Pushing the Limits

Challenges of Halton's Nonprofit and Voluntary Sector Labour Force

SUMMARY REPORT

January 2007

Community Development Halton

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This study was funded by Service Canada with financial contributions from the Regional Municipality of Halton, the United Way of Burlington & Greater Hamilton and the United Way of Oakville.

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DEDICATION

This study is dedicated to the staff and volunteers of the nonprofit and voluntary sector who work tirelessly to build and keep our communities in Halton healthy, safe, nurturing and vibrant. Their efforts build networks of trust and opportunity for all to belong.

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Preface And Acknowledgements

Pushing the Limits: Challenges of Halton's Nonprofit and Voluntary Sector Labour Force grows out of and complements efforts to understand better the importance of this sector in building an economically prosperous and socially inclusive society. This study has informed the deliberations and recommendations of the Chairman's Roundtable on the Non-Profit and Voluntary Sector. The Halton community's experience indicates that all is not well in this sector and that as its capacity diminishes, so too does the capacity of caring in community, so does our social capital.

As a community, we ask much of this sector and have high expectations that it provide social supports to the many over their life course, that it act as an engine for citizen engagement, that it represent and articulate the interests of citizens, and that it continue to make an important contribution to the economic prosperity of Halton. Yet, as a community we know little of the work of the sector and the demands we place on the sector's paid staff and volunteers. *Pushing the Limits* is a journey of investigation that takes the pulse of a sector and that of its human resources. It indicates that the pulse is erratic and weakening and that the sector is in distress, threatened and unstable.

This document establishes the economic contribution of the sector to Halton's GDP which clearly moves it from the shadows of the economy to a role as significant contributor. The five challenges that need to be met if the nonprofit and voluntary sector is to prosper lie in:

- i) the area of gender equity and balance
- ii) the capacity to compete for educated and qualified workers
- iii) the need to engage the workforce of the future
- iv) the capacity to nurture volunteers as an essential and valuable asset, and
- v) the ramifications and risks of processes of concentration and consolidation in the sector.

The information and understandings flowing from a project of this magnitude are the product of the experience and knowledge of the many workers and volunteers in Halton's human services sector. Acknowledgements formalize but understate the great generosity of so many that participated in the journey of investigation that was to become this study, *Pushing the Limits: Challenges of Halton's Nonprofit and Voluntary Sector Labour Force.* I thank the human service agencies that participated in the study, taking time from their already overloaded world of work to fill out an onerous questionnaire, to share their financial statements with the project research team and to participate in focus groups that "drilled down" to uncover greater insights on human resource issues in the sector. Your thoughtful and measured comments have allowed the research team to outline some of the salient challenges faced by the sector and, most importantly, to develop strategies for future action that, when implemented, will contribute to the revitalization of the sector. I hope the findings and conclusions of this work will give strength to your continued efforts.

A very special thank you to the study's Research Advisory Committee who offered important advice, not to mention encouragement, at the many junctures that occur in a study of this magnitude. Most important has been their commitment to document the changing landscape shaping the labour force, paid and unpaid, in the human services sector in Halton. They believe that a strong foundation of knowledge is the basis for strategic action to revitalize and make sustainable a sector pushed to the limits. The members of the Research Advisory Committee are:

Kathy Mills, CAO	The Centre for Skills Development & Training
Alison Pickard, Past CEO	United Way of Oakville
Darrel Skidmore, CEO	United Way of Burlington & Greater Hamilton
Dick Stewart, President	Community Development Halton
Adelina Urbanski, Commissioner	Regional Municipality of Halton

Community Development Halton (CDH) embarked on this project in the belief that knowledge of our human resource issues is essential to building the capacity of the sector which, in turn, is necessary for the development of healthy and inclusive communities. All of the staff at CDH contributed to the successful completion of this study. The research team could not have anticipated the scale of the work that would be demanded and I am most grateful for the time and energy they devoted to this work.

Thank you to Ted Hildebrandt and Abi Salole, for the meticulously detailed work related to the collection, organization, analysis and display of data generated by the study. I am grateful to Richard Lau as he used his magic to turn figures into graphs that captured visually the story unfolding. Special thanks to Jenny McKnight and Sonya Mackey who provided administrative assistance. Glynis Maxwell turned her editor's eye on the documents flowing from the study and I am most appreciative of her help.

The analysis of the human resource challenges in *Pushing the Limits* came to life under the critically analytical perspective of Principal Investigator, Peter Clutterbuck. I thank Peter for his passion and understanding of the nonprofit and voluntary sector and his commitment to the changes that will make both the sector and community prosper. I am thankful to CDH's Board of Directors who never wavered in their support of this research.

Lastly, this work could not have been carried out without the financial support of Service Canada, the Regional Municipality of Halton and the United Way of Burlington & Greater Hamilton and United Way of Oakville. I thank them for their support.

Joey Edwardh
Executive Director
Community Development Halton
January 2007

1. Introduction

In the last year, Community Development Halton (CDH) has conducted research on the human resource base of the nonprofit human services sector in Halton. This included gathering and analyzing data on both paid employees and volunteers and exploring the sector's economic contribution to the community through the use of these valuable human resources. This study has been funded by Service Canada and is the third Service Canada-funded study on employment in the nonprofit sector in Ontario. The others were carried out in the Niagara Region and in London.

CDH's Halton Nonprofit and Voluntary Sector Labour Force Study has been conducted in conjunction with the work of the Regional Chairman's Roundtable on the Non-Profit and Voluntary Sector, set up in 2005 to address issues related to the diminishing infrastructure faced by nonprofit organizations in Halton.

The intent of this research is to provide nonprofit human service agencies in Halton with hard information for strengthening their own relationships with governments and other funders. It will also contribute to a knowledge base for the development of a sectoral strategy for stability and growth in Halton as community demands and needs change over the next decade.

This study uncovers a dedicated, skilled and vital component of not only Halton's local communities, but also of its local economy. Alarmingly, however, it also sheds light on a sector pushed to the limits of its human resource capacity, and precariously balanced between sustainability and disaster.

1.1 A Decade of Growing Interest in the Nonprofit Sector

Since the mid-1990s, there has been a growing research interest in the nonprofit and voluntary sector in Ontario and Canada. The impetus for this trend arose from the period of government restraint and cutbacks to public services triggered by the economic recession of the early 1990s. Downloading and devolution policies of provincial and federal governments created increased service demand at the community level, affecting both municipalities and community agencies in the voluntary sector. At the same time, many of the funding programs for community services were also being cut back (Hall and Reed, 1998).

Thus, the capacity of the voluntary sector to respond to the social and economic conditions of the 1990s, higher expectations for performance and accountability in the sector, and the need for clarity on reasonable allowances and limits in areas such as advocacy activity, all combined to focus more attention on the role of the nonprofit voluntary sector in Canadian life.

A spate of dialogue and research activity has ensued over the last decade, much of it at the national level through roundtables, forums and vehicles such as the Voluntary Sector Initiative. Groups like Imagine Canada, the Canadian Council on Social Development (CCSD), Canadian Policy Research Networks (CPRN) and Statistics Canada began to research the organizational capacities, finances, staff and volunteers in the voluntary sector with quantitative and qualitative methods including large surveys.

1.2 Establishing the "Ground Level" Perspective

The research findings on the sector in the last decade are encouraging. Clearly, however, these national research studies require some grounding and validating at the community level. It is important that national survey work be supplemented and enriched with research generated at the ground level in communities across the country.

Locally, some areas attempted to measure the impact of the 1990s cuts on their voluntary sector community service organizations. CDH, for example, produced *Meeting Human Needs: The Impact of Funding Restraints on Halton Agencies* in 1997, reporting on findings of 59 respondents to an agency survey (Hildebrandt and McEwan, 1997).

An important focus of further local and regional research must be the human resource capacity of the sector, both its paid employees and its volunteer component. In this regard, survey and focus group research has been done in Niagara Region, in London, Ontario, and in Toronto (Centre for Community Leadership, 2003; Daya, El-Hourani, and De Long, 2004; Community Social Planning Council of Toronto and Family Service Association of Toronto, 2006).

Community Development Halton (CDH) launched its current research path in November 2003 when it organized the Funding Matters Workshop, a presentation and discussion of CCSD's qualitative study of the funding environment in the voluntary sector (Scott, 2003). A series of recommendations were generated for further study and action on restoring and fortifying the sector's infrastructure and service capacity, leading to the convening of the Regional Chairman's Roundtable on the Non-Profit and Voluntary Sector under the leadership of Chairman Joyce Savoline (Community Development Halton, 2004a).

Concurrent with the deliberations of the Roundtable and interacting with it, CDH conducted this research on the human resource base of nonprofit human services in Halton. This is a *Summary Report* of a more detailed technical report available on CDH's web site at www.cdhalton.ca.

1.3 Research Methods and Data Collection

This research has benefited from study of previous national and local surveys and other research and literature on the voluntary sector, especially over the last decade. CDH's primary source of information for this report, however, is a detailed survey administered to nonprofit human services agencies in the region of Halton.

CDH intentionally targeted nonprofit human services organizations in Halton rather than the broad-based voluntary sector. To do so, CDH used the International Classification of Non-Profit Organizations (ICNPO) system to select major categories and types of organizations within categories that suggest a human services focus (Hall et al. 2005a, 58-63). This approach excluded major institutional nonprofit organizations such as hospitals, universities and colleges, which is a differentiation common in national survey research. The result was a typology for inclusion in the survey of organizations (Table 1) falling in the following six of the fourteen categories in the ICNPO classification system.

Table 1: Selected ICNPO Categories/Service Types for Halton Survey

Social Services: • Child welfare, child services and day-care • Youth services and youth welfare • Family services • Services for the handicapped • Services for the elderly	• Self-help and other personal social services • Disaster/emergency prevention and control • Temporary shelters • Refugee assistance • Income support and maintenance
Health: • Mental health treatment • Crisis intervention	• Public health and wellness education • Health treatment, primarily outpatient
Development and Housing: • Community and neighbourhood organizations • Social development • Housing associations	• Housing assistance • Job Training programs • Vocational counselling and guidance
Law and Advocacy: • Advocacy organizations • Civil rights associations • Ethnic associations	• Civic associations • Legal services • Rehabilitation of offenders • Victim support
Education and Research: • Adult/continuing education	• Social sciences, policy studies
Grant-making, fundraising and voluntarism promotion: • Voluntarism promotion and support	• Grant-making and fund raising organizations

Applying this typology to the Halton Community Services Database (more than 4,000 records) and searching for only nonprofit organizations, a list of 241 eligible nonprofit human service agencies in Halton was assembled. Listed agencies were invited to complete the survey in either hard copy, mail-back questionnaire form or electronically through a web-based questionnaire. Follow-up prompts were made by e-mail communication and telephone to encourage agencies to complete and return the survey. The survey was administered and data collected between February and April, 2006. The survey instrument is included in an appendix of the *Technical Report* at www.cdhalton.ca.

In addition to the questionnaire, agencies were asked for their detailed, audited financial statements for 2003 through 2005.

Both quantitative and qualitative data were coded and input into SPSS for data processing and analysis. Quantitative data is reported in the form of tables and figures. *Pushing the Limits* reports some of the survey respondents' answers to open-ended questions and commentaries, which are provided in text boxes inserted throughout this document.

1.4 Additional Input and Discussion

In addition to the survey, the project conducted a study of literature and research relevant to the topic. As well, several focus groups were organized and conducted with paid staff and volunteers of the sports and recreation and the arts and culture communities, in order to gain an appreciation for similar and varying issues related to the human resource dimensions of these parts of the nonprofit and voluntary sector. Summaries of these focus group discussions are also included in the appendices to the *Technical Report*.

The Project presented preliminary findings to the Regional Chairman's Roundtable on the Non-Profit and Voluntary Sector in April 2006 and to a full assembly of 300 sector leaders at a forum organized by the Regional Chairman's Roundtable on June 15, 2006. Following analysis of emerging issues, the Project conducted issue discussions with several groups of community sector leaders to test and get feedback on interpretation of the survey data. A final presentation of the findings and analysis was made to a second forum of sector leaders organized by the Regional Chairman's Roundtable on November 1, 2006.

Input from all of these sources was used to prepare this final Summary Report called *Pushing the Limits*.

2. Overview of Responding Organizations

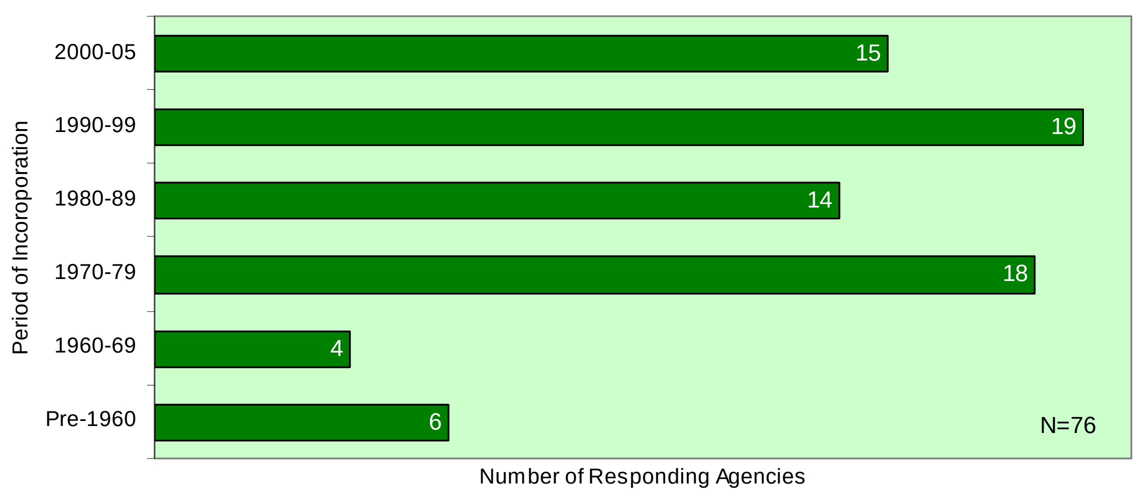
2.1 Survey Response

Eighty-one (81) of the 241 eligible agencies returned the survey, a very high response rate of 33.6%. More than three-quarters (76.5%) are incorporated as nonprofit organizations and have registered charitable status. Just under one-fifth (18.5%) are incorporated as nonprofits only and only three (3.7%) are unincorporated nonprofit organizations.

2.2 Period of Origin

The survey response indicates that nonprofit human service agency growth in Halton started in earnest in 1970-79 and has held steady in the three decades since, including 15 agencies starting or incorporating in the first five years of the current decade (Figure 1). Notably, of the 10 agencies incorporating or starting prior to 1970, eight are organizations that are organizationally affiliated with larger provincial and/or federated charitable bodies. Five agencies did not offer clear information on their start dates, nor was this available in verifiable form from other sources.

Figure 1: Incorporation/Start Date of Agency Respondents

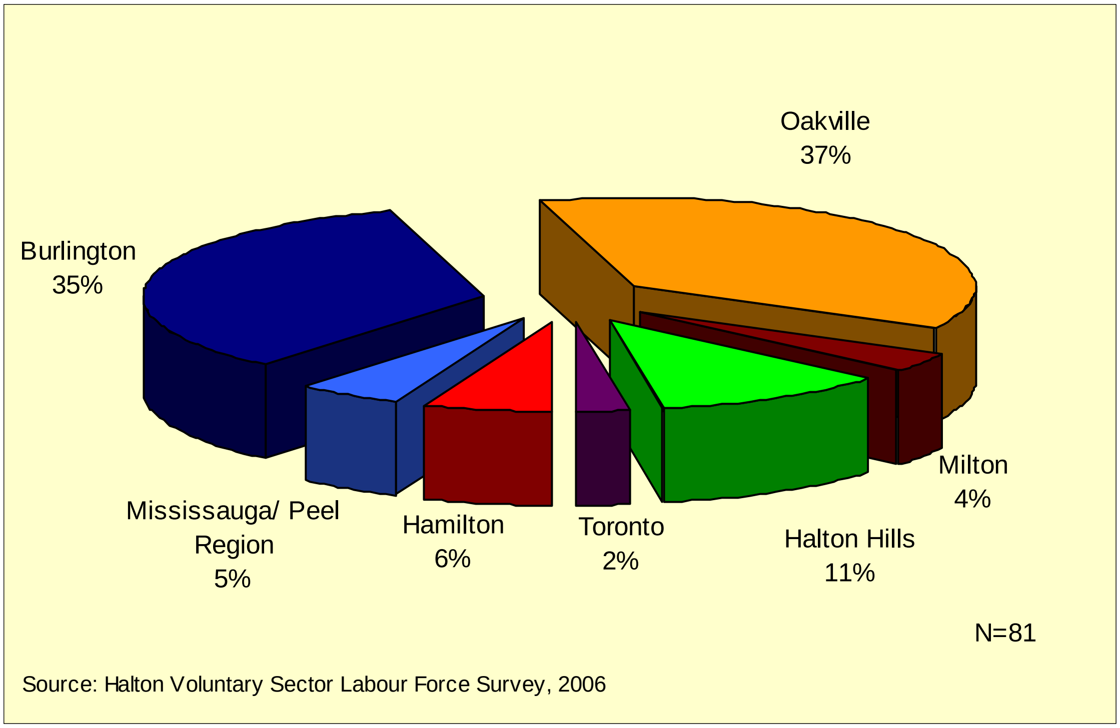


Source: Halton Voluntary Sector Labour Force Survey, 2006

2.3 Geographic Representation

Agency respondents are fairly representative of Halton's geography in terms of head office location (Figure 2). Agency response is almost equally representative of Burlington and Oakville. Combining Halton Hills and Milton, agency response from North Halton is 15%. Of the 10 respondents located outside but serving Halton, eight are affiliated with larger provincial and/or national federated charitable bodies.

Figure 2: Head/Main Office Location of Agency Respondents

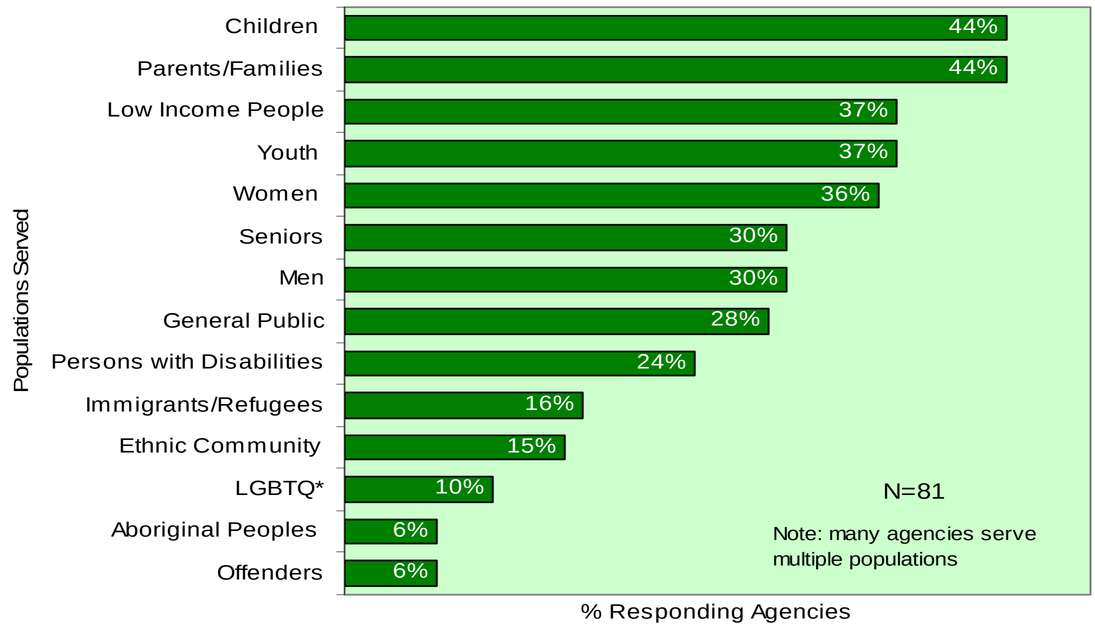


2.4 Populations Served

Asked to identify populations to which agencies "primarily direct" their services, respondents identify parents/families, children and youth most frequently. The five populations least frequently identified as primary clients in the Halton survey are immigrants/refugees, ethnic communities, sexual minorities (LGBTQ*), offenders and Aboriginal peoples (Figure 3).[1]

[1] It is important to note here that the survey question inquired whether agencies had any employees who self-identified as "sexual minorities", not LGBTQ* (Lesbian-Gay-Bisexual-Transgendered-Queer). Feedback from a local advocacy organization suggested use of a variant of LGBTQ in lieu of "sexual minority" as this is the LGBTQ community's own preferred terminology; hence, the findings on "sexual minorities" from this point in the *Summary Report* are reported using the term LGBTQ.

Figure 3: Primary Populations Served by Agency Respondents

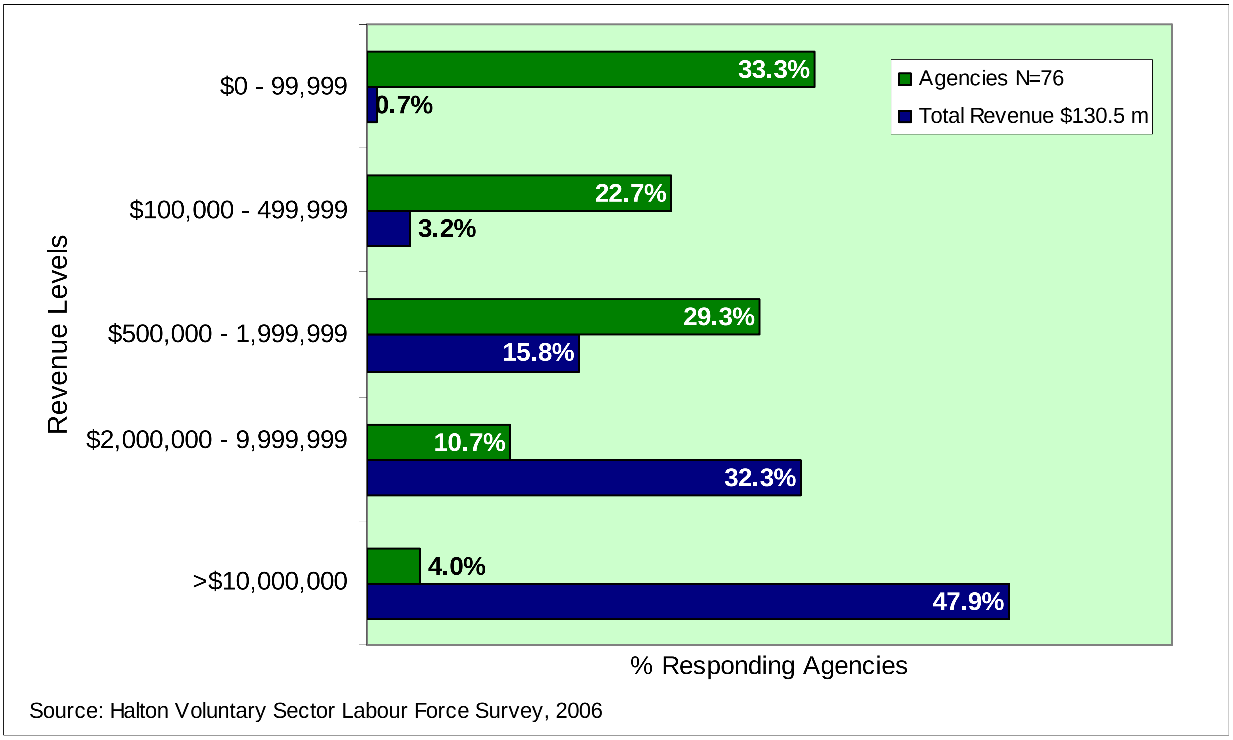


Source: Halton Voluntary Sector Labour Force Survey, 2006

2.5 Distribution of Revenue

Survey respondents include very small agencies with no funding, medium size organizations and large multi-million dollar operations. Operating budgets in 2005 range from zero to $38,000,000 with a median of $457,000. Revenue from all sources, however, is heavily concentrated in the larger agencies.

