

Employment and Training

This AMB is fundamentally about how to make Winnipeg an equitable place to live. We know we have a long way to go: according to the 2018 Make Poverty History Manitoba report “Winnipeg without Poverty”,¹ poverty is far too prevalent in our city. Depending on which measure is used, 9.6 to 13.3 per cent of Winnipeggers struggle with low income. If the city is serious about lowering these figures, it needs a strategy to increase the labour market participation of multi-barriered workers, and to make sure that as many workers as possible earn a living wage.

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Winnipeg’s Indigenous Population

Winnipeg’s Census Metropolitan area has Canada’s largest urban Indigenous population — 91,000 in a population estimated at 761,540, or about 12 percent according to 2016 Census data.² The unemployment rate of Winnipeg’s Indigenous population is 11.83 per cent³ vs 5.5 per cent for its non-Indigenous population.⁴ Decades of structural racism, including the legacy of the residential school system, conspire to keep poverty and unemployment levels high. As per the Truth and Reconciliation’s Call to Action number 92.ii: Indigenous people should “have equitable access to jobs, training, and education opportunities in the corporate sector, and that Aboriginal communities gain long-term sustainable benefits from economic development projects.”

The AMB calls on the city to intervene and pull these statistics down. The following four strategies show how.

Expansion of Oshki Annishinabe Nigaaniwak: City of Winnipeg’s Aboriginal Youth Strategy

As reported in our 2014 AMB, the Aboriginal Youth Strategy gets high grades from the community-based partners that participate in the program. Oshki Annishinabe Nigaaniwak means “Young Aboriginal People Leading”: the program increases the participation of Indigenous youth in civic services.

The strategy is two-pronged. Inner City community-based organizations are funded by the City of Winnipeg to deliver a wide-range of youth programming, including recreation and visual arts, job readiness, skills development and career planning. The second stream aims to get Indigenous youth into the city civil service through internship opportunities within civic departments, career exploration camps, enhanced recruitment and interviewing practices, and cultural awareness training for civic staff. This offers youth the opportunity to become employees of the City of Winnipeg. City jobs are good union jobs; they offer competitive pay and benefits and opportunities for career advancement. The Strategy also includes scholarships and awards to assist youth in post-secondary education or to further their employment options.

The funding includes \$250,000 for an infrastructure training/apprenticeship program. There are several community-based groups that could fashion training programs to train multi-barriered Indigenous youth for a variety of work with the city. The following example put forward by the Amalgamated Transit Union would provide training and jobs with Winnipeg Transit.

We urge the city to consider a program to train and hire multi-barriered youth to fill Winnipeg Transit’s labour needs. CCPA has done research on social enterprises that train and mentor young, mostly Indigenous youth so they can develop skills in the trades.⁵ There’s no reason the model could not be structured to work just as well with the city at the helm.

Such a program would require several entities at the table: the city, as employer; Amalgamated Transit Union 1505 as the workplace expert; Jobs and the Economy from the province to offer advice and support; and, a community-based training partner. Neeganin, Urban Circle, Manitoba Institute of Trades and Technology and Red River College all have the capacity to offer the training. There are a variety of trades that could be taught, from mechanics to body work.

Winnipeg Transit can offer a safe, respectful and supportive environment for young workers who face multiple barriers entering and succeeding in the labour market. It also has the advantage of a central location, can offer a variety of skilled trades and other roles in Winnipeg Transit, union support and commitment to employee success.

New Expenditure:

- Increase investment in training/apprenticeship program to match ask from Province: this would pay for a pilot project as per the above: \$.250M

All the programs in Oshki Annishinabe Nigaaniwak increase the opportunities for Winnipeg's Indigenous youth to escape poverty. Grant funding should be increased by 10 per cent and indexed to inflation.

New Expenditure:

- Increase Oshki Annishinabe Nigaaniwak grant funding 10 per cent: \$.125M

Living Wage

Once trained and job ready, worker need to earn enough to look after their families. Minimum wage does not meet the needs of families with children, partly because it does not force employers to even know what the cost of living is.

In contrast a living wage is calculated by considering the cost of living. It also considers the value of government programs such as the

Canada Child Benefit paid by the federal government. In Winnipeg, the 2016–17 living wage for a two parent/two child family was \$14.54 hour.⁶

The living wage would also support a mix of family types throughout the life cycle so that young adults are not discouraged from having children and older workers have some extra income as they age.

