



Ministry of Training, Colleges and Universities Employment and Training Services Integration Broader Consultation

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EXECUTIVE SUMMARY

Project Overview

The purpose of this project is to develop and implement a multi-stage province-wide broader consultation strategy that will support the program/service design recommendations for a new, integrated employment and training system. The consultations will ensure that the knowledge and experience of stakeholders will be leveraged in integration. Achieving these objectives of the consultation strategy will contribute to stakeholder awareness and will support successful implementation, effectiveness and sustainability of a new integrated employment and training system.

Overview Approach

During an eight-week period from February-March 2014, MNP consulted with approximately114 stakeholders, through 14 focus groups and 22 individual interviews, from 104 organizations. In order to accommodate the schedule of participating stakeholders and ensure effective management of project resources, focus groups were conducted both in-person and through web-conference technology.

Findings are divided into four parts, highlights follow:

Summary Findings and Implications

Client Profile – Stakeholders consulted included a range of service providers across employment and training services, service providers for specific groups, umbrella groups, local boards, and educational institutions. Their diversity means there is no one-size-fits-all approach. Clients included: Job Seekers, Employers and Other Service Providers and Partners. Because the client base is diverse a future integrated model will need to consider the following:

- Focus on engaging and offering value to all client groups
- Assessments and continuous communication with employers
- Integration in the community is strongest when organizations understand each other
- Deliver consistent, quality services also includes customization for the service delivery region/community
- Training and expertise for service providers is important for the execution of quality services
- Opportunities to improve service coordination process

What Works - Throughout the intake process for job seekers there are several areas which work well. These areas include various tools and technology that can be utilized, however interviews conducted by a job developer/counsellor have been found to be most effective. There were also several examples of organizations working well together to meet the needs of the clients. Organizations can engage with employers in various manners. While all organizations utilized some sort of performance metrics, these were often varied. All organizations however, relied on qualitative metrics in addition to quantitative.

The future integrated model should consider the following:

- Continuing to utilize customization, including best practice in intake (and other) processes
- Providing a single point of contact for client continuity and seamless service provision
- Continuing to provide customized consultations; when developing/adopting a standardized process, include room for customization

- The length of time needed to effectively navigate the Employment Ontario system based on the myriad of
 personal factors related to individual job/skill seeker
- Results of performance measures should continue to be incorporated into refining and improving service delivery
- Revisiting Ministry metrics at both system and funder level and harmonized where required
- Organizations should only be measured on indicators relevant to their community

Program Design – Based on Phase One consultations, an integrated system that includes tools, processes, guidelines, metrics and structure is welcome with successful implementation driven by localized decision making and accountability. The following are some suggestions categorized by intake, collaboration and engagement, programs and services and performance metrics.

- Development of an online tool or leveraging an existing tool
- Ensuring online and/or telephone component to services
- Moving toward a fully paperless job placement system (long term goal)
- Ensure balance of technological capacity and expectation of employers and job/skills seekers
- Process mapping to understand current state
- Sustained focus on community engagement
- Shared back office at local level included shared overheads
- Consider shift toward measures that track effectiveness of entire system
- Consider incorporating long term measures, i.e. length of employment, job retention
- Formal strategy connecting individual job/skill seeker to external experts such as mental health counsellors
- Regular strategic planning and annual operations planning and development of organizational performance measures, including broader staff
- Enhancement of performance measurement at individual organization level

System Goals and Outcomes – Based on consultations, stakeholders provided their thoughts on the current employment system and what could be improved for consideration.

- Ensure measures and targets align to integration service provision
- Consider development of province-wide quality assurance standards
- Ensure all measures are complementary, add value and avoid unintended consequences
- There is value in collaboration within communities
- Consider strategies to integrate funding from multiple Ministries as this causes complexity

Summary and Analysis

The consultations provided a very good opportunity to gain the perspectives of those who directly and indirectly deliver programs and services within Employment Ontario. Contributions of individual organizations and represented groups provided specific examples of effective practices, and also served as a source for dialogue and further probing. Individuals and organizations freely shared tools, approaches, processes and success stories to inform the various lines of questions during the consultation.

Upon analysis and reflection of the perspectives, and accounting for geography, clientele, services and a number of key factors, findings have been generated along the key lines of system structure, program and process, and potential efficiency. All findings are prepared in the spirit of informing decisions and directions in the areas above.

Key Considerations are as follows:

- Integration remains a high and viable priority Priority focus within the ETSI system should be designed to encourage and reward integration and an integrated approach to all elements of the system
- Service Delivery A one-size-fits- all approach does not work unless there is room for consideration of local needs. An overarching consistent service design is appropriate coupled with local considerations
- All employers need to be managed effectively Whether big or small, all employers including small/medium. Small and medium employers do job placement, while larger employers usually do not, this segmentation is important
- System Goals and Outcomes It was evident that a successful and rewarding journey through the system is
 often long term, and goals for individuals must be set, and reset, along the way. A job is not always the
 immediate goal, especially where retraining is a necessary path along the journey
- Program Design –The right measurement tools are critical and need to be evidence based. These
 measurements need also to be linked to the employment spectrum (i.e. other needs such as housing and
 psychological counselling)
- Funding Models Inconsistent messaging in funding models can create a competitive system which is not client-centric. This can also negatively impact the sharing of employers

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INTRODUCTION AND BACKGROUND

Ontario's employment and training programs, like other jurisdictions, have recently undergone a number of changes. Most significantly, in 2007 responsibility for employment benefits and support measures was devolved from the federal government to the province via the new Labour Market Development agreement. Then in August 2010 the Employment Ontario Services transformation was rolled out. The new model provides Ontarians with a client-centred "one-stop-shop" where they can access a full range of employment support services focused on finding and keeping a job.

While this was a major achievement in streamlining employment and training programs, a significant proportion of individuals with employment and training needs continue to be serviced through programs administered by other ministries with limited integration across the programs. For example, individuals receiving social assistance access employment support primarily through two programs administered by the Ministry of Community and Social Services – Ontario Works and the Ontario Disability Support program.

In 2012 the Commission on the Reform of Ontario's Public Services (Drummond Report) as well as the Commission for the Review of Social Assistance in Ontario released findings of their reviews:

- The Drummond Report recommended the government streamline and integrate other employment and training services with Employment Ontario, including the bulk of the employment and training service component of social assistance and integration and settlement services for newcomers, in a carefully sequenced manner (recommendation 9-2).
- The Commission for the Review of Social Assistance in Ontario recommended the government make available a range of integrated high-quality pre-and-post-employment services and supports, tailored to individual needs.