Figure 4: Agency Respondents by Annual Revenue Levels and Share of Total Revenue, 2004



More than half the agency respondents have revenues of less than $500,000 and took in only 4% of the total revenues of $130.5 million in 2004 (Figure 4). This includes 25 agencies with less than $100,000 total revenue in 2004, including some with no revenue. Further, it is likely that the Halton survey response under-represents agencies with no staff so that the actual proportion of agencies with no and lower revenue levels is under-represented among respondents.[2]

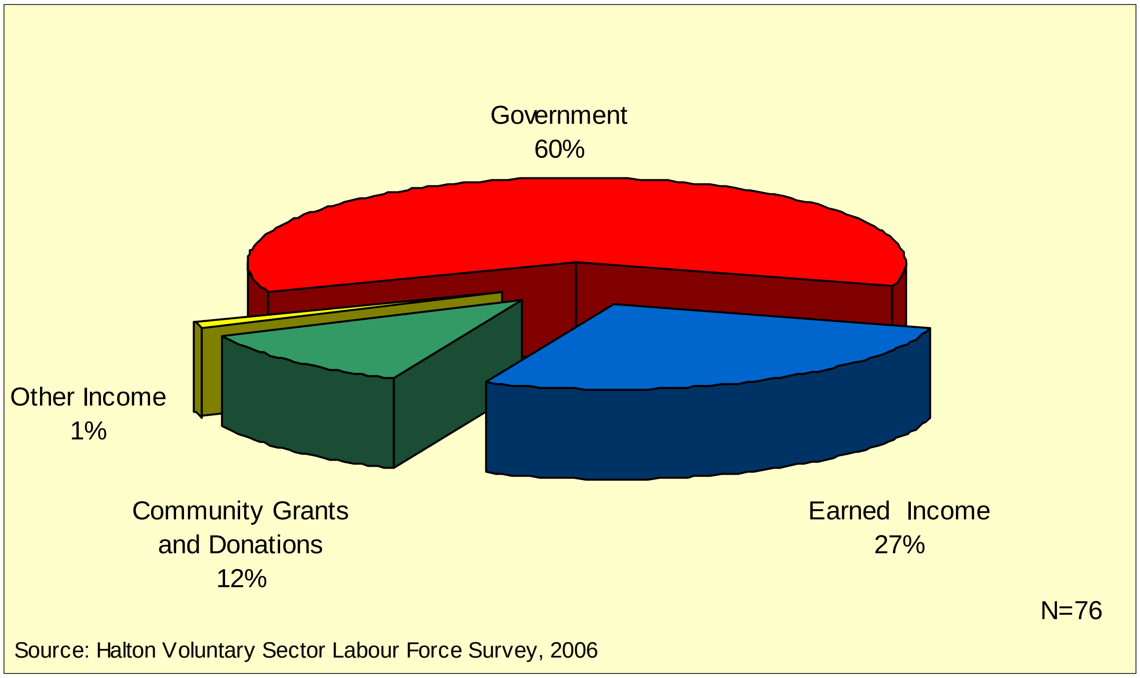
2.6 Revenue Sources

According to the 2004 audited financial statements of respondents, about 60% of their total revenue derives from Government sources (Figure 5).[3] Just over 90% of this Government funding is from provincial government departments. Government funds are much more heavily directed toward larger agencies. The rest of agency revenue derives from Earned Income from sales of goods, service fees, memberships, etc. (26.5%) and Community Grants and Donations (12.0%), which includes individual and corporate donations (6.5%), United Ways (2.4%), other fund raising (2.1%) and other community granting bodies (1.0%).

[2] As the survey questionnaire was detailed and time-consuming to complete, it is expected that those agencies with paid staff were more likely to have completed and returned it.

[3] Detailed financial information supplied by survey respondents was more complete for the year 2004 than for 2003 or 2005. Seventy-six (76) of the 81 agencies provided detailed financial information for 2004 versus 68 for 2005 and 67 for 2003. Therefore, the financial data for 2004 is used in this report.

Figure 5: Major Sources of Revenue of Agency Respondents, 2004



Although revenue for the total respondent group increased between 2003 and 2005 by 19.8%, almost three-quarters of that increase has gone to five agencies with revenues of $5 million or more, with the remainder being spread among the 58 agency respondents with revenues below $5 million.

2.7 Major Organizational Issues/Challenges

Agency respondents were asked open-ended questions about major organizational and financial issues and challenges that they face in the next five years. These qualitative responses were reviewed for how they clustered into major themes or categories and were coded for quantitative representation.

Major Organizational Challenges

"Ongoing core funding so that staff time can be spent in service provision rather than proposal writing."

"Growth in need for and provision of service as support for the marginalized in society lessens."

"Attracting and retaining qualified staff. We have not had a cost of living increase since 1993 and our benefits are sub-standard. We have older staff nearing retirement and unless we can replace them with personnel of similar quality, the clients will not receive the same standard of care."

More than two-thirds of agency respondents (68%) expect the primary organizational challenge over the next five years to be funding stability and sustainability. Responding and adapting to population growth and emerging needs is a major issue for just over half (52%). Issues related to maintaining a strong staff base and recruiting volunteers are cited by more than a third of respondents (35%). Twenty-two percent (22%) of respondents face constraints with respect to space and facilities to do their work and 20% anticipate challenges arising from policy and structural change initiated by governments.

2.8 Major Financial Issues/Challenges

In open-ended questions regarding major financial issues anticipated in the next five years, the two most frequent responses relate to agency capacity for basic operational functioning, 36% of respondents citing core funding and 31% funding for human resources. The demands of funders and the ability to meet service needs and to innovate are of equal concern (28% each). Meeting the challenge of fund raising (22%), dealing with inadequate levels of funding (16%), and, again, contending with policy and structural change in government (9%), especially the financial implications of the new Local Health Integration Networks (LHINs), are the final three major financial concerns that respondents anticipate over the next five years.

Major Financial Challenges

"Current funding has fallen below critical mass needed to sustain administration and significant programming, therefore programming has declined."

"Staff compensation increases to be able to be competitive with other employers and to attract needed skill sets for the clinical services provided."

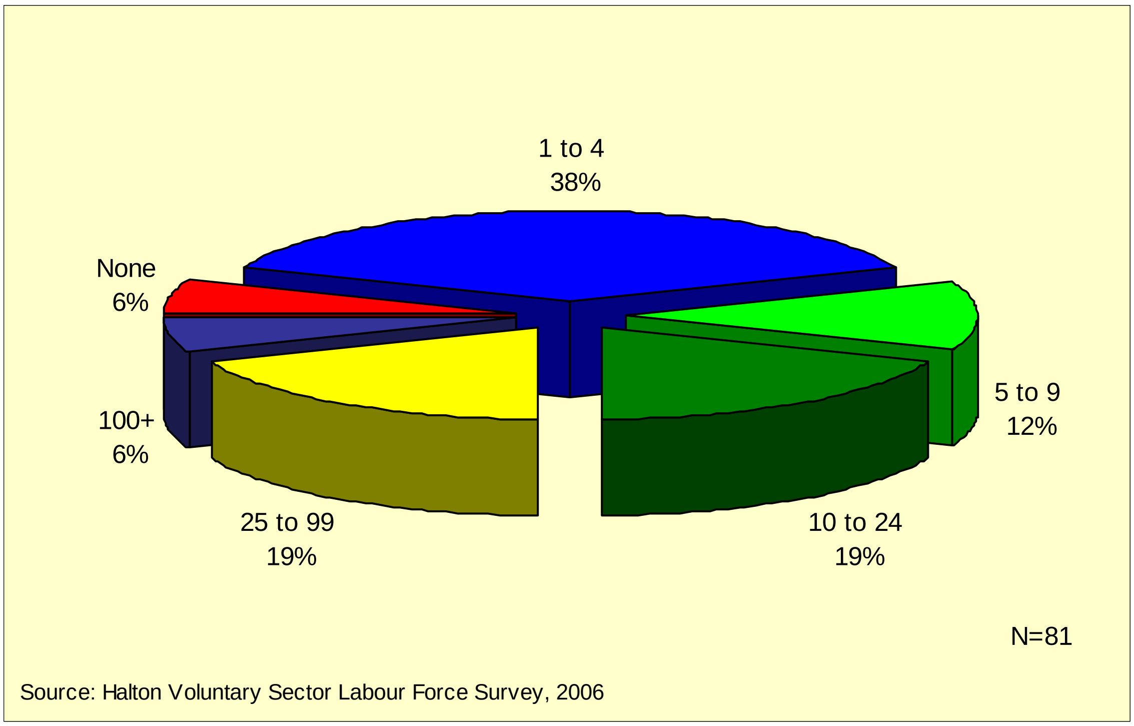
"Focus on funding or grantsmanship takes away from the essential work of the organization – abuse of Board of Directors' time."

3. Human Resources: Paid Employees

3.1 Numbers and Distribution of Employees

Altogether, the agency respondents employ over 2,400 staff people. Staff size ranges from zero (in five agencies) to 474, although the overall median staff size is only five (i.e., half the agency respondents report having more than five staff and half report less). Three-quarters of survey agencies are small (zero to nine staff) and medium (10 to 24 staff) in size (Figure 6). Among the 25% of agencies that are large, 15 have between 25 and 99 employees and five have more than 100 employees. The largest five agencies employ more than half (51.1%) of all paid staff in the survey response.

Figure 6: Agency Respondents by Number of Employees



The general pattern of the Halton survey response on the distribution of paid employees is consistent with national survey results: a high number of agencies employing smaller numbers of staff with the bulk of the overall employment based in a few large agencies (Hall et al., 2005a).

Also consistent with national survey results, about half of Halton respondents (49.3%) say that their staff levels have stayed the same over the last three years, 37.3% report increases in staff and 13.4% have decreased staff. Agencies with more than 10 staff are both more likely to have increased (56.7%) and decreased (16.6%) their staff numbers, while smaller agencies more frequently stayed at the same staff levels (67.6%) in the last three years.

3.2 Numbers of Employees by Position

As shown in Table 2, almost three-quarters of the nonprofit human services workforce is engaged in professional/program/service occupations (i.e., direct service work). Just over 5% of employees are engaged in agency leadership in senior management roles and another 11.2% fill more operational level supervisory positions as managers and senior administrators. Just under 10% of employees provide office support to their agencies.

Table 2: Agency Respondents' Employees by Positions (N=81)

Position	No.	% of Total Staff
Executive directors	58	2.5%
Department/division heads	59	2.6%
Total Senior Management	**117**	**5.1%**
Senior Administrators	68	3.0%
Managers	189	8.2%
Total Middle Management	**257**	**11.2%**
Professional/program/service Workers	1,695	74.0%
Office support Staff	221	9.7%
TOTALS	**2,290**[4]	**100.0%**

3.3 Gender Composition of Workforce

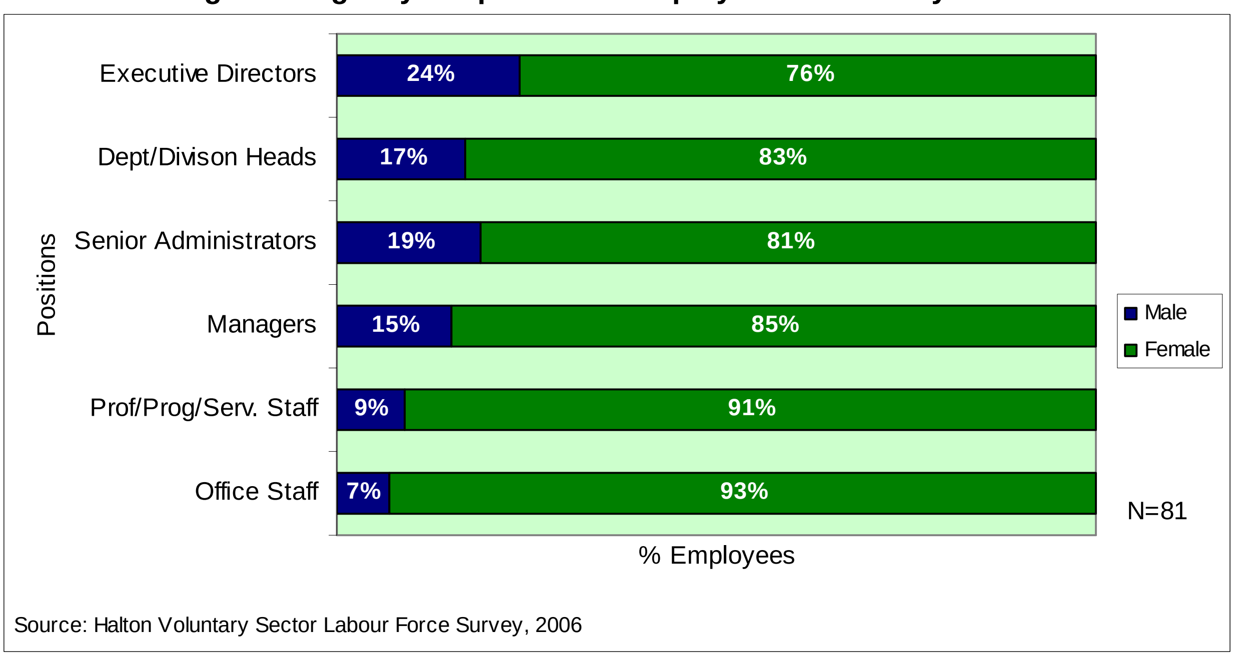
As shown in Figure 7, the nonprofit human services workforce is preponderantly women (89.5%), which is consistent with the Statistics Canada 2001 Census data for Halton residents working in the non-profit human services sector (87.5%).

[4] The total number in Table 2 is less than the total number of staff reported earlier (over 2,400) because not all agency respondents provide a breakdown for all employee positions consistent with the total number of employees that they reported.

Figure 7: Agency Respondents' Employees by Gender

The gender ratio of almost nine female employees to every male employee holds strongly for direct service workers (professional/program/service staff) and office support staff, but is reduced to four to one for managerial and supervisory employees and to three to one for executive directors (Figure 8).

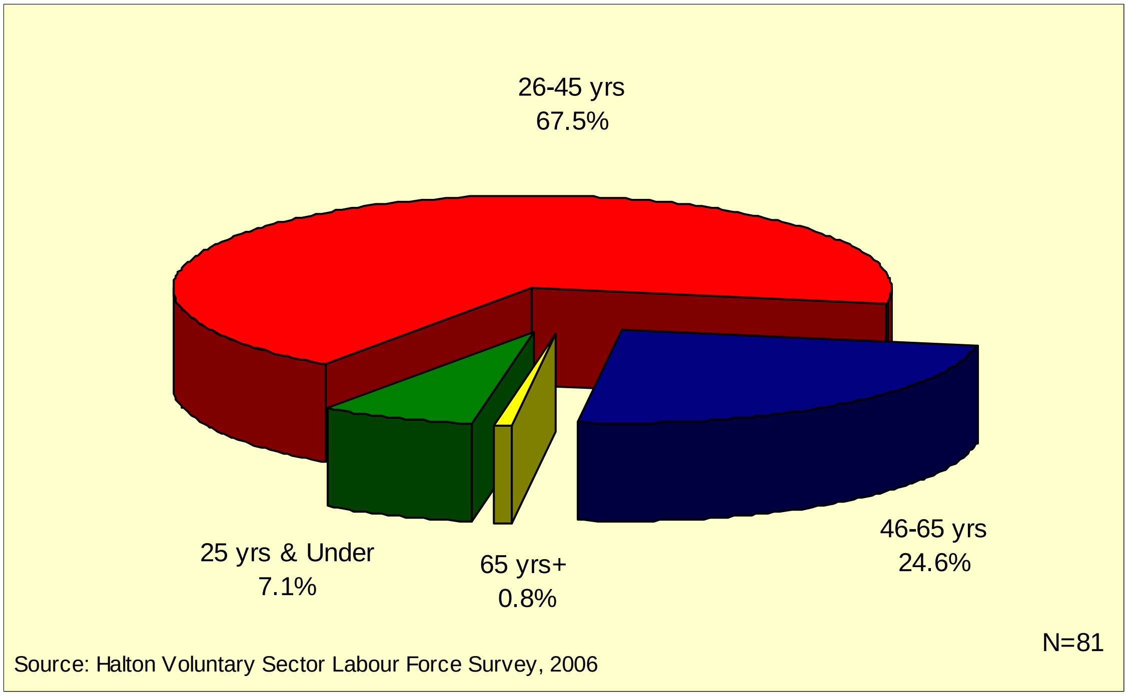
Figure 8: Agency Respondents' Employee Positions by Gender



3.4 Age Composition of Workforce

Agency respondents' employees are primarily in their middle working years of 26 to 45 (Figure 9). Direct service employees make up the largest proportion of this group (75.4%) and probably fall mostly at the higher end of that age range.[5] Supervisors and managers (55.4%) also fall primarily in this age group. Senior managers are, on average, a little older, 64.2% in the 46 to 65 year age range, including four out of five executive directors (80.8%).

Figure 9: Agency Respondents' Employees by Age Group

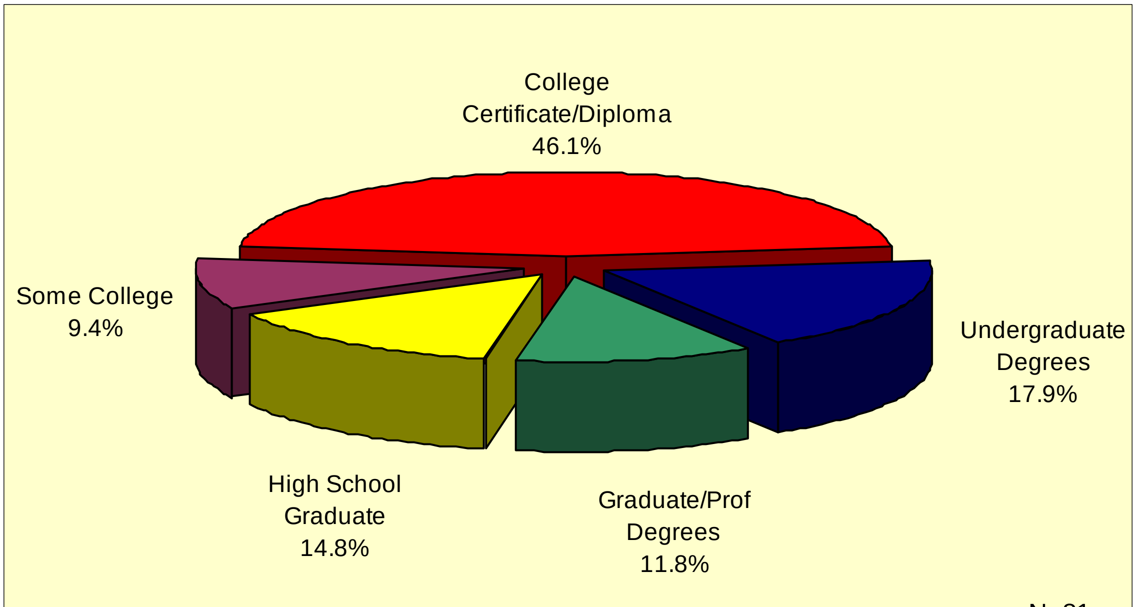


3.5 Education Level of Workforce

Survey respondent employees are well educated. This is consistent with 2001 Census data indicating that 79.4% of the nonprofit employees living in Halton had postsecondary education, which compares to 75.8% of employees among survey respondents (Figure 10).[6] Another 9.4% of survey respondent employees have some college education below a certificate level and only 14.8% have high school or less as their highest level of education.

[5] Statistics Canada Census 2001 data indicate that the average age of direct service workers in the nonprofit social sector is 39 years old.
[6] Statistics Canada Census 2001 data show that 71% of the overall Halton workforce has a post-secondary education.

Figure 10: Agency Respondents' Employees by Education Levels



Source: Halton Voluntary Sector Labour Force Survey, 2006

Senior management has the highest level of postsecondary education with approximately 30% of department/division heads and executive directors having undergraduate and graduate/professional degrees. All those in positions below senior management, including almost half of office support employees (45.9%), have primarily college certificates or diplomas.

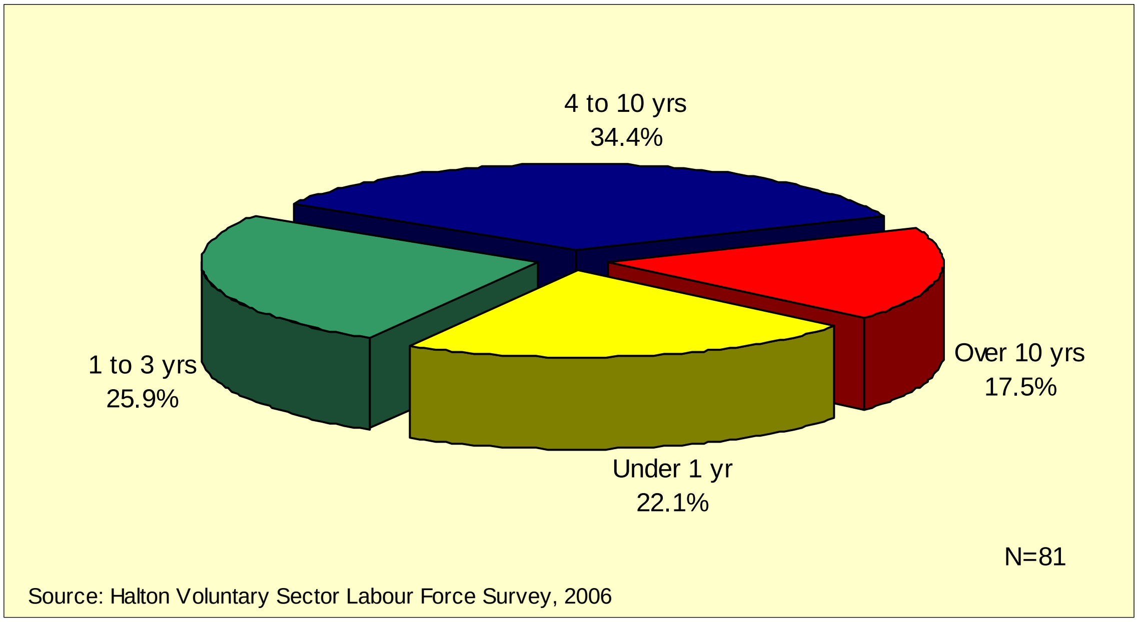
3.6 Work Experience

Working experience is also an important employee asset.[7] Agency respondents say just over one-fifth of their employees have less than one year of service with their agencies and just over one quarter have one to three years (Figure 11). More than 34% of employees have four to ten years of service, and 17.5% have more than 10 years.