The benefits of a Living Wage are not limited to the employee. Research has shown that paying a living wage has concrete benefits for employers, including:

- Reduced absenteeism;
- Increased skill, morale and productivity levels;
- Improved customer satisfaction; and
- Enhanced employer reputations.

Not all city workers earn a living wage, and it is not known if those companies the city contracts work out to pay a living wage or not. Recent changes to regulations around waste collection contracts are thought to have stemmed the unacceptable working conditions faced by day labourers,⁷ but more work needs to be done to understand the nature of the city's outsourcing contracts.

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New Expenditure:

- Study and development of municipal living wage strategy for city and contracted employees: \$.08M

Bring City Services in House

When the city outsources its services, it loses control over them, and it is Winnipeggers who suffer. Our Transit section shows how Winnipeggers with disabilities bear the brunt of outsourcing Handi Transit and we recommended spending for a pilot project to start bringing that service back in house. Not only would that change improve service for the disability community, it would provide more decent jobs that could potentially be part of the Indigenous Youth/Winnipeg Youth strategy noted above.

The same process needs to happen with garbage removal. The current pilot project bringing a portion of multi-family garbage collection in house is a good first step to improving service and quality of jobs. The city needs to make insourcing a city-wide trend and prepare to bring all garbage collection in house in seven years when contracts expire.

New Expenditures:

- Prepare to expand all garbage collection insourcing at the end of current contracts:
 - Study: \$.245M
 - Capital expenditure set aside: \$1M

Procurement

In 2016, The City of Winnipeg spent \$778.8 M in purchases for operations and capital.⁸ This is a substantial sum of money, and the way it is allocated has a big impact on our communities, economy and environment. Extensive demands for public resources means it is essential to ensure existing spending is bringing the most value to the City of Winnipeg and our communities.

There is a growing understanding across Canada (and internationally) that public sector purchasing can generate more value for citizens when it promotes and accounts for social, environmental and economic outcomes.

For instance, when day-to-day spending can provide jobs and training for individuals facing

barriers to employment, we all win — decreased social services costs, crime reduction, an expanded tax base, and the opportunity for those marginalized outside the labour market to pull themselves out of poverty.

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Manitoba Housing is a national leader in social procurement. In 2016/17, Manitoba Housing purchased approximately \$5.6M through social enterprises, employing over 220 individuals with barriers to employment to do apartment maintenance on public housing.⁹

An analysis conducted by the department found that for every \$1 spent on this practice, over \$2.23 was gained through reduced expenditures for justice, health and social assistance, and increased tax revenues.¹⁰

There are other areas in which the city could follow Manitoba Housing's lead to increase the value of its procurement practices. Manitoba's Agribusiness sector (including production and manufacturing/value added) produced \$10 billion in revenue in 2016. The food manufacturing sector alone produced \$4.1 billion in revenue in 2016, and employs 10,300 people in Manitoba, including 5,900 people in Winnipeg. Winnipeg's 184 food and beverage manufacturers make up a significant proportion of the 218 Manitoba businesses in that sector.¹¹ City of Winnipeg procurement policies that favour locally produced and manufactured foods could have a broad impact on local livelihoods, economies and the environment, ensuring even greater success, stability and employment in this sector.¹² This strategy would complement the community gardening proposal in our Food Security chapter.

Other Canadian municipalities that are engaging in social procurement and/or developing

policies to do so include Toronto, Vancouver, and Victoria. Provincial governments engaging in social procurement include British Columbia, Ontario and Nova Scotia.

Across the pond, the UK passed the Public Services (Social Value) Act in 2013, requiring public procurement officers to consider social, economic and environmental benefits when soliciting bids.

A 2014 survey of Scottish municipal governments found they directed an average of 18% of spending to “Third sector suppliers” (non-profit organizations dedicated to community or environmental impact), with the average council spending \$67M (CDN\$) on third sector suppliers.¹³

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The City of Winnipeg has been working on updating their Materials Management Policy and Administrative Standard to include Sustainable Procurement. It is expected to include an Appendix including a framework for including social outcomes in procurement along with updated environmental standards. There is no timeline for this process.

Support for social procurement spans the political spectrum, including the Winnipeg Cham-

ber of Commerce’s most recent provincial and municipal policy platforms.¹⁵

In approaching the implementation of a social procurement policy, it is imperative the City of Winnipeg ensures contractors are following through with their commitments.

The City of Winnipeg should consult closely with evaluators, prospective contractors and community stakeholders to ensure an evaluation and accountability system is in place, both to confirm the community benefits promised are delivered, as well to learn from and improve upon the practice.

