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**AN INQUIRY INTO
THE PSYCHOLOGICAL, SOCIAL
AND WORK-RELATED OUTCOMES OF AN
INNOVATIVE LABOR ADJUSTMENT
PROGRAM**

By

Jean Kellogg
Master of Social Work, Wilfrid Laurier University, 1980

THESIS

Submitted to the Faculty of Social Work
in partial fulfilment of the requirements
for the Doctor of Social Work degree

Wilfrid Laurier University

1997

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ABSTRACT

This study describes and analyzes the psychological, social and work-related outcomes of unemployed steelworkers who participated in a labor adjustment program designed and delivered by personnel in Canada's steel industry. The adjustment program, the Canadian Steel Trade and Employment Congress (CSTEC) Worker Adjustment Program, is a co-operative labor-management venture that is considered as a model upon which to base future labor adjustment programs in sectors beyond steel.

A qualitative case study approach was utilized. Data were collected primarily in depth interviews and participant observations with twenty-four program participants, program staff and government labor adjustment officials.

CSTEC's Worker Adjustment Program emphasizes training. A generous exception to the Canadian Unemployment Insurance Act enables program participants to collect Unemployment Insurance benefits for up to three years of training. Data analysis revealed that training often exerts important psychological and social impacts. An empirical classification of individually perceived benefits and deficits from training participation is presented. Benefits and deficits include outcomes pertaining to empowerment, motivation, and social effects.

These psycho-social outcomes, however, are only temporary. Permanence is established through the degree to which subsequent employment is satisfactory.

ACKNOWLEDGEMENTS

My research has shown me what I intuitively knew: successful training is not an individual effort, achieved in isolation. Successful training requires considerable support from others. The completion of my doctoral dissertation represents the successful achievement of my doctoral program.

And so, I have many to acknowledge and thank for their considerable support and guidance. Wilfrid Laurier University is a wonderful institution. I consider myself very privileged to have had the opportunity to study under the very fine tutelage of the professors at the Faculty of Social Work.

Peter Dunn, a good friend and a mentor, has taught me very much in very many ways. He instructed me in course work, he trained me as a research assistant, and he guided me through my dissertation. His vision, integrity and enthusiasm have been important beacons that have guided me through my degree.

I also thank John Redekop, whose brilliance and clear thinking inspire me to this day. Through John, I gained an awesome respect for the craft of writing. I will never again misuse a subordinate clause or unnecessarily obscure my writing with ten-dollar words.

I have a special place in my heart for John Melichercik. He taught me to be patient with myself, and to believe in my abilities. His personal and professional integrity, his superb teaching ability, and above all, his gentle kindness, have left their permanent mark on me.

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The CSTECH organization as a whole has been extraordinarily helpful to me. To Frank Ball, Bill Mouck, Moe Pozza, Denis Bartlett, and all the field staff at CSTECH's

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To my husband, Don, who has cooked years of meals for our three children and me with good humor - thank you. His encouragement and unwavering support have been a constant, comforting companion.

And finally, to my children, Erin, Hugh, and Meredith, I dedicate with love, chapters seven and eight. You inspire me every day with your self-confidence and caring. You were the motivation for the undertaking and completion of this study.

TABLE OF CONTENTS

ABSTRACT	i
ACKNOWLEDGEMENTS	ii
LIST OF FIGURES	xii
PREFACE	xiv

PART ONE: INTRODUCTORY CHAPTERS

CHAPTER ONE - THE RESEARCH STUDY	1
Introduction	1
I The Focus of the Study: The Research Questions	1
II The Study in Relation to Social Work Practice and Policy	3
III Practical Import and Limitations of the Study	6
CHAPTER TWO - CANADIAN LABOR ADJUSTMENT PROGRAMS	8
Introduction	8
I Jurisdictional Responsibility and Goals of Labor Adjustment Programs	8
a) Federal Labor Adjustment Programs	10
i) Unemployment Insurance	10
ii) Canada Employment Centres	12
iii) Industrial Adjustment Service	12
iv) Program for Older Worker Adjustment	13
b) Ontario Labor Adjustment Programs	14
II Canadian Steel Trade and Employment Congress (CSTEC): Historical Background and Development	14
a) Economic Influences	16
b) Labor-Management Characteristics and Agreements	20
c) A Political Influence	21
III CSTEC's Organization	23
a) Programs: Implementation of an Adjustment Project	25
i) Initial Information Meeting	25
ii) Project Initiated and Committee Formed	27

iii)	Preparing the Project	27
iv)	Project Start-Up and Implementation	28
v)	Project Closure	29
IV	The Labor Adjustment Process	29
a)	Comparison of CSTECC's Worker Adjustment Program with the Federal Industrial Adjustment Service	31
	Endnotes for Chapter Two	34
 CHAPTER THREE - REVIEW OF THE LITERATURE		 38
	Introduction	38
I	Purpose of a Literature Review for a Naturalistic Study	38
II	Review of Relevant Theoretical Perspectives	39
a)	Theories of Individual Differences	39
i)	Personality Theory	40
ii)	Attitude Studies	41
iii)	Perceptual Processes	41
iv)	Attribution Processes	41
v)	Individual Abilities	42
	Summary	42
b)	Learning Theories	43
i)	Classical Conditioning	43
ii)	Operant Conditions	43
iii)	Social Learning	44
	Summary	45
c)	Work Motivation	45
	Content Theories of Motivation	45
i)	Needs Hierarchy Theory	46
ii)	ERG Theory	47
iii)	Achievement Motivation Theory	47
	Summary	48
	Process Theories of Motivation	49
i)	Expectancy Theory	49
ii)	Goal Setting Theory	50
iii)	Social Cognitive Theory of Self-Regulation	51
	Summary	52
III	Relevance and Application of Past Theories to this Research	53
a)	Initial Information Meeting	53
i)	Advance Notice	53
ii)	Reaction to Initial Information Meeting	54

b)	Needs Assessment by the HEAT Team	55
i)	Reaction to Needs Assessment	56
ii)	Variations in Personal and Situational Factors	57
c)	Support Services	58
d)	Group Seminars	58
e)	Training - Motivation to Learn	59
i)	Locus of Control	59
ii)	Expectancy Beliefs	60
iii)	Need for Achievement	61
iv)	Goal Setting	61
v)	Efficacy Expectations	63
vi)	Factors in the External Environment	64
e)	Training - The Application of Process of Motivation	65
i)	Self-Management Training	65
ii)	Goal Setting Training	66
	Conclusion	66
 CHAPTER FOUR - METHODOLOGY		68
	Introduction	68
I	The Research Questions: Choice of Methodology	68
II	Application of Methodology	71
a)	Site Selection	71
b)	Sample Selection	72
c)	Data Collection Techniques	75
d)	Analysis Procedure	77
i)	Data Coding	78
ii)	Within-Case Displays: Matrices	79
ii)	Within-Case Displays: Networks	80
iii)	Cross-Case Analysis: Matrices	80
iii)	Cross-Case Analysis: Cross-Causal Networks	81
e)	Ethical Considerations	82
III	Trustworthiness	82
a)	Truth Value or Credibility	83
b)	Applicability or Transferability	88
c)	Consistency or Dependability	89
d)	Confirmability	89
IV	Strengths and Limitations of the Research Methodology	90
	Endnotes for Chapter Four	92

PART TWO: FINDINGS CHAPTERS	94
CHAPTER FIVE - CSTEC WORKER ADJUSTMENT PROGRAM - THE MANAGEMENT PERSPECTIVE	94
Introduction	94
I CSTEC's Worker Adjustment Program: Head Office Perspective	95
II CSTEC's Worker Adjustment Program: Perspectives from the Committee Co-chairs	98
i) Site 1: The Initial Information Meeting	98
ii) Project Initiated and Committee Formed	100
iii) Preparing the Project	100
iv) Project Start-Up and Implementation	100
v) Project Closure	100
i) Site 2: The Initial Information Meeting	102
ii) Project Initiated and Committee Formed	102
iii) Preparing the Project	104
iv) Project Start-Up and Implementation	104
v) Project Closure	104
i) Site 3: The Initial Information Meeting	106
ii) Project Initiated and Committee Formed	108
iii) Preparing the Project	108
iv) Project Start-Up and Implementation	109
v) Project Closure	109
i) Site 4: The Initial Information Meeting	110
ii) Project Initiated and Committee Formed	110
iii) Preparing the Project	110
iv) Project Start-Up and Implementation	112
v) Project Closure	112
IV Summary	113
 CHAPTER SIX - CSTEC'S WORKER ADJUSTMENT PROGRAM AS EXPERIENCED BY PROGRAM PARTICIPANTS	 115
Introduction	115
I Profile of Participants by CSTEC	115
I Profile of Participants by This Study	116
II The Formal and Informal Processes of CSTEC's Worker Adjustment Program	117
a) CSTEC's Adjustment Program as Experienced by Program	

Winners	117
b) CSTECC's Adjustment Program as Experienced by Program Survivors	119
c) CSTECC's Adjustment Program as Experienced by Program Losers	121
III The Worker Adjustment Program	123
a) Initial Information Meeting: Winners, Survivors, Losers	124
b) Heat Interview: Program Winners	125
ii) Program Survivors	125
iii) Program Losers	126
c) Support Services: Program Winners	129
ii) Program Survivors	131
iii) Program Losers	132
d) CSTECC Seminars: Program Winners	134
ii) Program Survivors	136
iii) Program Losers	136
e) Training: Program Winners	137
ii) Program Survivors	140
iii) Program Losers	144
iv) Training: Comparative Profile of Participants	147
Conclusions	150

PART THREE: RESULTS CHAPTERS

CHAPTER SEVEN - PSYCHOLOGICAL AND SOCIAL EFFECTS OF TRAINING ON PROGRAM PARTICIPANTS	151
Introduction	151
I The Psychological and Social Effects of Training: Program Winners	151
a) Empowerment	152
b) Motivational Benefits	154
c) Social Cohesion	156
II Program Survivors	158
a) Empowerment/Disempowerment	159
b) No Motivational Benefits	160
c) Social Cohesion/Diminution	161
III Program Losers	162
a) Empowerment/Disempowerment	163
b) Motivational Deficits	165
c) Social Disintegration	166
IV Summary	167

CHAPTER EIGHT - PSYCHOLOGICAL AND SOCIAL EFFECTS OF EMPLOYMENT ON PROGRAM PARTICIPANTS	168
Introduction	168
I Psychological and Social Effects of Employment: Program Winners	168
a) Empowerment	169
b) Motivational Benefits	171
c) Social Cohesion	172
II Program Survivors	172
a) Disempowerment	173
b) Motivational Deficits	175
c) Social Disintegration	176
III Program Losers	177
a) Disempowerment	177
b) Motivational Deficits	179
c) Social Disintegration	180
IV Summary	181
CHAPTER NINE - DISCUSSION AND CONCLUSIONS	183
Introduction	183
I The Research Questions: Discussion	183
II Evaluation of CSTECS's Worker Adjustment Program	191
a) Effective Adjustment	193
i) Empirical Profile of CSTECS Adjustment Process	193
ii) Comparative Profile of the CSTECS Process With Other Adjustment Approaches	194
iii) Impact of Program Components on Outcomes	195
b) Efficient Adjustment	197
III The Research Study: Applications	199
1) The CSTECS Organization	199
Summary	203
2) The Labor Adjustment Participants	204
3) Policy Analysts Concerned With Labor Adjustment	204
4) Relevant Academic Literatures	205
a) The Initial Assessment	206
i) Adjustment to Job Loss	206
ii) Locus of Control	209
iii) Personal Ability	209
iv) Social Learning Theory	210

v)	Motivation to Learn	210
vi)	Achievement Motivation Theory	211
vii)	Goal Setting Theory	211
b)	Determination of Participant Needs	211
c)	The Role of Counselling	213
5)	Social Work Practitioners, Specifically Vocational and Career Counsellors	217
IV	Future Research	
	Practical Concerns with Regard to the Labor Adjustment Program	217
i)	Program Content	218
ii)	Service Delivery	218
	Policy Concerns as Regards the Future Direction of Canadian Labor Adjustment Policy	219
	Conclusions	219
	Endnotes for Chapter Nine	221
	 METHODOLOGY APPENDIX	 222
a)	Interview Guide for Study Respondents	222
b)	Consent Form for Study Respondents	223
c)	Personal Information Form	224
d)	First-Level Codes	226
e)	Pattern Codes	227
f)	Checklist Matrix	228
g)	Effects Matrix	229
h)	Antecedents Matrix	230
i)	Causal Network for one High Impact Case	231
j)	Subnetwork	232
	 GENERAL APPENDICES	 233
I	Appendix A: Services and Programs Transferred to OTAB in 1993	233
II	Appendix B: HEAT Training	236
III	Appendix C: Committee Training	245
IV	Appendix D: CSTEC Seminars	246
a)	Career Goal Setting	247
b)	Job Shop Seminar	250
c)	Financial Planning Seminar	251
d)	Small Business Seminar	252

V	Appendix E: Considerations in Forming an Action Centre for Job Placement	252
	a) Development of Project Action Centres	253
	b) Action Centre Functions	254
	c) Managing Information	256
	BIBLIOGRAPHY	258

LIST OF FIGURES

Figure 2-1	Federal Labor Adjustment Programs	11
Figure 2-2	Provincial Labor Adjustment Programs (Ontario)	15
Figure 2-3	Employment Changes in Canadian Steel, 1971, 1981, 1986	18
Figure 2-4	The Six Streams of The Canadian Jobs Strategy	23
Figure 2-5	CSTEC's Organizational Structure	24
Figure 2-6	Flowchart of Adjustment Project	26
Figure 2-7	Flowchart of Adjustment Process	30
Figure 2-8	Comparison Between CSTEC Worker Adjustment Program and the Federal Industrial Adjustment Service (IAS)	32
Figure 3-1	Theories of Motivation	46
Figure 4-1	Breakdown of Study Participants by "Stream"	73
Figure 4-2	Age Ranges of Study Participants	74
Figure 4-3	Gender Breakdown of Study Participants	74
Figure 4-4	Site Breakdown by Type of Program Use	75
Figure 4-5	Establishing Trustworthiness in Qualitative Research	84,85
Figure 5-1	Site 1	99
Figure 5-2	Site 2	103
Figure 5-3	Site 3	107
Figure 5-4	Site 4	111
Figure 6-1	Flowchart of CSTEC's Adjustment Process	118
Figure 6-2	CSTEC's Worker Adjustment Program as Experienced by Program Winners	120
Figure 6-3	CSTEC's Worker Adjustment Program as Experienced by Program Survivors	121
Figure 6-4	CSTEC's Worker Adjustment Program as Experienced by Program Losers	123
Figure 6-5	HEAT Interview: A Comparative Profile of Participants	128
Figure 6-6	Comparative Use of Support Services by Program Participants	134
Figure 6-7	CSTEC Seminars	135
Figure 6-8	Training: Comparative Profile of Participants	148,149
Figure 9-1	Psychological and Social Influences of the Worker Adjustment Program	185
Figure 9-2	Comparison of Re-employment Outcomes Between Between CSTEC and Other Adjustment Programs Serving Steelworkers for the Period 1988 - 1991	186

Figure 9-3	The Quality of Employment Outcomes Experienced by CSTECH Participants	187
Figure 9-4	Psychological and Social Influences of the Worker Adjustment Program: Employment Outcomes	189
Figure 9-5	The Influence of the Worker Adjustment Outcome Program on Employment Outcomes	190
Figure 9-6	Expanded List of Psycho-Social Influences of the Worker Adjustment Program	192
Figure 9-7	Effectiveness of the Worker Adjustment Program	196
Figure 9-8	Average Cost, per Participant, of CSTECH's Worker Adjustment Program	198
Figure 9-9	Initial Assessment	207
Figure 9-10	Pyramid of Labor Adjustment Needs: A Static Hierarchy	212
Figure 9-11	Continuum of Labor Adjustment Needs	213
Figure 9-12	Continuum of Counselling Needs of Labor Adjustment Participants	214

PREFACE

This study is rooted in the author's personal experience of embracing voluntary unemployment, after ten years of working, in order to pursue studies at the doctoral level. Retraining caused very profound and positive psychological and social changes. Her life underwent a profound metamorphosis - her personal relations improved, community outreach and involvement broadened, self-confidence and interpersonal skills improved. She was happier, more satisfied with life, and able to better cope with daily challenges. Her children looked to her as a role model and embraced her commitment to achievement and thus excelled, both academically and socially.

As she talked to friends and associates experiencing unemployment and retraining, she realized their psychological and social experiences ranged from very negative to very positive experiences. Thus, as a former teacher, she began to question the relationship between education and psycho-social effects. As a social worker, she was concerned for those individuals experiencing the negative psychological and social effects of retraining.

Her initial intention was to examine how retraining programs generated both positive and negative psycho-social outcomes, so as to anticipate and plan for their effects in adult training programs. A qualitative approach was used so as to be sensitive to the psychological and social complexities of individuals. It also became evident that the factors which led to successful employment were critical - only successful, satisfying employment allowed the positive psychological and social outcomes of training to continue past the training period itself.

The thesis is divided into three basic sections. The introductory chapters, chapters 1-4, comprise the first section. The second section, chapters 5 and 6 outline the research findings. The third section, chapters 7-9 detail the research results.

Chapter One discusses the research study itself - its strengths, weaknesses, and importance.

Chapter Two provides an overview of existing adjustment programs in Ontario and at the federal level. It specifically describes an innovative adjustment program targeted exclusively for unemployed Canadian steelworkers. This program, the Worker Adjustment Program was administered by the Canadian Steel Trade and Employment Congress (CSTEC).

Chapter Three presents a critical review of the theory used to frame the study.

Methodology is discussed in Chapter Four. The sampling process is described; the reasoning behind the use of qualitative methods chosen is explained.

The Research Findings chapters describe the Worker Adjustment Program from several perspectives. Chapter Five presents the management view of the Worker Adjustment Program. Chapter Six describes the adjustment program as experienced by workers who participated in the program.

The Research Results section presents the findings of the study. Chapter Seven describes the psychological and social effects of the training component of the Worker Adjustment Program. Chapter Eight presents the psychological and social effects of employment, subsequent to training.

Chapter Nine answers the research questions, evaluates the effectiveness of CSTEC's Worker Adjustment Program, outlines the relevance of the findings for a variety of stakeholders and presents areas for future research..

CHAPTER ONE - THE RESEARCH STUDY

INTRODUCTION

This chapter is divided into three areas of discussion. The first section presents the focus of the research study itself. A brief description of the research problem is presented and the research questions are outlined. In the second section, the study is justified as being within the parameters of social work study and practice. And finally, the third section discusses the practical import and limitations of the study.

I. THE FOCUS OF THE STUDY: THE RESEARCH QUESTIONS

The primary focus of this study is on the psychological and social outcomes that individual program participants experience as a result of their participation in the Canadian Steel Trade and Employment Congress (CSTEC) Worker Adjustment Program (WAP). The psychological and social outcomes examined are empowerment and motivational and social effects. Empowerment includes self-esteem, self-concept (physical and mental), self-efficacy, risk-taking ability and sense of control. The motivational effects include commitment to learning, problem-solving ability, and time management skills. Social cohesion includes tolerance of others, and interpersonal, family, and community relations.

A secondary focus of the research is on the work-related outcomes of program participation. The work-related outcomes are examined, not so much for re-employment statistics, but as regards the quality of the work, which includes working conditions, salary level, future career prospects, and satisfaction levels.

In this study, all of the steelworkers lost their steel-industry jobs because of changes in the economic environment. In all cases, job losses occurred because of steel plant closures and bankruptcies.