Senior management has more years of experience, with department/division heads actually having a slightly higher proportion with more than 10 years experience (48.1%) than executive directors (43.3%). There is fairly good distribution of experience in the four to ten year range across employee positions below the senior management level, ranging from 30% to 40% for office support, program/professional/service workers, and managers.

[7] As this was not a direct employee survey, agency respondents were asked to provide a breakdown of their employees by numbers of years of service with their own agency only.

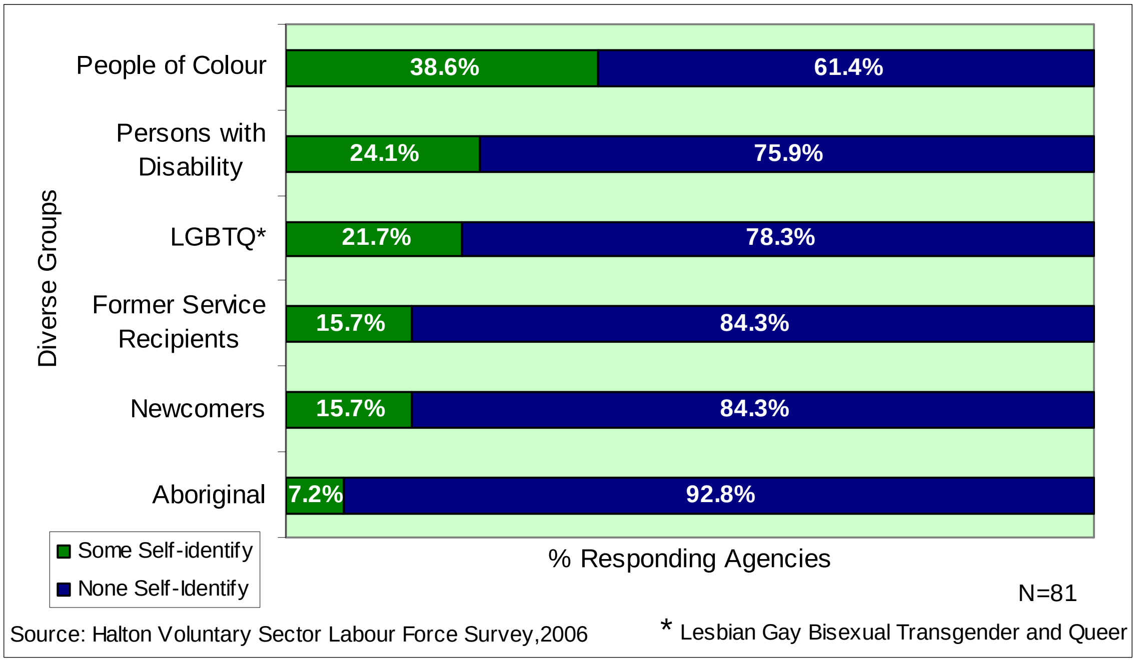
Figure 11: Agency Respondents' Employees by Years of Service with Agency



3.7 Diversity in the Workforce

The Halton Labour Force Study survey was not administered to employees, so that direct information on employee self-identification with diverse communities within the population is not available. Agencies were asked, however, to indicate whether they employed people who self-identified with a number of diverse groups. Over 38% of agencies report that their employees include people who self-identify as people of colour (Figure 12). Almost 16% indicate that they have employees who self-identify as newcomers. Employees self-identifying as having a disability and those self-identifying as LGBTQ are reported in 24.1% and 21.7% of agencies respectively, while 7.2% of agencies indicate employing Aboriginal people.

Figure 12: Employee Self-Identification with Diverse Groups in the Community among Agency Respondents



In terms of language capabilities among their employees, agencies report just over 21% of responding agencies have some proficiency in a third language beyond English and French, 12.1% in two additional languages and 8.1 % in three additional languages. Altogether responding agencies have employees with some level of proficiency in 14 languages beyond English and French, although there is no evidence in the findings that multiple language skills are a central part of core capacity in the agency base. Rather, the findings reflect the linguistic capacity of existing employees whether or not those skills are used on the job.

3.8 Major Employee Issues/Challenges

Replying to an open-ended question, agency respondents indicate major employee issues and challenges anticipated in the next five years are:

(a) Adequacy of competitive compensation packages (49%);
(b) Attracting and retaining qualified and competent staff (44%);
(c) Dealing with unsatisfactory working terms and conditions, e.g., hours of work available (19%);
(d) Organizational capacity to support employees properly (17%); and
(e) Providing staff training and development opportunities (14%).

Major Employee Challenges

““Benefit costs and costs in general are increasing. With no additional core funding, staffing is under pressure even when salaries are not increasing.”

“Staying competitive in this field and not lose staff to the school board.”

“Part-time work only appeals to certain people. Many leave when full-time opportunities present themselves.”

“Shortage of funds for ongoing [staff] training.”

4. Human Resources: Volunteer Base

Volunteers are a key resource to the entire nonprofit sector in governance, fund raising, delivering programs, and a variety of other activities. The *National Survey on Nonprofit and Voluntary Organizations* (NSNVO) notes in 2003 that "[v]irtually all nonprofit and voluntary organizations rely on volunteers to some degree, and more than half rely solely on volunteers to fulfill their mission" (Hall et al. 2005a, 32). Sixty-nine (69) of the 81 surveyed Halton agency respondents provided actual and/or estimated information on their volunteer numbers and some degree of breakdown into demographic characteristics. The method of data collection, however, produces numbers that are more conservative estimates.[8]

4.1 Number, Distribution and Roles of Volunteers

Altogether agency respondents report a total of 6,733 volunteers. As shown in Table 3, two-thirds of responding agencies have between 10 and 99 volunteers, so that the median number is 35 volunteers (i.e. half the agency respondents report having more than 35 total volunteers and half report less).

As 14 agencies account for 75% of volunteers at numbers of 100 and higher, the average number of volunteers per agency rises to 96. Notably, in relation to paid staff, agencies with large numbers of volunteers (more than 100) range from the very small (four agencies with zero to five staff) to mid-size (eight agencies with 11 to 99 staff) to large (two agencies with 100 staff and higher).

Table 3: Agency Respondents by Size of Volunteer Base

Total Size of Agency Volunteer Base	**Halton Survey Respondents**			
	Agencies		**Volunteers**	
	No.	**%**	**No.**	**%**
1 to 9	8	11.6	48	0.7
10 to 24	19	27.5	282	4.2
25 to 99	28	40.6	1,360	20.2
100 to 199	6	8.7	844	12.5
200+	8	11.6	4,199	62.4
TOTALS	**69**	**100.0**	**6,733**	**100.0**

Helping in program delivery is by far the highest reported level of volunteer activity (Table 4). Fund raising activities are next, followed by board and committee volunteer work. Notably, 3,330 (77.1%) of the program helping volunteers across all agency respondents are concentrated in 10 agencies, each with more than 100 program helping volunteers.

[8] Details on the method of data collection on agencies' volunteer numbers and breakdowns are provided in the *Technical Report*, which can be found at www.cdhalton.ca.

Table 4: Agency Respondents' Volunteers by Type of Activity

Type of Volunteer Activity	Number of Volunteers	Percent of Volunteers
Board and Committees	937	13.4
Program Delivery Helpers	4,318	61.6
Fund Raising	1,259	17.9
Administrative/Office Helpers	188	2.7
Other	311	4.4
Totals	**7,013**[9]	**100.0**

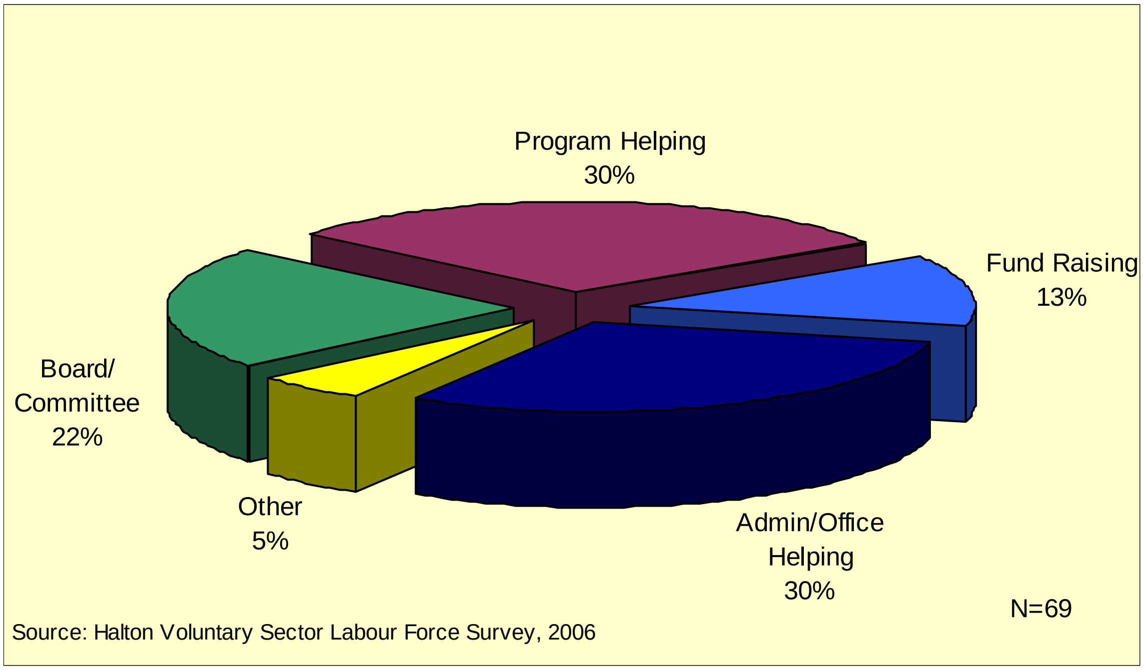
Thirty-four (34) respondents report use of volunteers in office and administrative support roles, primarily in the range of 1 to 10 volunteers.

In terms of time contributed, the average for Halton respondents is 130 hours per year of contributed time per volunteer. This is lower than the Ontario average of 162 hours per year of volunteer time. It is, however, higher than the average Canadian volunteer's time of 117 hours annually contributed to Social Services organizations (Hall, Lasby, Gumulka, and Tryon, 2006, 32-33, 89).

Higher proportions of volunteer time go into helping with program delivery and administrative and office support (Figure 13). Smaller agencies with few staff rely more on volunteers for administrative/office support. Just over 22% of volunteer time is given to governance and 12.6% of volunteer time goes into fund raising.

[9] The total number of volunteers in Table 4 varies from the 6,733 stated in Table 3, a difference of 280. This discrepancy probably results from agency respondents identifying a number of their volunteers as being active in several areas of activity over the course of the year.

Figure 13: Agency Respondents' Volunteer Time by Activity Area



More than three-quarters of volunteers are involved with Halton nonprofit human service agencies for one to five years. Only 9% of respondents have an average volunteer participation of more than ten years.

Over 36.0% of respondents report an increase in numbers of volunteers and 44.9% report significantly increased volunteer hours in the last five years (Table 5).[10] Volunteer numbers and volunteer hours stayed about the same for 56.0% and 49.0% of respondent agencies respectively. These results for Halton are generally consistent with national and Ontario survey results for 2000-2003, except that a lower proportion of Halton nonprofit human service agencies are showing decreases in volunteer numbers (8%) as compared to a 17% decrease in volunteers in the national survey (Scott et al., 2006, 33; Hall et al., 2005a, 35).

Table 5: Agency Respondents' Change in Volunteer Numbers and Time

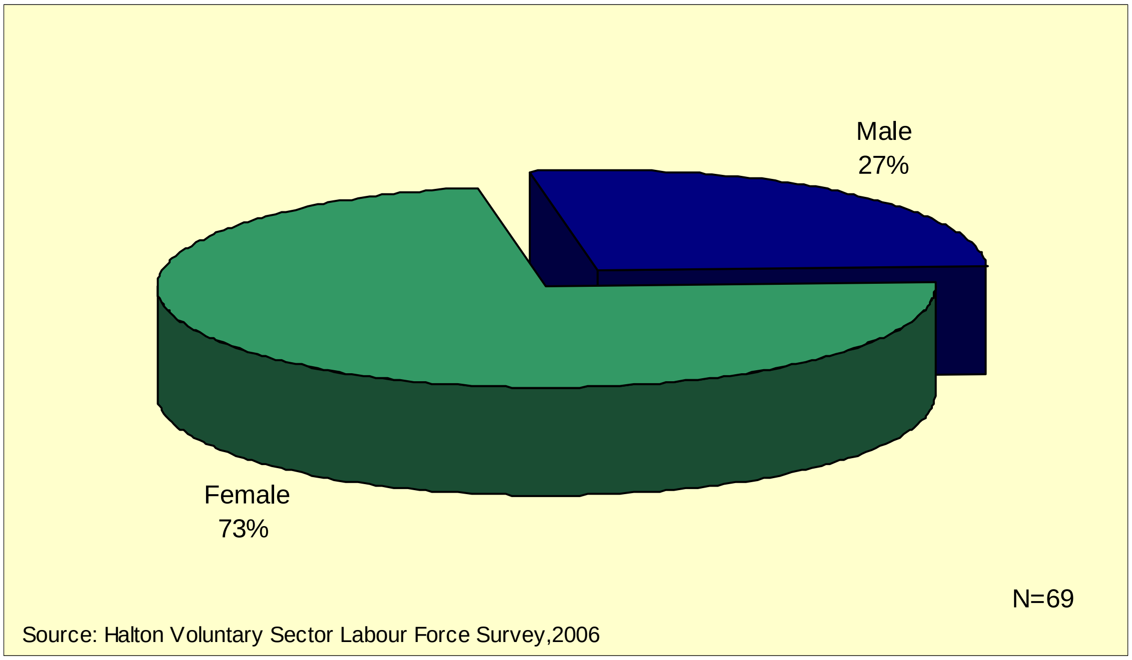
Direction of Change	Number of Volunteers		No. of Volunteer Hours	
	No. of Respondents	% of Respondents	No. of Respondents	% of Respondents
Significantly Increased	18	36.0	22	44.9
Stayed About the Same	28	56.0	24	49.0
Significantly Decreased	4	8.0	3	6.1
TOTAL	**50**	**100.0**	**49**	**100.0**

[10] Unfortunately, only about 50 respondents answered the questions on change in volunteer numbers and hours over the last five years because of the inadvertent omission of these questions from the electronic survey form.

4.2 Gender Composition of Volunteers

As with paid employees, the gender breakdown for volunteers reported by agency respondents is heavily weighted towards women in a three to one ratio to men (Figure 14). A significantly higher proportion of men are involved in agencies with smaller volunteer numbers in the one to ten range (67.8%). Men make up about 40% of the volunteers in agencies with 11 to 200 total volunteers, but male involvement drops off to less than 5% in agencies with 200+ total volunteers. Women predominate at the 200+ volunteer range making up 19 out of 20 volunteers among survey respondents with large volunteer bases (95.2%).

Figure 14: Agency Respondents' Volunteers by Gender



4.3 Age Composition of Volunteers

Almost half (48%) of the entire volunteer base among Halton respondents is made up equally of people 46 to 64 years of age and people 65 years and older (Figure 15). Youth up to 18 years old (16% of volunteers) and seniors (24%) participate at about double the rate of their representation in the population, i.e., 7% and 12% respectively (Statistics Canada Census, 2001). Youth and senior volunteers, however, are not as evenly distributed over the agency base, tending to be more concentrated in agencies with larger volunteer bases (77.3% of youth and 64.0% of seniors in agencies with 100 or more volunteers). Almost 60% of agencies report having no youth volunteers (Figure 16). The middle age groups are much more evenly spread across the wider agency base.

Figure 15: Age Breakdown of Agency Respondents' Volunteers

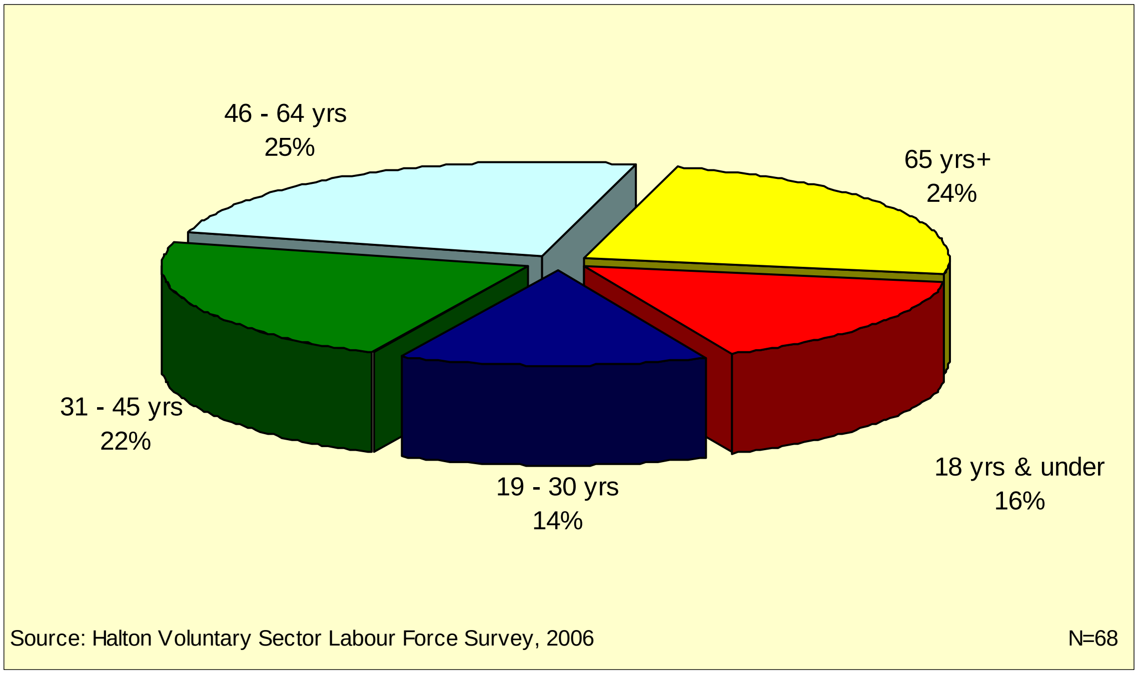
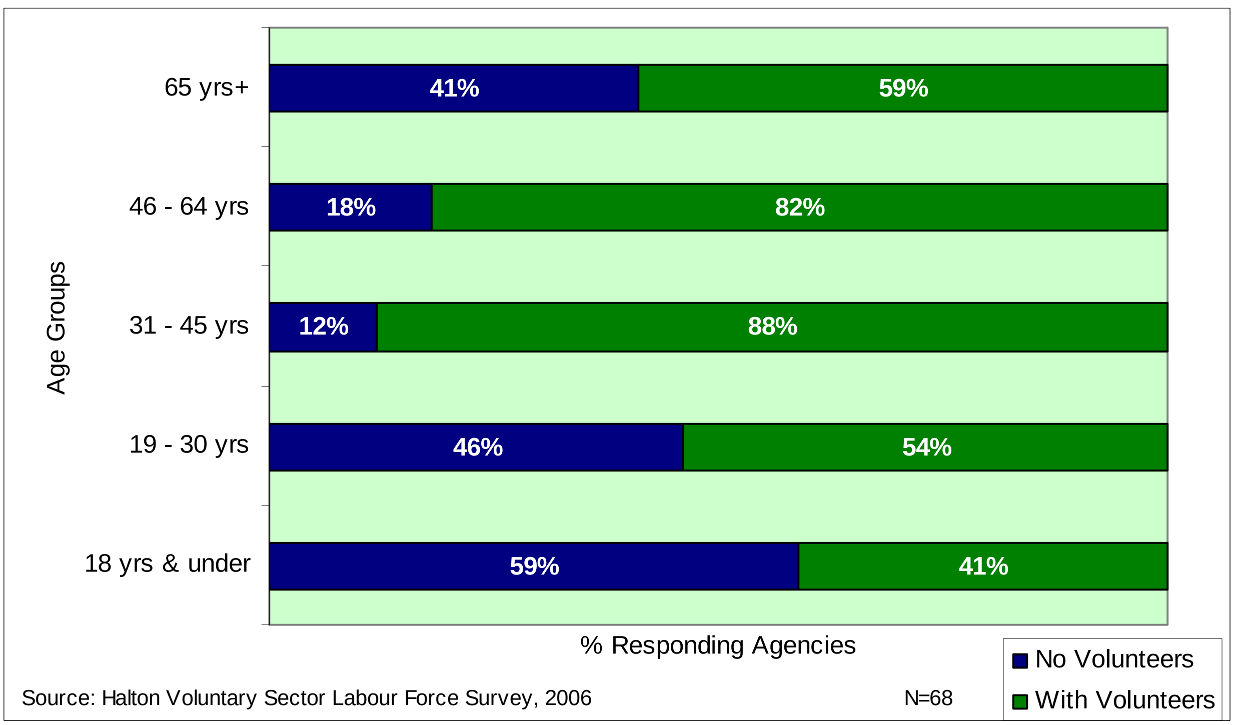


Figure 16: Agency Respondents' Volunteers by Age Groups

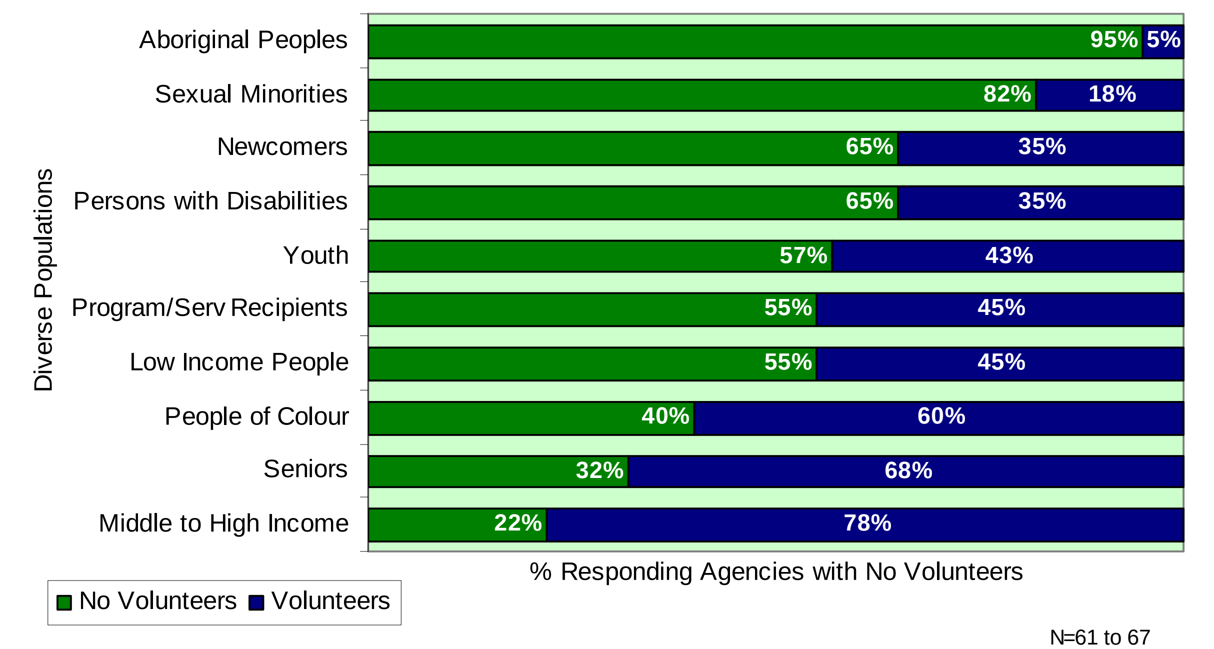


4.4 Diversity of Volunteer Base

Asked to estimate the presence and number of volunteers from diverse origins and identities, respondents identify:

(a) seniors and middle to high income people most frequently and in the highest numbers;
(b) youth, program recipients, low income people, newcomers and people of colour in the mid-range of frequency and numbers; and
(c) persons with disabilities, sexual minorities, and Aboriginal people least frequently and at the lowest numbers (Figure 17).