In response to these reports, the 2012 Ontario Budget announced that:

"The government will further enhance its employment and training programs to better prepare Ontarians to meet the challenges of increasing globalization and rapid technology change. Measures will include integrating employment and training services across the government with Employment Ontario"

In support of this commitment the Ministry has contracted MNP to conduct external consultations. Deliverables include:

- 1. A multi-stage province-wide consultation strategy that supports the Client's program and service design and redesign recommendations for a new employment and training program.
- 2. Implementation of the external consultation strategy

This report represents findings from the first phase of broader consultations.

Background and Purpose for the Broader Consultation

The purpose is to develop and implement a multi-stage province-wide broader consultation strategy that will support the Ministries' program/service design recommendations for a new, integrated employment and training system.

The consultation will ensure that:

- The knowledge and experience of key stakeholders across the province is leveraged in design and development of the new system;
- The ministries continue to effectively build stakeholder relationships that are essential for successful implementation, effectiveness and sustainability.

The consultation focuses on objectives and outcomes, system features, client triage and assessment and a comprehensive suite of programs and services

Objectives for the Broader Consultation

There are five key objectives for the broader consultation:

- 1. To ensure stakeholders receive and understand key messages regarding integration.
- 2. To seek input into design/redesign of integrated system and continuum of programs and services
- 3. To improve understanding of service delivery implications
- 4. To build buy-in around policy directions and design options
- 5. To identify and mitigate issues that may arise during implementation

Scope for the Broader Consultation

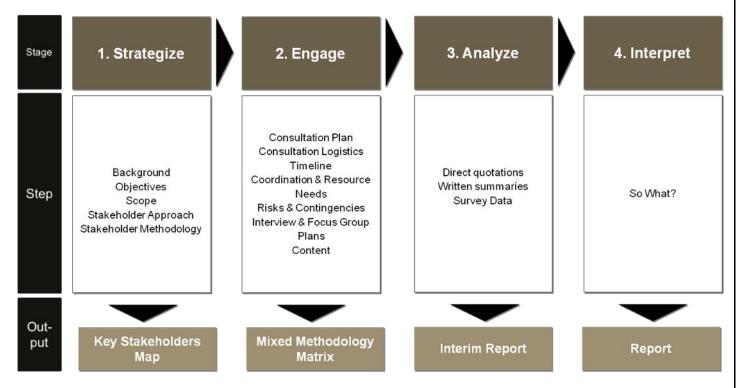
The scope of the Broader Consultation Phase One includes the following and is illustrated below:

- 1. Objectives and Outcomes for Integrated Employment/Training System
 - Broad-based service objectives for client outcomes (e.g. service objectives, adopting evidence-based and demand-led approaches)
- 2. System Features
 - Differentiations related to the needs of specialized populations
 - Methods and approaches to local planning
 - Effective employer engagement and determination of skill demands (e.g. effective approaches to local planning and employer engagement)
- 3. Client Triage and Assessment
 - Effectively identifying barriers to employment and determining needs of individuals using a distance-fromthe-labour-market approach
 - Client triage and assessment methodologies (e.g. determining employment training service needs using a "distance from the labour market" lens; common assessment methodologies)
- 4. Comprehensive Suite of Programs and Services
 - Types of services that might be required to achieve desired outcomes
 - Program and service options
 - Addressing gaps in the range of skills training services available to clients (e.g. types of services and supports required to meet client needs; basing interventions on sound evidence as it emerges)

METHODOLOGY AND APPROACH

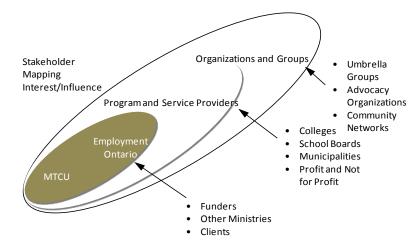
Stakeholder Consultation Methodology

In preparation of the Broader Consultation Strategy, the Stakeholder Consultation Methodology shown below was used. Stages 1-3, their associated steps and outputs are described in this interim report.



Stage 1. Strategize - The consultation approach will ensure that stakeholders have an opportunity to provide input to the design of recommendations for a new and integrated employment and training system.

The illustration below has been prepared in consideration of the various stakeholder groups and participants.



Stakeholder lists were provided by MTCU, other ministries with in-scope programs, previous consultations and the experience of the consultant, consolidated to a list of approximately 600+ stakeholders, including service providers,

umbrella and advocacy groups, and clients. The consolidated list was then assessed through the Stakeholder Methodology to select stakeholders for Phase One consultation.

Stakeholders were selected for Phase One Consultation list was developed by assessing the consolidated stakeholder list against the following selection criteria:

- Geography (city/town)
- Mix of programs delivered (ensure mix of Employment and Training programs)
- Larger umbrella groups (– provide more systemic/high level experience/ information)
- Associations (provide systemic/high level experience/information)
- Ensure all unique experiences are heard: i.e. youth, women, immigrant, persons with disabilities, social assistance recipients
- Schools and colleges were chosen to provide as they often provide a large number of programs with a large reach
- Language consideration ensure French language included in each Region (if applicable)

The intent is to provide a representative sample of the right mix of services, sizes and languages for each Region.

Stage 2: Engage - The Consultation Plan was designed to establish a setting of trust and openness that will encourage frank and helpful feedback from the stakeholders.

Criteria regarding stakeholder consultation included:

- Stakeholders were considered stronger choices for Phase One consultation based on the more systemic/high level experience being consulted for in Phase One, i.e. Colleges and Umbrella Groups
- Stakeholders were chosen for either interview or focus group based on: potential of sensitive information, potential for competing interests between certain groups, increased dialogue due to certain stakeholders in the room together, and location
- The focus groups include selected participants from a cross section of stakeholders across interest groups. Where possible, available local technology was used to minimize travel costs.

Regions and cities included in the Stakeholder Consultation were:

- Focus Groups across Ontario
 - Central: Toronto, Barrie, Durham, Peel
 - North: Sault Ste. Marie, Thunder Bay
 - West: Brantford, Hamilton, Kitchener, Waterloo, London
 - East: Belleville, Kingston, Gananoque, Ottawa, Peterborough
- Interviews
 - In Person: Greater Toronto Area & areas where we are holding Focus groups
 - Telephone: North Bay, Sudbury, Orleans, Hawkesbury, Stratford, Windsor

All stakeholders invited to participate in a focus group or an interview were provided with guiding discussion questions beforehand, in order to set the tone of these sessions, enable the stakeholders to prepare their input and to encourage an open dialogue. Facilitating this open dialogue supported both project goals of leveraging the skills and knowledge of service providers, and of strengthening relationships with and amongst stakeholders. All interviews and focus groups were led by MNP staff.