CSSTEC's Worker Adjustment Program (WAP) is a labor adjustment program whose goal is to train unemployed Canadian steelworkers for re-employment outside the steel industry. The WAP was chosen for study because it is an innovative labor adjustment program design of great interest to policy-makers for several reasons. To begin with, it is the first large-scale co-operative sectoral labor adjustment venture in Canada between government, business and labor. The WAP is co-operatively designed and delivered by steel-industry personnel and funded by the Canadian federal government. In addition to government funding, CSSTEC estimates that companies contribute 30 per cent of the funding for downside activities (Formative Evaluation of the Sectoral Partnership Initiative, 1995). Second, the WAP allows for three years of training compared to the traditional training maximum of one year. Third, it is the first labor adjustment program to combine labor adjustment by industry workers with traditional training programs. And, most important from a policy perspective, CSSTEC is a pilot project. If deemed successful, CSSTEC's adjustment model is to be used with unemployed workers in other industry sectors beyond steel. For policy reasons, therefore, it is important to determine the effectiveness of CSSTEC's Worker Adjustment Program.

It is interesting to note that, since the research in this thesis was completed, CSSTEC's model has had an impact on the proliferation of joint labour management approaches to dealing with adjustment situations. For example, although CSSTEC's model has not been directly extended to other sectoral organization because they are unique and of an experimental nature, CSSTEC has received attention from the Ontario Hospitals Training and Adjustment Panel (EKOS Evaluation Report of CSSTEC, 1996).

According to senior CSSTEC staff members, CSSTEC's Worker Adjustment Program has two overriding goals: to ensure that program participants secure re-employment

outside the steel industry; and to ensure that all participants are personally satisfied with their adjustment experiences and outcomes.

The research questions examine the outcome of CSTECH's program goals and the psycho-social impacts of this program. The research questions are posed as five separate, but related questions:

- (1) Does CSTECH's Worker Adjustment Program exert any psychological or social influences upon program participants? If yes, what are these influences?
- (2) To what extent is CSTECH's Worker Adjustment Program successful or unsuccessful relative to re-employability?
- (3) Do any psychological or social impacts of the program affect the ability of program participants to find employment or do they affect the kind of employment that is sought and/or found?
- (4) What other areas of program participants' lives are affected by any psychological or social impacts of CSTECH's Worker Adjustment Program?
- (5) What components, if any, of CSTECH's Worker Adjustment Program exert these impacts?

II. THE STUDY IN RELATION TO SOCIAL WORK PRACTICE, POLICY

At this point it would be instructive to consider the study in relation to current and past social work practice, policy, and research. There is growing evidence that unemployment for some individuals and groups is becoming long-term with little hope for improvement (Beckett, 1988; Macarov, 1988; Wyers 1988). In a Statistics Canada study conducted by Picot and Pyper (1989), the case is made that permanent layoffs are a feature of the economy not only during recessionary periods, but also expansionary periods. These authors argue that, while permanent layoffs comprised 1.2 million persons

in the 1981-82 recession, in 1988, an expansionary year, permanent layoffs totalled a full one million persons in Canada. These figures lend credence to the thesis that permanent layoffs are not simply triggered by changes in business cycles, but are part of the process of job creation and elimination taking place among firms, even within expanding industries (Report of the Task Force on Labour Adjustment, 1993).

Social workers, because of the profession's emphasis on social and personal values, are in a position to understand the hardship and destruction that unemployment can cause in the lives of individuals and their families. Moreover, workers facing unemployment often exhibit problems - social, physical and mental - that social workers have historically addressed (Beckett, 1988). In short, social workers need to broaden their focus to design and deliver effective programs to assist individuals who suffer temporary and permanent employment losses.

In Canada, the social policy field of social work has generally emphasized reactive and corrective policies for the unemployed. These policies include unemployment insurance benefits, severance pay, early retirement benefits, and temporary employment schemes (Premier's Council, 1990). Canadian policy-makers generally deal with unemployment and negative psychological and social situations once they appear, and then take corrective action to reverse or minimize their effects.

By contrast, West Germany, Japan, and Sweden have designed more proactive policies for the unemployed. These policies include training, mobility assistance, job counselling and placement, and industrial relations and legal procedures which discourage layoffs (Premier's Council, 1990).

CSTEC's Worker Adjustment Program includes a number of the proactive components emphasized in West Germany, Japan, and Sweden. For example, CSTEC's program includes mobility assistance, job counselling, and training. For policy reasons,

therefore, it is important to determine the effectiveness of CSTEAC's adjustment program.

Since the early 1980s, the need to demonstrate the effectiveness and efficiency of social program delivery has increased tremendously (Hornick & Burrows, 1988). Financial constraints, coupled with rising unemployment levels, have caused politicians to question the amount of money budgeted for social programs, and particularly programs for the unemployed.

At the same time, the advent of the consumer movement has initiated an era where clients have increasingly begun to demand more and better quality services from professional service-providers. The consumer movement has followed from a general expression of concern by the public about the quality of human services offered by professional groups (Hornick & Burrows, 1988). This study examines the provision of labor adjustment services from the point of view of consumers, thus providing important insights into programs and policies which make sense for those most affected by those programs and policies.

A recent report from the Canadian federal government concludes that the efforts of unemployed workers to re-equip themselves for new job opportunities should be seen "as it is" - as a first step for policy-makers and decision-makers to find solutions to Canada's labor adjustment challenges (Report of the Task Force on Labour Adjustment, 1993). Another study (Liem & Liem, 1988) noted that failure to acknowledge workers' responses to unemployment can be extremely problematic for the planning of adjustment programs and policies, because adjustment processes are not well-understood. The research in this dissertation considers the impact of a labor adjustment program on participants, thus providing insights into adjustment processes and outcomes, with implications for the development of labor adjustment programs in Canada.

Although there has been a growing awareness of the need for social workers to address the problems of the unemployed, in general the social work literature emphasizes the deprivation that job loss causes. For example, Figuera and McDonough (1978) suggest that concrete help with everyday needs may provide a buffer to the psychological strain experienced by the unemployed. Barber (1982) advances the notion of learned helplessness as a way of viewing unemployment. Krystal and associates (1983) equate reaction to unemployment with reaction to bereavement. Keefe (1984) characterizes job loss in terms of loss of control which requires reassurance of personal worth.

By contrast, this study investigates proactive, as well as reactive, responses to unemployment. Study respondents were asked to describe and evaluate strategies and responses, their own and others, that helped them deal constructively and positively with job loss.

Social scientists need to define unemployment in ways that acknowledge both employees' needs for psychological support and their resilience. Previous studies (Liem & Liem, 1988; Wyers, 1985) have pointed out that, in general, adjustment processes are not well-understood. These authors call for research studies that increase our understanding of how the unemployed understand, define and contest their status. This study represents a step in that direction.

III. PRACTICAL IMPORT AND LIMITATIONS OF THE STUDY

The practical import of this study is to isolate the factors of effective labor adjustment programs that lead to, and support, positive psychological and social outcomes and successful re-employment. The study data revealed that training and re-employment are factors in generating positive psychological and social outcomes from adjustment programs. However, these data also showed that only successful

re-employment guarantees that positive psychological and social outcomes from successful training will continue. In this study, successful re-employment refers to re-employment in a satisfying job that has the potential for earnings increases. Successful training includes satisfaction on the part of the trainee and successful completion of the training program. Thus, labor adjustment and training ventures that include a partnership with employers providing work are particularly effective. Labor adjustment and training programs that raise expectation levels and produce positive psychological and social consequences, but have unsuccessful employment outcomes are often destructive.

Much social work research has traditionally relied heavily on quantitative research methodologies to generate knowledge. This study is based on qualitative research methods. The study's methodology is both its strength and weakness. The strength and explicit purpose of the qualitative methodology used, was to generate information about the relationships between psychological, social, and work-related outcomes and CSTECC's adjustment program components and processes. The weakness was the limited scope of the sampling due to the time and resource constraints of the doctoral program. Although depth interviews with twenty-four steelworkers yielded data rich in complexity and detail, the limited number of sample participants is a weakness of the study. Furthermore, data sampling was cross-sectional, limited to laid off workers from four plant closures in one Ontario city and from one industry, steel, over a two year period. Future research in this area would ideally expand the sampling and consider other industries, socio-economic groups, and other geographic locations.

CHAPTER TWO - CANADIAN LABOR ADJUSTMENT PROGRAMS

INTRODUCTION

This chapter is divided into four sections. The first section describes federal and Ontario labor adjustment programs. Jurisdictional responsibility and goals of Canadian adjustment programs are outlined, followed by a description of individual federal programs and Ontario provincial programs.

The second section discusses the Canadian Steel Trade and Employment Congress (CSTEC) Worker Adjustment Program. The background to the program is described, including economic influences, labor-management relations, and political influences which contributed to CSTEC's development. In section three, CSTEC's organizational structure is outlined and the program components are described.

The fourth section compares CSTEC's Worker Adjustment Program with the Industrial Adjustment Service, a federal labor adjustment program.

I. JURISDICTIONAL RESPONSIBILITY AND GOALS OF LABOR ADJUSTMENT PROGRAMS

In a dynamic economy, industrial restructuring is a constant process in which firms open, close, divest and reorganize in order to change production levels and remain competitive (Premier's Council, 1990). This restructuring often has a major impact on workers who are consequently redeployed or made redundant as firms respond to economic change through workforce reductions, layoffs, and plant mobility. Labor force adjustment refers to the redeployment of displaced workers; some move to new job assignments within firms - internal adjustment - while others are permanently laid off - external adjustment. In Canada, federal and provincial governments have devised a number of programs designed to ease the adjustment process.

Because the British North America Act of 1867 gave the Canadian federal government primary responsibility for economic matters and the provinces primary responsibility for education and training, the result was a jurisdictional split in the provision of labor market adjustment programs. Traditionally, the federal government has dealt with the "economics" of labor adjustment by providing social insurance benefits to unemployed Canadians while the provinces have been given responsibility for establishing frameworks and setting standards for the delivery of government-funded education and training (Premier's Council, 1990). The basic differentiation between the two levels of government as regards labor adjustment is that the federal government handles income support while the provincial governments handle training.

Governments justify labor adjustment policies on the grounds that, if adjustment to job loss is left to the market alone, some individuals will suffer unduly. Governments reason that adjustment policies are required to ensure that the burden of adjustment is shared by all members of society, rather than heaped only on those who experience job loss (Premier's Council, 1990).

Labor market adjustment programs are also justified on the grounds that they increase the efficient functioning of the economy. Although economic change can do considerable damage to individuals, such change often benefits the society as a whole. Thus, since society as a whole benefits from the efficiencies brought about by these changes, then society should pay for the adjustment suffered by the few. And so, some adjustment assistance tries to ensure that workers will move to the most productive sectors of the economy as quickly as possible (Premier's Council, 1990).

Canadian labor market adjustment policies have generally linked equity, growth and stability. This emphasis has resulted in a variety of different policies. Some government adjustment programs provide compensation to those adversely affected by economic change and can be viewed as a form of social insurance (Riddell, 1986). Other policies

emphasize training to prepare workers for re-employment (Premier's Council, 1990). Still other policies operate through employment standards legislation and involve provisions relating to advance notice,¹ severance pay,² and unjust dismissal (Riddell, 1986).

The four plant closures in the site sample occurred in the period from 1991-1993. Thus, the federal and Ontario labor adjustment programs during that time period only will be reviewed. Although the names of some of the federal and provincial adjustment programs have changed (i.e. Canada Employment Centres are now called Human Resource Development Centres) this study will use the names employed during the 1991-1993 period.

(a) FEDERAL LABOR ADJUSTMENT PROGRAMS: 1991-1993

During 1991-1993, the federal Ministry of Employment and Immigration managed four federal adjustment programs including Unemployment Insurance, Canada Employment Centres, the Industrial Adjustment Service and the Program for Older Worker Adjustment. Table 2-1 summarizes each program's function.

(i) UNEMPLOYMENT INSURANCE (UI)

Unemployment Insurance, the largest federal adjustment program, provides income support to assist all salaried Canadians who have become involuntarily unemployed. The goal of the program is to get people back to work as quickly as possible. To qualify for benefits under the UI program, a claimant must have worked ten to twenty weeks in a job in which (s)he paid UI premiums and must continue to look for work while receiving UI benefits. The amount of benefit and length of entitlements depend upon previous earnings, length of employment, and the unemployment rate in the economic region³ (Report of the Task Force on Labour Adjustment, 1993).

In 1990, the Unemployment Insurance Act was amended so that eligible applicants⁴ could collect unemployment insurance benefits while enrolled in full-time (minimum 25 hours per week) skills training programs⁵ offered through Canadian community colleges or private training centres.⁶ Approval for UI benefits during training is based on an assessment by federal CEC employment counselors. Approved training includes vocational training, academic upgrading, basic skills training, preparation for employment, language and apprenticeship training and occupational orientation. UI income support is not available for training courses that are longer than 52 weeks.

**FIGURE 2-1
FEDERAL LABOR ADJUSTMENT PROGRAMS**

1. Unemployment Insurance (UI)	- short-term income assistance for the unemployed.
2. Canada Employment Centres (CECs)	- job placement services provided to unemployed individuals by CEC counselors.
3. Industrial Adjustment Service (IAS)	- work with all parties involved to find resources and options for displaced workers in layoff situations involving more than 50 workers.
4. Program for Older Worker Adjustment (POWA)	- income assistance to workers aged 55 to 64 years whose unemployment insurance benefits have been exhausted and who have been in the workforce for 15 of the last 20 years.

Source: Premier's Council 1990: 181-185 and interview information provided by a CEC counselor.

(ii) CANADA EMPLOYMENT CENTRES (CECs)

The federal government established a national network of Canada Employment Centres (CECs) whose goal is to return individuals to the labor force as quickly as possible. Services are accessible to everyone, including individuals, employers, organizations, and institutions.

CEC employment counselors help unemployed people identify their labor market needs, provide labor market information to clients, and help match workers to job opportunities. CEC counselors also provide employment counseling, training and work experience interventions, mobility assistance and initiatives for youth, and arrange for UI income support during training.⁷

(iii) THE INDUSTRIAL ADJUSTMENT SERVICE (IAS)

The Industrial Adjustment Service (IAS) is foremost a mechanism to bring together concerned parties (employer, employees and government departments) in order to identify and solve adjustment problems (Report of the Task Force on Labour Adjustment, 1993). Within the Industrial Adjustment Service (IAS), there are three types of interventions: community agreements,⁸ sectoral agreements,⁹ and firm-level agreements. Because IAS firm-level agreements are most comparable to the individual CSTECC adjustment projects described in this report, only IAS firm-level agreements will be discussed.

Ontario employment standards legislation requires that employers notify the provincial government in the event of a layoff or company closure involving more than ten employees. When a plant closure or large layoff (involving more than 50 employees) is announced, consultants from the federal Industrial Adjustment Service (IAS) become involved.¹⁰ An IAS consultant conducts a preliminary analysis of a client firm's situation, and together with all partners draws up an Adjustment Agreement. Under this

agreement, a Joint Consultative Committee is established with equal representation from management and labor.

Each adjustment committee is headed by an impartial chairperson from outside the company. The chairperson is appointed by the committee. The committee's job is to analyze in detail the specific problems facing the company and develop a practical action plan, acceptable to both management and labor. The committee hires outside professionals to provide a variety of services including individual needs assessments, career counseling, vocational planning, job search assistance, and personal and financial counseling. IAS does not have funding for training, but must access training through CECs.¹¹ Like UI claimants and CEC clients, IAS clients are restricted to approved training courses and may not receive income support for longer than 52 weeks.

(iv) PROGRAM FOR OLDER WORKER ADJUSTMENT

The Program for Older Worker Adjustment (POWA) is a federal-provincial income support program for unemployed older workers (55-64) who have exhausted their UI benefits and have no reasonable prospect for employment following major and permanent layoffs. Eligibility is limited to situations where both the federal and provincial governments agree to participate. To qualify, workers must have been in the workforce for 15 of the last 20 years with a minimum of 750 hours worked per year. These narrow requirements mean that funding is available only in the most extreme cases (Premier's Council, 1990).

POWA is a source of "funding of last resort" (Report of the Task Force on Labour Adjustment, 1993). Seventy percent of the program costs are covered by the federal government and 30 percent by the provinces (Report of the Task Force on Labour Adjustment, 1993). Through the program, annuities are purchased from insurance

companies to provide workers with income until they qualify for Old Age Pension benefits.

(b) ONTARIO LABOR ADJUSTMENT PROGRAMS: 1991-1993

In 1991, provincial labor adjustment/training programs were divided between, and administered by, five separate provincial ministries including the Ministry of Citizenship, Ministry of Community and Social Services, Ministry of Consumer and Commercial Relations, Ministry of Education and Training, and Ministry of Labor. In all, dozens of programs¹² created a confusing mosaic of training services for unemployed citizens of Ontario. Figure 2-2 highlights four of the larger training and employment initiatives that formed part of provincial labor adjustment programs during the 1991-1993 period.

On September 1, 1993 Bill 96 was proclaimed and the Ontario Training and Adjustment Board (OTAB) came into being. OTAB's mandate was to centralize many of the existing training and labor adjustment programs into one organization, so as to increase efficiency and cost effectiveness, and to reduce interdepartmental duplication of services. The second objective was to localize both planning and delivery of programs so as to be responsive to local individualized needs. Appendix A summarizes labor adjustment and training programs transferred to OTAB.

II. CANADIAN STEEL TRADE AND EMPLOYMENT CONGRESS (CSTEC):

HISTORICAL BACKGROUND AND DEVELOPMENT

Since 1988, CSTEC, with the assistance of the Canadian federal government, has been providing adjustment services to permanently laid-off workers in the steel industry. Over this period, CSTEC has developed a national sector-based worker adjustment program that delivers a full range of adjustment services through local adjustment committees.

FIGURE 2-2
PROVINCIAL ADJUSTMENT PROGRAMS (ONTARIO)

1. <u>Employment Standards Act</u> Ministry of Labor	- mandates severance pay for workers with workers with 5 or more years of service who are involved in plant closures with 10 or more employees. Firms must supply the Ministry of Labor with reasons for the closure, including numbers of workers affected and any adjustment plans.
2. <u>Ontario Basic Skills</u> Ministry of Education and Training	- pays tuition fees and costs of course materials for unemployed people 25 years of age and older to acquire literacy and math skills necessary for entry into college programs or the labor market.
3. <u>Transitions</u> Ministry of Labor	- pays tuition fees and costs of course materials (up to a maximum of \$5000) for up to 2 years to unemployed people 45 years or older who have been laid off and face major skill barriers to employment.
4. <u>Futures</u> Ministry of Education and	- a pre-employment program for unemployed people between the ages of Training 16 and 24 who have been out of school for at least 3 months. The program provides upgrading courses through community colleges and pays a wage subsidy to employers who hire Futures students for 16 week work placements.

Source: OTAB documents and interview information from a CEC employment counselor and a provincial labor adjustment counselor.

CSTEC is an innovative experiment in labor adjustment program delivery. An understanding of its structure, program, and mandate begins with an examination of its historical development and background. Its background is best understood by examining

the three factors that most influenced its inception and continued existence: economic influences, labor-management relations, and political influences.

(a) ECONOMIC INFLUENCES

Economic factors provided the initial and most compelling impetus for the establishment of CSTECH's program. The most important economic factors included the effects of restructuring in the American (U.S.) steel industry and consequent restructuring and job losses in the Canadian steel industry. During the 1980s two important factors, one external and the other internal, contributed to increasing protectionism among American steelmakers. The external factor appeared during the 1970s - steel productive capacity increased significantly outside of North America. Thus, imported steel from Japan, West Germany, Brazil, South Korea, Taiwan and Nigeria began to claim a significant percentage of American steel markets (Storey, 1993).