Figure 17: Diversity Profile of Agency Respondents' Volunteers



Source: Halton Voluntary Sector Labour Force Survey, 2006

4.5 Volunteer Supports

Only 11 agency respondents report having a full-time staff position designated for coordination, supervision or management of volunteers and nine have part-time dedicated volunteer support staff. Fifteen additional agencies say that several staff provide support to volunteers as part of their jobs.

Orientation, background information and role descriptions are provided to volunteers by two-thirds to three-quarters of agencies. About 60% provide material support such as out-of-pocket expenses and use of office equipment. Only about half of the responding agencies have some form of reward/recognition or performance feedback for their volunteers or skills development training. More expensive cost coverage such as transportation is provided by only a third of agencies and childcare by less than 5%.

4.6 Challenges in Recruiting and Retaining Volunteers

The barrier most frequently identified by agency respondents is the lack of dedicated staff for volunteer management roles (38%). More than a quarter of agency respondents identify inability to attract volunteers (27%) and constraints on volunteer participation, such as inadequate space, unsuitable hours, and transportation (27%), as major barriers to volunteer recruitment and retention. Almost a quarter of respondents (22%) also indicate that the pace and demands of modern day living presents challenges for agencies to recruit and retain volunteers.

Major Volunteer Challenges

"The agency does not have the money to pay staff to be responsible for volunteers… Volunteer position staff needed."

"Over the last five years, funding and activity… have declined and the organization has had to scale back the number and quality of events… This makes the organization less attractive to volunteers."

"Fear of legal and financial ramifications [of volunteering]."

"More families require parents to work full-time and are unable to volunteer."

5. Recognizing the Economic Contribution of the Nonprofit Sector

There is a growing realization of the nonprofit sector's significant contribution to the economy as well as improving the quality of life.

5.1 National Research

In recent years, Statistics Canada has started to measure the contribution of the voluntary sector to Canada's Gross Domestic Product (GDP) through the *Satellite Account of Nonprofit Institutions and Volunteering* (Statistics Canada, 2004, 2005a and 2006a).[11]

The *Satellite Account* estimates that the entire nonprofit sector makes up 7.1% of the overall economy, which is a higher share than the Mining, oil and gas and Retail trade industries (Statistics Canada, 2006a, 9). In economic terms, the value-added of the nonprofit sector is enhanced by the volunteer contribution brought to the work of the sector. The *National Survey of Giving, Volunteering and Participating* reports that 11.8 million Canadian volunteers contributed almost two billion hours annually in 2004, which is equivalent to more than one million full-time jobs (Hall et al., 2006, 31-32).

The *Satellite Account* estimates that volunteer activity produced an additional $14 billion in GDP for the sector as a whole in 2000. This is called the "extended value of labour compensation" (Statistics Canada, 2006a, 30).

5.2 The National Core Nonprofit Sector

When hospitals, colleges and universities (the *institutional* nonprofit sector) are removed from these GDP totals, the *Satellite Account* designates the remaining organizations as constituting the "core nonprofit sector" (Statistics Canada, 2006a, 8). The core nonprofit sector's GDP amounted to $29.1 billion in 2003. This still constitutes 2.6% of the overall Canadian economy, higher than either Agriculture (1.5%) or Motor vehicle manufacturing industries (1.4%) and the Accommodation and food services industry in Canada (2.4%) (Statistics Canada, 2006a, 9, 12).

The core nonprofit sector also accounts for most of the contribution to GDP from the extended value of volunteer time and energies. More than 86% of the overall nonprofit sector's extended value is generated by the core nonprofit sector, $12.1 billion in 2000 (Statistics Canada, 2006a, 31).

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[11] The *Satellite Account* (2006a) defines Gross Domestic Product (GDP) as "[t]he total unduplicated value of goods and services produced during a given period. For the economy as a whole, GDP refers to all goods and services produced in Canada's economic territory. For the nonprofit sector specifically, it refers to the sector's contribution to Canada's GDP, and is measured as its gross output less its intermediate purchases. Also referred to as value added" (p. 58). The *Satellite Account* uses administrative tax file data to develop estimates of the economic activity of the sector for the 1997 to 2003 period.

The social services component accounted for almost one quarter (23.5%) of the core nonprofit sector's GDP between 1997 and 2001. Social services averaged a 10% annual growth rate in this period. *Satellite Account* figures suggest that the social services nonprofit sector is highly productive and economically efficient, and probably under-resourced for the social and economic benefits that it produces (Statistics Canada, 2005, 18).

5.3 Economic Contribution of Paid Employment in Halton

Using financial data provided by survey respondents, the Halton Nonprofit and Voluntary Sector Labour Force Study is able to provide low range to high range estimates of the economic contribution of the nonprofit human services sector to Halton.

A conservative estimate of the total employees in the nonprofit human services in Halton is 4,800, which is about 2.3% of the total Halton workforce of 204,600 in 2001.[12] At this level of employment, Halton's nonprofit human services compare in scale to workforce numbers in each of the following industrial sectors: Utilities, the Arts, entertainment and recreation, and Real estate and rental housing. Each of these industries had 5,000 employees or less in 2001 (Hemson Consulting Ltd., 2006, 15).

Using the methodology employed in the *Satellite Account*, the total gross expenditures of $130.5 million of the agency respondents produces "value-added" primarily from paid labour compensation amounting to more than $88 million. This is the Halton survey respondents' economic contribution to the Gross Domestic Product (GDP) of Halton (Table 6).

Table 6: Gross Domestic Product (GDP) of Agency Respondents and Estimated GDP for Whole Nonprofit Human Services Sector in Halton

Production Account	Halton Agency Respondents	Estimated for Halton Nonprofit Human Services Sector	% of Halton HS Gross Output
Gross Output	**$130,549,930**	**$280,668,430**	**100.0**
Less Intermediate Purchases [13]	**$42,306,961**	**$92,778,549**	**33.1**
Purchased Goods & Services	$28,699,916	$61,576,449	
Occupancy Costs	$8,422,900	$18,901,382	
Office Expenses	$4,318,295	$10,574,739	
Professional Fees (e.g. accounting, legal)	$865,850	$1,725,979	

[12] It is important to remember that nonprofit human services make up about 11% of the total nonprofit sector. Therefore, the larger nonprofit sector including recreation, arts and culture and other areas would add significantly to the overall nonprofit sector's share of employment in Halton.

[13] Intermediate purchases are expenditures made in the course of doing the work of the agency and are counted as GDP by those who supply the goods and services purchased.

Production Account	Halton Agency Respondents	Estimated for Halton Nonprofit Human Services Sector	% of Halton HS Gross Output
Gross Domestic Product	**$88,242,970**	**$187,889,859**	**66.9**
Wages, Salaries & Benefits	$80,681,806	$170,240,760	
Supplementary Labour Income (Contracts)	$1,376,271	$3,440,678	
Capital Cost Allowances (Depreciation)	$2,518,986	$5,043,654	
Operating Surplus	$3,665,907	$9,164,767	

Based on the Halton survey sample results, the estimated GDP of the whole nonprofit human services sector in Halton is $187.9 million. This is 1.1% of Halton's overall GDP estimated at $16.4 billion in 2003 (Hemson Consulting, 2006, 17).[14]

5.4 Extended Economic Value of Halton's Volunteer Contribution

The economic value of volunteer time is calculated on the basis of a "*replacement cost value . . . [which] represents the cost to replace volunteer effort if the same services were purchased on the labour market*" (Statistics Canada, 2006a, 30).[15] Determining the extended value of Halton's volunteer contribution to GDP is calculated using both the median and the average hours per year of volunteer time, which produces a low to high range within which reality probably falls.

[14] This is a very conservative calculation for translation from survey results to the sectoral contribution to GDP, which takes into account particularities of the survey sample. The factors used are presented in the *Technical Report* available at www.cdhalton.ca.
[15] The next section offers a caution about the use of the term and concept of "replacement cost of labour," which is also developed more completely in the *Technical Report*.

Table 7: Calculation of Economic Value of Volunteer Time to Halton Agency Respondents and Projected Estimate for Halton's Nonprofit Human Services Sector

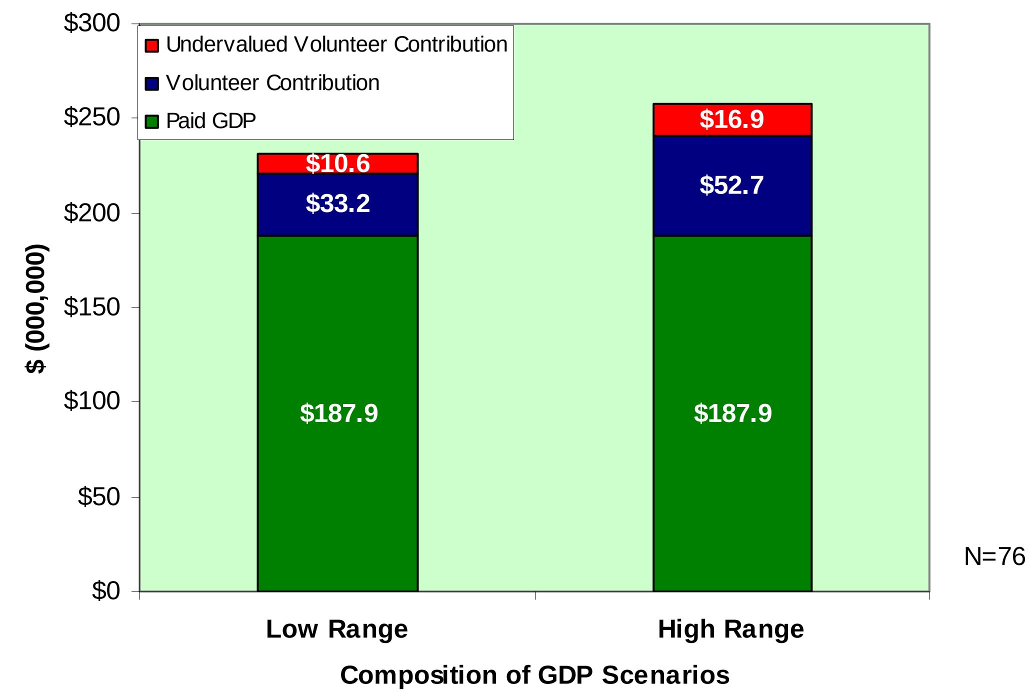
Factors for Calculating Estimates	Low Range	High Range
Total Number of Volunteers	6,730	6,730
Hours per Year/Volunteer	Median: 82.2	Average: 130
Total Volunteer Hours/Year	553,206	874,900
Full-Time Equivalent Jobs among Agency Respondents [16]	288 FTEs	456 FTEs
Projected to Whole Nonprofit HS Sector [17]	950 FTEs	1,505 FTEs
Economic Value at $35,000 Annual Employment Income (median annual income of agency respondents - $16.83/hour)	$33,250,000	$52,675,000
Economic Value at $46,200 Annual Employment Income (average annual employment income for Halton, 2000 Statistics Canada Census - $23.38/hour)	$43,890,000	$69,531,000
Estimated Under-valuation of Volunteer Time	($10,640,000)	($16,856,000)

When volunteer time from the survey results is converted to a monetary value and projected for the whole nonprofit human services sector in Halton, it is estimated that the added economic value of the sector ranges between $33.2 and $52.7 million (Table 7).

The preceding estimates apply the median annual employment salary/wage levels from the Halton survey results ($30-$40,000) to volunteer time in Halton. Work in the nonprofit sector is under-valued and salaries/wages are generally lower than average. When the 2000 Census data for average annual employment income is applied ($46,200), the result is an estimated undervaluation of the economic contribution of volunteer time in Halton of between $10.6 million and $16.8 million.[18]

[16] The NSGVP formula for converting volunteer time into FTEs is used, which is 40 hours per week for 48 weeks (Hall et al., 2006, p. 32, Table 2.1)
[17] Seventy (70) agencies provided detailed information on their volunteer numbers, which is almost 30% of the total eligible nonprofit human service agencies in Halton. Therefore, the estimate of the total FTEs for volunteer numbers for the whole region in Table 7 is calculated as a multiple of 3.3 of the agency response numbers (for each of the median and average hours calculations).
[18] Undervaluation could also be portrayed for the paid compensation time in the sector, but the paid compensation part of the GDP is based on actual payroll expenditures at current basic pay levels, while the calculation of the economic value of volunteer time is imputed.

Figure 18: Low Range and High Range Compositions of GDP Estimated for Halton Nonprofit Human Services Agency Sector, 2004



Source: Halton Voluntary Sector Labour Force Survey, 2006

Adding the economic value of volunteer time to the GDP from labour compensation extends the estimated GDP of the whole sector to between $221.1 and $240.6 million (Figure 18). This increases the estimated share of Halton's GDP for the nonprofit human services sector to between 1.3% and 1.5%. The share would be even higher if the volunteer time is valued at the average annual employment income levels for Halton.

5.5 Increasing the Community Share of Sector Income

Another way to look at the economic value of volunteer time in the sector is to consider it as additional income to the sector. Economically, then, the economic value of volunteer time is equivalent to a "transfer from households" in the community. As a result, volunteer time adds to the overall income of the sector and also increases the share of "donations from individuals" in relation to other sources of income for the sector.

When the low range economic value of volunteer time for Halton survey respondents is added to the revenue picture, it increases the community's share ("Community Grants and Donations") of overall income from 12% to 20%, and reduces the Government share to 54% and the "Earned Income" share to 24% (Figures 19 and 20). Using the high range economic value of volunteer time increases the community's contribution even more in relation to Government and Earned Income.[19] The economic significance of volunteer time is clearly evident from this perspective.

Figure 19: Major Sources of Financial Revenue of Agency Respondents, 2004

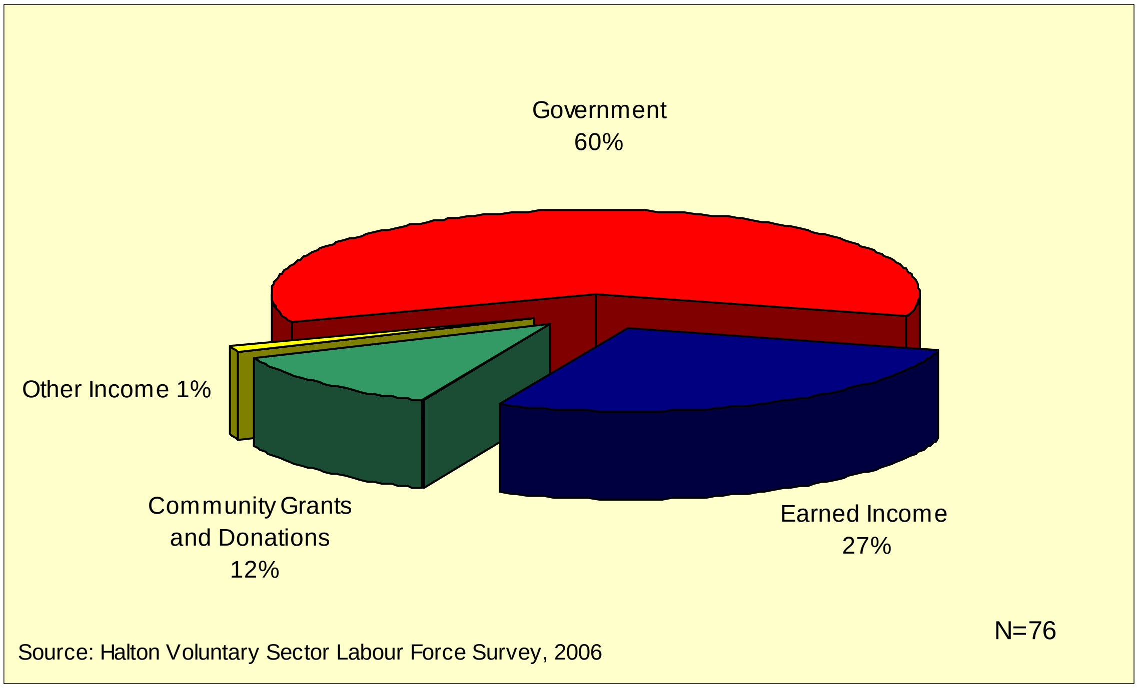


Figure 20: Major Sources of All Income of Agency Respondents Including Low Range Economic Value of Volunteer Time, 2004

[19] Using the high range of economic value of volunteer time ($52.7 million) increases the community contribution share to 24% of total income and reduces the shares from Government and Earned Income to 52% and 23% respectively.

In recent years, more attention is being paid to developing methods for more accurately accounting for volunteer time and ascribing economic value to that time (Goulbourne and Embuldeniya, 2002).[20] It may be worthwhile for Halton agencies to think about adopting a common practice, which could provide even more precise and useful information on the contribution of their volunteers to the sector's GDP in Halton.

5.6 Cautions on the Economic Role of the Sector

The discovery of the economic value of the nonprofit sector, and documentation of its productive contribution to the Canadian economy, are important for repositioning the sector and raising awareness about its full social and economic contribution. Yet, there are several important cautions here.

First, this and previous research establishes the core nonprofit sector as having poor compensation and reward provisions in relation to other employment. Given the economic value and importance of the sector, poorly compensated employment would seem to be a risk factor for maintaining economic strength in the long run. Also, this may be evidence of the economic exploitation of the sector as a low wage sector used for downloading and offloading of responsibilities previously provided through higher quality public service employment.

Secondly, measuring volunteer activity as the "replacement cost" for labour suggests that volunteers are a substitute for a paid labour force and a potential source of higher sector efficiencies, especially when resources are constrained. Although volunteers contribute to the work of the nonprofit organization, volunteers themselves are also an output of the nonprofit sector's work via their recruitment, orientation, coordination and ongoing support. Institutional infrastructures based on paid employees are critical to enabling and supporting volunteer participation. Some part of the paid employee time of nonprofit agencies and other agency infrastructure enable volunteers to make their contribution. Rather than referring to volunteer contribution as "replacement cost value," it could be more appropriately referred to as "added value" to the work of nonprofit organizations, and to recognize that this added value is dependent on the organizational capacity of the agency to develop and support it.[21]

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[20] Michelle Goulbourne and Don Embuldeniya detail eight measures for documenting volunteer contribution organized into three strategic areas: human resource productivity measures, volunteer program efficiency measures, and community support measures.

[21] A survey of 382 community agencies in Toronto in 1995 and 1996 suggests a negative relationship between weakened nonprofit infrastructure and the capacity to maintain volunteer involvement. As funding to the surveyed agencies fell by $11 million between 1995 and 1996, and about one third of the agencies in the sample reduced their staff complements, the proportion of the agencies' workforce made up of volunteers fell by 9% (Social Planning Council of Metropolitan Toronto, City of Toronto and Metro Toronto Community Services, 1997, 28).

The NSNVO results for Ontario also indicate a relationship between increases in numbers of agency volunteers and both increases in funding and increases in paid staff between 2000 and 2003 (Scott et al., 2006, pp. 35 and 44).

Thirdly, the “efficiency bias” of calculating the economic value of the sector tends to emphasize the service delivery mandate and functions of the nonprofit human services. Economic indicators and measures seem less relevant or useful to the sector’s role in civic engagement and developing the skills and capacities of active volunteers. Indeed, the benefits of these contributions to community life cannot really be confined to one-time counting in the annual GDP. This is the value that keeps on adding throughout the life course of participating individuals who both give and receive through their involvement.

Finally, establishing the economic contribution of the nonprofit sector does not necessarily mean that it will be recognized as an integrated and valued part of the larger economy. Some see the new economy as dominated by the private market and depending less on human labour and more on technological innovation for its productive capacity. At the same time, the public sector is shrinking and providing less relief against job loss and income reduction (Rifkin, 1995). In this scenario, the “third sector” of community-based nonprofit organizations becomes a last refuge for the survival of a “*disinherited workforce”* in a world overtaken by the private market (Rifkin, 1995, 287).

Other visions offer more positive prospects for the nonprofit sector as an integral part of the new economy and central to the future social and cultural development of Canadian society and community life (Browne and Landry, 1996; Clutterbuck and Howarth, 2002). This would entail, however, properly valuing the work and the workers in the sector.

5.7 Conclusion

Repositioning the nonprofit human services as a significant economic player should not diminish its larger role and contribution to the community and to Canadian society. Economic indicators of value must be balanced with measures of the social, cultural, and civic contributions of the sector to community well-being.