The guiding questions provided to stakeholders are outlined below:

- What are some of your current successful approaches to service delivery?
- What are some of your current employer engagement strategies?
- Are there tools you use to determine your clients' needs? What works well?
- How can we bring current programming together to better serve our clients?
- How do you measure performance of your programs?
- What would a high performing community of service providers look like?

A list of stakeholder organizations that participated in the consultations can be found in Appendix A.

Stage 3: Analyze – Included steps such as data collection and analysis, including direct quotations, written summaries and an interim report.

Detailed notes were taken for all interviews and focus groups. Following the consultation sessions, the notes were reviewed and validated by MNP, and the findings identified into emerging themes.

Outcomes for this stage include:

- Analysis of focus group answers including segmentation into verbatim comments (allowing for accurate portrayal of "what was heard" without attribution; where necessary comments were edited to preserve anonymity)
- Organization of findings into common themes
- Analysis and findings were developed into interim report

GENERAL IMPRESSIONS

During an eight-week period from February-March 2014, MNP consulted with approximately114 stakeholders, through focus groups and individual interviews, from 104 organizations. In order to accommodate the schedule of participating stakeholders and ensure effective management of project resources, focus groups were conducted both in-person and through web-conference technology.

Without exception, stakeholders arrived prepared to provide input. Their passion for community service, commitment to their two key client groups (employers and individual job/skill seekers), and understanding of the opportunities and importance of increased integration was evident throughout all focus groups and interviews. Stakeholders recognized this opportunity to provide their expertise into the Ministries' integration strategy, and in addition to identifying what worked well. In each interview and focus group the importance of open dialogue was emphasised, not just between the stakeholders and the facilitators, but also amongst the stakeholder groups, helping to build relationships among the stakeholders.

It was clear that participating stakeholders are deeply embedded within the communities they serve. Many stakeholders were acquainted prior to the focus groups, often through various community networking and advisory groups. Accordingly, service providers demonstrated familiarity with each other's services and indicated they often made referrals between different organizations. In some cases new relationships were forged at the sessions. Stakeholders were unanimous in their view that the current system should do more to recognize the complexities inherent in finding employment for the variety of clients they serve, and cited the need to make referrals as one of the largest factors that are not appropriately measured.

Based on their input, it is clear that each region, and in some cases demographics within regions, have specific challenges with regards to service provision. Accordingly, an effective future model for integration should build on the positive features of the Employment Ontario model, while still recognizing the success, unique services and attributes of provincial regions and providing organizations with the freedom to determine their local service delivery strategy. A system with a consistent overall program design with local touches will be a successful one.

Many stakeholders also indicated that they have been through similar consultation processes in the past, specifically with the 'One Stop Shop' and 'No Wrong Door' initiatives, and that they have not experienced any tangible changes to their operations as a result of past consultations. In order to avoid fatigue associated with the periodic consultations that the Ministry undertakes, as well as to build relations with their stakeholders, it is recommended that the information within this report be provided to stakeholders across the province.

FINDINGS

This section presents what was heard during the stakeholder consultations. To support the Ministry in responding to the findings of the consultation, findings are organized as follows:

Category	Information captured
1. Client Profile	Presents what was heard regarding clients, which varies by organization. In total, clients include job seekers and employers for service providers, the service providers themselves for the umbrella organizations and other partners for collaborations and referrals.
	The client profile naturally determines the approach taken by the organization for service delivery and engagement.
2. What Works	Summarizes findings about what stakeholders have found helpful when delivering their services. The findings are categorised into intake approach, collaboration and engagement and performance metrics.
	These findings are of interest for consideration in future state program.
3. Program Design	Summarizes findings about future state ideas including intake approach, collaboration and engagement, programs and services (including delivery) and performance metrics.
4. System Goals and Outcomes	Summarises overall impressions at a system level.

1. Client Profile

Stakeholders consulted included a range of service providers across employment and training services, service providers for specific groups, umbrella groups, local boards, and educational institutions. Due to the diversity of organizations consulted, the definition of client varied, and within each organization, there is a spectrum of clients served. These differences means there is not a one-size-fits all approach; however there is a common commitment to understanding and providing for client needs, regardless of who they are.

Depending on the organization, therefore, clients include the following:

- Job seekers
- Employers (which can be further categorized into small/medium enterprises and larger organizations)
- Other service providers and partners

Job Seekers

The job seeker category of clients is segmented based on where they are on the employment spectrum. Below is a diagram which outlines the spectrum. At the bottom of the arrow describes a client who has basic needs that must be met, while at the top of the arrow is employment, the ultimate outcome and goal for successful service of job seekers. Clients who come for employment and training service provision are each at certain points along the spectrum; service providers often find their clients need additional assistance and even intervention, which can be provided by other providers and partners.

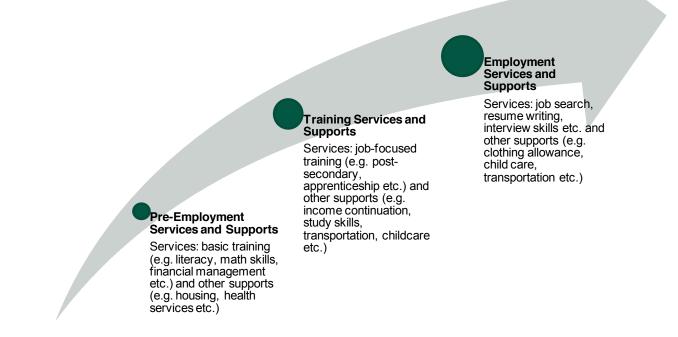


Figure 1: The Employment Spectrum

Employers

The nature and size of employers varies depending on a number of factors, including location (large urban, smaller city, rural). Relationships amongst local employers and service providers also vary, and providers have developed strategies for the most effective engagement of their employer stakeholders.

Other Service Providers and Partners

Because clients will typically require a range of services that no one organization can provide, stakeholders described the various ways and approaches to building and maintain relationships with other organizations, typically localized by geography.

A summary of what was heard over the stakeholder consultations in regards to client profile, and their suggested implications, is shown below.