The internal factor comprised competition appearing in the form of mini mills. Mini mills are small, primarily non-union firms that make steel by melting scrap in electric furnaces. This process bypasses the costly processes, used in many American steel plants, of making pig iron and coke in blast furnaces and cooking ovens respectively (Bain, 1982).

American steelmakers responded to these threats by embarking on rationalizing campaigns that resulted in the complete shutdown of many steel mills. Steel company management also began an aggressive drive to restructure their workplaces through the introduction of new technologies (Storey, 1993). Steel plant closures and workplace restructuring resulted in the loss of thousands of jobs for American steelworkers.

At the same time, American steelmakers pushed Congress to impose import quotas, and petitioned the U.S. International Trade Commission to boost tariffs (Davies, 1988).

By 1984, the Reagan administration had negotiated a series of Voluntary Restraint agreements with steelmakers around the world. Voluntary Restraint Agreements (VRAs) are agreements that restrict countries exporting to the U.S. and hold them to a specific share of the market. The American VRAs specified that, from 1984 to 1989, the percentage of steel imports was to fall from a high of 26 per cent to 18.5 per cent (Storey, 1993). American Restraint Agreements were of particular concern to Canadian steelmakers because almost one quarter of Canadian steel is exported to the United States (Premier's Council, 1990). Although Canada remained exempt from these restraint agreements, Canadian steelmakers remained concerned that sooner or later they would be included in American Voluntary Restraint Agreements.¹³

In addition, the Canadian steel industry faced a severe recession in 1981-82. The 1981-82 recession devastated Canada's domestic markets and resulted in decreased domestic demand for steel and steel products. From 1980 to 1983, production in Canadian steel mills fell from 17.5 million tons annually to 10.3 million tons (Storey, 1993).

In response to the dual threat of American protectionism and decreased demand for steel and steel products, Canadian steelmakers embarked on rationalizing campaigns in an effort to gain a new competitive edge through changes in technology and work processes. In some cases, new machinery took over jobs previously performed by steelworkers. In other cases, computers were used to amalgamate three and four jobs into one. These changes resulted in the loss of thousands of Canadian steel-industry jobs.

Data from the Canadian Occupation Projection System (COPS) show that, during the 1970s, the workforce in the Canadian steel industry rose from 75,535 to 93,195. However, by 1986, the 1981-82 recession and the previous restructuring efforts of the mid 1980s had reduced employment in Canada's steel mills from 93,195 to 79,195, a loss of nearly 16,000 workers (EKOS, 1991).

In general, younger workers experienced the largest fluctuations in employment levels because seniority provisions in collective agreements require workers with less seniority to be laid off before workers with more seniority. Because older workers often have more seniority than their younger counterparts, younger workers are often laid off first, and also experience the largest fluctuations in employment levels.

The largest relative employment gains prior to these massive layoffs were for the youngest steelworkers, ages 15 to 24, which increased from 14,200 in 1971 to 20,805 in 1981, an increase of 46.5 per cent. However, the downsizing in the 1980s reversed the previous gains for this age group. By 1986 the 15 to 24 age group dropped to 8,080, a decrease of 61.2 per cent.

Between 1971 and 1981, the numbers of steelworkers aged 25 to 34 increased from 19,040 to 27,785, a gain of 45.9 per cent. However, after the 1981-82 recession and the downsizing in the mid 1980s, the workforce in the 25 to 34 age category dropped from 27,765 in 1981 to 24,220 in 1986, a 12.8 per cent decrease (EKOS, 1991).

From 1971 to 1986 the numbers of steelworkers over the age of 34 remained virtually unchanged from 46,395 in 1971, 46,605 in 1981 and 46,920 in 1986 (EKOS, 1991). However, it became obvious that subsequent downsizing in the industry would have increasingly significant impacts on older steelworkers (EKOS, 1991). Employment changes in Canadian steel are summarized in Figure 2-3.

FIGURE 2-3
EMPLOYMENT CHANGES IN CANADIAN STEEL 1971, 1981, 1986

AGES	YEAR	1971	1981	1986
	15 - 24	14,000	20,000	8,000
	25 - 34	19,000	27,000	24,000
	over 34	46,000	46,000	46,000
	TOTAL	79,000	93,000	78,000

In May, 1986 CEOs from Canada's major steel companies joined with top Canadian leaders of the United Steelworkers of American (USWA) union to establish a formal organization called the Canadian Steel Trade Conference Inc. (CSTC). Its mandate was to promote joint research, lobbying and education efforts on steel trade issues (CSTEC Adjustment Project Manual, draft copy, 1996). But trade issues represented only one half of the equation. Senior steel industry personnel concluded that if CSTC was concerned only with trade issues, unionized steelworkers might feel that CSTC was not representing their interests. In order to develop a sense of ownership on the part of labor, the organizers decided to devote a good portion of the agenda to labor adjustment issues, in addition to steel trading issues (Barrie, 1987). In November, 1987, CSTC changed its name to the Canadian Steel Trade and Employment Congress (CSTEC) to reflect its dual emphasis on steel trade and employment issues (EKOS, 1991). CSTEC was incorporated in May, 1988.

CSTEC is a sector-specific initiative. There are two working committees. The Steel Trade Committee deals with the trade issues facing the Canadian steel industry, while the Training and Adjustment Committee is responsible for the development and implementation of both "downside" labor adjustment programs and services and "upside" skill training for employed steelworkers (EKOS, 1991).

A prolonged downturn in the 1990-92 recession was particularly felt in manufacturing - including the Canadian steel industry. There were 370,000 manufacturing job losses during 1990-92 (Report of the Task Force on Labour Adjustment, 1993). Blue collar workers - including steelworkers - were those predominantly affected (Report of the Task Force on Labour Adjustment, 1993). These economic conditions made CSTEC's Worker Adjustment Program appear more necessary than ever.

(b) LABOR-MANAGEMENT CHARACTERISTICS AND AGREEMENTS

The fact that steel is a clearly-defined industry sector also facilitated the development of CSTECC's program. The Steel Company of Canada, comprising Canada's largest steel companies, was formed in 1910 (Belch, 1987). Moreover, more than 80 per cent of Canadian steelworkers are members of one union, the United Steelworkers of America (USWA).¹⁴ In short, Canadian steel companies are well-established and the majority of Canadian steelworkers belong to the predominant union in the industry.

The relationship between management and labor in the Canadian steel industry is mature and well-established. Over the years, steel companies have dealt with members of the USWA, mainly through the processes of collective bargaining.

Long-standing individual and organizational relationships between steel company management and steel labor unions have been forged through regular discussions over collective bargaining discussions. These prior relationships, although conflictual, were based on a mutual trust and respect that facilitated the establishment of CSTECC's programs (Barrie, 1987). Moreover, CSTECC personnel contend that these factors make it easy to establish effective lines of communication among the key players which, in turn, facilitates accountability and general operation of CSTECC's Worker Adjustment Program.

When developing CSTECC's steel trade and labor adjustment programs, management and labor agreed to address only those issues that lay outside the normal collective bargaining process. (Barrie, 1987). CSTECC program staff state that this was done to ensure that issues, normally dealt with during the collective bargaining process, were not deleted from the collective bargaining agenda simply because of the existence of CSTECC programs. Strict delineation between collective bargaining and co-operative issues was maintained in order to allow CSTECC to develop very clear objectives and pursue them unimpeded by the inherent conflict within the collective bargaining process.

When management and labor from the Canadian steel industry came together to establish CSTEAC's adjustment program, they agreed to limit their discussions to matters that were within their power to solve (Barrie, 1987). They assumed control for the structuring and delivery of adjustment services, without hands-on assistance from government.

The role of government in CSTEAC's adjustment program is different from other adjustment endeavors. Traditionally, government has served as both sponsor and participant in Canadian labor adjustment programs. However, in CSTEAC's program, government is restricted to the role of facilitator. The federal government provides funding, advice, and data, but does not tell CSTEAC staff how to structure or deliver adjustment services. If steel industry personnel believe certain problems are beyond their power to solve, they can turn to government and ask for assistance (Barrie, 1987). However, in the day-to-day running of CSTEAC's program, management and labor work together to solve their own problems. CSTEAC staff maintain that this focus on manageable activities facilitated the development of their adjustment program.

(c) A POLITICAL INFLUENCE

Passage of the federal Canadian Jobs Strategy (CJS) in 1985 provided a unique political opportunity which facilitated the formation of CSTEAC's Worker Adjustment Program.

In 1985, the Canadian federal government revised its labor market policies and introduced the Canadian Jobs Strategy (CJS). The Canadian Jobs Strategy is the framework for federal funding of training, mobility assistance, wage subsidies and job experience (Ferman et al, 1991). The CJS includes six different programs: Innovations, Job Entry, Job Development, Community Futures, Skill Shortages, and Skill Investment.

Innovations, one of the six CJS programs, provides federal monies to support innovative employment programs. Because CSTECC's adjustment program was an innovative employment program, it qualified for funding. Although CSTECC was originally provided funding under the Industrial Adjustment Service (IAS), a subsequent application for funding was under the Innovations Program. In August, 1988 the Canadian federal government made \$19,485,000 available to CSTECC to fund its Worker Adjustment Program for three years. The agreement permitted \$500,000 a year for administrative expenses, with the remainder to be spent on a program of labor adjustment services for unemployed steelworkers. A subsequent amendment extended the term of the agreement to March 31, 1994. (Formative Evaluation of the Sectoral Partnership Initiative, HRDC, 1995). Under the Innovations funding arrangement, CSTECC delivered labor adjustment services to 8,814 workers in 41 projects who were laid off between January 1989 and March 31, 1992 (EKOS Evaluation Report of the Canadian Steel Trade and Employment Congress, 1996).

Since April 1, 1992 CSTECC has been funded under the Employability Improvement Program. The new agreement contributes \$12.5 million to CSTECC to continue its labor adjustment programs until 1998.

In short, funding under the CJS Innovations Agreement made it possible for the operation of CSTECC's Worker Adjustment Program. The six CJS programs are summarized in Figure 2-4.

Funding under the CJS program enabled personnel from the steel industry to maximize their involvement in the design and delivery of CSTECC's Worker Adjustment Program.

**FIGURE 2-4
THE SIX STREAMS OF THE CANADIAN JOBS STRATEGY**

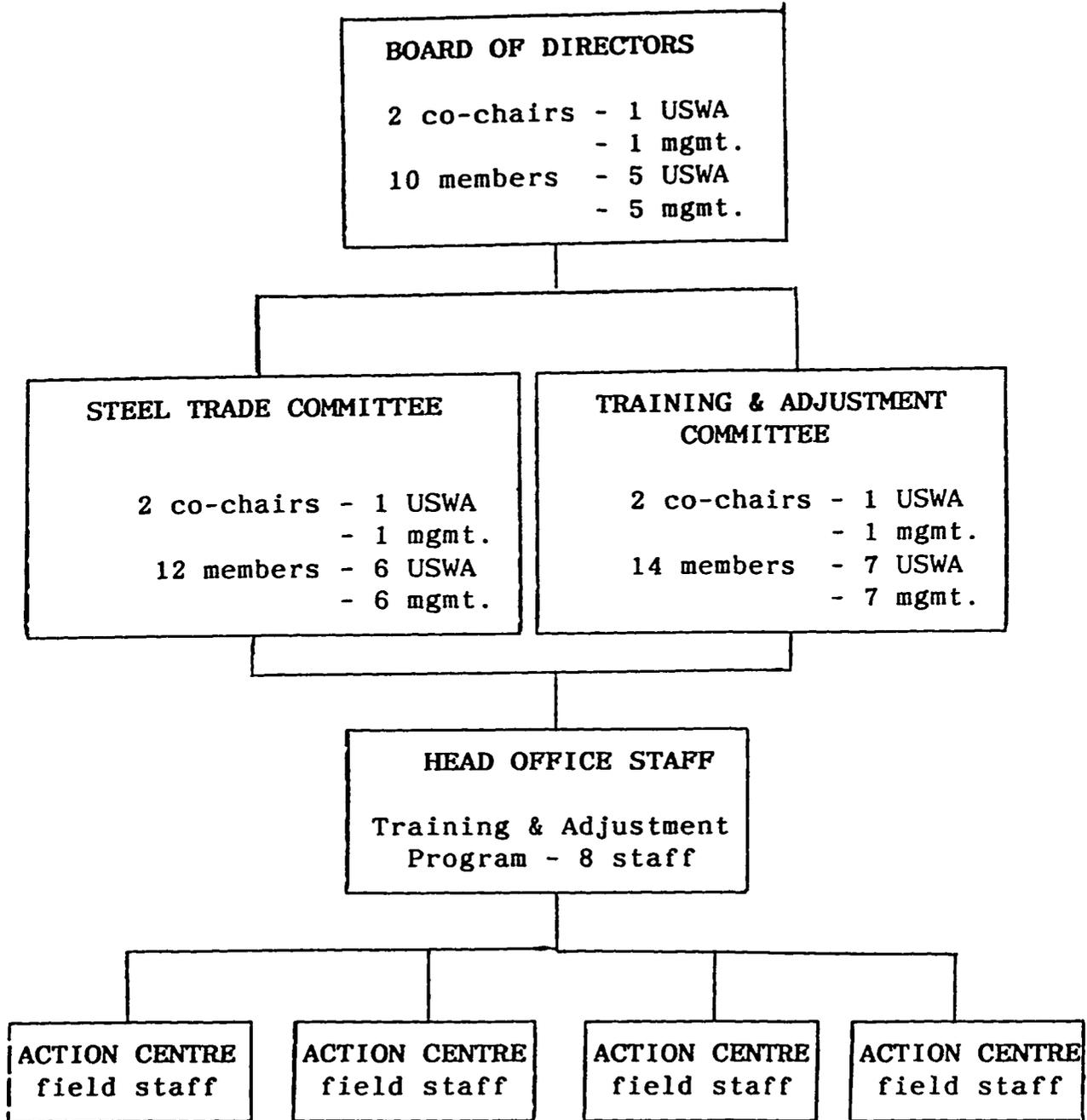
PROGRAM	DESCRIPTION	RELEVANCE TO CSTEC
Innovations	Long-term funding for pilot projects that can help to develop employment.	\$20,000,000 to fund CSTEC's WAP for three years. Funding extended to 1998. Encourage the private sector (steel industry to play a greater role in labor adjustment and training.
Job Entry	Short-term pre-employment training for youth and women.	None.
Job Development	Training for workers who have been unemployed for at least 6 months.	None.
Community Futures	Funding to support adjustment programs for workers in communities facing severe economic conditions.	None.
Skill Shortages	Wage subsidy paid to employers to train workers in skills that are in demand.	None.
Skill Investment	Short-term training for workers threatened with technological change.	None.

Source: Premier's Council, 1990, 110-112.

CSTEC'S ORGANIZATIONAL STRUCTURE

CSTEC's organizational structure (see Figure 2-5) includes two committees: the Steel Trade and the Training and Adjustment Committees. The Steel Trade Committee

**FIGURE 2-5
CSTEC'S ORGANIZATIONAL STRUCTURE**



Local Adjustment Committees

has three functions: to publish an annual document "Steel Trade Between the USA and Canada", to establish task forces that conduct research on Canadian steel trade issues, and to act as a lobby group in representing the Canadian steel industry position to Canadian governments, and in multinational steel trade negotiations.

One role of the Training and Adjustment Committee is to assist the management and labor of a company experiencing a layoff or closure, to jointly design and deliver their own training and labor adjustment services.

(a) PROGRAMS: IMPLEMENTATION OF AN ADJUSTMENT PROJECT

When a company faces a shutdown or permanent layoffs, the company and labor must jointly request CSTECC services. At that point, CSTECC's response will follow as indicated on the flowchart in Figure 2-6. There are five stages to the implementation of an adjustment project by CSTECC:

- (1) initial information meeting;
- (2) project initiated and committee formed;
- (3) preparing the project;
- (4) project start-up and implementation; and
- (5) project closure.

(i) THE INITIAL INFORMATION MEETING

This first meeting at the plant has three objectives: to confirm eligibility for funding, which includes confirmation of layoff, steel industry production by the company, and management-labor co-operation; to secure company commitment to pay 20-30 percent of the project cost of CSTECC's Worker Adjustment Program. Note that company contributions can include both financial and in-kind contributions (i.e. making rooms available for interviews, seminars, committee work).

FIGURE 2-6

Flowchart of Adjustment Project

PROCESS	ACTION	OUTCOME
1. Initial Information Meeting	<ul style="list-style-type: none"> • Confirming Eligibility • Describing the role of the Local Committee • Describing CSTECC and its services • Describing the role of the Heat Team • Getting Industry Contribution • Stages of the Project 	<ul style="list-style-type: none"> • Plant Management and USWA local understand all aspects of CSTECC's worker adjustment program
2. Project Initiated and Committee Formed	<ul style="list-style-type: none"> • Initiating the Project • Forming the Joint Adjustment Committee • Committee Training 	<ul style="list-style-type: none"> • Project Profile is completed • Co-Chairs are named and committee formed
3. Preparing the Project	<ul style="list-style-type: none"> • Seed Money • Open Bank Accounts • Offices and Meeting Facilities • CLAS • Job Placement (Action Centers) 	<ul style="list-style-type: none"> • Committee ready to contact workers and start the project
4. Project Start-Up and Implementation	<ul style="list-style-type: none"> • Communications • Peer Counselling/Needs Assessment • Different Types of Participants, Fast Trackers, 2nd and 3rd stream • Seminars • Training Referrals • Approving Training Plans and U.I. Section 26 • Relocation/Mobility Assistance • Developing a Budget Proposal • Managing the project • Project Accounting and Book-keeping • CSTECC Support Services 	<ul style="list-style-type: none"> • Workers are scheduled for interviews • Fast Trackers identified and processed • Seminars given • Work plans and budgets submitted and approved • Funds allocated
5. Project Closure	<ul style="list-style-type: none"> • Close Bank Account • Books, etc. to CSTECC • Meeting between CSTECC & Committee 	<ul style="list-style-type: none"> • Finances, etc. are finalized. • Project closes

(ii) PROJECT INITIATED AND COMMITTEE FORMED

Once the project is authorized, a local adjustment committee of eight people is formed, four from management and four from labor. The two co-chairs (one from management, one from labor) are accountable to CSTECC for proper administration of the project. CSTECC committees differ from IAS committees because CSTECC does not rely on an impartial co-chair from outside the committee to oversee committee functions.

CSTECC's responsibility is limited to that of facilitator.¹⁵ CSTECC guides the organizing of the committee, then trains the committee in labor adjustment processes, instead of using professional consultants, and provides relevant information about available training programs. CSTECC simply monitors the progress of the project from beginning to end. The committee is fully responsible for daily operations.

CSTECC's training in labor adjustment covers the following areas: the Helping Employees Adjustment Together (HEAT) team (see Appendix B); the interview process on how to conduct a needs assessment interview to discover labor adjustment and training needs of individuals (see Appendix C); explaining how to arrange access to seminars¹⁶ (see Appendix D); explaining federal and provincial resources available, which includes unemployment insurance income support for up to three years of training and how to form and run an Action Centre (see Appendix E).

(iii) PREPARING THE PROJECT

Once the local adjustment committee is formed, CSTECC releases seed money to lease office space and equipment including phones, faxes, furniture, and computers. The co-chairs are signing officers for a joint bank account.

(iv) PROJECT START-UP AND IMPLEMENTATION

This stage of the project involves three processes. First, lines of communication are set up to facilitate smooth daily operations. Affected workers, eligible for participation in the program, must be contacted and informed through formal meetings, mailings, and advertisements in the local media. Educational institutions are contacted to arrange training programs. The local Canada Employment Centre is asked to invoke Section 26 of the Unemployment Insurance Act¹⁷ for CSTEK employees. Social welfare and community support agencies are accessed for use of crisis centres, credit counseling, welfare assistance, and food banks. Government programs such as Ontario's Transitions program¹⁸ and the jointly run federal-provincial Program for Older Worker Adjustment¹⁹ are used as required.