> ***Volunteer Managers on the Contribution of Volunteers:***
> *"It is important that volunteers are perceived as an asset."*
>
> *"Volunteers influence the quality of life – they have the time to enhance the service provided by a busy and pushed staff. But, they are not a substitute for staff."*
>
> *"We need to invest in volunteers in order to retain volunteers."*

All Canadians have a stake in governments that provide high quality public services; all have a stake in a business community that creates wealth in a socially and environmentally responsible manner. Similarly, all Canadians should come to realize and value the role of the nonprofit sector in contributing to the social, economic, cultural and political development of community life. All of this, of course, is at risk when the sector and its human resources are pushed to the limits of their capacity.

6. Emerging Issues: Pushing the Limits of the Sector's Capacity

Both the social and the economic contributions of the nonprofit human services sector are at risk, if its human resource base is undermined. The findings of the Halton Nonprofit and Voluntary Sector Labour Force Study indicate that conditions exist and forces are at work, which are pushing the human resource capacity of the sector to its limits. The following issues speak to that concern.

(1) **Gender Inequity and Imbalance**. The sector's heavy dependence on women in its workforce presents particular challenges for policy and program supports conducive to good work-family life balance in the interests of both women and of the sector's own health and vitality… ***the sector cannot credibly advance equity in the community if the composition of its workforce reflects gender exploitation***.

(2) **The Capacity to Compete for the Best**. Contending with a more competitive labour market is a major challenge for the entire nonprofit human services sector… ***the traditional rewards for working in the sector are becoming less acceptable as better paying and more secure employment in the public and private sectors become available in the context of a labour shortage.***

(3) **Engaging the Workforce of the Future**. The survey findings on the involvement of young people and more culturally and racially diverse people in employment and volunteer activity are unclear… ***but the engagement of young people and more diverse populations within Halton is critical to the vitality of the sector's human resource base.***

(4) **The Risk of Concentration and Consolidation**. The wide-ranging scale of nonprofit human service agencies indicates variable capacities across the sector for creating and sustaining a strong human resource base… ***there is risk of over-consolidation of the sector into primarily larger agencies leaving only fledgling and unstable organizations at the smaller end of the continuum.***

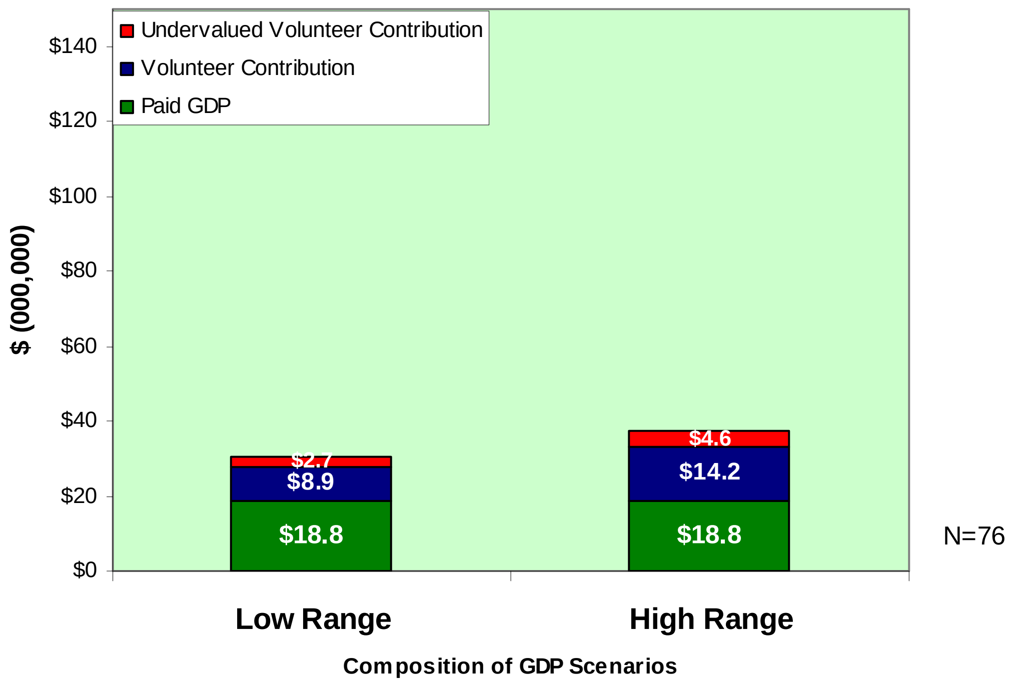
6.1 Gender Inequity and Imbalance: From Exploitation to Equity in the Sector's Employment of Women

The GDP of the nonprofit human services sector in Halton changes dramatically, when women workers and volunteers are removed from the human resource base. Figure 21 shows that the sector's GDP plummets from between $240 and $250 million to between $30 and $38 million annually without the contribution of women.[22]

[22] Women make up 90% of the paid workforce and 73% of the volunteer base of Halton agency survey respondents as shown in Figures 7 and 14 respectively.

Essentially, women's work and volunteer time carry the nonprofit human services sector in Halton as in all communities across Canada. The contribution of women in the voluntary sector is usually appreciated for its social benefits but is rarely recognized for its economic significance.

Figure 21: Estimated Composition of GDP for the Sector in Halton Without the Contributions of Women Workers and Volunteers



Source: Halton Voluntary Sector Labour Force Survey, 2006

This first major issue emerging from the Halton Nonprofit and Voluntary Sector Labour Force study highlights the gender-based inequities in the human resource base of the nonprofit human services sector.

6.1.1 Gender Inequity

The domination of employment by women in the nonprofit sector may actually reflect the societal devaluation of women's work and of employment in the sector (Aubry, Bussières, and Doré, 2003). There is clear evidence that it is a low wage sector with limited benefit coverage, especially in smaller organizations (Browne and Landry, 1996; McMullen and Schellenberg, 2003a). Previous research shows some relationship between poorer compensation and gender in employment within the sector, even at the managerial level (Mailloux, Horak and Godin, 2001, 14; Thériault and Scullen, 2002).[23]

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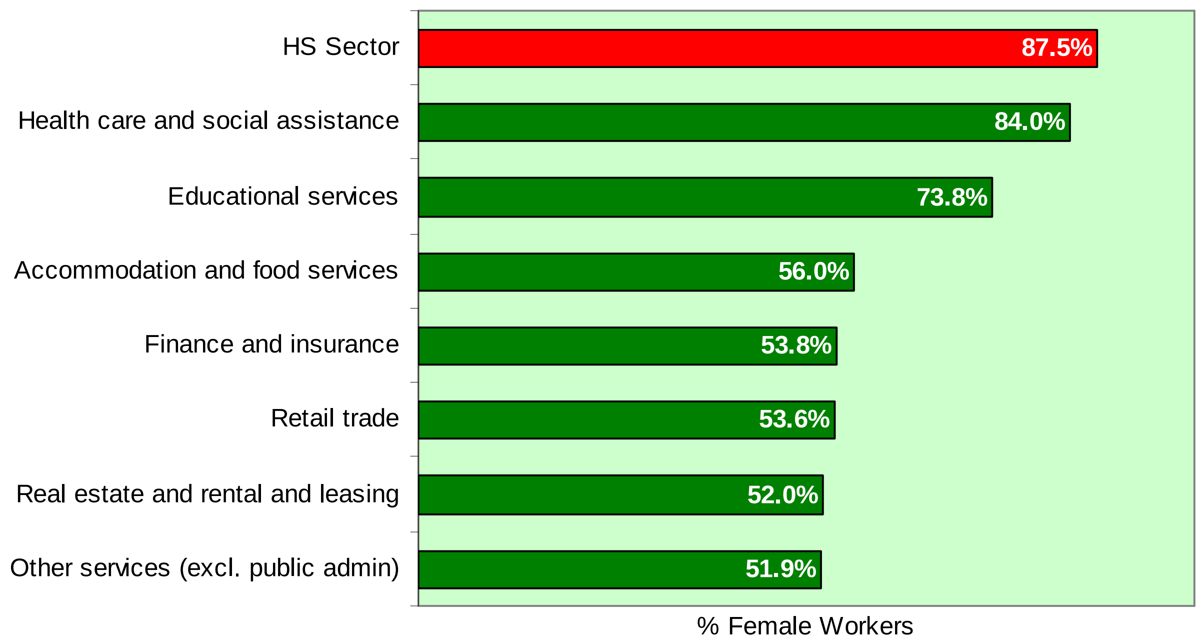
[23] Mailloux refers to a survey of nonprofit managers that found women earned 10% less than men in management positions.

6.1.2 Gender Differences in Halton Employment

Census Canada figures for Halton in 2001 (Figure 22) show a higher proportion of women working in the nonprofit human services sector than the provincial average of 85% (Community Development Halton, 2006b, 6).

Figure 22: Industry Sectors with More Than 50% Female Workers, Halton, 2001



Source: Statistics Canada, 2001 Census custom tabulation

Census data for Halton also indicate a higher proportion of women than men working in the human services in their middle working years of 25 to 44 years of age (Figure 23). In that age range, employees are more likely to be doing front-line service or office support roles. At 45 years plus, when more managerial roles are assumed, Census data show a higher proportion of men than women employees.

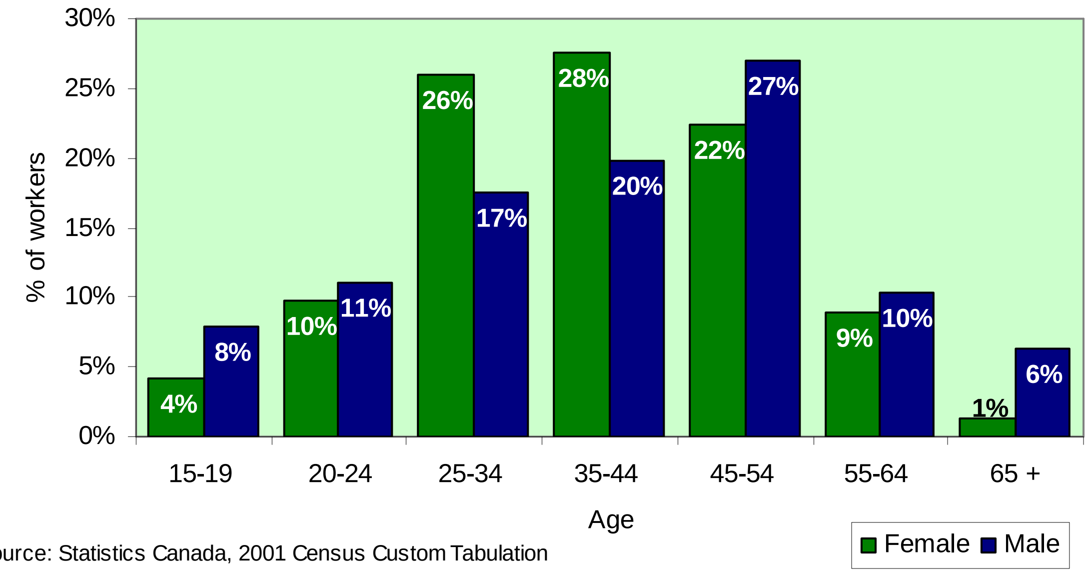
Women Managers on Gender Inequity in the Sector:

"Women's work in the sector is perceived as 'good' rather than 'necessary' work and this is used to justify lower salaries."

"There is still the attitude that work in the sector is primarily women's work done in conjunction with raising families – traditional female roles."

"Women working at low wages in the sector are destined to become their own clients as they get older without savings or adequate retirement benefits.

Figure 23: Age Distribution of Human Service Workers by Gender, Halton 2001



Source: Statistics Canada, 2001 Census Custom Tabulation

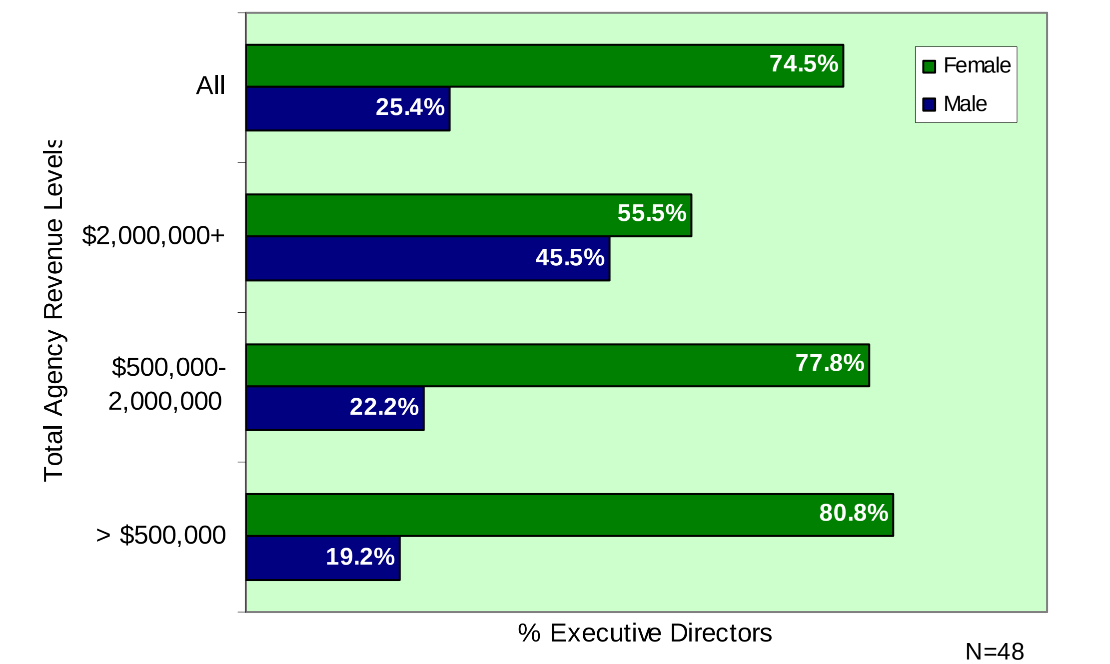
Census data on Halton residents working in the nonprofit human services indicate that in 2000 female human service workers made only 59 cents for every dollar earned by their male counterparts, a wider income gap than experienced by workers in other nearby cities. Women's incomes in the sector, as a percentage of men's, were 75% for female workers resident in Hamilton, 74% in Toronto and 69% in Peel (Community Development Halton, 2006b, 19).

6.1.3 Halton Survey Evidence of Gender Inequity

Consistent with the Census data, the Halton Nonprofit and Voluntary Sector Labour Force Study survey respondents report that nine out of 10 paid employees in the 81 responding agencies are women (see Figure 7). This ratio holds strongly for direct service workers and office support staff, but higher proportions of male employees start to become represented at the middle and senior management levels (see Figure 8). The low median annual wages for direct service workers ($30-$40,000) and office support workers ($20-$30,000) are paid primarily to women who hold more than 90% of these positions.

The Halton survey results show that in managerial positions below the executive director level, the major difference by gender is that male middle managers are found only in agencies with $500,000 and more in revenue. In agencies below that revenue level, all middle managers are women. In senior management, the major gender difference shows up in executive director positions (Figure 24), where there is a disproportionate representation of male executive directors among larger agencies with revenue levels of $2 million and higher.[24]

Figure 24: Gender Representation in Executive Director Positions among Agency Respondents by Agency Revenue Levels



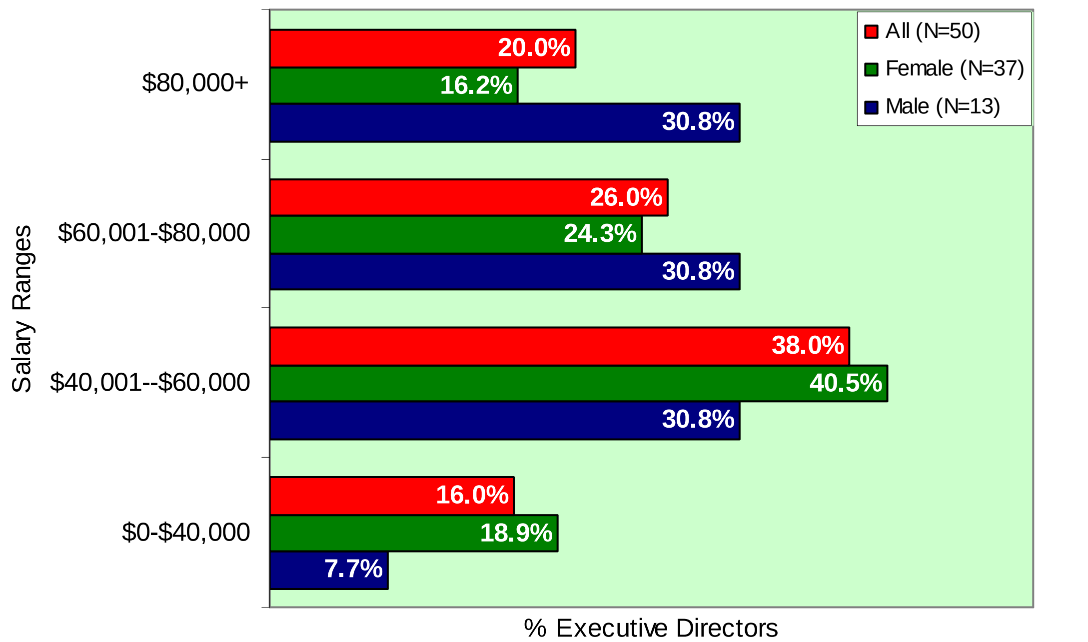
Source: Halton Voluntary Sector Labour Force Survey, 2006

> ***Women Managers on Male Employment in the Sector:***
> *"I wonder how many men working part-time in the sector are supplementing their incomes from full-time work in the institutional sector."*
>
> *"Men enter managerial positions by 'floating to the top' as women leave periodically for family responsibilities, and by coming in from the outside – business or public service backgrounds."*
>
> *"Although men and women have the same qualifications for managerial positions, men tend to apply for openings very quickly."*
>
> *"We need young men to come into the social services."*
>
> *"More males are volunteering but there is a greater need for male volunteers still.*

Male executive directors among survey respondents also show higher percentages of salary levels above $60,000, reflecting at least partly their disproportionate occupancy of lead positions in larger agencies, which pay higher management salaries (Figure 25).

[24] Five out of the 11 large agencies (45.5%) report having a male executive director, while only slightly more than one-quarter (25.4%) of all executive directors among survey respondents are men. Notably, two of the three largest Halton agency respondents have female executive directors.

Figure 25: Gender Breakdown of Executive Director Salary Ranges



Source: Halton Voluntary Sector Labour Force Survey, 2006

6.1.4 Gender Sensitive Human Resource Strategies

Two major implications emerge from the preceding analysis. First, what supports should be in place for women who wish to maintain a career in the nonprofit human services sector? Secondly, can more men be attracted to enter and build careers in the sector?

Although much more heavily represented in direct service work in the sector, women do not move on into the managerial ranks in the same proportion as men. Research shows that women have more employment interruptions because they still invest more of their time and energy than men in balancing work and family roles, and that this may only increase in years to come (Hunsley, 2006, 6-8). The nonprofit workplace may offer more flexibility for women to balance the demanding requirements of both family and work life (e.g., availability of part-time work). These advantages, however, may have longer-run costs to women's career paths and place in the paid work-world.

The flexibility of the nonprofit sector work-time arrangements may seem to serve women and family interests in this regard. There is, however, some evidence that transitions in and out of the workforce can be destabilizing for women (Carr, 2006, 55-58). If working conditions in the nonprofit sector are also insecure and unstable (e.g., poorer salaries and benefits, higher rates of temporary or contract work), then they can impede both the work-family life balance that women need and their ability to advance and develop their careers.

Given the projected labour shortage in Canada, it is not only in the personal interests of women and families that smoother transitions in and out of employment are supported, but it is also in the public's broader social and economic interest that women's energy, skills and experience remain part of the active workforce.

Public policies supporting "life-course flexibility" would particularly suit workers in the nonprofit sector, mostly women, who seem to have a higher preference or greater need for flexible work arrangements, such as parental leave programs with more incentives for men to participate; more adequate benefit coverage for part-time employees; "leave-saving accounts" allowing accumulation of employment credits for education and family leaves (Beaujot, 2006, 25-26; Hunsley, 2006, 12-13).

It is in the interest of the nonprofit sector to advocate for such policies and programs and also to promote internal sectoral initiatives which could deal with gender-based inequities (e.g., reducing salary differences between male and female managers).

As salary and wage levels in the nonprofit sector are lower especially in direct service work, the low involvement of men is not unexpected. It does raise the question, however, about whether those who end up in managerial positions "come up through the ranks" with some degree of front-line service experience or whether they move into the sector at the managerial level from other sectors. Further research might explore the career path that leads men to the managerial levels of nonprofit human services.

Although there may be gender differences in motivations for career choice, there is a significant number of men in the labour market who share a value orientation with the nonprofit sector that makes them potential workers in the sector. Sectoral awareness building campaigns are required to attract men to employment in the sector in the same way that the armed forces promote the advantages of a military life and career. Much like the military recruitment campaigns, positive features of work in the sector would have to be highlighted to counter at least current extrinsic factors, such as compensation levels.

At some point, inadequate compensation packages, both wages and benefits, must be addressed, not just in order to attract more male workers, but also to remedy the gender inequity of paying a female workforce poorly for performing essential caregiving roles in the community.

6.2 The Capacity to Compete for the Best: Contending with a More Competitive Labour Market

Nonprofit agencies are forever consumed with the state of their financial resources and their funding needs. Not unexpectedly, *Pushing the Limits* exposes these same concerns. More than two-thirds of agency survey respondents (68%) say that "adequacy, stability, sustainability of funding/finances" is their major organizational challenge in the next five years.

Halton agencies, however, also express more specific concerns related to their financial stability. Asked about major future financial issues, “funding for human resources” (31%), including the capacity to recruit and retain competent employees, is second only to the most frequent response, “need for core funding” (36%). Respondents also identify competitive job factors (43%) such as compensation and lack of permanent, full-time work as the major reason employees leave their jobs in the sector, which is more than twice the response citing reasons related to sectoral pressures, including funding (16%).

Regardless of whether small, medium, or large, Halton’s nonprofit human service agencies are expressing heightened concerns about the issue of labour market competition for good employees.

6.2.1 Threat of Extrinsic Factors to the Halton Human Services Workforce

Previous surveys and studies have pointed to extrinsic factors such as uncompetitive salaries/wages, inadequate non-wage job benefits, non-permanent and part-time work, and poor working conditions as unfavourable to the recruitment and retention of a stable workforce (Centre for Community Leadership, 2003, 25-35; Daya, El-Hourani and De Long, 2004, 11; Community Social Planning Council of Toronto and Family Service Association of Toronto, 2006, 13).