What We Heard	Suggested Implications
 For service providers, the view of client means both employers and job/skills seekers. 	 Future integration strategies must focus on engaging and offering value to both these client groups in order maintain successful service provision.
• Some organizations define their value proposition to their employer client group through customized solutions. They meet with employers to determine their business needs, growth strategies and ideal candidates. Unique offerings such as the creation of employer advisory committees, offering free space for training and interviews, 'Apprenticeship Information' packages, free job postings, and provision of labour market information have demonstrated this value to employers and kept them engaged.	 These assessments and continuous communication with employers ensure the ongoing longevity of these relationships. This is beneficial to employers, and may also identify key opportunities to improve service delivery to individual job/skill seekers and increase the overall effectiveness of the service provider organization.
 Strategies for serving job seeker clients are developed locally through a unique community lens. They are based on available local data, processes for efficient intake of individual job/skills seekers that have proven most effective, service provision considerations for rural / urban communities, specificities of regional economic climates and recognition of the importance of employer engagement. For example, many urban communities use the service hub approach. In contrast, service providers in select rural communities where there is limited transportation infrastructure in place have made themselves more mobile in an effort to serve individual job/skill seekers throughout larger geographic regions. 	 Community integration is strongest when organizations understand each other's objectives, as this enables them to develop strategies that are complementary to each other. It is important to deliver consistent and quality services. Local environments have varying definitions of 'success' and therefore a one-size-fits-all approach to service delivery will not translate to consistent service delivery. Service providers must have the necessary subject matter expertise and training to execute quality services. There are opportunities to improve service coordination by understanding successful collaborative and partnership practices and identifying opportunities for improvement and increased integration, with local variations and practices as required. This will help ensure that clients receive the services they need regardless of the specific service coordination process

2. What Works

This section highlights some of the many areas which are working well and where stakeholders have made significant efforts to meet the needs of their clients.

Intake Approach

Stakeholders agreed that while an intake process for job seekers can and does include various tools and technology, the most effective approach are interviews conducted by a job developer/counsellor. Service providers varied as to their perspectives regarding the use of online tools for intake, as this depended on their client base served. Some organizations have taken the initiative to develop customized intake approaches; for example, one provider is developing an online community asset map and GIS which allows all providers to easily interface and visualize referral volume, while other providers have developed customized questions to aid in building a fulsome picture of clients.

Collaboration and Engagement

There are many examples of organizations working well together to meet the needs of their clients, whether it is through establishing formal or informal partnerships with other providers, through job seeker referrals to other service providers, providing effective engagement for employers or building relationships within the local community.

Organizations engage with employers in different ways, with common approaches including provision of education and training services and resources, and recognition.

Performance Metrics

All organizations who participated in the consultations used some form of performance metrics in tracking and monitoring. Organizations varied in the specific nature of the measures: some conducted annual planning and linked their program metrics to their overall organization and performance management systems, while others used Ministry guidelines for programs only. All organizations relied on qualitative metrics in addition to their quantitative measures, such as testimonials and client feedback.

A summary of what was heard over the stakeholder consultations and their suggested implications is shown below.

What We Heard	Suggested Implications
ntake Approach	
 Select organizations have undertaken process enhancements of their triage for incoming job/skill seekers in order to provide a consistent mechanism for staff to move these clients through the placement process. Examples of enhancements include: 	• These initiatives are an example of internal solutions that organizations have developed to provide efficient and effective service to clients, and can be leveraged as good practices for other organizations.
 ✓ cross-trained staff who understand service offerings from partner organizations 	
✓ merging job developer and job counsellor into one role	
 undertaking a process mapping exercise to increase consistency across staff for client experience 	
✓ use of third party hosted web service where client information is input and their job search status tracked	
 Some Employment Services organizations have merged the positions of Job Developer and Job Counselor to ensure that job/skills seekers have a single point of contact within an organization that can guide them through the entire placement process. Once again, this decision is based on the unique needs of specific communities. Rural areas were more likely to combine these positions based on their internal resources and the number of clients (individual job/skill seekers and employers) they serve. 	 Providing a single point of contact for clients promotes continuity, opportunity for follow-up and seamless service provision within the organization, from intake to case management, subject to volume considerations.
 Currently, there are no province-wide standard tools for individual job/skill seeker intake sessions. Service providers from all regions indicated the need for flexibility when conducting an in-person consultation on the individual job/skill seeker to determine their needs. 	Due to the breadth of individual job/skill seekers regions serve, they should continue to provide customized initial consultations. More important th developing a standardized intake process is determining common province-wide processes and tools for capturing information provided in the initia consultation, and disseminating/referring this
Service providers were interested in back-end mechanisms to integrate and standardize the initial consultation, referral and tracking process, as currently there are challenges related to tracking clients through the system.	information in a manner that ensures job/skill seeker will not have to repeat their history and objectives, and multiple organizations can track the individual job/skill seeker as they work their way through the system, including throughout different regions of the province.

The initial intake session with an individual job/skill seeker will often reveal barriers that must be dealt with before a job/skill seeking individual can be placed in an employment role.	 The length of time needed to effectively navigate the Employment Ontario system may need to be adjusted based on a myriad of personal factors related to the individual job/skill seeker, as well as their location within the province. For services to be effective, they have to be principled, and people should be treated equally but not the same, as many require different paths, supports and length of time to reach their goals. More time is usually more investment, e.g.
	discretionary funding for individuals with exceptional needs and service requirements.
Collaboration and Engagement	
 Some organizations consulted are part of communities which have created 'Networks of Excellence' which bring together community service providers and facilitate discussion about how to foster service collaboration that supports various organizational 	 These initiatives demonstrate the importance of leveraging opportunities to strengthen community relationships, and share resources amongst other community-based organizations in order to benefit from the full spectrum of skills and expertise available.
mandates. Regardless of whether official networks have been developed, all organizations understand the value of networking and building relationships with other service providers within their communities.	 In practice, stakeholders indicated that these networks and the opportunities they provide have greatly increased integration amongst service providers in these communities, and that these relationships are often leveraged in order to provide referrals to employers and job/skills seekers where additional supports are needed.
	 There is a cost associated with coordination.
 Organizations place a high priority on engaging and retaining their employers. In a number of cases, organizations undertook multiple activities to promote these successful relationships and further strengthen the bonds between the employer, community and organization. These activities are varied and include 'matchmaker' type programs (between individuals and employers), Employer Committees, Employer Advisory networks, employer recognition events, coaching/mentoring services, provision of space to enable employers to perform interviews and/or workshops, Apprenticeship programs. Many regions indicated they have taken a collective 	 There is an opportunity to replicate this success with employers and develop similar activities directed to individual job/skill seekers. Adopting a collective approach to working with employers will streamline this process for this group, and will increase the likelihood that they will remain a long-term client of Employment Ontario service providers.
 Many regions indicated they have taken a collective approach to working with employers. This has reduced the number of contact points an employer has to make with service providers to find a suitable individual for employment, and the number of times they have to explain to service providers what kind of candidates they are looking for. 	