Second, peer counseling and needs assessments are administered by Helping Employees Adjustment Together (HEAT) team members. The HEAT team is comprised of former or current steel industry workers recommended by management and labor for their strong interpersonal skills. HEAT team training is conducted by CSTEK staff over several days in interviewing and facilitating skills. CSTEK management feels that the individuals administering the counseling are the program's overriding strength, since Helping Employees Adjust Together (HEAT) team members are people from the steel industry. They understand the industry, the work environment and how affected workers feel.²⁰ (see Appendix C). HEAT team members develop and deliver CSTEK-sponsored seminars.

Finally, the major part of the adjustment project is the training, which is done by outside institutions. The participant is fully responsible for determining his or her own career goals and the training necessary to achieve them. The responsibility of the labor adjustment committee is limited to advising and counseling the participant, evaluating the requested training program, then accessing the necessary financial support.²¹

(v) PROJECT CLOSURE

This stage involves administrative procedures. The bank account is closed; all records are finalized, checked, and sent to CSTECC; financial statements are prepared and submitted; the committee co-chairs submit a project evaluation.

IV. THE LABOR ADJUSTMENT PROCESS

CSTECC anticipated that the process of labor adjustment would proceed as outlined in Figure 2-7, Flowchart of the Labor Adjustment Process. After attending the initial information meeting, participants in CSTECC's Worker Adjustment Program register with the local adjustment committee. The adjustment committee assists their registration with the local Canada Employment Centre, so individuals can receive unemployment insurance benefits under Section 26 of the Unemployment Insurance Act. Section 26 represents the most significant and controversial funding allowance given to CSTECC. It extends the allowed training period from one to three years, and reduces the training program restrictions for unemployment insurance eligibility.

A one hour peer counseling session, or Helping Employees Adjust Together (HEAT) interview is held to explore the participants' financial and work situation, and establish career goals. The HEAT interviewer refers participants to community agencies, as needed, then to the four seminars provided. The participants are expected to establish career goals, and submit a suitable training proposal within three months of the HEAT interview. Once the training proposal is accepted, the adjustment committee accesses required financial support, and registers participants in the training program. Funding of the training program is undertaken one session or term at a time, subject to renewal. Continued funding of the training program is conditional on satisfactory or acceptable levels of achievement and participation by the participants. The training itself is conducted by outside organizations such as school boards offering academic upgrading ,

FIGURE 2-7
FLOWCHART OF CSTECS ADJUSTMENT PROCESS

1. Attend initial information meeting.
2. Register with local adjustment committee for CSTECS services.
3. Register with CEC office for section 26 Unemployment Insurance benefits.
4. Attend HEAT interview - referral to community agencies if necessary or if requested;
 - begin to research career goals and training options.
5. Attend CSTECS seminars - establishing career goals;
 - conducting a job search;
 - financial planning; and
 - starting a small business.
6. Submit training proposal to adjustment committee.
 - committee reviews proposal;
 - committee accepts proposal or returns to participant for revision;
 - committee pays training costs (i.e. tuition, books, travel costs, day care expenses) and accesses financial support (i.e. UI benefits) for trainee.
7. Undertake training.
8. Job search (assisted by adjustment committee and CSTECS field staff).
9. Employment - exit from the labor adjustment process
 Unemployment - return to CSTECS for further job search assistance.

Source: Information from interviews with CSTECS adjustment committee co-chairs and review of CSTECS program documents.

private institutions and community colleges delivering vocational training, and universities with their professional and academic degree programs. Upon completion of training (restricted by section 26 of the Unemployment Insurance Act to a maximum time

maximum period of three years), participants return to the adjustment committee for assistance with their job search.²² Successful employment is the exit from the labor adjustment process; unsuccessful employment means re-entry into the adjustment process at the job search point, with further job search assistance from the adjustment committee.

As the results chapters will show, the experience of CSTECH participants differed quite significantly from this process, which was originally envisioned by CSTECH.

IV. COMPARISON OF CSTECH'S WORKER ADJUSTMENT PROGRAM WITH THE FEDERAL INDUSTRIAL ADJUSTMENT SERVICE

CSTECH's labor adjustment process is formally known as the Worker Adjustment Program. Its counterpart is the federally run Industrial Adjustment Service (IAS). The two programs are compared in Figure 2-8.

There are a number of differences between these programs. CSTECH's Worker Adjustment Program under Section 26 has a virtually unrestricted list of approved training programs, supported by three years of income maintenance (UI benefits). The Industrial Adjustment Service works with a very restricted list of approved training programs, coupled with only one year of income support (UI benefits) for training.

Although both programs use co-operative labor-management committees to oversee the adjustment process, the IAS hires an independent chair from the local community. This individual monitors and chairs all meetings of the joint adjustment committee. CSTECH, by contrast, does not include an independent chair in its committee structure.

Apart from these differences, there is only one substantive feature differentiating the two programs: the background of their counselors. CSTECH's HEAT team is comprised totally of steelworkers with no formal counseling education. The federal Industrial Adjustment Service exclusively uses counselors with professional and academic accreditation.

**FIGURE 2-8
COMPARISON BETWEEN CSTEC'S ADJUSTMENT PROGRAM AND THE
FEDERAL INDUSTRIAL ADJUSTMENT SERVICE (IAS)**

FACTOR	CSTEC'S WORKER		INDUSTRIAL
	ADJUSTMENT PROGRAM	ADJUSTMENT SERVICE	
CLIENTELE	Displaced steelworkers who have lost their jobs because of permanent layoffs or plant closures.	Displaced workers from all industries and sectors who have lost their jobs.	
INCOME SUPPORT UNDER THE <u>UIACT</u>	Three years	One year	
APPROVED TRAINING PROGRAMS UNDER THE <u>UIACT</u>	Very broad. Includes any course offered in high school, private and community college programs that are approved by local adjustment committee members. ²³	Restrictive. Courses restricted to approved high school and community college programs included on lists compiled by CEC counselors.	
COUNSELORS	Former steelworkers	Professional counselors	
ORGANIZATIONAL STRUCTURE	Permanently set up for the entire industry. Managed jointly by labor-management teams.	Temporarily set up on an as-needed basis for specific situations. Managed jointly by labor-management teams.	

Source: Review of CSTEC and IAS program documents.

CSTEC officials cite two reasons for the appointment of steelworkers as counselors. First, the professional counselors were not cost-effective. Compared to the use of steelworkers, they were prohibitively expensive and diverted a significant portion of the budget from training expenses into consultants' fees.²⁴ Secondly, steelworkers generally did not trust the consultants. The workers, suspicious that they were under investigation

by the government for unemployment benefits eligibility, did not confide in, or trust the professional counselors. The workers immediately trusted counselors who were former steelworkers, as they were union brethren.

Thus, as will be apparent in the results chapters, the use of former steelworkers as counselors was both the strength and weakness of CSTECH's Worker Adjustment Program.

ENDNOTES FOR CHAPTER TWO

1. In Ontario, employers are required by law to provide advance notice of permanent layoff eight weeks in advance of the plant closure date. The Report of the Task Force on Labour Adjustment (1993, 41) found that early provision of assistance to workers through advance notice provisions greatly aided their labor market adjustment.
2. Workers who have been with the affected company for five or more years are entitled to severance pay benefits. In general, workers receive one week of benefits for every year worked. Severance monies can give workers at least a minimum amount of financial security during a period (unemployment) when weekly income is greatly diminished. (Report of the Task Force on Labour Adjustment, 1993).
3. UI benefits are calculated as a percentage of earnings over the last 26 week period and the number of weeks worked. The method for calculating UI claims is standard across Canada. The differential, however, is the number of weeks of UI benefits to which the individual is entitled. For example, if the regional unemployment rate is 6% or less, claimants are eligible for 17 weeks of UI benefits. However, if the regional unemployment rate is over 16%, claimants are eligible for 39 weeks of UI benefits. (Information provided during a telephone interview with a CEC counselor February, 1997).
4. Training enrollment did not extend UI benefits. However, prior to 1990, UI recipients lost their UI benefits if they enrolled in training. After 1990, individuals could continue to receive UI benefits if they enrolled in approved training programs that were no longer than one year.
5. Because of the program's emphasis on getting people back to work as quickly as possible, UI income assistance supports skills training only. (Information provided during a personal interview December 24, 1996 with a CEC employment counselor.)
6. Training for employment has been interpreted as being a shared jurisdiction because the federal government has responsibility for the general state of the economy but the provinces control education. As a result, both the federal government and the provinces are free to engage in training (The History of Worker Training in Canada, Noah Meltz, 1990).
7. CEC clients who are eligible for UI income support receive that support whether or not they are enrolled in training. CEC clients whose training plans are approved by CEC counselors are eligible for training support for one year. Training enrollment does not extend receipt of UI benefits.
8. IAS community agreements help local businesses with their human resource planning. Activities may include formation of a Community Adjustment Committee

to plan for such things as promoting entrepreneurship, diversifying the community's industrial base or stimulating local real estate development to attract investment. The IAS provides funding and government expertise to support adjustment programs for workers in communities facing severe economic conditions (Report of the Task Force on Labour Adjustment, 1993).

9. IAS encourages and supports the formation of sector organizations, primarily as an approach to human resources planning and increased private sector investment in the training of employed workers. This is in contrast to CSTEC's Worker Adjustment Program that concentrates on training for unemployed workers.
10. In the case of adjustment projects involving fewer than 50 employees, officials from the provincial Adjustment Advisory Program become involved. The federal IAS usually deals with larger adjustment projects involving more than 50 employees. (Information provided during a personal interview May 3, 1995 with a provincial adjustment officer.)
11. The training approval process for IAS clients is similar to the process experienced by UI and CEC clients who wish training. Training plans must be approved by CEC counselors, training is restricted to approved courses, and UI benefits are available only for training courses that are one year in length or shorter. (Information provided during a personal interview with a federal IAS counselor June 19, 1995).
12. It was difficult to establish an exact number of provincial training programs because of the number and variety of provincial training initiatives. Several estimates, provided by federal and provincial adjustment personnel, were as high as 228 provincial training initiatives! The salient point is that a confusing array of programs confronted displaced Ontario workers who wished to retrain.
13. Information provided in a personal interview with a senior CSTEC staff member February 7, 1995.
14. Ibid. (Information provided during February 7, 1995 interview.)
15. In addition to funding the adjustment activities of joint project committees, CSTEC provides support services as required. These services may include:
 - 1) facilitating the process of dialogue between union representatives and managers on the project committee.
 - 2) identifying goals and objectives of displaced workers through needs assessments delivered by staff and HEAT team.
 - 3) assisting in the development of workplans and budgets.
 - 4) providing a skills bank for workers looking for jobs and companies looking for employees.
 - 5) labor force research and data collection.
 - 6) providing information on government programs.
 - 7) providing direct services such as career planning seminars, job search seminars,

financial planning seminars, and small business start-up seminars. (CSTEC Adjustment Project Manual, Draft Copy, 1994, 37).

16. CSTEC offers participants four different types of seminars as follows:

TITLE	DESCRIPTION	DURATION
CAREER GOAL-SETTING	Guides participants in determining a new career goal.	One day.
JOB SHOP	Teaches job search skills including resumé writing and interview techniques.	Two days.
FINANCIAL PLANNING	How to do normal and crisis budgeting.	Four hours.
SMALL BUSINESS START-UP	Describes details of starting a small business It is run by the Federal Business Development Bank.	Two days.

(Information from interviews with CSTEC field staff at a regional Action Centre and information contained in official CSTEC program documents.)

17. Section 26 broadens the limits on training to individuals receiving unemployment insurance benefits. The training period is extended from one to three years; the list of approved courses is significantly expanded. Individuals must comply with training restrictions as a precondition to receiving unemployment insurance benefits.
18. Transitions offers \$5000 of training credits to laid off Ontario employees aged 45 and older for a maximum two year period.
19. Program for Older Worker Adjustment financially assists permanently displaced workers aged 55 to 64 who have exhausted their Unemployment Insurance benefits and have worked 15 out of the last 20 years.
20. During the needs assessment interview, the HEAT team assesses the participant's educational attainment, work skills, financial situation, career goals, and motivation for training and career change.
21. CSTEC pays training costs which include tuition and the cost of course books. Individuals may apply to the committee for extra materials needed (i.e. drafting paper or special course supplies). If approved by the committee, CSTEC will cover the costs of these extra materials. CSTEC also pays travel costs to training, to a maximum of \$800 per month, day care expenses for dependent children and

relocation reimbursement. CSTECH does not pay UI benefits. These are negotiated with local CEC offices.

22. Job placement services include:
 - free access to phone, photocopier, fax, and word processing on computer.
 - access to data bank of local employment opportunities.
 - resumé kept on file, and submitted to prospective employers, on behalf of the participant, by adjustment committee.
23. Until March, 1992, CSTECH was able to place clients on university courses. In March, Employment and Immigration Canada (EIC) officials directed CSTECH not to place clients in university courses (Report of the Task Force on Labour Adjustment, 1993). This training provision was discontinued because many steelworkers did not make use of it, either because they lacked the academic prerequisites or the interest (Information provided in a telephone interview March 25, 1994 with a senior CSTECH staff person). None of the respondents included in the study's sample attended university training.
24. In 1988 and 1989, CSTECH used outside professionals and consultants to conduct needs assessments and deliver employment counseling in their first four adjustment projects. CSTECH staff were unhappy with the results because consultants' fees were high, few workers enrolled in training, and there appeared to be mistrust of consultants by affected workers (Information provided in personal interviews with senior CSTECH staff January 2, 1994, June 21, 1994 and March 25, 1995).

CHAPTER THREE - REVIEW OF THE LITERATURE

INTRODUCTION

In this chapter, the literature and research pertinent to the study is divided into three main sections. The first section discusses the relevance of a literature review for a naturalistic inquiry. The second section presents a review of relevant theoretical perspectives and the final section discusses the relevance and application of past research to this study.

I. PURPOSE OF A LITERATURE REVIEW FOR A NATURALISTIC STUDY

This dissertation uses naturalistic methods to investigate the questions under study. Before proceeding with a review of the literature that framed the direction of the research study and its focus, the purpose of a literature review for a naturalistic study will be explained. According to Marshall and Rossman (1989):

The literature review serves many purposes for qualitative research. It validates the importance of the study's focus and may serve to validate the eventual findings in a narrowly descriptive study. It also helps develop explanations during data collection and data analysis in qualitative studies that seek to explain, evaluate, and suggest causal linkages among events. In grounded theory development, the literature review provides theoretical constructs, categories, and their properties that are used to organize the data and discover new connections between theory and real-world phenomena.

Glaser and Strauss (1967) suggest the grounded theorist's main goal in developing new theories is their purposeful, systematic generation from the data of social research. Glaser and Strauss (1967) contend that, although verifying is requisite while one discovers and generates theory, it should not become so overriding as to curb generation.

...generation of theory through comparative analysis both subsumes and assumes verifications and accurate descriptions, but only to the extent that the latter are in

the service of generation...discovery gives us a theory that "fits" or "works" in a substantive or formal area (though further testing, clarification, or reformulation is still necessary) since the theory has been derived from data, not deduced from logical assumptions.

Glaser & Strauss, 1967, 28-30.

According to Glaser and Strauss (1967), comparing, contrasting and verifying emerging constructs against previous research and theory is a necessary step along the path to the generation of theory that is "grounded" in the research data. In short, existing theories provide a measure against which to assess emerging constructs and hypothesized relationships that are generated from the data.

II. REVIEW OF RELEVANT THEORETICAL PERSPECTIVES

In trying to determine why individuals reacted and responded differently to the same labor adjustment program and, thus, experienced different outcomes, this study was looking at behavior. The behavioral theories of relevance to the study can be categorized into three groups: theories of individual difference, learning, and motivation.

Theories of individual difference explain individual factors or traits which may account for behavioral variations among individuals. Theories of learning advance explanations which attempt to account for learning or change in individual behavior. Motivational theories identify factors which begin the motivational process or attempt to explain why individuals choose specific behaviors. We shall examine each of these theory groupings to determine the contribution that each can make to our understanding of work-related behaviors.

(a) THEORIES OF INDIVIDUAL DIFFERENCE

Theories of individual difference assume that people differ from each other. Both internal and external factors shape a person's behaviors. Several theories of individual difference are useful for explaining work-related behaviors. These include personality

traits, attitude studies, perceptual and attribution processes, and individual cognitive ability.

(i) PERSONALITY THEORY

One key idea in theories of individual difference is that personality differences sometimes account for behavioral variations (Maddi, 1989). Two personality traits, defined as the basic units or components of the personality, have particular relevance for understanding work-related behaviors. These include self-esteem and locus of control.

Self-esteem is the evaluation that a person makes of himself or herself. Previous research has shown that, unlike people who have low self-esteem, individuals with high self-esteem take risks in job selection and are attracted to higher-status occupations (Ellis & Taylor, 1983). Previous research has also shown that employees with low self-esteem are more influenced by the opinions of others than are individuals with high self-esteem. Employees with high self-esteem also set higher goals for themselves and value goal attainment more than do employees with low self-esteem (Hollenbeck & Brief, 1987).

Locus of control refers to the extent to which individuals believe that they can control events affecting them. Individuals who have a high internal locus of control (internals) believe that their behavior affects the events in their lives. By contrast, individuals who have a high external locus of control (externals) believe that chance, fate, or other people primarily determine the events in their lives.

Evidence suggests that employees with a high internal locus of control are more achievement-oriented, are more active politically and socially, seek information about their employment and personal situations more actively, and are less likely to be influenced by others than are employees with a high external locus of control (Hellriegel, Slocum & Woodman, 1995).

(ii) ATTITUDE STUDIES

Attitudes represent another individual difference that may affect behavior. Ajzen and Fishbein (1980) outlined a model of the attitude-behavior relationship which states that a person's beliefs about specific behaviors affect both attitudes and norms, the rules of behavior that members of a group or society have accepted as appropriate. According to this perspective, behaviors in a work setting are often determined by the individual's attitude toward work or toward the job - referred to as degree of job satisfaction - and his or her perceptions of how co-workers, supervisors, or others expect him or her to act.

(iii) PERCEPTUAL PROCESSES

Individual perceptions may also influence behavior. Of particular relevance is the fact that prior expectations may bias perceptions of events, objects, and people. For example, individual perceptions of a work-related task may be influenced to the degree that a supervisor either supports or does not support the task. Another characteristic of expectancy effects is the self-fulfilling prophecy. Expecting certain things to happen may shape the behavior of the perceiver in such a way that the expected is more likely to occur (Baron et al, 1993).

(iv) ATTRIBUTION PROCESSES

The attribution process is a further individual difference that may influence behavior. According to this perspective, people make attributions in an attempt to understand their own behavior and the behavior of others. These beliefs then influence future performance (Ilgen & Klein, 1988).

In general, people attribute success and failure to four causal factors: ability, effort, task difficulty, and luck. For example, success or failure on the job can be attributed to personal ability, amount of effort expended, nature of work task to be performed (task

difficulty), or circumstances surrounding the task (luck). If failure is attributed to stable causes, such as ability or task difficulty, outcome expectancies drop. On the other hand, if failure is attributed to unstable sources (i.e. bad luck or lack of effort), this has the effect of raising expectancies for subsequent performance. And so, success at a difficult task and failure at an easy task, respectively, maximize and minimize self-esteem because they tend to elicit self-ascriptions (Bandura, 1982).