Still, these and other studies indicate that paid employees in the nonprofit sector, including the human services, have high levels of job satisfaction (McMullen and Schellenberg, 2003a, 42-43). The “intrinsic” benefits of working in a sector that helps other people and makes a contribution to improving the community partly offset the negative “extrinsic” factors that create job dissatisfaction (Centre for Community Leadership, 2003, 30; Daya, El-Hourani and De Long, 2004, 12; Community Social Planning Council of Toronto and Family Service Association of Toronto, 2006, 13; McMullen and Schellenberg, 2003a, 25-26).

In responding to the survey, Halton human service agencies describe a well-educated workforce with a strong front-line contingent in their prime working years (26 to 45 years of age), led by an experienced, reasonably sized management component. There is no reason to believe that the positive and value-oriented motivations of Halton’s employees for working in the sector are not as strong as other Canadian research suggests exists in general for the nonprofit workforce. Similar to other survey findings, however, the extrinsic conditions of work in Halton nonprofit human services threaten the stability and maintenance of the workforce.

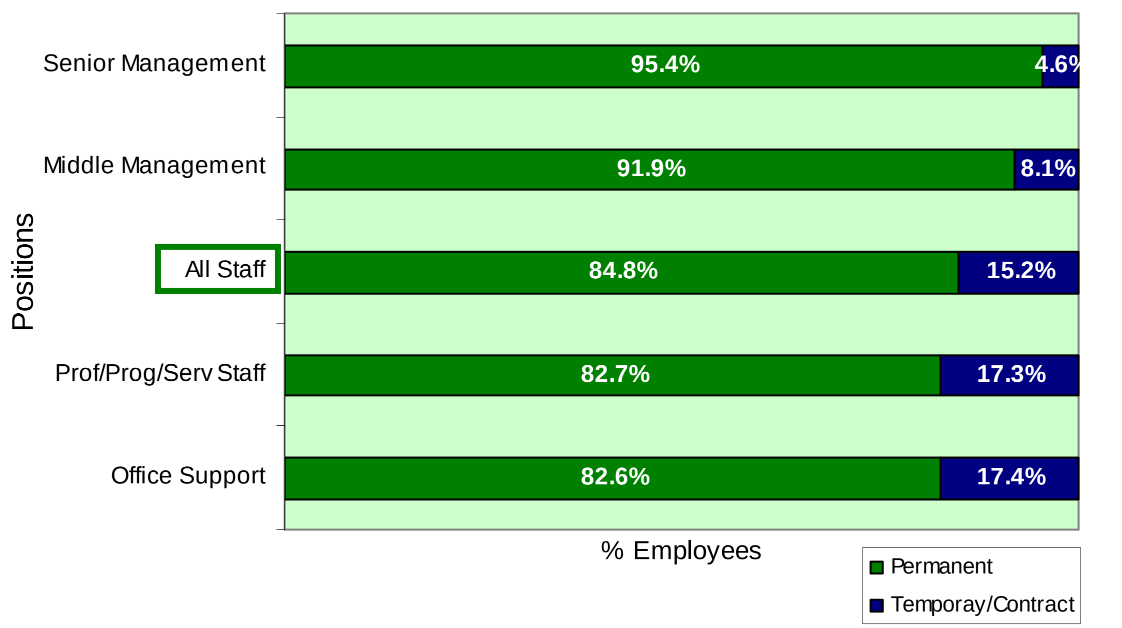
In terms of non-standard work, as a whole survey respondents report that only 15% of their employee base is working on a temporary/contract basis, which compares very favourably with the 35% for the nonprofit social services sector Ontario-wide (Scott et al., 2006, 36).[25]

[25] “Non-standard workers” are “people whose work situation does not match the standard of full-time, salaried employment for an indefinite duration with a single readily identifiable employer on company premises” (Vallee, 2005, iii). Temporary/contract work as opposed to permanent jobs is one characteristic of non-standard employment.

The proportion of permanent versus temporary/contract jobs among survey respondents however, varies significantly by position and by size of agency.

In the Halton survey response, direct service workers (professional/program/service staff) and office support staff have much higher rates of temporary/contract work than management staff (Figure 26).

Figure 26: Permanent and Temporary/Contract Status by Employee Positions of Agency Respondents

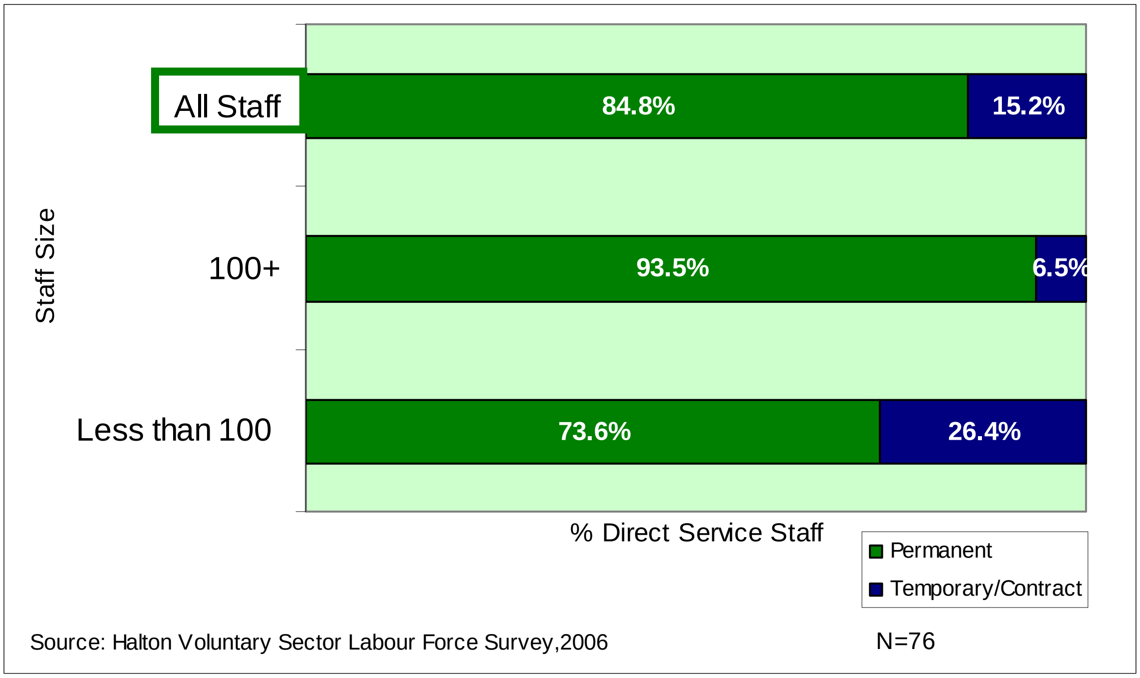


Source: Halton Voluntary Sector Labour Force Survey, 2006

Direct service workers in agencies with less than 100 staff have even higher levels (26.4%) of temporary/contract work (Figure 27). Notably, among the respondents with one to nine staff, 41.2% of direct service workers are employed on a temporary/contract basis. Eleven of these report having no direct service staff with permanent employment status.[26]

[26] These 11 agencies do not include the five agencies with no staff at all.

Figure 27: Permanent and Temporary/Contract Status of Agency Respondents' Direct Service Staff by Size of Agency



The same pattern is evident for the breakdown of full-time and part-time employment in the Halton survey. More than nine out of ten senior management employees (90.7%) and middle management employees (92.3%) are full-time. Yet, just under two-thirds (65.9%) of all employees in all positions are full-time.[27] The lower overall rate can be attributed mostly to direct service workers (Figure 28). More than four out of ten (40.7%) direct service staff are part-time in the survey response.[28] For the smallest agencies, more than 70% of direct service staff work part-time.

Competitive Factors to Hire and Retain Good Employees:

"We may have extended vacancies in some positions in order to decrease our salaries and benefits."

"When we had an opportunity, as a result of staff leaving, we have replaced full-time staff with a number of part-time and/or contract staff."

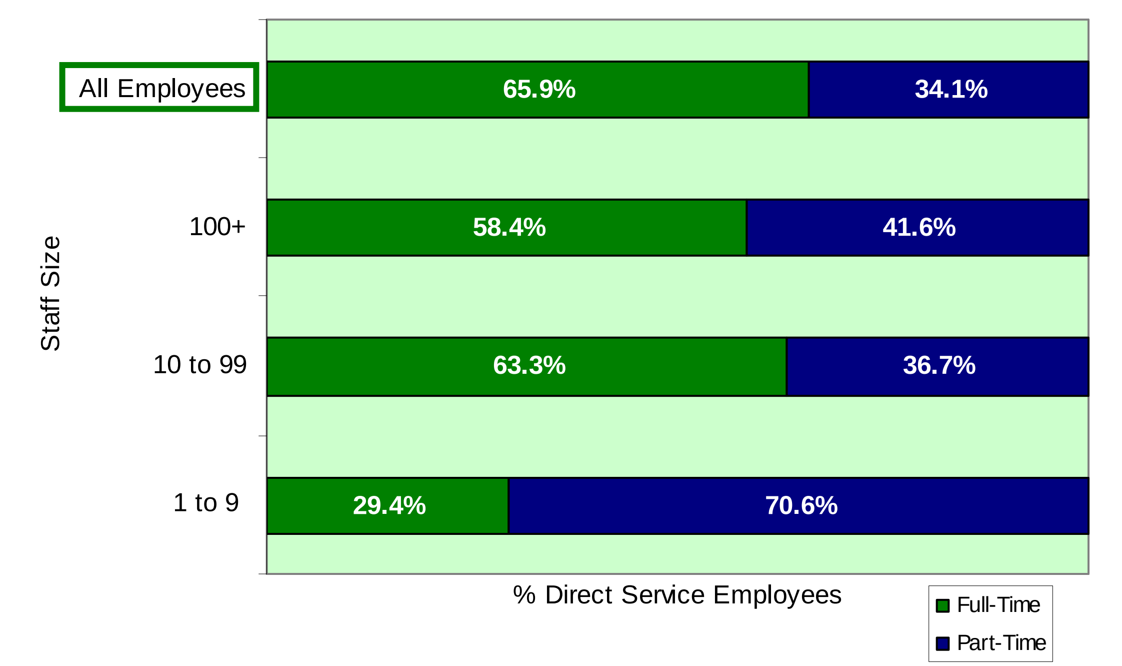
"We train great people and then lose them to other organizations. The cost is high for us. Then sometimes the funding is re-instated and we have to hire and train again. [It's] wasteful and frustrating."

"Poor compensation is not really offset by other factors, such as opportunities for advancement."

[27] In 2000, Census Canada reported that the part-time employment rate for all Halton residents in the workforce was 22%, which is much lower than the 34% part-time rate that Halton survey respondents report for their employees.

[28] The rate of part-time work for office support staff is 34.1% on average, but rises to 80% for agencies with fewer than 10 staff.

Figure 28: Full-Time versus Part-Time Status of Agency Respondents' Direct Service Staff by Size of Agency



Source: Halton Voluntary Sector Labour Force Survey, 2006 N=76

In terms of salaries and wages, employment incomes in the nonprofit sector do not compare favourably with other sectors. Halton's average annual employment income for all industries in 2000 was $46,200.[29] The average employment income for workers in the human services (HS) nonprofit sector in Halton, however, was about $26,400 in 2000, just over half of the average income for all workers.[30]

The median annual income of all employees in the Halton Nonprofit and Voluntary Sector Labour Force survey falls between $30,000 and $40,000, primarily determined by the number of direct service workers in that salary range (Figure 29).[31] Respondents do report higher salary levels for middle ($50-$60,000) and senior managers ($60-$70,000). The respondents' median management salaries are within range of Census averages in 2000 for managerial positions in community level social and healthcare fields, but are far below senior manager salaries at the policy level ($132,799) and in larger multi-million dollar

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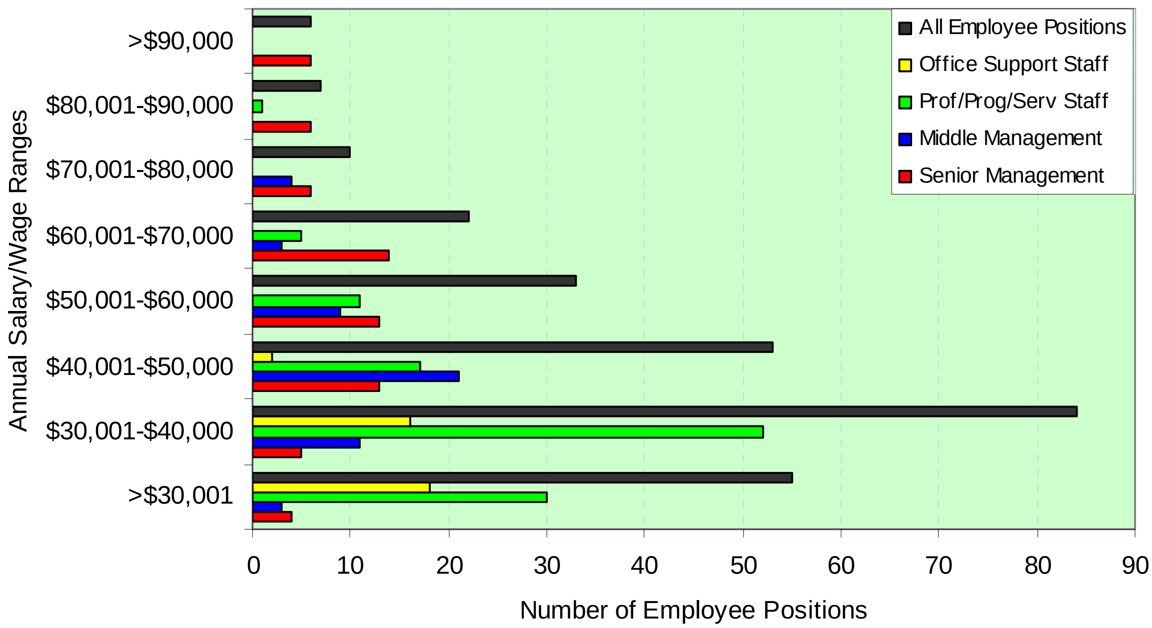
[29] For the 2001 Census, respondents were asked to provide information on income for the year ending December 31, 2000. As a result, the employment income data reported was for year 2000 instead of 2001 (See Community Development Halton (2006) *Halton Human Services Sector Labour Force Profile*. Working Paper Series #2, 17).
[30] For an account of how the human services industry group was constructed as a proxy for the nonprofit human services sector in Halton, see Community Development Halton Working Paper Series #2, 1-5.
[31] Agency survey respondents reported salaries for positions in their employment by ranges of $10,000 intervals beginning with $0 to $10,000, so that the median annual income for all employees and for any positions can be calculated and are reported as ranges.

service operations ($101,953).[32] In general, it is estimated that managers in the Canadian nonprofit sector earn $8-$10 per hour less on average than in other sectors (McMullen and Schellenberg, 2003a, 50).

Figure 29: Annual Salary/Wage Ranges for All Agency Respondents' Employee Positions



Source: Halton Voluntary Sector Labour Force Survey, 2006

Lower incomes are not offset by better non-wage benefit packages to employees throughout the nonprofit sector.[33] Table 8 compares Halton survey results with selected benefits from the *Workplace Employee Survey* (*WES*) in 1999 as reported by McMullen and Schellenberg (2002).[34] The comparison is made with "quango" sector agencies in the *WES* (i.e., large institutional nonprofits).[35] This is the sector that community-based nonprofit human service agencies are most directly in competition with for human resources.

[32] In terms of the full range of reported agency positions in the Halton Voluntary Sector Labour Force survey, there are four positions in the $70-80,000 range for middle managers and six positions at greater than $90,000 for senior managers.
[33] See Figure 22 in the *Technical Report* at www.cdhalton.ca for the frequency of benefits provided by Halton agency respondents to their employees.
[34] Benefits were selected from Table 16 in McMullen and Schellenberg's use of the *WES* that allowed comparisons with the Halton Nonprofit and Voluntary Sector Labour Force Study survey data.
[35] Quango stands for "quasi-autonomous non-governmental organizations" and includes larger organizations that are primarily publicly funded, although still classified as nonprofits (e.g., hospitals, public schools, colleges and universities).

Table 8: Comparison of Employer Provision of Selected Benefits, Halton Agency Respondents, 2006 with Workplace and Employee Survey, 1999

Non-Wage Benefits	Employer Provision of Selected Non-Wage Benefits					
	% Halton Agency Respondents (N=75, 2006)			% Quango Sector Employers (*WES*, 1999)		
	All	Less than 20 Employees	20 and More Employees	All	Less than 20 Employees[36]	20 and More Employees
Dental Care Plan	**59.4**	30.6	90.1	**52.6**	--	68.6
Life Insurance/Disability	**47.2**	28.5	65.9	**72.5**	--	94.5
Group RRSP	**23.4**	19.4	27.3	**25.3**	--	34.9
Retirement Pension Plan	**13.0**	0.0	27.3	**66.3**	--	89.8

Halton agency respondents appear to be competitive with the institutional agency sector really in only one area: the dental plan. Even this competitive benefit coverage applies only to Halton nonprofits with twenty or more employees. On life and disability insurance, even larger Halton agencies do not provide the same level of coverage as the *WES* quango sector. While Halton nonprofit agencies appear to be competitive with the institutional sector on the group RRSP benefit, this is really offset by the institutional sector's much heavier commitment to the more costly employer sponsored retirement pension plans for their employees, especially in the larger workplaces.

On one extrinsic job factor, there seems to be a strong cultural orientation within the nonprofit human services sector. Nonprofit employers and employees are strongly oriented to job training, skills development and continuous learning (McMullen and Schellenberg, 2003b, 36). Halton agency respondents identify "updating professional skills" in the top three of eleven employee training areas. As well, respondents indicate that almost half (48.9%) of their employees have received training through their employer in the last year, about 20% higher than the job-related training participation rate for all Canadian workers in 2005 (Goldenberg, 2006a, ii).

The commitment to employee training is not limited to larger Halton agencies. Twenty-nine agency respondents with four or fewer paid staff report providing employee training in 2005. Notably, Halton agencies' core operating budgets are the most frequent source of cost coverage for employee training (74.6%), far outstripping any other sources of funding. This demonstrates the Halton nonprofit human services sector's commitment to their employees' learning and development.[37]

[36] Estimates are not shown for less than 20 employees for the quango sector 'due to high sampling variability' (McMullen and Schellenberg, 2002).
[37] For the detailed reporting on the survey response to these questions on employee training, see Figure 23, Table 15 and Table 16 in the *Technical Report* at www.cdhalton.ca.

6.2.2 Looming Labour Shortages

Competition for human resources, of course, increases when there is a labour shortage. Projections of Canada's future labour supply point to a gradual decline starting in 2013 and lasting almost twenty years (Hunsley, 2006, 8). This trend will increase the pressure for workers to stay in the workforce longer. This is even more significant given the delay in young people entering the workforce as their rates of enrolment in postsecondary education have increased in the last number of years (Cross, 2006, 3.12).

Youth commitment to postsecondary education shows their heightened sensitivity to the labour market requirements of the knowledge-based economy (Statistics Canada, 2006b). They are also, however, graduating with higher levels of student debt, which makes the lower compensation levels of the nonprofit sector even more of a competitive disadvantage.[38]

6.2.3 Competitive Strategies for Maintaining a Strong Workforce in the Sector

Given the preceding review of job status, income levels and provision of non-wage benefits, the Halton nonprofit human services sector does not seem to be in a strong competitive position to attract and retain employees. McMullen and Schellenberg (2003a, 12) point out that the nonprofit sector may increasingly provide a source for human resources for other sectors, as it has a highly educated labour pool suitable for public and for-profit employers in an increasingly knowledge-based economy. Rewarding work in other sectors with more attractive extrinsic factors could tip the competitive balance in the labour market even more unfavourably against the nonprofit sector. The sector may well be facing a human resource crisis as the labour market further contracts in the years to come.

Under these conditions, it is wise to discuss and develop sectoral strategies in order to maintain and reinforce a strong human resource base. Some possibilities include:

- Forming a sector-wide consortium or collaborative for setting up improved employee benefit packages at the sectoral level.
- Developing a more coordinated sectoral training strategy to provide continuous learning opportunities for employees and supported by the federal and provincial governments as part of a human capital development strategy (e.g., assisting direct service workers to upgrade college diplomas to university degrees through part-time studies).[39]
- Establishing a student debt relief program to new graduates who commit to working in the sector for a period of time upon graduation (federal and provincial government support would be required).

[38] The current estimate is that students graduate from a four year undergraduate program with $20,000 owing in debt.

[39] Just more than 50% of agency respondents' direct service workers have college certificates/diplomas, while just about 15% have an undergraduate university degree.

- Integrating all of the above and additional components into a “career pathway” strategy for recruiting and supporting employees in the nonprofit human services sector.
- Further study is needed on the differential in wage and non-wage compensation systems between nonprofit and public sector human service employment. Since more has been expected of the nonprofit sector in the last 15 years of downloading, there is a public interest in its strength and capacity to perform its essential social support role in the community and the economy.

6.3 Engaging the Workforce of the Future: Critical to the Vitality of the Sector’s Human Resource Base

It is important to attract new young workers into the nonprofit workforce and to rejuvenate it at the front end. This is also an opportunity to increase the diversity of Halton’s nonprofit workforce as the community itself becomes more racially and culturally mixed.

6.3.1 Attracting Youth to Nonprofit Human Service Employment

Only 7.1% of the responding agencies’ employees are 25 years of age and under. This is less than half the rate of representation of this age group in the overall Halton workforce (15.8%). Respondents report that 16% of their volunteers are youth 18 years and under and another 14% are 19 to 30 years old. Volunteering should be a competitive advantage in the labour market for the nonprofit sector. The volunteer experience can lead some young people to pursue careers in the sector.

There may be evidence, however, of some limitations in the breadth and depth of youth volunteer engagement in Halton’s nonprofit human services. Survey findings indicate that most youth volunteers are concentrated in several agencies and more than 60% of agency respondents have no youth volunteers.

On the other hand, agencies make relatively good use of school programs that place students in their workplaces, although those with under $100,000 in revenue do show less take-up on co-op and college/university placement students than agencies at higher revenue levels (Table 9).