Performance Metrics	
 The use of a blend of quantitative and qualitative performance measures is guided by a variety of factors, including organizational planning, performance management, client service, and Ministry program requirements. These measures are used to identify and incorporate feedback into the organization and adjustments are made where appropriate. Measures typically included such metrics as unit provided, number of referrals, and employment status of client and can be short term. 	 Results of these performance measures should continue to be incorporated into refining and improving planning and service delivery. An integrated model would differentiate between long term outcomes and short term/immediate impacts, and also incorporate measures that are milestone-based (e.g. recognizing a significant achievement in an individual job/skill seeker's journey to sustainable employment). This would also encourage integration and cooperation amongst organizations.
 Performance measurement is tracked through various tools such as CAMS, OALCF and surveys, as well as internal tools developed by the organization. Using multiple tools for information management can make it challenging to track and review all data in a consistent manner. 	 Performance measurement tools and Ministry-required metrics should be revisited at both the system and funder level, and then harmonized where required. Once performance measurement tools have been standardized, organizations should be evaluated based on indicators that are specific to their community. Organizations benefit from the opportunity to develop and use additional measures that may not be part of the Ministry's current performance measurement metrics.

3. Program Design

The following section relates to ideas generated during the consultations during discussions regarding effective future state service delivery, and building on what is currently working well. In general, there is a sense that an integrated system wide design that includes tools, processes, guidelines, metrics and structure would be welcome, with successful implementation driven by localised decision making and accountability. The findings and suggestions are described below in categories that include: intake, collaboration and engagement, programs and services and performance metrics.

A summary of what was heard over the stakeholder consultations and their suggested implications is shown below.

What We Heard	Suggested Implications	
Intake Approach		
 Organizations indicated an interest in developing an online tool that can be used throughout the entire placement process (e.g. to track the intake, referrals, progress and placement of individual job/skills seekers) and into which multiple service providers can input data. 	 Development of an online tool, or leveraging existing tools that can be integrated across the province would have to be aligned to AODA requirements and unique client needs (e.g. incorporating an audio component for those with low levels of literacy and reading comprehension). There is also an opportunity to incorporate local labour market data, complemented by information from employers on demand for skills and workers into such a tool to develop customized strategies for specific communities. 	
 Many service providers reported that access and proficiency with respect to technology amongst their job/skills seekers varies. However, technology is an important tool for attracting employer clients. Despite varying levels of proficiency, service providers see the benefit of maximizing access to services through multiple platforms (e.g. online, telephone, inperson), to allow continuous access to services for those individual job/skill seekers who have the technical skills to navigate these platforms. These initiatives are meant to complement, not replace, personal assessments and touch points with an organization's staff. 	 Ensuring there is an online and/or telephone component to services will allow service providers to triage incoming individual job/skill seekers more effectively, and focus their efforts on those requiring additional support. As a result, there would be less pressure on the operational or organization's resources for direct service. Based on this information, moving to a fully paperless job placement system should be considered a long-term goal for service providers. It is important to balance the technological capacity and expectations of employers and job/skills seekers. 	
Collaboration and Engagement		
 The majority of service providers feel that the most effective way to provide seamless client service is through local decision making, implementation and program management. 	 To move in this direction, organizations would benefit from process mapping to understand the current state of these local organizations and plan for a future state of integrated service offerings and common approaches, as well as shift in decision making authority. A sustained focus on community engagement would be required to enhance services by drawing on local expertise. 	

 Across the province, a shared back office approach, including co-location where possible, and consistent processes such as intake and assessment would promote seamless service coordination. 	 A shared back office at the local level would promote consistent communication and information sharing, and avoid duplication of services; the coordinated back office also allows for improved customer service. 	
	 Where feasible, shared overheads would enable organizations to allocate more resources towards service delivery. 	
	 Staff training is key, such that organizations have knowledgeable staff that are cross-trained and understand program and service offerings from partner organizations. 	
 At various points in working with clients, it may be necessary to refer individual job/skill seekers to other service providers. Service providers state there are no metrics in place to capture the work required to coordinate and build relationships with partner organizations and to work with individual job/skill seekers, both of which are integral to the referral process. This can negatively affect Ministry-mandated targets, as currently the service provider that ultimately connects an individual to a job is the only organization recognized. 	 Consider a shift toward measures that track the effectiveness of the whole system, including referrals between similar organizations. Currently, stakeholder input indicates they are measured by components, and that there is no consideration for all the coordination required to make referrals. 	
	 There is a need to consider incorporating long term measures, such as the length of employment, the benefit to the job/skill seeker and overall improvements to the community's economy, in addition to the number of service units delivered. Taking a more holistic view of performance measurement that rewards collaboration and multiple interventions will provide a better understanding of program impact and will be beneficial for future funding models. 	
	 It may be beneficial to develop a system incentive for partnerships and referrals, potentially in the form of funding or innovation incentives, and decreased reporting requirements for agencies that are successfully meeting their targets. 	
Programs and Services		
 The need for expertise in specialized services underpins all aspects of serving delivery. Service providers reported an increase in the need for specialized services (e.g. housing, mental health, deafness) amongst their job/skill seeker clients. Organizations have developed ad hoc workaround strategies to respond to these needs, but these are often applied inconsistently (even within an organization) based on budgets and the availability of those with the expertise to provide these services. 	 There is a need for a formal strategy for connecting individual job/skill seekers to external experts such as mental health counsellors, literacy counsellors and social workers on a regular basis. These linkages should be strengthened through training of front- line/intake staff, and through increased service coordination between organizations. It may be necessary to reallocate funding towards the networking and community activities that encourage coordination between organizations. 	

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Organizations would like to see an emphasis on skills development for job/skill seekers to transition from minimum wage jobs to more sustainable employment. Currently, they are measured only on whether they successful match the individual job/skill seeker to a job.	• Develop a measure for job retention and people kept in the workforce as opposed to the number of jobs created or how many placements were made. This is related to the earlier suggestion to incorporate additional performance measures that are related to long term outcomes.
 In communities with adequate infrastructure (e.g. transportation, daycare services, etc.) increasing the co-location of service providers under one roof will support service coordination. In rural communities where adequate infrastructure is not in place, alternate strategies to co-location must be developed. 	 Recognizing that all communities have a commitment to serve their individual client groups and meet overarching Ministry objectives, it may be strategies for increasing service coordination must be customized for individual communities and regions.
Performance Metrics	
Some organizations demonstrate enhanced performance measurement metrics. However, these metrics are developed individually and there was no clear trend observed during the consultation process.	 Organizations can benefit from regular strategic planning and annual operations planning, that involves broader staff, with development of organizational performance measures linked to program requirements, and linking their organizational planning into community-wide planning with service delivery partners. There is significant opportunity for enhancement of performance measurement at the individual organization level. For true integration to occur, these enhancements must occur across multiple organizations. For example, if organizations were to come together and plan performance measurement metrics jointly, they could decide on consistent measures that would allow success to be measured across regions. These measures could then be evaluated based on various indicators, depending on the community. Using this approach, or a similar approach, would provide the Ministry with a clear definition of success, and provide a level playing field to organizations trying to achieve success while also dealing with a number of factors specific to their community.