(v) INDIVIDUAL ABILITIES

Finally, individual cognitive abilities may also affect behavior. Vroom (1964) indicated that when motivation is low, both low- and high- ability individuals demonstrate similar low levels of performance. However, when motivation is high, performance variability due to individual differences in ability is more evident. Vroom, therefore, concluded that enhancing task motivation should exert a beneficial effect on job performance among individuals of both low and high ability. According to Vroom, when task motivation is high, the role of abilities in determining individual differences of performance should be more pronounced. High-ability persons should show a proportionately greater performance improvement from an increase in motivation than low-ability persons (Campbell & Campbell, 1988).

SUMMARY

In an effort to explain behavioral variations, theories of individual difference isolate and examine individual factors which may explain behavioral variations among people. Although these theories often fail to fully account for the persistence and maintenance of behavior and may be too general to fully account for changes in emotional states and spontaneous behaviors that may contradict expected behavior patterns (Kanfer, 1990),

they often have important implications for work-related behaviors. For example, knowledge of individual differences provides program managers, administrators and employees with valuable insights into behavior. More importantly for this study, however, this knowledge can often be used to diagnose work-related events and situations (Hellriegel, Slocum & Woodman, 1995). In fact, this thesis recommends that , self-esteem, locus of control and individual cognitive abilities be included in CSTECS's needs assessment process because these factors sometimes influence the degree to which individuals can successfully make use of CSTECS's program.

(b) LEARNING THEORIES

In contrast to theories of individual difference, learning theories attempt to explain behaviors as a result of learning, growth, or change. Learning is defined as a relatively permanent change in the frequency of occurrence of a specific individual behavior (Knowles, 1990). The three learning theories that have been applied to the work setting are classical conditioning, operant conditioning, and social learning.

(i) CLASSICAL CONDITIONING

According to the theory of classical conditioning, individuals learn reflex behaviors. A reflex is an involuntary response that is not under an individual's conscious response. For example, employees who associate the sound of a whistle with quitting time and feelings of contentment would eventually experience happiness at the sound of any whistle.

(ii) OPERANT CONDITIONING

Unlike classical conditioning, B.F. Skinner's theory of operant conditioning requires an active participant. The individual's response is instrumental in gaining a stimulus that

reinforces him or her. For example, the individual will actively repeat a specific behavior that elicits primary reinforcers, like food or water or secondary reinforcers, like money. Learning occurs because of the consequences that follow specific behaviors (Knowles, 1990). Payment for work performed is an example of operant conditioning in an employment setting.

Positive reinforcement increases a desirable behavior because the individual is provided with a desirable outcome after performing the behavior; negative reinforcement also maintains the desirable behavior by stopping an unpleasant event when the desirable behavior occurs.

(iii) SOCIAL LEARNING

Bandura's social learning theory maintains that most human behavior is learned observationally through modeling. From observing others one learns how new behaviors are performed and, on later occasions, this information serves as a guide for action. Motivational processes dictate that individuals are more likely to adopt modeled behavior if it results in outcomes they value than if it has unrewarding or punishing effects.

Social learning theory argues that, in the course of enacting modeled behaviors, efficacy expectations develop. An efficacy expectation is the conviction that one can successfully execute the behavior required to produce the outcome (Gist, 1992). Efficacy expectations determine how much effort people will expend and how long they will persist in the face of obstacles. The stronger the efficacy, the more active the efforts.

According to social learning theory, selecting appropriate models for employees to observe and rewarding employees for learning desired behaviors should increase the likelihood of desired behaviors. Rewards might include salaries, bonuses, improved working conditions, verbal approval, and positive feedback.

SUMMARY

The application and relevance of classical conditioning is limited because it is most amenable to experimental manipulations in carefully-controlled laboratory settings, a fact which complicates generalizations to field settings (Goldstein, 1974). The concepts of reinforcement have more relevance for explaining work-related behaviors.

However, social learning, with its emphasis on self-efficacy expectations, is one of the most relevant learning theories for predicting behavior. For example, if individuals have high self-efficacy and believe themselves capable of performing the task at hand, they will likely execute the behaviors necessary for task accomplishment. By contrast, individuals with low-self efficacy will probably resist performing behaviors they believe themselves incapable of performing. As will be illustrated later in this paper, differing levels of self-efficacy among CSTECH program participants often predicted, to some degree, training and re-employment outcomes.

WORK MOTIVATION

Motivation represents the forces, both external and internal, acting on a person that cause the person to behave in a specific, goal-directed manner (Hellriegel, Slocum, & Woodman, 1995).

Motivational theories are generally categorized as either content or process theories. Content theories of motivation try to explain the factors that energize, direct, and maintain behavior. By contrast, process theories of motivation try to explain how personal factors interact to produce certain kinds of behavior.

Three content theories of motivation that are relevant for employment settings are Maslow's hierarchy of needs, Alderfer's ERG theory, and Atkinson's and McClelland's achievement motivation theories. Three process theories of motivation that try to explain

work-related behaviors are expectancy theory, goal-setting theory, and the cognitive theory of self-regulation. These motivational theories are summarized in Figure 3-1.

**FIGURE 3-1
THEORIES OF MOTIVATION**

CONTENT THEORIES OF MOTIVATION	PROCESS THEORIES OF MOTIVATION
- identify particular factors that begin the motivational	- try to explain why people choose particular behaviors.
(1) Needs Hierarchy Theory - Maslow	(1) Expectancy Theory - Vroom, Lewin
(2) ERG Theory - Alderfer	(2) Goal Setting Theory - Locke & Latham
(3) Achievement Motivation Theory - Atkinson, McClelland	(3) Cognitive Theory of Self-Regulation - Bandura

CONTENT THEORIES OF MOTIVATION

(i) NEEDS HIERARCHY THEORY

Maslow conceptualized behavior as being directed toward the satisfaction of unmet needs. Maslow's needs were ordered along a hierarchy which included five core needs: physiological, security, affiliation, esteem, and self-actualization. According to Maslow, lower-order physiological, security and affiliation (friendship, love, belonging) needs must be satisfied before higher-order needs for esteem (recognition) and self-actualization can be satisfied. Unsatisfied needs cause an internal state of tension, leading to behaviors to reduce the tension. When the need is satisfied tension is reduced, thus lessening the motivational potency of that need. Another need then takes primacy.

According to this theory, it is important to provide opportunities for employees to satisfy higher-level needs in the workplace. Altering job design, either by introducing team-work or providing opportunities to learn new work-related or multiple tasks often satisfies employees' higher-level needs (Betz, 1984).

(ii) ERG THEORY

Like Maslow, Alderfer's ERG theory assumes that individuals have core needs they strive to meet. However, unlike Maslow, Alderfer posited that all people have three core needs: existence needs (i.e. food, water); relatedness needs (i.e. interpersonal relationships); and growth needs (i.e. opportunities for personal development). The theory is based on the premise that, as a person fulfills the more concrete aspects of need, more energy becomes available to deal with the less concrete, more personal and more uncertain aspects of living (Alderfer 1969, 147). For both Maslow and Alderfer, needs provide basic motivational elements.

Like needs hierarchy theory, ERG theory suggests that a person progresses up the needs hierarchy by satisfying each set of lower level needs. However, ERG theory suggests that a frustration-regression process is also at work. For example, if an individual is continually frustrated in attempts to satisfy growth needs, relatedness needs will re-emerge as a significant motivator. The individual will return to satisfying the lower-level relatedness need instead of attempting to satisfy growth needs, and frustration will lead to regression (Hellriegel, Slocum, & Woodman, 1995). Like needs hierarchy theory, ERG theory suggests that employees should be encouraged, as much as possible, to satisfy their higher-level needs in the workplace.

(iii) ACHIEVEMENT MOTIVATION THEORY

Atkinson's theory of achievement motivation states that achievement behavior

results from an emotional conflict between hopes for success and fears of failure. Atkinson postulates that individuals high in need for achievement are better able to delay gratification than are individuals low in need for achievement because individuals high in achievement needs are conceptualized as "hope" rather than "fear" oriented. In addition, Atkinson contends that individuals high in achievement needs take personal responsibility for success and generally perceive themselves as high in ability.

David McClelland concluded that high achievers share three major characteristics. First, high achievers like to set their own goals. They tend to seek advice only from experts who can provide necessary knowledge and skills. Second, high achievers avoid selecting extremely difficult goals. They select as difficult a goal as they think they can attain. And third, high achievers prefer tasks that provide immediate feedback so that they know how well they are doing.

According to achievement motivation theories, it is important for employees to learn to set realistic work-related goals and receive pertinent and timely feedback so that they can modify their behavior accordingly. These theories also suggest that high achievers should be identified so that work-related tasks can be redesigned to meet their needs, with resulting improvements in individual productivity levels.

SUMMARY

Previous research has called into question some of the assumptions made by content theories of motivation. For example, prior research has shown little evidence for the distinct needs that are postulated to exist for all people. Moreover, the hypothesized process for the activation and deactivation of needs has not been well supported (Lee et al, 1989). Nevertheless, theories of achievement motivation may be particularly relevant for explaining behaviors in achievement-related settings such as training. This study suggests that program participants who are high in need for achievement often exhibit

higher motivation for CSTECH-sponsored training which accounts, in part, for their achievement of better training outcomes, relative to individuals who demonstrated low motivation for training.

PROCESS THEORIES OF MOTIVATION

(i) EXPECTANCY THEORY

Expectancy value theories maintain that people choose tasks and/or effort levels they believe will result in desired outcomes (Ilgen & Klein, 1988). Motivation and behavior are determined by the strength of the belief that the action will lead to certain outcomes (expectancy), by the strategies required to achieve those outcomes (instrumentality) and by the value of these outcomes (valence).

Vroom outlined a behavioral choice model that defined behavior as resulting from the effort or performance needed to attain a desired outcome. According to Vroom, individuals who believe that effort will result in valued outcomes will demonstrate high motivation to achieve those outcomes.

Lewin outlined a variant of expectancy-value theory. According to Lewin, an individual adjusts the level of future performance in a familiar task according to the level of past performance required for the same task. Thus, past difficulty at a task will lower expectations and effort for that same task. Conversely, past success raises expectations for similar tasks.

According to this perspective, CSTECH program participants who know what is expected of them should demonstrate higher motivation for goal achievement than those whose expectations are unclear. In fact, this proved to be the case. Individuals who expected that they could master the training content in CSTECH's Worker Adjustment Program often enjoyed more successful training and re-employment outcomes than those who had low expectations of training.

(ii) GOAL SETTING THEORY

Locke was not concerned with needs or values as a determinant of behavior, but on the use of goal setting as a means to focus individual behavior. Goals direct behavior, provide standards for assessment, justify activities, and organize behavior. In short, goals are motivators. For example, employees who strive to achieve specific goals are likely to work more effectively and energetically than are employees with unclear or no goals. Goals direct attention and action and mobilize effort in proportion to perceived requirements of the goal (Locke, 1968).

Locke and Latham (1990) developed a model of individual goal setting. According to their model, a goal should be challenging, but not so easy or so difficult that it affects motivation. If it is to be useful in directing effort, a goal should also be clear and specific. Challenging, clear goals lead to higher performance than do vague or easy goals (Locke & Latham, 1990).

According to this model, several factors moderate goal-directed behavior. The first of these, individual ability, affects goal-directed performance because performance levels off when an individual reaches the limits of his or her ability.

Degree of goal commitment also affects performance. Expected rewards play an important role in goal commitment. For example, the greater the extent to which employees believe that positive rewards depend on achieving goals, the greater the goal commitment (Brett, Cron & Slocum, 1995).

Feedback that provides information about the degree of an employee's goal achievement can also influence degree of goal commitment because it gives an external means of measuring performance (Chowdhury, 1993).

Finally, task complexity can also moderate performance. For long-term or distant goals, the individual must decide how much energy to expend in goal attainment and

when to expend that energy. The process is much less complicated for short-term or more immediate goals.

Locke and Latham include direction, effort, and persistence as mediators which are important for goal attainment. Behaviors which are directed toward the goal, combined with sufficient effort and persistence, are likely to result in goal attainment.

According to this perspective, work-related goals must be clear, must not be so challenging or easy that they discourage performance, must be accompanied by periodic feedback on goal progression, and employees must be encouraged to direct behaviors, effort, and activities toward those goals.

(iii) SOCIAL COGNITIVE THEORY OF SELF-REGULATION

In social cognitive theory of self-regulation, human behavior is motivated and regulated by the ongoing exercise of self-regulation (Bandura, 1991). Self-regulative mechanisms operate through three principle subfunctions: behavioral self-monitoring; judging one's behavior in relation to personal standards and environmental events and circumstances; and self-reaction (Bandura, 1991).

When people attend closely to their performances, they set themselves goals of progressive improvement. Bandura (1991) argues that the motivational effects do not stem from the goals themselves but rather from the fact that people evaluate their own behavior. People also form personal standards partly on the basis of how others in their lives react to their behavior. Finally, Bandura contends that both internal and social standards serve as the basis for regulating one's conduct. People behave in ways that give them a sense of self-satisfaction and self-respect and they refrain from transgressing behavior because it would give rise to self-reproach.

SUMMARY

All of these process theories of motivation are based on the dubious assumption that individuals make completely rational evaluations of effort, performance, and outcomes. For example, if expectancy theories are to accurately predict behavior, there must be a strong perceived expectancy between effort and performance (Ilgen & Klein, 1988) and the outcomes must be highly valued by the individual. Moreover, expectancy theories focus only on individual expectancies for specific behaviors in specific situations. They do not account for individual behavior in response to a pattern of events, or to changes in behavior that occur when expectancies have not changed (Atkinson & Birch, 1970).

Bandura himself admits that success in self-regulation partly depends on the quality of self-monitoring. When the quality of self-monitoring is unknown, the power of self-regulation to predict behavior is diminished.

Despite the aforementioned drawbacks, however, this thesis suggests that goal-setting, particularly as regards training and re-employment, is crucial for successful adjustment outcomes. In this study, individuals who had clear goals experienced better outcomes than individuals who had unclear goals.

Results from this study indicate that the aforementioned behavioral theories can be used, in varying degrees, to both predict and improve adjustment program outcomes. In fact, it will be suggested that incorporating a variety of behavioral approaches into adjustment program needs assessment and counseling processes can significantly improve adjustment program effectiveness and efficiency.

We now turn from the theories themselves to prior research into adjustment program components and processes. In trying to discover the psychological and social impacts of program participation, this study was also evaluating CSTECC's Worker Adjustment Program. Patton (1980) writes that qualitative evaluation studies should include an

analysis of major program components and processes because previous research can often aid understanding of specific program components and processes

III. RELEVANCE AND APPLICATION OF PAST RESEARCH TO THIS STUDY

CSTEC's labor adjustment program comprised five distinct components. This section of the literature review will discuss the relevance and application of past research to each of these components, under five headings as follows:

- (1) The initial information meeting;
- (2) Needs assessment by the HEAT team;
- (3) Support services which consist of relocation assistance, referrals to outside agencies for personal and family counseling and support groups such as job bank services;
- (4) Group seminars in the areas of establishing career goals, conducting a job search, financial planning and establishing a small business; and
- (5) Training which includes motivation to learn as an antecedent to successful training and the application of process theories to the transfer of trained knowledge and skills to the work setting.

(a) THE INITIAL INFORMATION MEETING

If possible, following notification of plant closure, CSTEC staff arrange an information meeting for affected workers. Ideally, the meeting is held after workers have received advance notification of plant closure but before they have been laid off.

(i) ADVANCE NOTICE

Workers at two of the four closures sites in this study received two months advance

notice of layoff. In these two cases, the initial information meeting was held during the notice period.

In a recent study, Nord and Ting (1991) discovered that advance notification of layoff was effective in reducing re-employment earnings losses and the probability of post-displacement when it was given at least two months before the plant closing. However, in a related study, Addison and Fox (1993) found that part of that which has been attributed to advance notice, and in particular the interval of notice, may reflect the impact of other forms of re-employment assistance jointly provided with explicit notice. The authors suggest that beneficial effects may hinge on other forms of re-employment assistance and differences in the quality of the group receiving notice.

Data from these studies suggest that, while outcomes may be more positive for individuals who attend the information meeting during the notice period, outcomes may also depend on individual receptivity to information provided and individual willingness to access other forms of re-employment assistance. Data analysis in this dissertation revealed that both of these factors did, in fact, contribute to adjustment outcomes.

(ii) REACTION TO INITIAL INFORMATION MEETING

During the initial information meeting, workers receive an overview of CSTECS's program goals and components. In particular, training is stressed as an effective strategy to secure satisfying re-employment.

Hicks and Klimoski (1987) discovered a significant, positive relationship between training outcomes and training entry processes. Individuals who received a realistic preview of the training program showed greater commitment to attend training, demonstrated higher levels of motivation to learn the course content and expressed greater levels of training satisfaction than did individuals who received no preview of the training program. According to this research, motivation levels for training may be

affected to the extent that individuals either accept, or reject the realism of the training preview.

Data analysis revealed that, for some program participants - and particularly those high in need for achievement - CSTECS's emphasis on training set up the conditions for a self-fulfilling prophecy. For example, training is stressed, which sometimes increased individual training expectations which were reinforced during the initial meeting. Remember that expecting certain things to happen may shape the beliefs of the perceiver in such a way so that the expected is more likely to occur (Baron et al, 1993).

(b) NEEDS ASSESSMENT BY THE HEAT TEAM

The HEAT interview was designed to provide needs assessment for affected workers. The overall purpose of the assessment is to increase motivation for program participation by helping individuals explore and decide on career goals. During the needs assessment, training is stressed as an effective way to pursue career goals. In some cases, the conditions for a self-fulfilling prophecy were established during the HEAT interview, particularly for individuals who already possessed some interest in training for re-employment outside the steel industry..

McGehee and Thayer (1961) list person analysis during needs assessment as one of the components necessary for the determination of training needs. According to McGehee and Thayer (1961), person analysis is concerned, first, with determining how well a specific employee is carrying out his or her job tasks. Second, it is concerned with determining what skills must be developed, what knowledge acquired and what attitudes engendered to meet the requirements of a future job. The authors maintain that inclusion of both steps in the needs assessment process helps ensure training that is targeted to specific goals and tailored to individual needs.

A study of need assessment processes for job retraining showed that supervisors

tend to project their own needs when asked to identify the needs of their subordinates (McEnery & McEnery, 1987). The authors, therefore, conclude it is important to conduct needs assessments that allow an individual's participation in the identification of his or her own needs because such assessments are likely to produce identification of needs with which the individual concurs.

Data from this study suggest that prior expectations or opinions that individuals hold about each other may influence the needs assessment process. For example, in some cases, HEAT team members had worked with CSTEAC adjustment program participants. When evaluating needs during the HEAT interview, therefore, the judgments of HEAT team members were sometimes colored by their prior conceptions of the individual. CSTEAC's program tried to circumvent this situation by having individuals self-identify needs. However, in some cases, individuals did not have the skills necessary to do so.

(i) REACTION TO NEEDS ASSESSMENT

Noe and Schmitt (1986) discovered a significant, positive relationship between reaction to skill assessment and reaction to training. Trainees who react positively to the needs assessment procedure were more likely to be satisfied with the training program content than were trainees who disagree with the assessment of their skill needs.

CSTEAC program participants are required to research their own career options and devise a plan to realize their individual goals. This program requirement is based on findings in applied behavioral science research that show individuals to be committed to a decision or activity in direct proportion to their participation in or influence on its planning and decision-making. The reverse is even more relevant; people tend to feel uncommitted to any decision or activity that they feel is being imposed on them without their having a chance to influence it (Knowles, 1990).

Data from this study suggest that reaction to needs assessment is very important for career exploration and motivation. For example, CSTECH program participants who reacted positively to and concurred with their needs assessment generally experienced more positive program outcomes than those who were disappointed with or angry about the needs assessment process. It will be shown that individual differences, including self-esteem, locus of control, and individual cognitive abilities often affect the ability of program participants to research career and training options, with resulting implications for training motivation levels.