Table 9: Agency Respondents' Use of Students from Different School Programs

Agency's Total Revenue	Agencies Using Student Engagement Programs					
	School-Community Involvement		College/University Student Placements		Co-Op Student Programs	
	No.	%	No.	%	No.	%
$0 – $99,999 (N=20)	14	70.0	9	45.0	5	25.0
$100,000 – $499,999 (N=17)	10	58.8	13	81.3	12	70.6
$500,000 – $1,999,999 (N=18)	14	77.8	17	94.4	10	55.6
$2,000,000 – $9,999,999 (N=7)	7	100.0	6	85.7	4	57.1
$10,000,000 and higher (N=3)	3	100.0	3	100.0	3	100.0
TOTALS	**48**	**73.8**	**48**	**73.8**	**34**	**52.3**

The competition for younger workers in the broader labour market is increasing as the knowledge economy develops and a growing labour shortage is forecast. Attracting and recruiting a fair share of younger workers will necessitate responsiveness to what they are looking for in their work lives. Previous surveys show Canadian university graduates wanting career choices that give them interesting work, high salaries and chances for personal development (Smith and Snider, 1998, 3, 6). Another study shows that management students are impressed by the commitment of non-profit employees and appreciate the flexibility and responsiveness of the sector to community needs (Community Experience Initiative, 2003, 4).

More recent survey research of 30,000 students on 143 postsecondary campuses across Canada finds that "opportunity for advancement" is the most frequently identified attribute (46%) valued by graduates in their first job. Interestingly, "initial salary" was ninth in preference (29%), behind "good people to work with" (42%), "good people to report to" (41%), and "work-life balance" (37%) (Pooley, 2006, 122). These more intrinsic job factors are encouraging for the nonprofit sector's prospects in terms of attracting and recruiting university and college graduates.

Actually, the campus survey results also show significant graduate interest in working in the public rather than the private for profit sector. One out of ten students select the "Social Services" as the industry in which they would "most like to start their careers" and almost as frequently students choose the "Not-for-Profit" sector (9.3%) as their first job preference (Pooley, 2006, 122). The Social Services and Not-for-Profit industries rank ninth and twelfth respectively in a list of 20 preferred industries for starting their careers. Notably, Education (21.9%) and Health Care (19.9%), which are related to the nonprofit human services sector, are the top two choices for starting careers, ahead of employment in the more commonly private sector industries such as Advertising/marketing, Financial services, Computer Software, Law, Media/publishing, etc. (Pooley, 2006, 122).

This kind of information about the employment interests and motivation of youth is important in creating strategies to attract young professionals aspiring to a management career. Strategies for attracting, introducing and supporting younger people to take employment and build careers in the nonprofit human services sector could include the following:

- Focusing marketing of the sector to young people on personal fulfillment, skills development, and flexible work arrangements.
- Reaching out more systematically with promotion into secondary and postsecondary schools, including integrating and supporting existing student involvement and placement programs at the secondary and postsecondary levels more intentionally, as part of a sectoral human resource development strategy.
- Developing a sectoral approach to recruiting and supporting youth in volunteer activity.
- Providing student loan debt relief for postsecondary school graduates in return for several years service in the sector, combined with a training and continuous learning program that would encourage and support new recruits to establish and pursue a career path in the sector.

The sector's major problem with respect to taking advantage of its intrinsic strengths is that few agencies have the internal infrastructure to devote to human resource development. This suggests the need for sectoral strategies developed and implemented at the regional level and available to all agencies small and large (e.g., a Regional Human Resources Council for the Nonprofit Sector).[40]

Volunteer Managers on Youth and Newcomer Volunteers:
"High school volunteers – 40 hours and out – it's problematic. Schools don't designate a manager of volunteers for the school community involvement program – it's not a priority."

"Older youth in university or college are more self-driven – they know why they want to volunteer."

"Volunteers bridge cultural and linguistic barriers."

"New Canadians want to volunteer so that they can learn English, gain Canadian experience, and meet people to build a contact network."

[40] Research and technical assistance to regional bodies could be available from a newly created National Human Resources Council for the Voluntary/Non-Profit Sector.

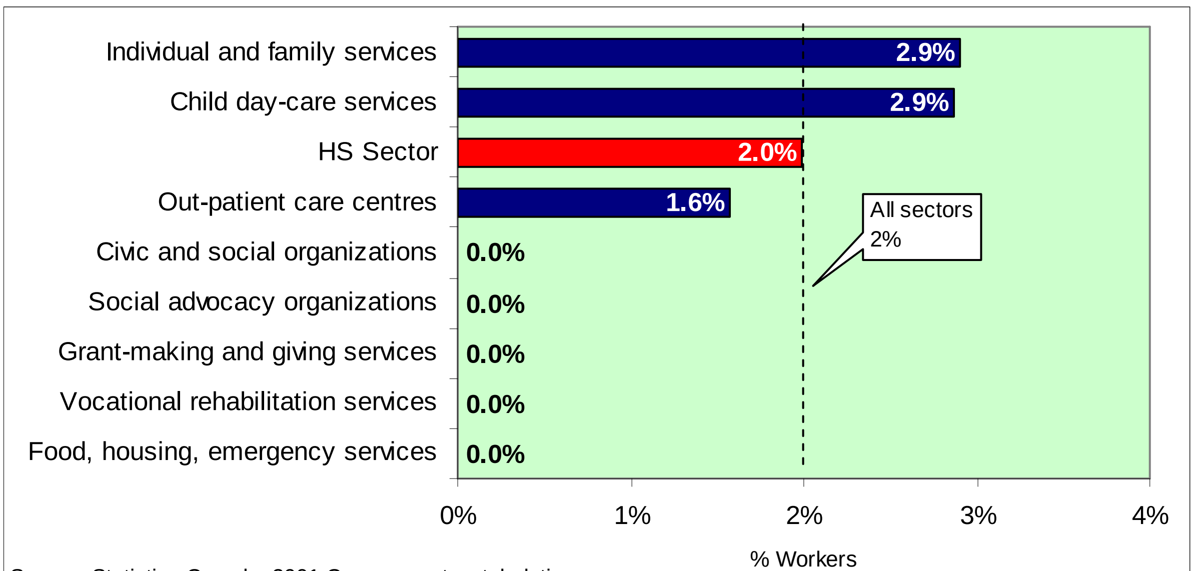
Governments and the business community are joint stakeholders in the continuing health and vitality of the nonprofit sector, especially with respect to the opportunities for work and career development that it offers young Canadians, and should participate in supporting the creation of the human resource development infrastructure that the sector requires to develop and implement some of the preceding ideas.

6.3.2 Promoting Diversity in a Sectoral Human Resource Development Strategy

It is interesting that 38.6% of agencies report employing workers who self-identify as people of colour (see Figure 12) and 60% of agencies have volunteers who self-identify as people of colour (see Figure 17). A smaller proportion of agencies (15.7%) say they employ people who self-identify as newcomers (see Figure 12), while 35% have volunteers who self-identify as newcomers (see Figure 17). Are Halton's findings encouraging or concerning with respect to the diversity of human resources in the nonprofit human services?

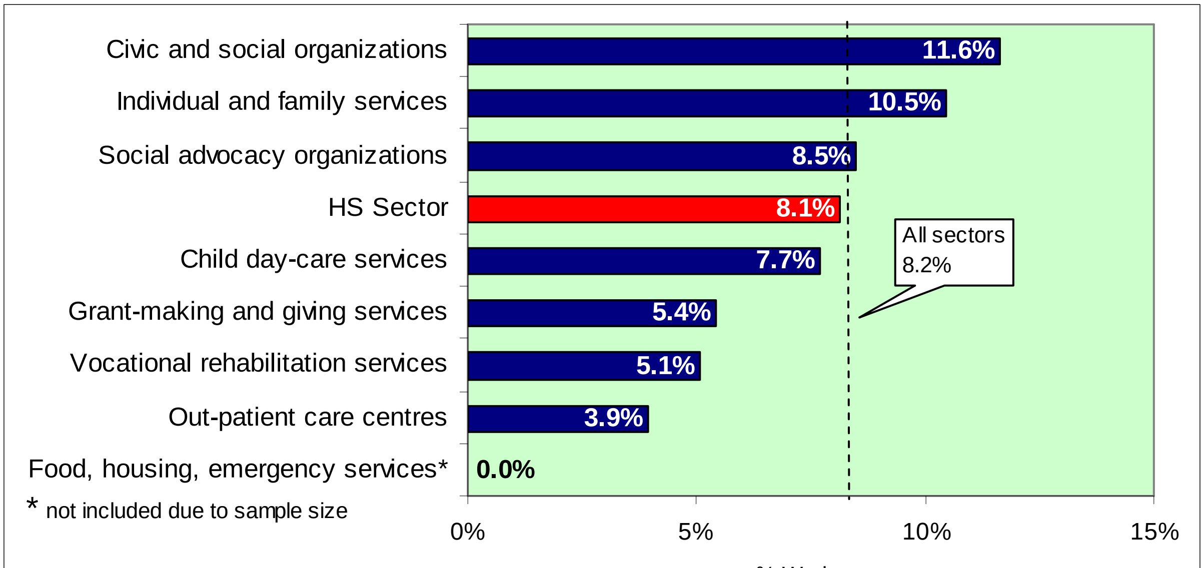
Census data for Halton indicates that about 2% of all workers were recent immigrants arriving between 1996 and 2001, and that over 8% of the workers in Halton were visible minorities (Community Development Halton, 2006b, 10-11). The overall human services sector in Halton was reflective of this degree of diversity within its workforce in 2000, although some parts of it were doing better than others (Figures 30 and 31).

Figure 30: Recent Immigrants by Human Services Sector Industry Groups, Halton



Source: Statistics Canada, 2001 Census custom tabulation

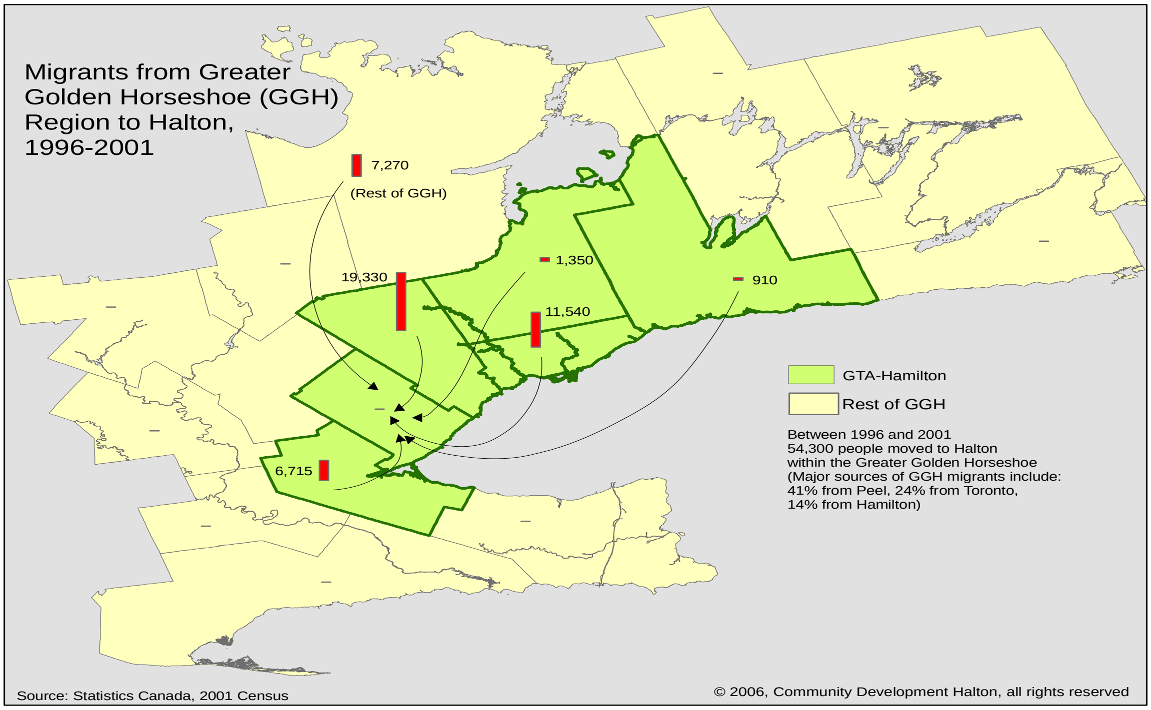
Figure 31: Visible Minority Workers by HS sector industry groups, Halton, 2001



Source: Statistics Canada, 2001 Census custom tabulation

In terms of ethno-cultural diversity, then, it would seem that the degree to which Halton agencies reflect the working and volunteering population is not discordant with a relatively homogeneous residential and working population in Halton. Between the 2001 census and 2004, however, Halton's population grew by 12%, twice the average rate of population growth for Ontario (Statistics Canada, 2005). The current ethno-cultural make-up of the Halton population will not be clear until the 2006 census data is released.

Figure 32: Population Migration from Greater Toronto Area into Halton, 1996-2001



There can be little doubt, however, that Halton's rapidly growing population will reflect increasing diversity in its ethno-cultural and racial composition. Almost 70% of Halton's population growth over the period from 2000 to 2004 came from people moving to Halton from other parts of Ontario. Almost nine out of ten (87%) of these migrants came to Halton from within the Greater Golden Horseshoe area (GGH), including more than 30,000 people from Peel and Toronto combined (Figure 32).[41] Since Toronto and Peel have very culturally and racially mixed populations, it is likely that a significant portion of their out-migration to Halton is made up of more ethno-culturally diverse people. Therefore, Halton will become increasingly diverse in its ethno-cultural and racial make-up as its population continues to grow.

As diversity increases in Halton, the pressure to hire and employ more workers from diverse ethno-cultural origins will grow, for reasons both of employment equity and of the practical need to meet the service demands of a more culturally mixed population. How prepared are Halton agencies to assume this responsibility?

Two-thirds (67.1%) of Halton agencies say they have a Board-approved equity hiring policy. Agencies serving all of the region are more likely to have Board-approved equity hiring policies (74.1%) than agencies serving at the municipal or community level (58.5%); and agencies with more than 10 total employees are more likely (84.3%) to have equity-hiring policies than smaller agencies with less than 10 employees (52.5%).

[41] In addition to the migration sources shown in Figure 32, 13% moved to Halton from other parts of Ontario.

Table 10: Relationship between Equity Policy and Employment of People of Colour and Newcomers by Halton Agency Respondents

Agencies with Employees who self-identify as:	Agencies with Board-approved Equity Hiring Policy (N=65)				TOTALS	
	YES		NO			
	#	%	#	%	#	%
People of Colour:						
YES	24	55.8	7	31.8	31	47.7
NO	19	44.2	15	68.2	34	52.3
TOTALS	**43**	**100.0**	**22**	**100.0**	**65**	**100.0**
Newcomers:						
YES	10	23.3	3	13.6	13	20.0
NO	33	76.7	19	86.4	52	80.0
TOTALS	**43**	**100.0**	**22**	**100.0**	**65**	**100.0**

There is a positive relationship between agencies with Board-approved equity hiring polices and the employment of people self-identifying as people of colour or as newcomers (Table 10), although the co-relation is statistically significant only for the employment of people of colour.[42] There is, however, a high co-relation between agencies with Board equity hiring policies and the employment of people with foreign credentials or work experience (85%), suggesting an applied consciousness in this group to employment equity for immigrant workers.

While the preceding suggests some positive indications in the sector about preparedness to respond to a more culturally diverse community, it would be illusory to think that this will happen without careful planning. Recent research in Toronto shows that there are many systemic barriers to employment facing immigrant workers with professional educational qualifications in terms of their equitable employment on the front-line, in managerial positions and with mainstream organizations (Yee, Wong, and Janczur, 2006). This experience suggests the need for a more intentional strategy for the recruitment of a more racially and culturally diverse workforce in Halton, which is undergoing rapid population growth and change.

Another important caution is in order with respect to the employment of a more culturally and racially diverse workforce in the nonprofit human services in Halton. There is a risk that workers from immigrant groups and racial/cultural minorities will form a larger part of the Halton nonprofit workforce in the future because of employment inequity that creates barriers to their employment in other sectors and because they may be forced to take low wage employment, which, of course, is aplenty in the nonprofit sector. This would be exactly the wrong reason for increasing diversity in the sector's workforce. It is important that the issue of poor compensation be addressed as a major issue and problem for all of its workers. A more racially and culturally diverse workforce must not result from a

[42] The small number of agencies employing people who self-identify as newcomers lowers the statistical significance of the co-relation for this variable.

convenient low cost response to a labour shortage but rather from affirmative action to reflect an increasingly heterogeneous population and a commitment to respond to the social support needs of Halton's communities in culturally sensitive and appropriate ways.

6.4 The Risk of Concentration and Consolidation: Scale and Core Capacity

Variation in scale (small – medium – large) is a major factor in the stability and sustainability of nonprofit human service agencies. This diversity in size raises questions about optimum scale for operating in the nonprofit human services field.

(a) If larger is more stable, should resources be concentrated in fewer agencies for greater efficiencies in service delivery?
(b) Does a wider field of smaller and medium sized organizations ensure community responsiveness, adaptability and flexibility?
(c) Is there an optimal mix of large and small-medium sized organizations that ensures both effective and efficient service delivery as well as community connectedness and social innovation?
(d) What level of infrastructure (stable revenue and staff base) provides the core capacity to fulfill an agency's community and service mission?

6.4.1 Variable Infrastructure

The shift from core to program and project funding in the nonprofit human services sector favours larger nonprofit providers with the infrastructure and capacity to expand and support service growth and development. Even larger agencies, however, subsidize government program funding from other sources of revenue for their core organizational costs (Eakin, 2004, 12; Eakin, Kealey and van Kooy, 2006a, 27).[43]

Smaller and medium size agencies have less infrastructure and core capacity to bear the additional costs of program funding (McMullen and Schellenberg, 2002, 30-31). Lack of core funding is a major issue for their sustainability and even survival (Roberts, 2001, 7). Yet, small and medium size organizations are important for responding to the specific needs of a locality or community of interest, promoting civic engagement, and initiating social innovations in community development and service delivery (Goldenberg, 2006b, 5-7; Goldenberg, 2004, 9-10).[44]

Notably, Halton survey respondents originating in the last fifteen years say that a major financial challenge is the lack of core funding (59.3%), while agencies established prior to

[43] In an analysis of ten community service agencies in Toronto ranging from the small to large, Lynn Eakin shows that government (mostly provincial) and other program revenues fall on average 14% short of the full costs to an agency to deliver funded programs. Eakin concludes that program funding is actually "capacity draining" on nonprofit agencies (p. 12).
[44] Although Goldenberg defines small and medium sized organizations (SMOs) as nonprofits with less than 500 employees, he points out that 98% of SMOs have less than 100 employees and 54% have no employees (2004, pp. 9-10).

1970 worry more frequently (66.7%) about meeting demands for growth and innovation (Table 11). About an equal proportion of agencies beginning before 1970 (44.4%) and in 1970-89 (43.3%) state that funding for maintaining their human resource base will be a major challenge in the next five years.

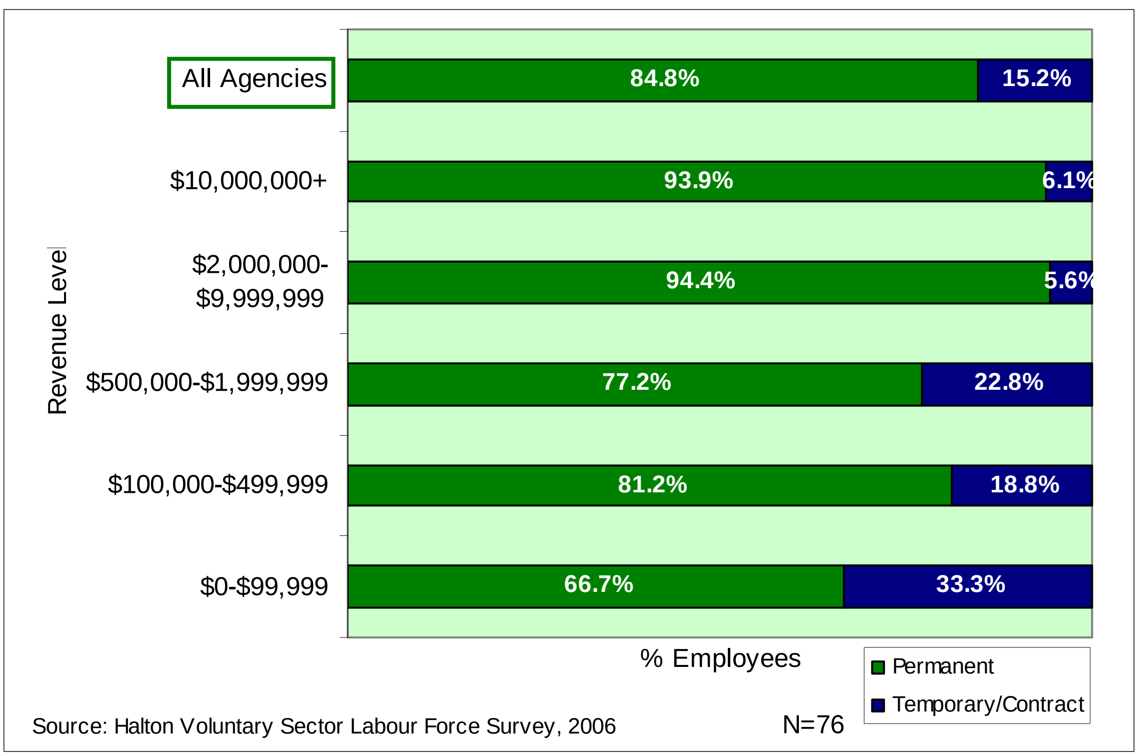
Table 11: Agency Respondents' Major Financial Challenges in Next Five Years

Major Financial Challenge	Period of Origin/Incorporation					
	Pre-1970		1970-89		1990-2005	
	No.	%	No.	%	No.	%
Need for Core Funding	3	33.3	8	26.7	16	59.3
Service Quality/growth/Innovation	6	66.7	9	30.0	7	25.9
Funding for Human Resources	4	44.4	13	43.3	5	18.5

6.4.2 Smaller Agencies and Non-Standard Employment

Halton survey results point to a relationship between agency size and non-standard employment. Agencies with revenue levels at the $2 million level and higher report significantly less temporary/contract employment than those with lower revenue levels (Figure 33).