4. System Goals and Outcomes

Over the course of the consultations, stakeholders provided their thoughts on the current employment and training system and ideas based on what is working and what can be improved for consideration in design of the future state.

A summary of what was heard over the stakeholder consultations and their suggested implications is shown below.

What We Heard	Suggested Implications
 A future model would build on the positive features of the Employment Ontario model, recognize the successes, unique services and attributes of provincial regions, and provide organizations with the freedom to determine their local service delivery strategy. Positive feedback to build on includes sense that the EO model allows for a great deal of freedom in how providers can deliver services and meet measures and guidelines, and that providers can form collaborations beyond EO services to broader stakeholders 	 Measures and targets would be assessed to ensure that they align to integrated service provision. Consider developing province-wide high-level quality assurance standards that recognize the specificities of the regions Consider reassessing the employment exit target based on geography and the individual job/skill seeker's profile.
 Organizations may receive funding from a variety of different funders, which can mean they are required to adhere to multiple measures. 	 All measures should be assessed to ensure they are complementary, add value and avoid unintended consequences. This can be accomplished by setting consistent measures, nomenclature and eligibility criteria for all funders to ensure that that are all measuring success in the same manner, which would also provide a higher level of data integrity. Sunset all additional measures.
• Under the current system, service providers reported that there are few incentives for collaboration. This is largely due to the focus on measuring quantitative outcomes (e.g. number of individuals placed in employment) within specific time periods, and the fact that only to the organization that ultimately connects the individual to a job is recognized, despite the fact that many organizations may have put time and effort into this process.	 Despite this finding, service providers clearly see value in collaboration within their communities, as they dedicate a lot time and energy to building these relationships.
• A major benefit of the current Employment Ontario model is that the Ministry does not provide prescriptive guidelines on 'how' programming should be delivered. There are some issues with respect to capacity for service delivery, but organizations are given the autonomy to meet their targets in ways that make the most sense for their communities.	 Strategies to enhance local management should be developed, with a focus on identifying opportunities that exist within the current system.

Organizations find the year to year funding applications from multiple Ministries difficult because this impacts the staffing model and planning for how many clients they serve.	• Funding from multiple Ministries can create complexities, including the time it takes staff to develop the proposals necessary to submit multiple requests for funding. Any actions taken to integrate how funding is obtained and distributed to organizations will mitigate this, and enable staff to spend a larger portion of their in-service provision.
• Organizations would like to see more flexibility around funding allocated for individual job/skill seekers that fall into the 'pre-employment' category. For these clients, employment will not be possible without additional services, including mental health counseling, literacy services, housing, etc. They will require additional time and multiple interventions before they find employment. Although organizations strive to make the required referrals, sometimes existing wait lists mean that clients do not receive these services for up to six months.	 While there may be some flexibility around funding within specific programs (e.g. Ontario Works provides "discretionary employment-related benefits") input from different Ministries should be considered to determine the best way to harmonize funds (offered across various programs) and to identify opportunities to provide more flexibility around how funding (provided across programs) is utilized at the local level. Devising and implementing a pilot program to test out use of discretionary funding in an organization's budgets would be a low-risk way to determine the feasibility of funding the 'pre-employment' measures.

5. Additional Considerations

Information collected during the consultations provided important insights relating to the specific system components which were within scope of the project. Additionally, there were significant collateral information provided which, it was felt, would be helpful to the ministries as consideration is given to enhancements and changes to the Employment Ontario system.

For the purposes of this report, the information is presented for consideration, and has been generated in a manner which is intended to be supportive and helpful to the ministries. In some cases the information may serve several of the key areas of focus, so specific categorization of the information has not been done, rather the information is presented as a series of subject-specific topics.

Employer/Sector-Based Skills Training

There was significant acknowledgement that regional and economic considerations are critical to systemic thinking and priorities relating to employer and sector skills training. Regionally and geographically there was significant discussion of the need for a regular macro view of trends and projections in labour force requirements (in Ontario and nationally), where specific training programs could be developed (as a priority) regionally, and especially where mobility and transfer of skills is possible.

Cited examples particularly related to workforce requirements in the natural resources sector, where significant requirements in one area could be filled through a labour force which may reside in another, especially where that labour force may be suffering from a negative employment trend.

This will, from the design perspective, require a macro view and analysis of labour market trends and information, and a focus both on projecting skill and resource requirements and creativity relating to skill and competency adjustments. This is a particularly big opportunity for the manual workforce, rather than more technical occupational groups. It was also acknowledged that there would need to be a distinct investment both at the point of reskilling the labour force that could be mobilized (through a change in geography), and at the point of reception, to ensure the necessary orientation and incentives exist for the employers to accept and embrace a reskilled labour force.

Supporting culture change in the employer community to employ individuals who may experience greater barriers to labour market participation (e.g. social assistance recipients, new immigrants, long-term unemployed, persons with disabilities, and youth at risk)

Participants representing all interests and perspectives within the existing system affirmed the importance and criticality of properly nurturing and managing relationships with the employer community.

There was an acknowledgement that all "phases" of the relationships with employers must be carefully planned and managed. This included marketing programs and opportunities for employers to participate and benefit from programs as viable resource sources. Tactics included dedicated resource deployment to seek individual employers or communities, through Chambers of Commerce or other known groups of employers. There were also geographic considerations:

- In large urban centres there was a need for good local intelligence of employers who should be provided the opportunity to participate with a well planned and executed engagement strategy;
- In rural areas, given the culture of small communities and significantly less employers, there was a similar need for a well planned and executed strategy, however there was significant need to ensure coordination between organizations that may be approaching employers – in effect there was a more significant need for coordination as the potential for duplication and overlap increases significantly.

Through the relationship phases of working with employers, it was acknowledged there must be very strong communication mechanisms in place, acknowledging some situations just don't work out, and monitoring of placements for progress and challenges. Specific tactics included dedicated resources to monitor relationships with employers, either dedicated or as a component of a role, and clear feedback mechanisms.