(ii) VARIATIONS IN PERSONAL AND SITUATIONAL FACTORS

Intervening variables may affect the way assessment feedback is perceived, with resulting impacts upon effectiveness (Noe, 1986). In the research literature, there has been speculation about the influence of intervening variables on reaction to needs assessment and motivation for training. For example, Noe (1986) hypothesized that credibility of the source, usefulness of the message and level of detail of the information provided are important determinants of whether feedback is perceived as positive or negative, is accepted and motivates the individual to change behavior. Other authors (Mathieu, Tannenbaum and Salas, 1992; Noe, 1986) hypothesize that individuals who report high levels of career planning and job involvement will also report high training motivation.

Data from this dissertation indicate that, particularly for individuals high in need for achievement, credibility of the source and level of detail provided were important determinants of the usefulness of the needs assessment process. In fact, these factors were so important that, after disappointing interviews with the HEAT team, some individuals actively sought professional guidance from community employment counselors.

(c) SUPPORT SERVICES

CSTEC's Worker Adjustment Program includes support services such as relocation assistance, referrals to outside agencies for counseling, and job banks. Previous research findings have shown that personal social support mitigates the depressing emotional effects of the job search process (Vinokaur & Caplan, 1987). The same study demonstrated social support and intention to be the main determinants of job-seeking behavior.

However, other studies have questioned the utility of social support in organizational settings. Leana & Feldman (1990) found largely non-significant results for support services offered as part of corporate assistance programs. The authors suggest that governmental interventions in the form of job creation and economic development efforts may be more critical than retraining programs or social support assistance. Liem and Liem (1988) found that resistance to seeking out and using professional human services was dictated by the perception that receiving help would require acquiescing to dependency and defeat.

Data from this study indicate the social supports provided in CSTEC's program were often ineffective. Relocation assistance was not used by the participants in the sample. CSTEC seminars often did not present the kind of information deemed useful by program participants. However, the data also show that CSTEC program participants actively sought support. Some sought the assistance of professional employment counselors; others relied on family and friends for advice; still others turned to CSTEC staff for guidance and support.

(d) GROUP SEMINARS

Group seminars, including exploring career goals, conducting a job search, financial planning and starting a small business, were included in CSTEC's program. Findings in

applied behavioral research indicate that the unemployed often lack knowledge of services that are available because many seek support through family and friends (Beckett, 1988; Drennan, 1988). CSTECS seminars were included to provide the necessary adjustment and employment services.

Although CSTECS seminars were well attended, many participants judged them to have minimal influence on their adjustment process. Some judged their brevity to be an indication of poor quality. Others felt them to be simplistic, or irrelevant to their situation.

(e) TRAINING - MOTIVATION TO LEARN

Noe and Wilk (1993) and Nordhaug (1989) have shown motivation to learn to be an important antecedent of effective training. Motivation to learn can be described as a specific desire on the part of the trainee to learn the content of the training program. Among trainees, motivation to learn may be influenced by locus of control, expectancy beliefs, need for achievement, goal setting, self-efficacy expectations, and/or factors in the external environment (Peters et al, 1982).

(i) LOCUS OF CONTROL

Previous research has shown that a strong internal locus of control significantly increases the perception of a link between effort and performance, and between effort and outcome (Broedling, 1975). Although locus of control has no effect on an individual's tendency to take personal credit for success, locus of control does cause a difference in the event of a failure: the greater one's internal locus of control, the more one attributes that failure to self (Rotter, 1966; Davis & Davis, 1971). Like individuals high in need for achievement, internals generally accept more responsibility for both success and failure than externals.

Evidence indicates that internals control their own behavior better than externals, often appear more achievement oriented than externals, and prefer a less structured, directed style of supervision (Lefcourt, 1992).

Although the HEAT team did not specifically test for locus of control (see Appendix B), locus of control can be inferred from the behavior of study participants. For example, in this study some program participants (internals?) assumed personal responsibility for program performance and outcomes. Their outcomes were more positive than those individuals (externals?) who did not take personal responsibility for program performance. According to the I-E research, one might also speculate that externals are more likely to be found among lower-status employees and internals are more likely to be found among union leaders and supervisors. Indeed, this was one factor which appeared to influenced outcomes, to some degree, among the study sample in this dissertation. Union leaders all experienced positive outcomes; lower-status employees often did not.

(ii) EXPECTANCY BELIEFS

Noe and Schmitt (1986) discovered trainees' beliefs that they can learn the material presented in the program and that desirable outcomes will result from skill and knowledge acquisition to be important antecedents of motivation to learn and motivation to transfer learned skills. Moreover, expectancies have been shown to generalize to work situations that are perceived as related or similar to the training environment.

Again, data from this dissertation indicate that, to the extent CSTECH program participants perceived a positive relationship between effort, training performance and desired outcomes, motivation to learn was affected, with resulting outcome variations. Employment outcomes were particularly positive for individuals who trained for specific jobs outside the steel industry and found employment in the trained field.

(iii) NEED FOR ACHIEVEMENT

McClelland outlined strategies for increasing trainees' desire to achieve. These include arranging tasks so that individuals receive periodic feedback about their performance, providing good role models of achievement, helping individuals modify self-images, and assisting individuals in setting realistic goals when necessary. Data from this dissertation indicate that, particularly in academic upgrading programs where many of these techniques were used, motivation levels increased. By contrast, many of the vocational training programs in this study did not include these components. Thus, motivation levels were not affected and individuals sometimes experienced poorer outcomes during vocational training than had been the case when they participated in academic upgrading programs.

(iv) GOAL SETTING

Previous studies indicate support for Locke's basic thesis that individuals who adopt difficult and specific goals outperform individuals who adopt general goal assignments (Latham & Lee, 1986; Locke et al, 1981). Research evidence shows that individuals who set high goals have higher self-efficacy than those who set lower goals (Mathieu et al, 1993). Latham and associates (1988) also found that goal commitment and task performance are enhanced when individuals have high self-efficacy for task success and perceive the person who assigns the goal in a positive light.

CSTEC staff tried to enhance the program's legitimacy by encouraging union endorsement of the program and by including former steel-industry personnel in the HEAT team. In some cases, CSTEC program participants who accepted the legitimacy of these program components and believed themselves capable of learning the training content set higher goals, with resulting impacts on motivation to learn.

Hollenbeck and Klein (1987) identified several situational factors that influence one's goal commitment: social influence, supervisor supportiveness, public declaration of a specific goal, task complexity, reward situation and existing competition. The same study identified the following personal traits as factors that directly affect goal commitment: need for achievement, endurance, type A personality, organizational commitment, job involvement, ability, past success, self-esteem and locus of control.

Committee co-chairs and Action Centre staff were included in CSTEAC's Adjustment Program, in part, to encourage individuals to set goals and participate in the program. Goal setting theory suggests that, to the extent CSTEAC program participants accept these organizational supports, goal setting will be encouraged. However, research has shown goal effects to be weak for complex activities (Wood et al, 1987). Moreover, as Hollenbeck and Klein (1987) demonstrate, goal setting will likely be moderated by some or all of the personal factors listed previously.

Latham and Saari (1979) discovered no significant difference in performance between those with assigned and participatively-set goals. The authors conclude that, although participation by itself seemed to have no direct effect on motivation, participation in goal setting can have effects to the extent that it increases understanding of task requirements or promotes the development of strategies for goal attainment (Latham & Saari, 1979).

By contrast, a more recent study showed that positive goal commitment is more likely if employees participate in goal setting (Hollenbeck, Williams, & Klein, 1989). Expectations have also been shown to play an important role in degree of goal commitment. The greater the extent to which individuals expect positive rewards to be contingent upon achieving goals, the greater their goal commitment (Brett, Cron & Slocum, 1995).

The majority of CSTECS's program components require individuals to participate in setting goals. Program participants are required to research their own career options and, with support and advice from committee co-chairs, HEAT team members or Action Centre staff, decide on a course of action that makes sense to them. Data from this dissertation indicate that goal-setting is crucial for program success. Individuals who actively explored careers and set realistic career goals demonstrated high motivation for training, with resulting positive training and re-employment outcomes. By contrast, individuals who were confused about their training and career goals experienced more negative training and re-employment outcomes.

(v) EFFICACY EXPECTATIONS

Social learning theory maintains that learning has the power to change self-efficacy beliefs and, thus, has particular relevance for training situations. Previous research has shown self-efficacy to be related to performance in computer software training (Gist et al, 1989), performance in interpersonal skills training (Gist et al, 1991), choice of goal level (Gist et al, 1991), decision to adopt an innovation (Hill, Smith & Mann, 1987) and attendance at the work site (Frayne & Latham, 1987). Moreover, self-efficacy levels at the conclusion of training have exhibited significant correlations with post training transfer to work situations (Mathieu et al, 1992).

Gist (1992) outlines three strategies for changing self-efficacy beliefs in training situations. These include providing information concerning task attributes, task environment and the ways to best control these factors, providing training to improve individual understanding of how to use abilities successfully in performing tasks, and improving individual understanding of behavioral, analytical and psychological performance through the use of modeling, feedback and persuasion.

Data from this thesis indicate that certain adjustment program participants do need assistance and guidance to increase their self-efficacy expectations and secure positive program outcomes. Thus, increasing self-efficacy for particular adjustment program participants is included as a program recommendation

(vi) FACTORS IN THE EXTERNAL ENVIRONMENT

Previous research (Peters et al, 1982; Ford et al, 1992) has shown that trainees' perceptions of task constraints such as lack of equipment, financial resources or opportunity to performed trained tasks may reduce motivation to learn new skills or apply the skills acquired in training. These studies suggest that, to the extent that individuals are not frustrated by lack of resources and/or materials, motivation to learn should increase, with resulting effects on program outcomes.

Choice to attend training has also been shown to affect conditions for learning (Baldwin et al, 1991; Hicks & Klimoski, 1987). Hicks and Klimoski (1987) found that choice to attend training exerted a stronger positive effect on training outcomes than type of prior information. In a related study, Baldwin, Magjuka and Loher (1991) discovered it was better to offer no training choice than to deny individuals access to their chosen program. People who were denied their choice of training showed lower levels of motivation to learn and expressed lower levels of motivation to participate in training than did those who received no choice of training. Finally, Mathieu et al (1992) discovered that self-assignment to training, combined with high levels of training motivation, resulted in positive reactions among trainees.

Data from this dissertation generally support these research findings. Individuals who were denied their choice of training programs did exhibit significantly lower levels of motivation for training participation than those who receive their choice of training. In addition, individuals who did not have access to sufficient resources during training also

exhibited lower levels of motivation for training than did those who had access to the necessary resources.

**(e) TRAINING - THE APPLICATION OF PROCESS THEORIES OF
MOTIVATION**

Process approaches focus on instruction in how to maintain and generalize learning; trainee self-directed behavior is promoted as a way of facilitating the transfer of training. Two process approaches designed to facilitate training transfer have appeared recently in the industrial-organizational (I-O) literature. These approaches include self-management training (Marx, 1982; Frayne & Latham, 1987;) and goal-setting training (Wexley & Baldwin, 1986).

(i) SELF-MANAGEMENT TRAINING

Self-management training is training in a variety of techniques to maintain trained behavior and overcome obstacles. The techniques used depend upon the relapses experienced by trainees. Marx (1982) developed a model which outlines the importance of having coping responses in the repertoire of managers to prevent relapses in their learned behavior. Marx (1982) made managers aware of the relapse process. He also had them diagnose situations likely to sabotage their efforts at maintaining the new learning. For example, if one of the problems facing managers is time pressure which results in stress, then time management skills are taught as a coping response. According to Marx (1982), coping responses result in increased levels of self-efficacy and decreased probability of relapse.

Frayne and Latham (1987) obtained significant effects for self-management training on job attendance at three, six, nine and twelve month intervals after training completion.

Manz and Sims (1980) found a significant, positive relationship between self-management and the achievement of organizational goals.

(ii) GOAL-SETTING TRAINING

In goal-setting training, trainees are encouraged to set specific goals that will help them maintain and generalize the material they have learned during training.

Wexley and Baldwin (1986) compared the effectiveness of goal-setting and self-management training in facilitating the transfer of learned skills. They discovered both assigned and participative goal setting to be superior to self-management training for inducing the maintenance of behavioral change over a two month period (Wexley & Baldwin, 1986).

Although these training methods have been contrasted with respect to the maintenance of learned behaviors over time, the effects of each method on the generalization of trained behaviors beyond the training context remain untested.

CSTEC's program does not specifically include either of these transfer approaches. However, a number of committee co-chairs reported that they included self-management and goal-setting techniques in an informal way. In this study, the data indicated that including these transfer techniques in the program's design, albeit in an informal capacity, did not significantly alter individual program outcomes.

CONCLUSION

The training, industrial-organizational, social support, learning, and motivational literatures provide differing and sometimes competing explanations for the processes and factors most likely to influence adjustment and training outcomes. Despite past research, however, little is known about how unemployed individuals define adjustment situations and contest their status (Liem & Liem, 1988). Equally little is known about the kinds of

programs and services most likely to assist the unemployed in their struggle (Leana & Feldman, 1990). We need to peer into the "black box" that constitutes the job loss, adjustment and training processes. This study represents one step in that direction.

CHAPTER FOUR - METHODOLOGY

INTRODUCTION

This chapter looks at methodology under four separate headings. The first section outlines the research, and why a qualitative methodology was utilized. The second section explains the application of qualitative methods in the study including site selection, sample selection, data collection techniques, analysis procedures and ethical considerations. The third section discusses trustworthiness as it applies to this study. The final section outlines the strengths and limitations of the research methodology.

I. THE RESEARCH QUESTIONS: CHOICE OF METHODOLOGY

The final focus of this study included several research questions which were used to guide data collection. The research questions were:

- (1) Does CSTECS's Worker Adjustment Program exert any psychological or social influences upon participants and, if so, what are these influences?
- (2) To what extent is CSTECS's Worker Adjustment Program successful or unsuccessful relative to re-employability?
- (3) If CSTECS program participants experience psychological or social impacts, do they influence individual ability to find employment and/or do they affect the kind of employment that is found?
- (4) What other areas of program participants' lives are affected by psychological or social program influences?
- (5) What program components exert these impacts?

This study required a qualitative perspective. The field of psycho-social outcomes resulting from adjustment programs was relatively new, unexplored and unknown. Thus, the study's purpose was to generate new knowledge, new ideas, and new theory.

Qualitative methods are exploratory, used when one enters an unfamiliar social system. Because adjustment processes and the culture in steel were relatively unknown to the researcher, qualitative methods seemed appropriate for the culture under investigation.

Qualitative research is used where the focus is on identifying new concepts and formulating hypotheses.¹ Again, because adjustment processes - the area under investigation - were not well-understood, qualitative methods were well-suited to the research purposes.

Qualitative methods are based on inductive logic. The process is from a particular social reality to a general social theory. Qualitative methods assume that human experiences are dynamic rather than static, and are constantly changing and evolving. Thus, the objective is to understand and so describe the subjective meaning of events as experienced by involved individuals and groups.

Qualitative research methods are designed to provide a holistic understanding of their subject matter by focusing on the subjective meanings of events to involved individuals and groups. In order to generate new knowledge then, this study sought a holistic understanding of adjustment processes and their psycho-social effects by looking at the adjustment process through the experiences of the participants.

The logic process of qualitative methodologies is inductive. This study sought to use inductive logic as a means to theorize about general relationships through the experiences of a small group of twenty-four individuals.

Qualitative research has, as a major characteristic, a strong emphasis on grounded theory. Grounded theory is a naturalistic inquiry into naturally occurring social situations. It is an inductive logic approach where the general theory is developed from the specific situation, or specific data.² It should be noted that, although a priori theory is excluded

on the grounds that such preconceptions would limit or bias the researcher's perceptions, the analyst is expected to be familiar with, and to build on past research. Two qualitative researchers comment on the use of theory in qualitative research thus:

The researcher needs a set of assumptions as a starting point to guide what he does or to serve as a check on observations and insights...

Knowles, 1990, 121.

Most researchers use theory to guide their own work, to locate their studies in larger theoretical traditions, or to map the topography of the specific concepts they will explore in detail.

Marshall & Rossman, 1989.

In short, the researcher is expected to use intuition and logic from experiential knowledge, in combination with existing academic research, to redefine the theoretical framework of the research questions.

One of the strengths of this approach is that it is responsive to information emerging from the data. Thus, the researcher begins with minimal design and develops the design in response to the data as the inquiry progresses. Initially, plans are for the research design to emerge over the course of the study because too little is known about the subject matter to allow for any such preplanning.

Initially, the focus was on the training component of the adjustment program, and how and why it generated negative and positive psychological and social outcomes. As the data were collected, however, it became apparent that individual needs and motivations were also important factors. Further analysis indicated that, even though success in training programs did generate positive psycho-social outcomes, these outcomes were transitory. These transitory psycho-social effects were rendered permanent only by a subsequent successful employment outcome. The use of qualitative methods allowed the research design and research hypotheses to emerge and change as the data were collected.

II. APPLICATION OF METHODOLOGY

(a) SITE SELECTION

The study was conducted in one large city in southern Ontario. Four separate plant closure sites were selected for inclusion in the study. The four sites were selected for two main reasons. First, although social culture was held constant (all study participants were unemployed steelworkers), the four sites encompassed a rich mixture of relevant features. Each of the plants exhibited characteristics that the researcher wanted to investigate. For example, the workforce at each plant differed in terms of skill levels, average length of tenure, average age, literacy levels and closure experiences. The nature of the closures also differed. Two of the plants provided advance notice of layoff while two others closed as a result of abrupt bankruptcies. Finally, the four plants closed in three different years. These varying characteristics allowed the researcher to examine the impact of CSTECC's Worker Adjustment Program on different kinds of workforces, in different kinds of closure situations, in different years and at different points in CSTECC's organizational development

Second, because data on each closure situation were stored at one main office, called an Action Centre,³ access to pertinent information was simplified. Moreover, the researcher needed only devise an appropriate role to maintain continuity of presence for as long as necessary (Marshall & Rossman, 1989) in one setting. Finally, because committee co-chairs from each of the four sites were available at the Action Centre, the researcher was able to collect important information from committee members in one setting. In short, the researcher selected the four sites because information and personnel relevant to each of the four closure situations were located in one setting, thus simplifying the process of data collection.

(b) SAMPLE SELECTION

Before developing a sample of study participants, a wide and intensive data collection process was undertaken so as to develop a holistic⁴ understanding of CSTECS's adjustment program. Such understanding allowed the researcher to choose a rich sample mix that maximized variations.

For example, interviews with CSTECS Board and staff members yielded information on program policies, relationships with community and government adjustment personnel and overall program goals. And, for comparative purposes, interviews with federal and provincial adjustment program officers provided information on government adjustment models.

Observations and interviews with CSTECS field and office staff in a Regional Action Centre provided information concerning purposes of the Action Centre and specific details on each of the four study sites selected. Observations and interviews with local adjustment committee co-chairs afforded detailed information about each of the adjustment projects included in the study. In short, information collected during observations and interviews with a variety of actors provided a context for information gained during interviews with displaced steelworkers.

To determine the impact of CSTECS's adjustment program on a variety of displaced workers, study respondents from among the affected workforce were selected using maximum variation sampling. Maximum variation sampling involves looking for contrasting cases to see whether main patterns still hold (Miles & Huberman, 1994). The purpose of this type of sampling is to document unique variations that have emerged among individuals in adapting to different conditions and to identify important common patterns (Lincoln & Guba, 1985).

In a deliberate hunt for negative instances or variations (Miles & Huberman, 1994), the researcher included workers from each of three streams identified by CSTECH. CSTECH staff identify workers as first, second or third stream, depending upon their willingness to accept job loss and their motivation for career change. First stream participants are defined as people who have firm ideas about their job goals and the strategies needed to realize those goals. Second streamers are defined as those who require time, support and information to identify job goals and select strategies to secure those goals. And third stream individuals are defined as those who resist the idea of job change because they expect to be recalled to work.