Some may assume trade agreements (such as the Comprehensive Economic Trade Agreement — CETA — and the Comprehensive and Progressive Agreement for Trans Pacific Partnership — CPTPP) would preclude this type of activity, but this is not the case.¹⁶ While these agreements dictate strict rules for public procurement, there are clear avenues to engage in social procurement while remaining within trade agreements rules. For instance, each of the agreements noted above have exemptions from some procurement rules for purchases from non-profit organizations.

There are multiple ways the City of Winnipeg can implement social procurement. The simplest is to find opportunities to directly purchase from social enterprises. Another option is the use of Community Benefit Clauses within the tender process, which broadens the evaluation criteria for bids to reward social, environmental and economic outcomes

The City of Winnipeg should develop and implement a social purchasing strategy, complete with targets and timelines to grow the practice.

All arms of the municipal government, including the Winnipeg Police Service, Winnipeg Transit, Parks & Recreation, Water & Waste, Winnipeg Public Library and Fire Paramedic Service should shift their purchasing patterns to promote social, economic and environmental outcomes.

This practice has shown a greater return on investment to government and community, in-

cluding more jobs for people with barriers to employment, poverty reduction, increased community services, community renewal, and fairer, stronger and more sustainable economies and environments.

New Expenditures:

- New staffing to support implementation of social procurement for city departments: .3M

Total New Expenditures:

- Increases to Indigenous Youth Strategy: \$.375M
- Living wage study: \$.08M
- Insourcing study and capital set aside: \$1.245M
- Procurement strategy: .3M

Total: \$2M

¹ Make Poverty History Manitoba (2018). “Winnipeg without Poverty: Calling on the City to Lead”. Canadian Centre for Policy Alternatives, Mb. Available at: <https://www.policyalternatives.ca/sites/default/files/uploads/publications/Manitoba%20Office/2018/05/Winnipeg%20Without%20Poverty.pdf>

² Fernandez, L. and Jim Silver (2018). “Indigenous Workers and Unions: The case of Winnipeg’s CUPE 500.” Canadian Centre for Policy Alternatives, Mb. Available at: <https://www.policyalternatives.ca/publications/reports/indigenous-workers-and-unions>

³ Ibid.

⁴ <https://www.economicdevelopmentwinnipeg.com/choose-winnipeg/locate-expand-here/economic-indicators>

⁵ Bernas, K. and Blair Hamilton (2013). Creating Opportunities with Green Jobs. The Story of BUILD and BEEP™. Canadian Centre for Policy Alternatives Mb. Available at: https://www.policyalternatives.ca/sites/default/files/uploads/publications/Manitoba%20Office/2013/01/Build%20Beep_o.pdf

⁶ “A Family Living Wage for Manitoba 2016–17 Update” Canadian Centre for Policy Alternatives Mb. Available at <https://www.policyalternatives.ca/sites/default/files/uploads/publications/Manitoba%20Office/2017/06/CCPA-MB%20Living%20Wage%202017%20final.pdf>

⁷ Smirl, Ellen (2017). “Trashed: How Outsourcing Municipal Solid Waste Collection Kicks Workers to the Curb”. Canadian Centre for Policy Alternatives, Mb. Available at: <https://www.policyalternatives.ca/publications/reports/trashed>

⁸ http://mbncanada.ca/app/uploads/2017/11/MBNCanada_2016_Performance_Measurement_Report.pdf

⁹ Government of Manitoba, Manitoba Budget 2017, Budget and Budget Papers, E4.

¹⁰ <https://www.ccednet-rcdec.ca/en/toolbox/social-return-investment-four-social-enterprises-manitoba>

¹¹ <https://www.economicdevelopmentwinnipeg.com/key-industries/agribusiness>

¹² Simpart Strategy Group, *The Social Return on Investment of Four Social Enterprises in Manitoba*, amended July 2016, p. 4.

¹³ http://readyforbusiness.org/wp-content/uploads/2014/08/lib-Council_Third_Sector_Procurement_Spend.pdf

¹⁴ <https://ccednet-rcdec.ca/en/page/brian-bowman-winnipeg-mayoral-candidate>

¹⁵ http://www.winnipeg-chamber.com/uploads/9/0/8/4/90840474/bold_winnipeg_platform-pillar_5.pdf
http://www.winnipeg-chamber.com/uploads/9/0/8/4/90840474/manitoba_bold_full_document-resized.pdf

¹⁶ At the time of writing, negotiations were still ongoing for a new NAFTA agreement.