As relationships with employers progress, there were examples cited of celebrations held with employers and participants, to acknowledge efforts and accomplishments (breakfasts, receptions, etc.) and the use of employer testimonials (live at celebrations, or posted on websites, etc.) to illustrate both participation and accomplishment.

The examples above, through all phases, were seen as key contributors to breaking down cultural barriers and preconceived notions of engaging employees with the support of EO programs.

Local, provincial, and national employment/workforce planning and partnership approaches

Session participants included organizations dedicated to labour market information, analysis, statistics, and reporting. Their participation enabled discussion about the realm of possibilities for substantially increasing the intelligence of labour market trends and potential mobility opportunities. Perspectives provided cited the potential benefit of integrating information beyond regional geographies, to both the provincial and national levels.

There was strong endorsement for intelligence gathering from expanded sources, including EO focused organizations, as this source has access to both short and long-term trends based on relationships with individuals who may be on and employment journey and employers. From a system perspective, enhanced coordination and integration into the EO system has significant benefit, to inform decision-making and investment. There was an endorsement that an aggregated data approach would ultimately benefit the province.

Collectively enhanced partnerships regionally, and enhanced participation provincially were seen as positive opportunities. It was recognized this could take a significant upfront investment (or facilitation) and some dedicated champions to make advancements.

This is an area that was seen to be critical to decision making and monitoring the effectiveness of the EO system.

Capacity building and supporting dissemination of best practices in the service provider community

Based on the consultation process, and as a general comment, there was a noted willingness of participant organizations to share specific practices used by their organizations to manage many of the elements of the EO programs. Notably, there was a willingness to both share and discuss approaches in an objective and non-threatening or territorial manner. This included the use of metrics, employer engagement tactics, assessment, use of technology, etc. This could be considered as a potential microcosm for opportunities to share and build efficient and effective practices in many areas.

Ultimately, sharing and enhancing practices, could be a key and viable contributor to enhancing individual organizations and the collective.

As this noted outcome was the result of this specific consultation process, it is conceivable that a level of investment would be required in order to stimulate the process going forward. This could include both the facilitation of discussion within a particular community of interest, and/or a specific initiative to gather and disseminate practices within the community. Different models of participation exist (for example an organization would be encouraged to participate in order to be provided with outcomes), but should be considered based on the positive level of interaction and sharing through the course of this initiative.

Innovative and Effective Practices

The organizations that participated in the consultation enthusiastically provided examples of what is working well, both within their organizations and in their communities. Some specific examples of innovative and effective practices are:

- Ongoing measurement of efficiency and effectiveness through additional metrics beyond EO and OW requirements, as well as measuring longevity of employer relationships
- Addressing wait time issues by implementation of a group planning process for specific client cohorts which frees up staff and reduces wait times
- Using testimonials to help increase confidence of clients coming in
- Using discretionary funding for additional assessments
- Developing holistic action plan with client following intake and assessment then following through with case management, focussed intervention and collaborative client relationship
- Segmenting job development team by industry to best serve both employers and job seekers
- Joint planning with other service providers
- Development of multiple partnership projects throughout their geographic region to identify issues and bring people together
- Mentorship program connecting mentors from employers with mentees (job seekers)

"Supported employment" models for clients with complex barriers to the labour market (e.g. persons with disabilities)

The consultation process included a wide array of organizations from those directly serving EO clients to those representing groups of individuals who have or may specifically require EO related services and who have complex barriers to employment. There was a general acknowledgement that an effective journey to employment, and during employment, requires additional support. Support can take many forms, of differing time, resource, and financial investment. This may include:

- Assessment tools that are in place to ensure equal opportunity to gather and appreciate information from a client, to ensure a full profile are gathered.
- Education and orientation to alternate means of information gathering, assessment, placement services
- Education and orientation of employers to appreciate the skills and abilities
- Investment to support employers with requisite supports to enable viable employment, free of barriers

As a general perspective, it should be noted that models would have to be considered in recognition of the idiosyncrasies of various client groups and common support needs. This could be then integrated into the EO model and system.

The appropriate role of self-serve services

Based on limited dialogue during consultations, the role of a self-serve model was discussed. It was acknowledged that self-service is most appropriate during the early assessment phase of the process. The general discussion noted that a validation of information is vital to ensure appropriate matching and introductions to employers.

During a journey which may take longer to employment, it was recognized that a client focused approach, including enrolling and completing training, etc. is most appropriate to ensure a recognized accountability of individuals during their journey.

The need (or lack thereof) to treat youth differently in providing these kinds of services.

It was recognized that providing services to youth require some considerations for adjustment to what could be considered a normal process. Specifically it was noted that access points for youth needed to recognize the enhanced use of social media (as an opportunity) to both provide and receive information and to consider when packaging and presenting information.

It was also noted, in the case of youth receiving services, often times it was more of a "journey toward employment" than simply seeking a job, recognizing mobility, family situations, etc. along with the general lack of employment skills (given age).

Some tensions and where things may not be working as well

As expected, there were discussions as to what areas may not be working as well from the perspective of the consultation participants. Examples provided were related to the system as a whole, and may not apply to all programs. Examples are shown below:

- System has expectation/requirement for many reports
- Numbers describing process rather than client outcomes drive perception of success or failure and link to funding
- Sense that every organization has its own database in addition to the Ministry database
- Following up with clients to get their feedback on services provided
- Outcome measures are very cumbersome and challenging to meet when it is not the employment of a client
- There can be duplication of services when regular assessment of providers does not occur
- Each community is different and this needs to be recognised; flexibility would allow different regions to
 adjust how their resources are allocated
- Clients coming to providers with more and more challenges due to low job growth and many issues that need to be addressed before job readiness
- Annual funding model with yearly applications is very tough as impacts staffing and client model
- Sense that there is a lack of collaboration between program managers at the different ministries

Rural / Urban Considerations

The consultations included stakeholders from large urban centres (Toronto and surrounding areas, such as Mississauga, Hamilton), smaller urban centres (Niagara/St Catharine's, Kingston, Kitchener/Waterloo), and more remote and rural areas (northern, eastern and south western towns and cities). While the stakeholders shared many common perspectives, practices and client profile, there were also differences, as expected in a geographic area as varied as Ontario.

In general, the more rural or remote areas described their successful practices as including ensuring they had multiskilled staff who are knowledgeable about partner service provider offerings, and a strong focus on community connections to build their knowledge and ability to effectively serve local markets. From an employer's perspective, the rural or more remote areas are likely to have greater labour market fluctuations dues to their dependency on a few industries. Hence the closing of a single employer can have a profound effect on the local area, and on service providers to effectively assist job seekers in a very limited market. An example would be the impact of the Heinz plant closure in Leamington, where there are very few other local employment opportunities for those newly unemployed workers. In considering future design and processes, it is worth considering how remote areas can connect to plan for potential relocation of workers to areas where there are new opportunities from those areas where opportunities have declined (e.g. on a national level, this is akin to east coast Canadians working in Alberta oil sands). Other characteristics of rural or remote areas include limited public transportation, more limited menu of services and in some cases, no access to internet.

