitions to sustained employment
- Life-changing → would have never been hired otherwise

Among those who started OFE training and received Employment Learning Plan (%)



Innovations in service delivery and employer practices

Responsiveness to client need:

- Better intake and screening (e.g. early assessment of client fit to job)
- Integration of Essential Skills assessment and training into regular services → less 'one-size-fits-all' training, more targeted supports for job seekers with a range of needs
- Greater focus on staying in contact with clients once they have entered the workplace, and re-engaging those who need retention supports (onsite job coach)

Employer engagement and collaboration:

- More demand-led thinking, responsiveness to employer needs and processes, link curriculum development to job requirements
- Ability to provide human resource support and management training to improve trainee retention

Measurement and monitoring of outcomes:

- Improved ability to monitor own success, and make timely adjustments if necessary
- Ability to demonstrate value

For the employer:

- Improvements in human resource and training capacity
- Development of new performance review processes based on measures developed to monitor trainee progress



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ALTERNATE CAREER PATHWAYS FOR INTERNATIONALLY TRAINED NURSES



Career Paths for Skilled Immigrants (Health)



Program overview

- Assist clients to navigate the pathway to licensure & secure commensurate employment
- Regulated health professions
 - General Practitioners & Specialist Physicians
 - Registered Nurses*
 - Licensed Practical Nurses
 - Medical Sonographers
 - Health Care Assistants
- All required to write professional exams
- Jointly funded by British Columbia Ministry of Jobs, Trade & Technology & IRCC

Career Paths for Skilled Immigrants (Health)



Program overview

- Help clients find temporary aligned employment in the healthcare field while they are working on their licenses
- Clients enter the labour market at a higher wage rate
- Obtain healthcare related references
- Build networks in the sector
- Up to 2 years

Sample workshops/support

- Exam preparation for regulatory exams & study groups
- Subject matter experts provide:
 - Scope of practice in BC
 - Inter-professional Collaboration in Canadian Healthcare
 - Awareness – Indigenous, LGBTQ+, Frail & elderly, Opioid crisis
 - Simulation lab using high-fidelity manikins to prepare for hands-on clinical assessment*
 - Objective Structured Clinical Examination (OSCE) for Physicians
 - Residency Interview Preparation
 - Occupationally specific language training

PILOT - Alternate Pathways for IENs Facing Barriers to Licensing



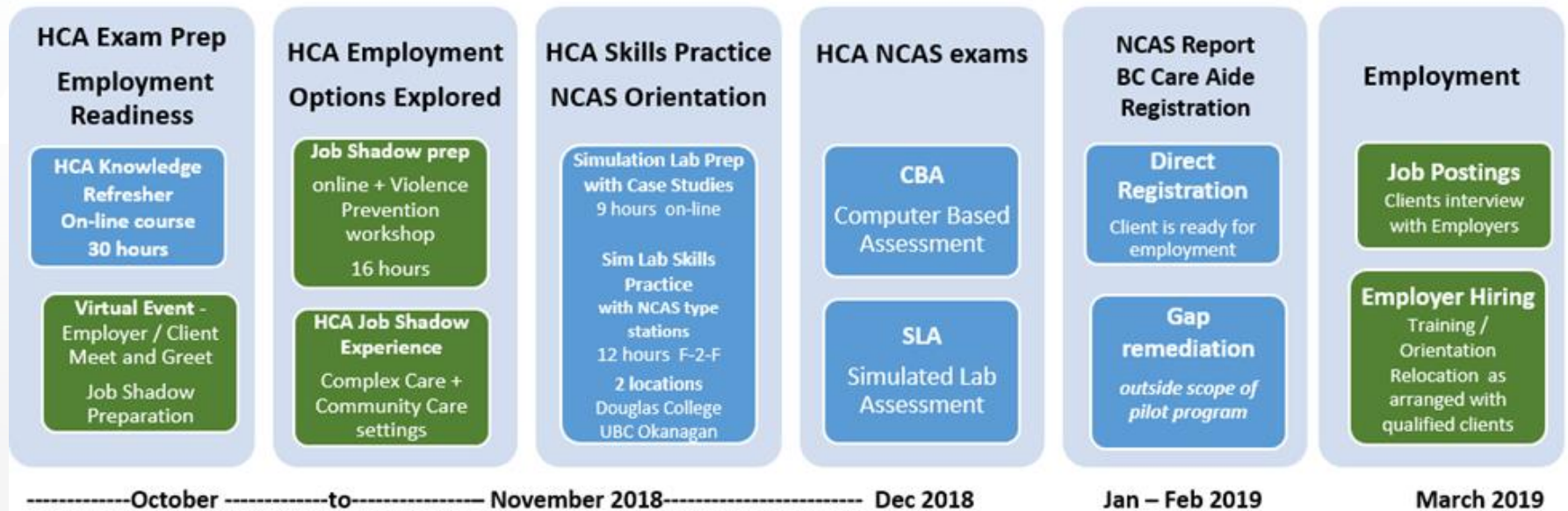
- For IEHPs who encounter long delays & roadblocks:
 - Timing of exams
 - Availability of bridging seats once pre-requisites are met (70 year - waitlisted late into 2019 & 2020)
- Collaboration with BC Care Aide & Community Health Worker Registry, Interior Health & BC Care Providers Association (employers)
- Alternate pathway for Internationally educated nurses
- Significant employer demand for Care Aides

PILOT - Alternate Pathways for IENs Facing Barriers to Licensing

- Currently 36 IENs in pilot
- Interim registration as a Health Care Assistant (HCA)
 - Prepare & support IENs through HCA testing & licensure
 - Able to work at provincially funded facilities – higher wages, comprehensive benefits & internal training
 - Exposure to public healthcare facilities
 - Canadian healthcare references
- Opens additional pathway to access training
 - After 1125* - 1600 hours as a HCA, eligible to take online RN Upgrade course (TRU)

PILOT - Alternate Pathways for IENs Facing Barriers to Licensing

HCA Employment Options for IENs Facing Barriers to RN licensing





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Thank you

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