Because the researcher was working alone, time and resources were limited. Thus, six workers - two first stream, two second stream and two third stream - from each of the four study sites were eventually chosen for inclusion in the study's sample. Figure 4-1 provides a breakdown of sample participants by stream.

CSTECH staff include age as one factor that characterizes first, second and third stream program participants. In general, CSTECH staff believe that first streamers tend to be younger workers while second and third streamers tend to be older workers. CSTECH staff contend that older workers generally experience poorer re-employment and personal

**FIGURE 4-1
BREAKDOWN OF STUDY PARTICIPANTS BY STREAM**

SITE	1st STREAM	2nd STREAM	3rd STREAM	TOTAL
Site 1	2	2	2	6
Site 2	2	2	2	6
Site 3	2	2	2	6
Site 4	2	2	2	6
TOTALS	8	8	8	24

**FIGURE 4-2
AGE RANGES OF STUDY PARTICIPANTS**

SITES	21-30 YRS	31-40 YRS	41-50 YRS	51-60 YRS	TOTALS
Site 1	1	3	1	1	6
Site 2	1	1	2	2	6
Site 3	0	2	3	1	6
Site 4	1	3	1	1	6
TOTALS	3	9	7	5	24

outcomes after job loss because of long tenure in steel and low motivation for career change. To determine any impacts of age on adjustment experience, the researcher included workers from four different age groups (see Figure 4-2).

The researcher interviewed more men than women. Because more men than women work in the steel industry,⁵ there was a paucity of women available for inclusion in the study sample. Figure 4-3 outlines a site breakdown by gender.

**FIGURE 4-3
GENDER BREAKDOWN OF STUDY PARTICIPANTS**

SITE	MEN	WOMEN	TOTAL
Site 1	5	1	6
Site 2	6	0	6
Site 3	4	2	6
Site 4	4	2	6
TOTALS	19	5	24

To determine the influence of CSTECH program components on individual outcomes, the researcher included narrow and wide users in the study sample. Participants were either narrow users who enrolled only in CSTECH-sponsored training after participating in a HEAT interview,⁶ or were wide users who attended the initial information meeting, participated in a HEAT interview, participated in some or all of CSTECH's seminars, and enrolled in training. Figure 4-4 outlines a site breakdown by type of program use.

FIGURE 4-4
SITE BREAKDOWN BY TYPE OF PROGRAM USE

TYPE OF USE	NARROW	WIDE	TOTALS
Site 1	2	4	6
Site 2	3	3	6
Site 3	2	4	6
Site 4	3	3	6
TOTALS	10	14	24

(c) DATA COLLECTION TECHNIQUES

Generating a theory from data means that most hypotheses and concepts not only come from the data, but are systematically worked out in relation to the data during the course of the research.

Glaser & Strauss, 1967, 66.

In order to ensure a naturalistic understanding of the adjustment experience of the study participants, as well as to plan for "logical consistency, clarity, parsimony, density, scope, integration, as well as its fit and its ability to work" (Glaser & Strauss, 1967, 6), data collection was planned so as to maximize variation, and cross check consistency. Techniques used included document review, participant observation, and depth interviews.

The first data collection technique involved review of relevant documents that would provide program information. Documents reviewed included CSTECC adjustment policy statements, CSTECC program manuals and Action Centre publications, newspaper articles and editorials about CSTECC's adjustment program and CSTECC staff memos.

There are several reasons for using documents as a source of qualitative data. First, documents are a stable source of information, both because they may accurately reflect situations that occurred at some time in the past and because they can be analyzed and re-analyzed without undergoing changes (Lincoln & Guba, 1985). Second, documents ensure that the research is not removed from its social, historical and political frame of reference (Patton, 1980). Third, the richness of documents includes the fact that they often appear in the natural language of the setting (Lincoln & Guba, 1985). And finally, document analysis is non-reactive; it does not affect program participants (Lincoln & Guba, 1985; Patton, 1980; Posavac & Carey, 1985). Document review allowed the researcher to cross-check information from observations and interviews and to thoroughly analyze program processes and changes which had taken place over time.

To collect information, the researcher assumed the role of participant observer. Participant observation demanded that the researcher become involved firsthand in the social world chosen for study (Marshall & Rossman, 1989). To do this, the researcher spent extended periods of time interacting with employees and program participants at CSTECC's Action Centre. Immersion in the setting allowed the researcher to hear, see and begin to experience reality as the clients do (Marshall & Rossman, 1989).

Participant observation was chosen because the nature of the issues to be studied seemed too sensitive for information about them to be provided without some censorship. Participant observations provided a context in which to assess the content of interviews.

A third data collection technique involved ethnographic interviews, one form of depth interviews. Each interview was approximately two hours in length. Interviews with affected workers were conducted over a six month period. If individuals agreed, the interviews were tape recorded and then transcribed for use in data analysis. These ethnographic interviews were the primary method of data collection.

The researcher elected to use ethnographic interviews for two reasons. First, because little was known about the impacts of CSTECS's program, ethnographic interviews were selected because they allowed informants to define what was important (Spradley, 1979). And second, because the researcher had no prior experience with adjustment settings or the steel industry, ethnographic interviews were chosen because of their suitability for describing unfamiliar cultural scenes (Spradley, 1979).

During the interview, the researcher repeatedly offered explanations about the purpose and direction of the interview. For example, the researcher offered explanations including reasons for having respondents speak in the same way as they would speak to peers. Interviewees were also asked a variety of questions including questions that enabled the researcher to discover what they meant by the various terms used in their work-related language. Such questions afforded the researcher an understanding of how participants made sense of their world.

(d) ANALYSIS PROCEDURE

Miles and Huberman (1994) define data analysis as a series of steps beginning with data collection and proceeding through data reduction and display to conclusion drawing and verification. Data analysis allows the researcher to make sense of the mass of information gathered during data collection, so as to eventually arrive at conclusions, propositions and analytic constructions (Miles & Huberman, 1994).

In this study, specific analytic steps included data coding and within-case and cross-case displays. Individual causal networks exposed directional relationships; cross causal networks identified influential factors across a number of cases that exhibited similar outcomes.

(i) DATA CODING

The data coding method described by Strauss and Corbin (1990) was used. After interview information had been collected and written up, it was reviewed line by line. Beside each sentence, group of sentences or paragraph, categories and labels were generated. The researcher also made two copies of the field notes, cut one copy into segments and sorted them into piles. This allowed for comparison and differentiation of categories and enabled the analyst to assign frequencies to each.

First-level codes were developed according to a general accounting scheme developed by Lofland (1971). First-level codes are descriptive codes; they entail little interpretation. Rather, the analyst attributes a class of phenomena to a segment of text (Miles & Huberman, 1994). The first-level codes developed for this study are included in the Methodology Appendix.

As the researcher gained greater understanding and insight from the data, descriptive codes gradually gave way to pattern codes. Miles and Huberman (1994) define pattern coding as a way of grouping summarized segments of data, identified during first-level coding, into a smaller number of sets, themes or constructs. For multicase studies such as this one, pattern coding also lays the groundwork for cross-case analysis by illustrating common themes and directional processes (Miles & Huberman, 1994).

Miles and Huberman (1994) suggest a useful way to organize pattern codes is to group them under four summarizers: themes, causes/explanations, relationships among

people and more theoretical constructs. The pattern codes used in this study are included in the Methodology Appendix.

(ii) WITHIN-CASE DISPLAYS: MATRICES

Within-case displays were generated for each case. Within-case displays are visual formats that systematically present information for each individual case, so that the researcher can draw valid conclusions (Miles & Huberman, 1994). In this study, matrices and networks were developed to generate within-case displays.

A matrix is essentially the "crossing" of two lists, set up as rows and columns. Interview transcripts were used to prepare and construct checklist matrices for each of the twenty-four cases included in this study. Checklist matrices assessed the importance of individual factors for determining outcomes by exploring how and why particular factors were important for particular outcomes. Checklist matrices helped the researcher note patterns or themes and make comparisons. An example of a checklist matrix used in this study is included in the Methodology Appendix.

The researcher also constructed effects matrices - displays that organize data on one or more outcomes. Effects matrices are particularly appropriate for outcome studies (Miles & Huberman, 1994) like the one under consideration. Miles and Huberman (1994) write that outcomes can be sorted according to whether they are "direct" effects, more general "meta effects" or side effects. Thus, several different kinds of program effects were included in the effects matrices. Because each outcome can be either positive or negative, a range of outcomes was also included. Finally, actual outcomes - those that related to intended program outcomes - were included because these were the outcomes program developers believed the program would ordinarily accomplish. An example of

an effects matrix, developed for data analysis in this study, is included in the Methodology Appendix.

(ii) WITHIN-CASE DISPLAYS: NETWORKS

In order to explain why program participants experienced particular outcomes, the researcher constructed a causal network for each case. Causal networks display the most important factors in a research study and note relationships among them. Relationships among factors are directional; it is assumed that some factors cause or exert an influence on others (Miles & Huberman, 1994).

To construct causal networks, the analyst considered each case separately, translated pattern codes into factors that could be scaled (i.e. high to low, more to less), rated the factors (i.e. high, moderate, low), drew a line between factors that had some kind of relationship and drew a directional arrow between factors that appeared to influence one other (i.e. more or less of one factor determines, to some extent, the rating of another). To describe the meaning of the connections among factors, the researcher wrote a narrative text - a summary of the processes outlined in the interview notes - to accompany each network. The Methodology Appendix contains an example of a causal network that was developed to analyze data from this study.

(iii) CROSS-CASE ANALYSIS: MATRICES

By this time the researcher was sufficiently familiar with the individual cases to proceed to comparison between cases. Glaser and Strauss (1967) state that cross-case analysis is useful for deepening understanding and explanation. They suggest that multiple cases not only make explicit the specific conditions under which a finding will occur, but also help to form the more general categories of how these conditions may be

related. In order to compare individual cases in this study, the researcher developed antecedent matrices and cross-case causal networks.

An antecedents matrix is ordered by the outcome factor across a number of cases, and shows all of the factors that seem to be at work in inducing changes in it. In an antecedents matrix, antecedent factors are clustered conceptually under general headings to make understanding easier (Miles & Huberman, 1994). An "immediate" cause is considered to be not more than two steps back from the outcome. A "remote" cause is still on a stream connected to the outcome, but farther back. Both immediate and remote causes had their strength (high, moderate or low) entered. An example of an antecedents matrix used in this study, is included in the Methodology Appendix.

(iii) CROSS-CASE ANALYSIS: CROSS-CAUSAL NETWORKS

Cross-case causal networks compare and analyze all cases in a sample, using factors estimated to be the most influential in accounting for outcomes (Miles & Huberman, 1994). To construct cross-case causal networks, the researcher assembled the individual causal networks, looked at each outcome and examined, for each case, the stream of variables leading to or determining that outcome.

By grouping individual cases into "families" that exhibited the same predictor and outcome factors, the researcher eventually constructed a number of cross-case causal networks. Because these networks outlined relationships among factors across a number of cases, they were large and complex. In order to separate factors that seemed to be leading to the outcome in question, the research isolated a number of subnetworks. Examples of a cross-causal network and a subnetwork, developed to analyze data in this study, are included in the Methodology Appendix.

(e) ETHICAL CONSIDERATIONS

Spradley (1979) contends that ethical research must include measures to safeguard informants' rights, interests and sensitivities. The analyst included five measures to ensure that the study did not harm or violate the interests of study participants. First, before individuals were contacted to elicit their participation in the study, the research design and interview guide were reviewed and passed by the Wilfrid Laurier University Ethics Committee. Second, the research objectives were clearly communicated to all respondents before participation was requested. In all cases, participation was voluntary as well as informed. Interviewees signed a consent form which confirmed their voluntary participation in the research. A copy of the consent form is included in the Methodology Appendix.

Third, all study respondents had the protection of being able to say things "off the record" that were not included in the analyst's field notes. Anonymity and confidentiality were assured by changing names, places and other identifying features.

Fourth, if study respondents agreed, interviews were tape recorded and then transcribed for subsequent data analysis. In cases where respondents did not agree to have the interview taped, the researcher analyzed notes taken during the interview. All tapes were stored in a secure location. Study respondents were informed that the tapes would be destroyed five years after the data were collected.

Finally, informants were asked to indicate how the study might be useful to them. The researcher then made every effort to satisfy respondents' requests and/or needs. A summary of research findings was made available to all study respondents.

III. TRUSTWORTHINESS

Qualitative research is commonly misunderstood and seen as subjective, not

rigorous, and not susceptible to external scrutiny. Quantitative criteria is sometimes inappropriately applied to the naturalistic paradigm.⁷ Trustworthiness, though, is of critical importance to a naturalist, as a crucial factor in establishing the scientific importance of his or her study. Figure 4-5 thus outlines the factors involved in establishing trustworthiness.

The trustworthiness of this study will be examined under the four component parts of trustworthiness as outlined by Lincoln and Guba (1985): truth value or credibility; applicability or transferability; consistency or dependability; and neutrality or confirmability.

(a) TRUTH VALUE OR CREDIBILITY

Four activities were utilized to increase the credibility of the study as follows:

(1) Activities increasing the probability that credible findings would be produced.

Three activities exist:

Prolonged engagement is the investment of sufficient time in the field to learn the culture, to test for misinformation caused by distortions of the self or of respondents, and to build trust. These three objectives were met by the investment of sixteen months in the field. The first ten months of document review, participant observation, and interviews with CSTECH staff and government bureaucrats prepared the researcher for the following six months of depth interviews with the chosen sample of twenty-four steelworkers. The researcher became very familiar with steelworkers' culture, and gained the trust of key CSTECH staff at a local Action Centre. CSTECH staff were very helpful in assuring initially skeptical workers that the researcher could be trusted, thus resulting in their full co-operation.

FIGURE 4-5
ESTABLISHING TRUSTWORTHINESS IN QUALITATIVE RESEARCH

TERMINOLOGY	DESCRIPTION	ACTIVITIES ADDRESSED
TRUSTWORTHINESS	How can a researcher persuade the audience that the findings of an inquiry are worth paying attention to?	Trustworthiness is established by an audit to assess the 4 characteristics listed below.
1. Truth Value or Credibility (in place of internal validity)	How can one establish confidence in the "truth" of a finding of a particular inquiry within the context of the inquiry?	1) prolonged engagement 2) persistent observation 3) triangulation 4) member checking
2. Applicability or Transferability (in place of external validity)	How can one determine the extent to which the findings of a particular inquiry have applicability in other contexts or with other subjects (respondents)?	1) triangulating 2) contextual evidence 3) prolonged engagement 4) persistent observation 5) thick description
3. Consistency, Dependability (in place of reliability)	How can one determine whether the findings of an inquiry would be repeated if the inquiry were replicated with similar subjects in a similar context?	1) keep notes and diary that record rationale for research design 2) data organized and available for inspection 3) peer debriefing
4. Neutrality, Confirmability (in place of objectivity)	How can one establish the degree to which the findings of an inquiry are determined by the subjects and conditions of the inquiry, and not by the biases, interests or motivations of the inquirer?	1) audit trail 2) constant check for negative instances 3) constantly test the analyses and data 4) take 2 sets of notes: (i) objective observation (ii) creative analysis

FIGURE 4-5 (CON'T)
ESTABLISHING TRUSTWORTHINESS IN QUALITATIVE RESEARCH

TERMINOLOGY	DATA ANALYSIS TECHNIQUES	RESEARCHER'S RESPONSIBILITY
TRUSTWORTHINESS	Audit	
1.Truth value or Credibility	Validity is proven by an in-depth description showing the complexities of factors and interactions.	1)prolonged engagement 2)persistent observation 3)triangulation 4)member checks 5)peer debriefing 6)negative case analysis 7)referential adequacy
2.Applicability or Transferability	-ensure that data collection and models are guided by the theoretical framework.	Provide thick description necessary to reach a conclusion about whether transfer can be considered.
3.Consistency or Dependability	dependability audit -the researcher purposely avoids controlling research conditions and concentrates on recording the complexity of situational contexts and interrelations as they occur.	Established by the overlap method. Validity and dependability are connected. Thus, proof of validity is proof of dependability.
4.Neutrality or Confirmability	-confirmability audit -devise controls of data and analyses to constantly check that they are appropriate.	Provide proof of triangulation and keep a reflective journal.

Source: Lincoln and Guba (1985).

Persistent observation is the process of identifying the relevant characteristics of a situation, and focusing on them in detail in order to bring depth to a study.

Initially, the study was concerned with how content and delivery of training programs resulted in psycho-social outcomes. Persistent observation indicated a significant number of exceptions to the initial hypothesis. Negative case analysis thus demanded the hypothesis be revised. Data analysis of past interviews and observations indicated several potential avenues of exploration, including influence of family and friends, individual motivation and need, cultural background, degree of socialization, the labor adjustment program, and employment outcomes. Further observations and questioning in depth interviews resulted in the emergence of all of the above, but particularly individual motivation and need, and employment outcomes as the relevant elements.

The term triangulation originated from the metaphor of radio triangulation. One can determine the origin of a radio broadcast by using two directional antennas and simple geometry to pinpoint the vertex of the triangle, the radio broadcast. Thus triangulation is the act of using data from different sources to corroborate, elaborate or illuminate the research in question (Marshall & Rossman, 1989). In this study, information provided by CSTE Board and staff members, Action Centre personnel, project co-chairs, study respondents and program documents were compared and checked against information gathered during depth interviews and participant observations.

Triangulation was heavily relied upon during persistent observation to initially uncover, then verify, individual motivation and needs and employment outcomes as a major characteristic.

(2) An activity that provides an external check on the inquiry process.

Throughout the sixteen months of fieldwork, but particularly during the six months of depth interviews, a peer acted as a "sounding board", a "devil's advocate", and an empathetic listener. These sessions of 1-2 hours occurred at least once a week, but also more frequently when requested. This process was very helpful, in that it challenged and focused my thoughts, as well as supporting and encouraging me.

(3) An activity aimed at refining working hypotheses as more and more information becomes available.

Negative case analysis is a process of revising hypotheses with hindsight. Thus, the revision process continues until the hypothesis has excluded all exceptions, and the fit is perfect. Negative case analysis enabled the study's focus to evolve from the training curriculum to the labor adjustment program, and then to evolve further by examining the degree of permanence of the psycho-social outcomes.

(4) An activity providing for the direct test of findings and interpretations with the human sources from which they have come.

Member checks involve testing data, analytic categories, interpretations and conclusions with members of those stakeholding groups from whom the data were originally collected (Lincoln & Guba, 1985). Informal member checking occurred regularly and continuously during data collection. A summary of the interview was "played back" to the study respondent for reaction; information from one interview was presented to another respondent for comment.

More formal member checks occurred near the end of data analysis. Study respondents were contacted by phone and the researcher's analytic constructions were presented for their reaction. Study respondents either confirmed or challenged those c

constructions and sometimes presented additional insights which allowed for more thorough analysis.

(b) APPLICABILITY OR TRANSFERABILITY

By its very nature, a naturalistic inquiry cannot establish transferability. The naturalist can only state the hypothesis, and the context under which it holds true. In this area, the researcher's responsibility is to provide the thick description necessary for another researcher to postulate the possibility of transferability or generalization.

Thick description is defined as "sufficient information about the context in which an inquiry is carried out so that anyone else interested in transferability has a base of information appropriate to the judgment" (Lincoln & Guba, 1985, 124-125).

The results chapters of the study are rich with thick description. Also, supporting documentation such as tape recordings and transcriptions of interviews, field notes, and a working diary provide a great deal of contextual data.