Urban areas tended to have a greater menu of specialized services, however the density of service providers does not always mean there are established partnerships amongst the organizations as in the rural or remote areas. There are a wider variety of employers, with many sectors represented, and greater demand for specialised services due to higher populations of job seekers. The impact on service providers is to ensure maximum and effective referrals and service coordination.

SUMMARY

The Employment and Training Services world is multifaceted: from the diverse needs of the clients to the various skills brought by the service providers and service coordinators, to the various Ministry funders and processes taken to assist job skill/seekers. An integrated future state must be informed by current experiences, building on current successes and taking into consideration the informed and practical suggestions from the stakeholders from the findings.

The findings from this first phase should inform the questions and focus of future consultations.

APPENDIX A: PHASE ONE CONSULTATION STAKEHOLDERS

Premier's Council on Youth Opportunities	First Work /OAYEC
La Cite Collegiale	Tropicana Community Services
Kingston Employment and Youth Services	College Sector Committee for Adult Upgrading
City of Peterborough Social Services	YWCA Toronto
YES EMPLOYMENT SERVICES INC (NIPISSING)	Community Literacy of Ontario Inc.
Collège Boréal d'arts appliqués et de technologie	Deaf Literacy Initiative
PARO Centre for Women's Enterprise	Ontario Literacy Coalition/Essential Skills Ontario
Algoma Workforce Planning Board	Peel Halton Dufferin Adult Learning Network
Unemployed Help Centre of Windsor	Centre for Education and Training
Toronto Region Immigrant Employment Council & Maytree	Accessible Community Counselling and Employment Services (ACCES)
LiUNA Labours International Union of North America	Pinecrest Queensway Community Health Centre (Employment Services)
Quad County Support Services/Community Employment Choices	Ottawa Integrated Local Labour Market Planning, Algonquin College
Labour Market Group of Renfrew & Lanark	Social Development Council of Cornwall and area
Algonquin College	Eastern Ontario Training Board
Youth Services Bureau	Thousand Island Workforce Development Board
St. Clair College	Goodwill Ontario Great Lakes
ATN Access for Persons with Disabilities Inc.	Employment Sector Council of London / Middlesex (ESCLM)
Greater Toronto Civic Action Alliance	Business Education Council of Niagara
Literacy Link Eastern Ontario	Canadian Hearing Society - Employment Services
City of Kingston, Ontario Works	Canadian Mental Health Association Durham
Kingston Economic Development Corporation	Canadian National Institute for the Blind
St. Lawrence College of Applied Arts and Technology	Employment Planning & Counselling

John Howard Society	New Canadian Centre
ACFO Milles-Iles Kingston	Coalition Ontarienne de Formation des Adultes
East Central Ontario Training Board	Northern College
Loyalist College	Far North East Training Board
META Vocational Services	Cochrane District Social Services Administration Board
Canadian Mental Health Association	Northwestern Ontario Literacy Network
Canadian Hearing Society	Employment Solutions
Community Learning Alternatives	Sault Community Career Centre
Prince Edward Learning Centre	Ontario March of Dimes
Youth Habilitation	Northern Community Development Services NCDS
Watton Employment Services	Sioux Hudson Employment Services
Adult Language and Learning	New Canadians Centre of Excellence Inc. (NCCE Inc.)
Lambton College	South Essex Community Council
Niagara Employment Centre	Niagara Immigrant Connection Initiative
Hutton House Association for Adults With Disabilities	Employment Hamilton (Hamilton Help Centre/Youth Employment Centre - Bold Street)
PIE London and PIE Middlesex	Employment Hamilton (Hamilton Help Centre/Youth Employment Centre - Bold Street)
Quad County Support Services/Community Employment Choices	Hamilton & District Literacy Council
Southwest Centre for Community Programme Development / Community Employment Services	Path Employment Services
Owen Sound Family YMCA	Workforce Planning Hamilton
Quill Learning Network	City of Hamilton
Conestoga College Institute of Technology and Advanced Learning	Canadian Mental Health Association Ontario - Peterborough
Community Employment Linkages Committee	Ontario Disability Support Program (ODSP) Action Coalition
Canadian Mental Health Association Waterloo Wellington Dufferin Branch	Confederation College of Applied Arts (Thunder Bay)
The Literacy Group of Waterloo Region	Ontario Network of Employment Skills Training Projects (one-step)

Lutherwood	Community Microskills Development Centre
Project Read Literacy Network	Costi Immigrant Services
ABEL Enterprises (Haldimand Norfolk Work Group of Simcoe)	Durham Region Unemployed Help Centre
Canadian Hearing Society	Kingston Literacy and Skills
CANADIAN MENTAL HEALTH ASSOC BRANT COUNTY BRANCH	Invest Ottawa Entrepreneurship Centre
Grand River Employment and Training (GREAT)	Ottawa Causeway Work Centre Inc.
St. Leonard's Community Services (YOUTH EMPLOYMENT CENTRE OF BRANT INC)	Skills Canada Ontario
YMCA of Niagara	CAMH, Learning Employment Advocacy Recreation Network (LEARN)
Niagara College	Niagara Workforce Planning Board
Elgin/St. Thomas Youth Employment Counselling Centre	Ontario Association of Adult and Continuing School Board Administrators

APPENDIX B: INTERVIEW AND FOCUS GROUP GUIDE

The following list of questions, organised by theme of the consultation's scope, was used to guide the discussions for the interviews and focus groups:

Objectives and Outcomes

- · How do you measure performance of your programs?
- What are some best practices you have implemented?
- · What would a high-performing community of service providers look like?

System Features

- What are some of your current successful approaches to service delivery planning?
- · What are some of your current employer engagement strategies?
- Do you use an online assessment tool?
- What would be barriers to implementing an online assessment tool?
- What would an online tool look like? What design elements, assessment elements, etc. need to be included?

Client Triage and Assessment

- · What elements would a common assessment tool need to encompass to effectively assess your clients?
- Are there tools you use to determine your clients' needs? What aspects of the tool are necessary?

Comprehensive Suite of Programs and Services

• What does a full suite of programs and services encompass? E.g. how could your organization serve clients in need of career planning and basic skills upgrading to those with distinct needs (immigrants, people with disabilities, youth, women, etc.)?



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