Figure 33: Permanent and Temporary/Contract Employment among Agency Respondents by Revenue Levels

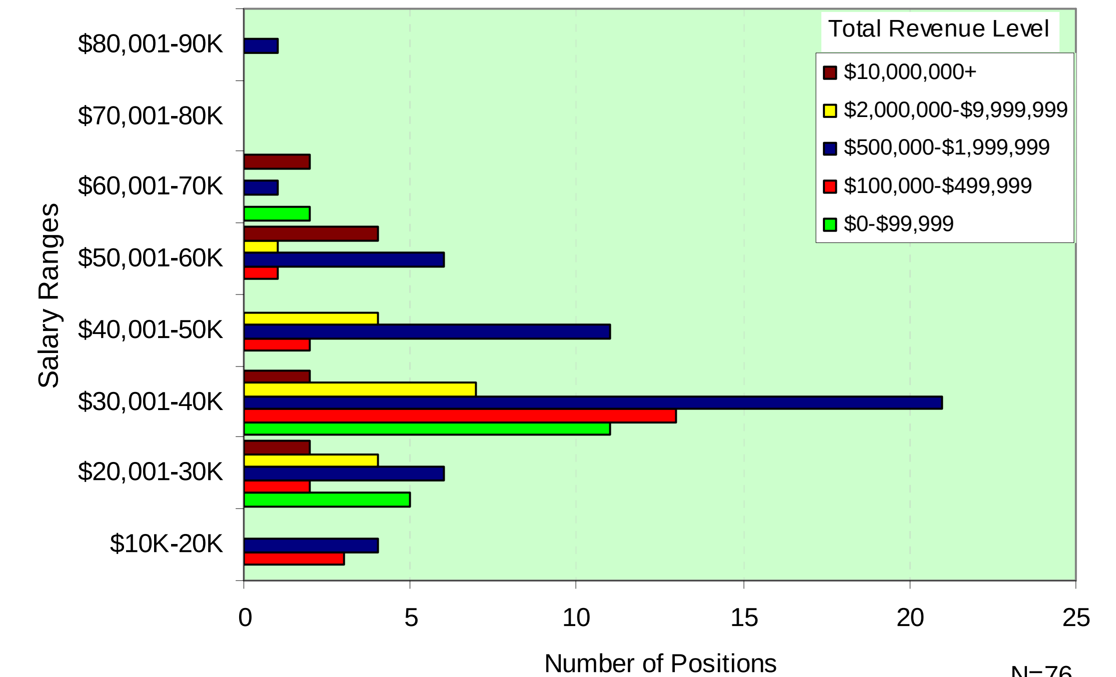


There are similar differences between small and large agencies in part-time versus full-time work for direct service staff, another characteristic of non-standard employment, as noted previously.

6.4.3 Compensation Differences

Direct service workers make up 74% of the total workforce of Halton survey respondents. There are differences between larger and smaller agencies in terms of compensation to direct service staff. With a few exceptions, agencies with total revenues below $500,000 have direct service positions salaried at $30-$40,000 and lower, while agencies at revenue levels of $500,000 and over have higher salary ranges for direct service positions, most topping out in the $60-$70,000 range (Figure 34).

Figure 34: Agency Respondents' Salary Ranges for Direct Service Positions by Agency Revenue Levels



Source: Halton Voluntary Sector Labour Force Survey, 2006

As expected, benefit coverage also varies by revenue level. Agencies with higher revenues provide more employee benefits. Respondents with under $500,000 in revenue fall below the average benefit coverage, especially agencies below $100,000 in revenue (Table 12).

In terms of compensation packages, small and medium size agencies seem to be at a competitive disadvantage in retaining and supporting a competent employee base both within the sector and in the larger marketplace.

Senior Nonprofit and Regional Government managers:
"Revenue inequity produces an unhealthy air of competition leading to some turf protection and territoriality."

"Larger agencies have economies of scale, but small and medium size agencies can be effective service providers as well."

"Often agencies expand and get stretched too far – end up doing things not part of their original mandate."

"Although agencies always emerge and organize around grass roots issues, we mostly see existing agencies getting bigger."

Table 12: Employee Benefit Coverage among Agency Respondents

Halton Respondents	$0-$99,999 (N=20)	$100,000-$499,999 (N=16)	$500,000-$1,999,999 (N=22)	$2,000,000-$9,999,999 (N=8)	$10,000,000 and higher (N=3)	All Revenue Levels (N=69)
Average Coverage of 23 Non-Wage Benefits[45]	23.4%	40.2%	53.4%	64.1%	85.5%	**44.3%**
Below (-) or Above (+) Average Coverage for All Revenue Levels (44.3%)	- 20.9%	- 4.1%	+ 9.1%	+ 19.8%	+ 41.2%	--

6.4.4 Equitability and Sources of Revenue

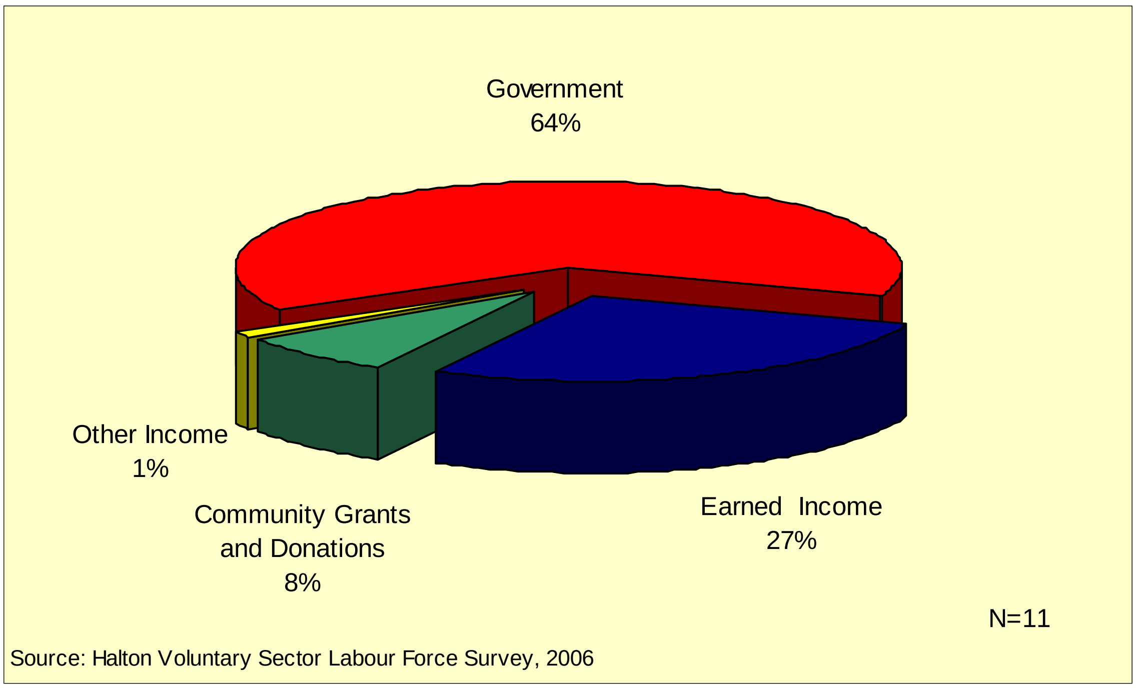
A final important distinction between the lower and higher revenue ends of the nonprofit human services spectrum in Halton is the primary source of revenue. Comparing the 11 largest agencies with revenues of $2 million and higher[46] with the 65 agencies below $2 million in income, there are clear differences in major sources of revenue. The 11 largest

[45] A full chart of coverage by benefit type and revenue level is provided in Table 32 of the *Technical Report* at www.cdhalton.ca .
[46] Four are at the $2 million to $4,999,999 revenue level, another four are at the $5 million to $9,999,999 level and the remaining three are at the $10 million and higher level.

agency respondents account for $66.3 million of total Government revenue (mostly provincial funding), which constitutes 64% of their combined total revenues (Figure 35). They generate proportionately much less of their overall revenue from Earned Income (27%) and Community Grants and Donations (8%).[47]

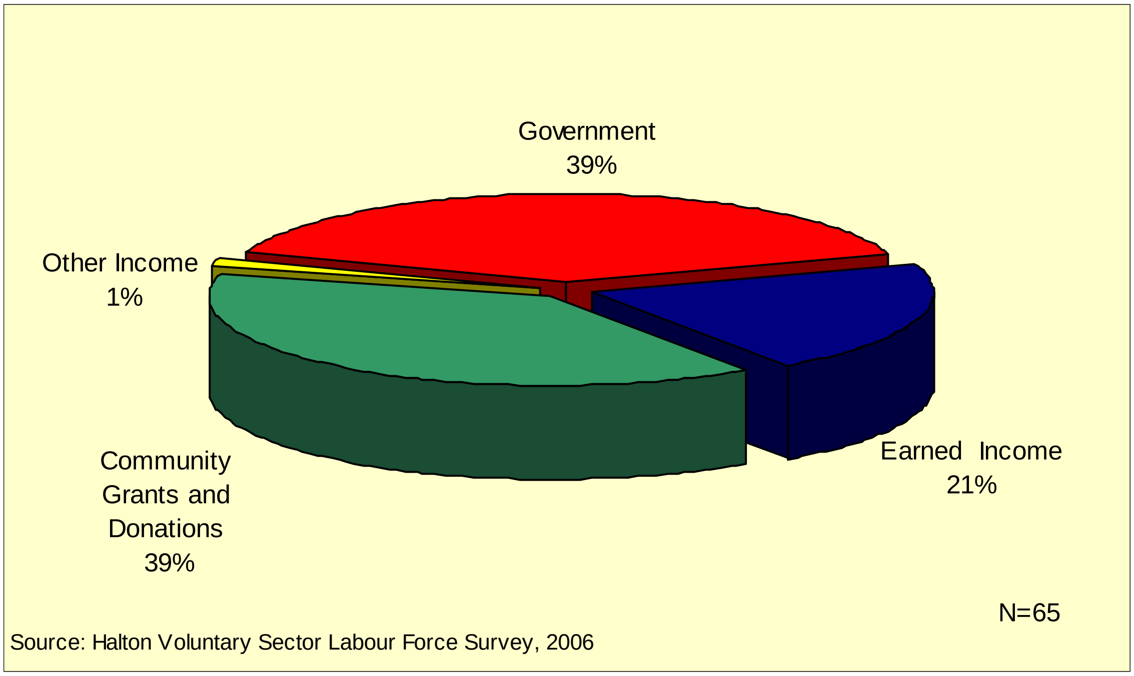
At revenue levels under $2 million, agency income from Government is a much lower share of total income (39%) and is equivalent to revenue generated from Community Grants and Donations (Figure 36).

Figure 35: Major Sources of Revenue of Agency Respondents with Total Revenue Levels of $2 Million and Higher



[47] Earned Income includes sales of products and fees for services. Community Grants and Donations include fund raising, individual and corporate donations and grants from United Ways and other charitable foundations.

Figure 36: Major Sources of Revenue of Agency Respondents with Revenue Levels of under $2 Million



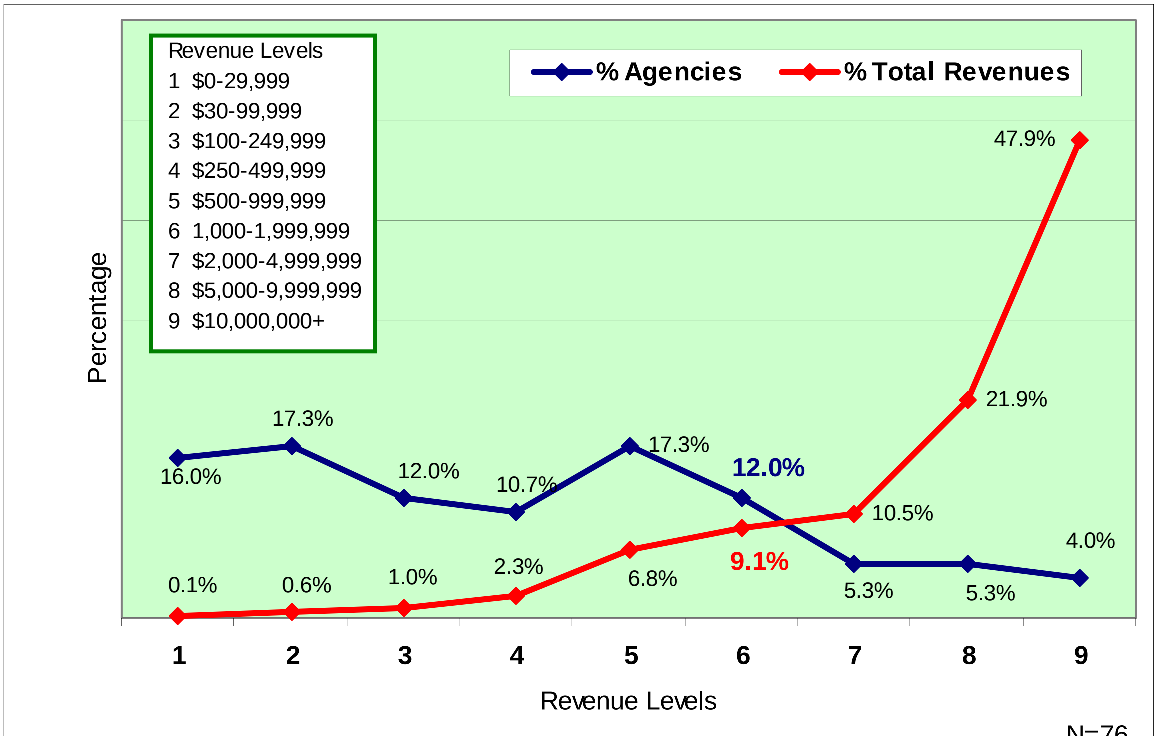
Whatever the vagaries of government funding to the human services sector (i.e., increasingly program and project rather than core funding), smaller and mid-size agencies are not able to access it as readily as larger multi-million dollar organizations. Although the smaller and medium size agencies have less infrastructure, they must generate 60% of their income from fund raising, grants, fees for service, and other forms of earned and donated income. Given the number of agencies at the lower and middle range, there is a lot of competition for the limited resources from these other sources as well as from larger agencies.

There is no standard formula for distributing Government and other available funding equitably to all organizations in the sector, nor would that be desirable. The foregoing suggests that stability for smaller and mid-size agencies may exist somewhere between the $500,000 to $2,000,000 revenue level.

Interestingly enough, the level at which the share of overall revenue in the system and the proportion of agencies almost match is at the $1 million to $2 million revenue level. In this revenue range, 12.0% of agencies share about 9.1% of the total revenue to the sector (Figure 37).[48] This is as close to equitability as the revenue distribution gets among the nonprofit human service agencies in Halton.

[48] Scott's analysis of the entire nonprofit sector in Ontario (i.e., not just human services) in the *NSNVO* finds that the equitability point is between the $500,000 to $999,999 revenue level, where 7% of nonprofit organizations have 7% of the total income in the sector (Scott et al., 2006, Figure 9, p. 15).

Figure 37: Relationship between Number of Respondents and Share of Total Sector Income by Revenue Levels, 2004



Source: Halton Voluntary Sector Labour Force Survey, 2006

6.4.5 Balancing the Service Delivery and Civic Engagement Missions of the Sector

It is clear that governments and especially provincial government departments favour funding larger agencies over smaller and medium sized agencies. Larger scale nonprofit human services have established themselves well as reliable transfer payment agencies for providing essential social supports to individuals, families and communities.

There are, however, several implications of this funding pattern for the health and vitality of the nonprofit human services sector. First, the sector is at risk of just becoming the proxy service provider for government. While the sector can be proud of its demonstrated record of efficient and effective service delivery, it is also important to recognize its role in promoting civic mindedness, community contribution, and volunteer participation. Otherwise, the sector is at risk of becoming a sector of "quangos," which government uses to target funding for response to specific service needs in lieu of direct public service provision.

Secondly, if service delivery becomes the sector's sole or primary value to funders, then continuing consolidation and rationalization into larger organizations will become the inevitable trend. This will be an unavoidable dynamic of a human services market in which larger nonprofit agencies will need not only to position themselves in relation to each other but also to contend with growing competition from commercial providers that increasingly see market opportunities in areas such as children's and seniors' services (Social Planning Council of Metropolitan Toronto, 1997).

Thirdly, market rationalization and further concentration would produce a set of large nonprofit providers but also a fledgling and unstable small-end sector with a reduced and increasingly withering capacity to contribute to the quality of community life. The strength of smaller and medium sized agencies has been the ability to respond flexibly and adaptively to changing community needs in a particular locality or specific service area, to introduce service innovations and to engage community members in volunteer life and civic activity. These functions constitute a "community mission" as a balance to the important "service mission" role of the sector. Some smaller and medium sized nonprofits exist strictly for this purpose, providing community information and education, research, advocacy, policy development, community development, etc. This is how many new and emerging communities organize themselves at the local level as the population grows and changes. This part of the sector's contribution to the quality of community life also merits recognition and support (Eakin, Kealey and van Kooy, 2006, 37).

There is a great risk that funders, especially the provincial government, will continue to recognize only the sector's service mandate. This will push to greater consolidation at the large scale end and the growing concentration of the nonprofit human services. The sector itself is challenged to recognize that the diversity represented in the full spectrum of small to large organizations is one of its core values. In addition to funder recognition of this value, sectoral strategies to support viable smaller and medium sized operations are also required, especially in a more competitive human services environment.

7. Action Agenda

Several major sets of findings emerge from *Pushing the Limits*.

(1) In addition to the social benefits provided to individuals, families and communities, the nonprofit human services in Halton make a significant economic contribution to the region. Employing 4,500 to 5,000 people and engaging an estimated 22,000 volunteers, the sector contributes about $250 million to the regional economy, which is about 1.3% of Halton's Gross Domestic Product. ***As the sector's human capital is the basis for this economic contribution, the stability and quality of its human resource base are critical to the sector's capacity to continue performing both its social and economic roles effectively.***

(2) It is a low wage sector, offering poor benefit coverage and higher levels of temporary and part-time work than other sectors. Women are most affected as they make up 90% of the paid workforce. ***It is important that the sector addresses itself both to the issue of gender inequity (respect for and valuing of women's contributions) and to the issue of gender imbalance (attraction and recruitment of more men into the sector).***

(3) Senior managers in the Halton nonprofit human services report that recruiting and retaining qualified staff are major challenges, as their ability to offer competitive compensation packages is limited and, with a growing labour shortage, there is increasing competition from both the public and private sectors for a shrinking number of good employees. ***Strategies are needed to more systematically and intentionally offer an attractive work experience and viable career path to younger and more racially-culturally diverse people in the labour pool.***

(4) All of the foregoing challenges are heightened for smaller and medium size agencies in the sector. While there are some efficiency benefits in service delivery offered by the economies of scale of larger nonprofit agencies, over-consolidation in the sector will put at risk the benefits of smaller and medium sized agencies in terms of community responsiveness, flexibility, adaptability and innovation. ***The sector's heterogeneity and diversity are strengths that bring community value and distinguish it from the public service sector, and further, allow nonprofit human services to play an important complementary role to the public sector in providing a comprehensive mix of essential social supports.***

Strategies are needed at the regional level to increase awareness and to strengthen the sector's human resource base. Consultation and planning among key stakeholders for action at the regional level to stabilize and revitalize the sector's human resource base would include:

- **Outreach and community education campaign** on the emerging crisis in the human resource base of the nonprofit human services targeted at:
    - (a) Agency boards of directors
    - (b) Local Municipal and Regional Government
    - (c) Champions Table and four Working Groups recommended in the Community Action Plan follow-up to the Regional Chairman's Roundtable on the Non-Profit and Voluntary Sector
    - (d) Funders
    - (e) Economic development organizations, local Chambers of Commerce and other business groups
    - (f) Labour unions
    - (g) Educational institutions (e.g., school boards, schools, faculty, students)

- **Explore development of consortia or cooperatives** for:
    - (a) improved and broader protective benefit coverage for small and medium sized organizations;
    - (b) employee training and education; and
    - (c) pooling capacity for sharing human resource development expertise.

  Any of these approaches would likely best be initiated among a subset within the human services such as children's services, but should ensure the involvement of smaller agencies with less developed and stable infrastructure.

- **Training and innovation fund** set up by funders that would be available for employees to:
    - (a) upgrade formal educational qualifications;
    - (b) supplement foreign educational qualifications;
    - (c) support short-term employee training; and
    - (d) allow professional and managerial sabbatical leaves or exchange programs.

  This could include resources being directed to senior managers in the sector for improvement of their human resource management skills.

- **Developing a regionally coordinated School Community Involvement Program,** which would combine individual guidance on placements with an overall orientation to the sector and collective sharing, reflection, and analysis on students' work experiences (e.g., pre-placement and post-placement reflection and learning sessions). This would require infrastructure support beyond the current limited school guidance capacity and burdensome supervisory demands on agencies.

- **Designing a student loan relief program** to offset lower salaries/wages especially at entry level positions (e.g., percentage of loan paid down for every year committed to the sector). Governments' interest would be maintaining the human services sector's capacity to provide essential services and supporting the development of human capital.

- **Qualitative research study on immigrant workers** in the sector and their employers for development of a pro-active strategy on supporting a more culturally diverse workforce in Halton over the next 10 to 15 years.

- **Strengthening the capacity of volunteer management and coordination** in the sector, especially with respect to awareness of volunteer participation as a source of future employment for the sector.

- **Outreach campaign targeted at young men** at the employment entry level in order to promote the sector as a career choice. This could be one of the intentional design features of a modified regionally coordinated School-Community Involvement Program.

An Action Agenda addressing itself to the above areas would aim to reach and benefit a wide range of individuals and groups vital to the health and vitality of the sector's human resource base, including:

(1) Nonprofit human service agencies serving Halton, by raising broader awareness about the human resource challenges that they face and initiating action and cross-sectoral commitments to strengthen the sector's human resource base.

(2) An estimated 4,500-5,000 employees in nonprofit human services in Halton, 90% of them women, by focusing attention and action on inequities in compensation packages and unstable and insecure working conditions, which increasingly affect their ability to continue working in the sector and their capacity to perform essential social support roles to their clients.

(3) Senior managers in the nonprofit human services in Halton in terms of addressing their major concerns about recruiting and retaining competent and highly motivated employees and volunteers.

(4) Managers and volunteer leaders in smaller and medium size nonprofit human services agencies in Halton in need of collaborative and collective strategies for their operations to remain viable and to achieve a reasonable degree of stability.

(5) Young men and women and newcomers to Halton in order to attract their attention to working and possibly career-building in the nonprofit human services sector.

(6) Individuals, families, and communities who depend on the network of nonprofit human services in Halton as a consequence of improving the ability of employees and volunteers in the sector to provide essential services and supports.

(7) The public sector, especially at the municipal and provincial levels, by enabling it to be more effective and efficient as a result of strengthening the capacity of the nonprofit human services to enter and fulfill partnership arrangements.

(8) Interested parties in the public and nonprofit sector in communities outside of Halton, provincially and across Canada, which may wish to learn from the research and action on human resource issues in the sector done in Halton.

Community Development Halton remains committed to working with the nonprofit agency sector as well as government and private sector supporters concerned about the future of the nonprofit human services and the quality of the experience of the employees and volunteers who are central to the sector's success.

Pushing the Limits provides an information base for acting on an emerging human resource crisis in the nonprofit human services sector in Halton as in other parts of the province and country. It is time to expand the sector's limits in order to preserve and extend the vitality of the sector's valuable human resources, its present and future dedicated employees and volunteers.

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