The hypothesis at all stages in the study, was broad enough to incorporate labor adjustment and training programs generally. The choice, though, of sample sites, and the sample population, was made for two main reasons. First, to evaluate a new - and from a policy perspective - important program and second, to increase consistency. The choice to limit sampling to one program and one fairly homogenous socio-economic group,⁸ however, had the effect of restricting the study's transferability.

This study generated working hypotheses. Transferability of this study's result is a direct function of the similarity between two contexts. If Context A and Context B are sufficiently congruent, the working hypotheses from the sending context may be applicable in the receiving context (Lincoln & Guba, 1985). Thus, the hypotheses

developed in this study cannot be transferred to any other but the most similar contexts. This represents a further restriction on the transferability of the study's findings.

(c) CONSISTENCY OR DEPENDABILITY

Consistency is very difficult to control and monitor in a naturalistic inquiry. The study utilized three techniques to strengthen consistency as much as possible.

- (1) Credibility and dependability are interdependent. Thus, by establishing strong credibility, one can argue for the existence of strong dependability.
- (2) Overlap Method. Strong existence of triangulation can be seen as proof of dependability. Since, though, triangulation also supports credibility, this is simply a method of carrying out the previous argument.
- (3) Stepwise Replication. Traditionally, this involves two teams independently conducting similar research, then comparing outcomes. This was not done as only one researcher was available. Instead, as a permutation of this, four sample sites, with varying degrees of similarity, were studied, and their outcomes compared. In all four cases, similar outcomes occurred.

(d) CONFIRMABILITY

Confirmability is established by three separate techniques.

- (1) Triangulation.
- (2) Maintenance of a reflexive field journal. The researcher took notes during each interview and used these notes as part of the analytic process. In addition, a log of day-to-day activities and a personal log were maintained during data collection. The personal journal included developing ideas and concerns, a record of questions that

should be asked next, commentary on the perceived influence of one's own biases and methodological decisions which were made during data collection.

- (3) A Confirmability Audit. Although such an audit was not conducted, a thorough, well-organized audit trail was maintained. The researcher developed and stored a residue of records stemming from the inquiry. These included interview tapes, interview transcripts, completed questionnaires and field notes; write-ups of field notes, quantitative summaries and theoretical notes; methodological notes and audit trail notes; the dissertation proposal, personal notes and expectations; pilot interviews and preliminary schedules; findings and conclusions and a final report. The researcher organized and stored these materials in easily- retrievable form to facilitate verification of study processes and results by other researchers.

In summary, this study planned for, and utilized to the fullest extent possible, controls that would establish the trustworthiness of the study's conclusions and findings.

IV. STRENGTHS AND LIMITATIONS OF THE RESEARCH METHODOLOGY

The qualitative methodology utilized was appropriate given the exploratory nature of the inquiry. This exploratory design has many inherent strengths. As concerns this study, the most powerful strength of the methodology was its flexibility. Hypotheses were not rigid, but rather emerged from and evolved out of the data as the data were collected, analyzed, and synthesized. Thus, the researcher was free to investigate all emerging relationships, as they occurred.

In examining psycho-social outcomes of adjustment processes and components, the focus shifted and evolved from educational curriculum, to individual differences, to motivational theory, to the subsequent effect of employment.

Qualitative research explicitly regards the researcher as a research tool. Thus, intuition and background expertise play a part in the research design and data collection and analysis process.

And finally, the qualitative design allows for a holistic view of the situation to evolve. Thus, variables can be easily assessed for their overall relative importance to the situation.

These strengths though, come at a cost. The methodology has a number of inherent weaknesses. First and foremost, the inquiry is value bound by both past knowledge used to frame the research, and the background and expertise of the researcher. Sampling is not random, and therefore is not representative. Sampling is further limited to one industry, in one location, to one type of worker, for a two year period, and so, the results are not generalizable beyond the specific situation considered. Results, however, may be transferable to a similar context.

ENDNOTES FOR CHAPTER FOUR

1. Quantitative researchers pose and then test hypotheses. By contrast, qualitative researchers make the opposite assumption: that at best only working hypotheses may be extracted, the transferability of which depends on the degree of similarity between sending and receiving contexts. If context A and B are sufficiently congruent, working hypotheses from context A may be applicable to context B (Lincoln & Guba, 1985).
2. Qualitative researchers locate their research problem within a body of existing theory. Existing theories enable the researcher to identify and state those assumptions that underlie the research problem and identify the area of knowledge that the study is intended to expand (Marshall & Rossman, 1989).
3. Action Centres coordinate the job placement activities of local adjustment committees. The centres distribute information on unemployment insurance, retraining, job opportunities, counseling and personal support. Action Centres also help provide access to all programs and services available through the adjustment committee (CSTEC Worker Adjustment Program, 1995).
4. Qualitative researchers elect to carry out research holistically, in the natural setting because the naturalistic paradigm suggests that realities are wholes that cannot be understood in isolation from their contexts (Lincoln & Guba, 1985).
5. Although an exact breakdown of Canadian steelworkers by gender could not be obtained, informal estimates by CSTEC staff indicated that the ratio of men to women in the Canadian steel industry is approximately 8:1.
6. Although the HEAT interview is technically supposed to precede enrollment in training, some study respondents did not participate in a HEAT interview. All, however, enrolled in at least one training program.
7. A paradigm is a world view, a general perspective. The naturalistic paradigm, as defined by Lincoln and Guba (1985), has five axioms: there are multiple constructed realities that can only be studied holistically; the researcher and the object of inquiry interact to influence one another; the aim of inquiry is to develop working hypotheses that describe the individual case; all entities are in a state of mutual shaping so it is impossible to distinguish causes from effects; inquiry is value-bound, not value-free.
8. Socio-economic group refers to the following characteristics, exhibited by the displaced workers in this study:
 - 1) occupation - all worked in the Canadian steel industry and all were the casualties of permanent layoffs;
 - 2) union membership - the majority (80%) were union members at the job they held prior to layoff;

- 3) other income - 16% had income from a part-time job or business while working at their old job prior to layoff;
- 4) marital status - the majority (83%) were married;
- 5) sex - the majority (79%) were men;
- 6) language - all but one stated that English was their first language;
- 7) formal education - 40% of the sample had completed some, secondary school courses; 16% had not completed elementary school.

CHAPTER FIVE - CSTECC WORKER ADJUSTMENT PROGRAM: THE MANAGEMENT PERSPECTIVE

INTRODUCTION

This chapter views CSTECC's Worker Adjustment Program from the management perspective. It is important to understand the scope and intentions of the program in order to complete an evaluation of its effectiveness (chapter nine). By comprehending the scope and objectives of the program, the successes and failures of the program can more easily be attributed to either the labor adjustment model used, or to the delivery process of the labor adjustment services.

There are two basic levels of management in the CSTECC organization (see Figure 2-5). The first level includes the national Board of Directors, two national committees (Steel Trade and Adjustment and Training) and head office executives, or organization leaders. The second level consists of the local adjustment committees who are responsible for delivering the labor adjustment services to eligible participants. Thus, this chapter looks at both the head office and local adjustment committee perspective.

The first part of this chapter consists of an interview with a senior CSTECC executive in June, 1994. The second part consists of excerpts from interviews with the CSTECC adjustment committee co-chairs who were responsible for the four adjustment projects included in this study.

The organization of the second section has been based on CSTECC's Flowchart of Adjustment Project (see Figure 2-6), and so the committee co-chairs' comments have been grouped under the five separate headings. The purpose of this case study approach, is simply to provide a feeling for, rather than a comprehensive overview of, how the CSTECC Worker Adjustment Program actually worked. This is accomplished by having the co-chairs of the four sites studied, discuss their projects in detail.

(a) CSTECS WORKER ADJUSTMENT PROGRAM: HEAD OFFICE**PERSPECTIVE**

1. What are the objectives, both short-term and long-term, of CSTECS Worker Adjustment Program?

In terms of immediate or short-term objectives, CSTECS's goal was to establish a viable, working model upon which to continue its training and adjustment efforts. Labor and management were co-operating for the betterment of the industry. Local project committees, composed of labor and management representatives, seemed to be achieving some success in helping unemployed steelworkers decide on appropriate training.

The long-term objectives are to establish a model that could be used as a foundation upon which sectoral initiatives in other economic sectors could be used.

2. What would you consider acceptable evidence of achievement of CSTECS's program objectives, both short- and long-term?

There was a study done in the early 1980s which showed that steelworkers who lost their jobs were the economic group that suffered the longest periods of unemployment, endured the greatest job loss in terms of foregone income and greatly reduced wages if they found alternate employment, and were also the group that was most likely to slip onto welfare following job loss.

Many steelworkers have industry-specific skills that are not transferable to other workplaces. Many lack confidence in their ability to find another job after layoff. And many deny the job loss experience itself. There were instances of unemployed men waiting for an abandoned plant to be re-opened or watching a plant being torn down and waiting for it to be rebuilt. They firmly believed they would be recalled to work, despite evidence to the contrary. All of these factors led to a high suicide rate among unemployed steelworkers during the early 1980s.

CSTECS sees training as one of the primary tools for overcoming these handicaps. Training imparts skills, instills confidence, and helps the unemployed deal with the trauma of job loss. Short-term objectives include using training to impart skills and help deal with the job loss experience. Long-term objectives include using training to instill

confidence in one's own abilities to find a new job and deal successfully with family problems, relationships, or the problems that life presents.

To a great extent, CSTECH has been successful in its endeavors in the area of training. Sixty per cent of dislocated steelworkers now take training. Some also take training beyond the programs that CSTECH provides. Training is not seen as stigmatizing. CSTECH wanted to establish a training culture that would deal with these difficulties and, to a large extent, this has been accomplished.

3. What mechanisms exist to achieve program objectives?

Outside consultants were brought in to assist with training plans, resumé writing and so on for the early projects. This did not prove to be a very successful venture. For one thing, most of the money spent went to pay for consultants' fees. In addition, unemployed steelworkers could not relate well to white collar, outside professionals. A great deal of money was spent on resumé preparation and the result was that there was very little training take-up following a plant shutdown or layoff. Only about five per cent of the unemployed engaged in any kind of training activity.

One consultant came from Vancouver to provide services to dislocated steelworkers under CSTECH's auspices. His approach differed from that of other consultants because he asked open-ended questions of the steelworkers and tried to assist them in self-assessments rather than prescribing the kind of training necessary for each individual. His efforts resulted in greater training take-up and, as a result, he was hired by CSTECH to find a better way to involve individuals in their training plans. The result was that the consultant and other CSTECH staff developed the idea of a HEAT team. Members of the HEAT team were all from the steel industry and were highly trained. Some had been in human relations in the steel industry for 15 or 20 years. Others were union shop stewards who knew how to deal with people and how to deal with people who were having problems. HEAT team members are sensitive to the particular problems of the dislocated workers. In addition, they also enjoy instant recognition and credibility among these workers. Training take-up increased from 5% to 45% after the introduction of the HEAT team.

The HEAT team operates on the assumption that individuals are capable of making their own choices and are self-directed adults. They also assume that, if employment is available, many will choose to take a job rather than taking training.

With the onset of the recession, training take-up increased from 45% to 60% because there were fewer jobs available for the unemployed. The HEAT team is one crucial mechanism for ensuring that one of CSTECS's program objectives - to establish a training culture - is achieved.

4. What do you consider to be the most important thing that CSTECS's Worker Adjustment Program must accomplish in the next year?

CSTECS wants to do several things in the next year. To begin with, we would like the federal government to extend our funding beyond March, 1995. Currently, we have until March, 1995 to initiate new projects but after that time we are not supposed to provide new services to people who have not been laid off. Some federal employees feel that the worst of the recession is over and so our (CSTECS) jobs should be coming to an end. Others feel that the majority of dislocated steelworkers have already been helped so that, too, points to a winding down of our responsibilities. We don't agree. We still see a lot of work ahead of us and we would like to continue past March, 1995.

Secondly, we are reviewing the training assistance we provide. In a healthy economy, people take training for good reasons. In a bad economy or in isolated areas of the country, training takes on a different hue. For example, we provided a lot of assistance for steelworkers in Sydney, Nova Scotia.

Our thinking was that training contributed to regional development, that it provided workers with portable skills for use elsewhere in the country and that taking training was better than collecting UI or welfare. The reality has been that most of those who took training in Nova Scotia did not find alternate work and did not leave the area, even though they had acquired portable skills. So it comes down to a social-industrial policy question. Is it worth the expense of training people in an area of the country where few employment opportunities exist when they show little inclination to move to where the work is, or are there other mechanisms that would be better for achieving similar objectives?

Thirdly, we want to provide more training to local project committees. When a new project starts up, we work very intensively with local committees. As time goes on, we back away and let them manage on their own. We have found that local project committees have sometimes not been very good at providing reality checking for trainees. We need to provide more mechanisms to these committees for determining the

appropriateness of training. For example, first stream participants take training, get good results, spur second stream people to take training who, in turn, spur third stream people to take training. We do have over a 90% training completion rate and we are very proud of that. However, we have to make sure that people are taking appropriate training for the right reasons.

**(b) CSTECS WORKER ADJUSTMENT PROGRAM: PERSPECTIVES
FROM THE COMMITTEE CO-CHAIRS**

Figure 5-1 provides an overview of the general characteristics at the first layoff site included in this study. Information on all four layoff sites was provided in interviews with committee co-chairs and through a review of CSTECS program documents.

SITE 1

(i) THE INITIAL INFORMATION MEETING

The initial information meeting is the first stage in CSTECS's Flowchart of Adjustment Project (see Figure 2-6). At this, the initial stage, it is CSTECS's responsibility to advise all individuals involved in a layoff or plant closure, of the services CSTECS can offer, and encourage them to undertake a labor adjustment project.

Because employees at site 1 received advance notice of layoff, the initial information meeting was held eight weeks before layoff, at the plant. Several committee co-chairs stated that holding the meeting during the notice period was helpful, both to them and to the affected workers:

We were very fortunate. We were able to hold the meeting before the plant closed...That helped people know what CSTECS was all about and what we (committee) were trying to do.

It's less intimidating for anybody to deal with a CSTECS person than it is to go into a U.I. office ...The meeting and all of the interviews and seminars were held at the plant and that was good. It made it easier for people.

SITE 1: FIGURE 5-1

<p style="text-align: center;">BUSINESS DETAILS</p> <ol style="list-style-type: none"> 1. Years in business. 2. Ownership. 3. Operations. 4. Financial condition. 	<p style="text-align: center;">BUSINESS DETAILS</p> <ol style="list-style-type: none"> 1. 40 years. 2. Subsidiary of American co. 3. Foundry - made ingot moulds 4. Profitable.
<p style="text-align: center;">CLOSURE PROFILE</p> <ol style="list-style-type: none"> 1. Reason for closure. 2. Date of layoff notice. 3. Closure date. 4. Length of layoff notice. 5. Severance package. 6. Government involvement. 	<p style="text-align: center;">CLOSURE PROFILE</p> <ol style="list-style-type: none"> 1. Purchased by major American competitor. 2. June 1, 1991. 3. August 1, 1991. 4. Eight weeks. 5. One weeks severance for each year of service. 6. Lost federal subsidy after Can-US Free Trade Agreement
<p style="text-align: center;">WORKFORCE PROFILE</p> <ol style="list-style-type: none"> 1. Degree of unionization. 2. Average age of workforce. 3. Average tenure in steel. 4. Workforce skill levels. 	<p style="text-align: center;">WORKFORCE PROFILE</p> <ol style="list-style-type: none"> 1. Unknown. 2. Most 35-60 yrs. 3. Over 30 years. 4. Relatively unskilled. Low literacy levels.
<p style="text-align: center;">PROJECT PROFILE</p> <ol style="list-style-type: none"> 1. Source of CSTEAC contact. 2. Date of CSTEAC involvement. 3. Initial information meeting. 4. Committee formation. 5. Committee training. 6. Communications. 7. HEAT interviews. 8. Adjustment focus. 9. CSTEAC support. 	<p style="text-align: center;">PROJECT PROFILE</p> <ol style="list-style-type: none"> 1. Members of CSTEAC. 2. 3 days after closure announcement; 8 weeks before closure date. 3. 7 weeks before plant closure date, at plant during working hours. Well attended. 4. 8 members - 4 lab., 4 man. 5. HEAT team trained cttee. 6. On site, during work. 7. Done on site. 8. Training. 9. 156 laid off, 156 assisted CSTEAC project cost: per worker - \$1,716 total - \$267,635.
<p style="text-align: center;">SAMPLE PROFILE</p> <ol style="list-style-type: none"> 1. Categories based on final employment outcomes. 	<p style="text-align: center;">SAMPLE PROFILE</p> <ol style="list-style-type: none"> 1. 3 winners 3 survivors

(ii) PROJECT INITIATED AND COMMITTEE FORMED

At this point, CSTECH assists with the formation and training of local adjustment committees. Committees are made up of four to eight members, drawn equally from labor and management. Committee co-chairs are named and the project work is undertaken. In this case, the adjustment process was undertaken according to CSTECH's program guidelines. As soon as advance notice of layoff was received, an adjustment committee was formed. One co-chair stated that CSTECH training and support was important to his work as a committee member:

The HEAT team really helped the adjustment committee to know what these people (displaced workers) had to look forward to and they helped us on the committee know what to do.

(iii) PREPARING THE PROJECT

CSTECH sent "seed" money to start the project. In this case, the company made time and space available for meetings, interviews and seminars which further supported the committee's work.

(iv) PROJECT START-UP AND IMPLEMENTATION

During this phase, committee members communicate with affected workers to inform them of CSTECH's adjustment and training services. Committee members approve U.I. income support and arrange HEAT interviews. CSTECH seminars are conducted by the HEAT team, training plans are approved and program participants undertake training programs. If necessary, committee members refer program participants to outside agencies for assistance.

In this case, communications, HEAT interviews and CSTECH seminars were begun during the notice period. As well as communicating with affected workers, committee

members also contacted and relied on the expertise of U.I. officers and CSTEK staff.

These supports were important because committee members were adjustment amateurs:

U.I. officers came into our plant. We phoned them and they came to the plant...The advantage of CSTEK is that you can access that information. If they don't know the answer they'll tell you and they'll find out the answer for you.

Several co-chairs expressed mixed feelings about the utility of the HEAT interviews. Although some believed that the HEAT interviews provided people with important information, the brevity of the interviews were seen, by others, as a weakness:

The HEAT thing is important and there are several good things about it. It makes people feel comfortable and makes them aware of the fact that there are things they can do. It encourages them to start investigating their options.

There's only a limited time for the interviews. The HEAT team only had a limited number of days at our plant. I think they only had three or four people come into our place to deal with 160 workers.

See, our people were unique. There were a lot of older people. The language barrier was one of the biggest problems. A lot of our people were Italian. I did more of the counseling than the HEAT team because of the language barrier.

Because committee members were amateurs, they were sometimes ill-equipped to refer individuals to training, a fact which several acknowledged:

We found the 7, 8, or 10 people who wanted this and we tried to set up the school or training for those people...We were just trying to get people into any kind of training!

We could approve anybody for any kind of training (including university training). There was nothing, there was no prerequisite. As long as it was a registered course, we felt it would probably be worthwhile.

At this site, the co-chairs did not usually find the seminars to be useful, either in their capacity as committee members or for their own situation:

The job shop seminar wasn't long enough. They spend a day or two and you get a bunch of guys in the class, they don't get enthused about any of that sort of stuff and they're so limited in their knowledge of resumés

The seminar leaders are often working at other jobs. They're working and they come to help CSTECH. A lot of them are trained by CSTECH but there's only a limited time for the seminars... The seminars were held in the plant but we had to arrange days off to go to them.

Despite external supports from CSTECH and U.I. officers, the co-chairs felt that overall project effectiveness often depended on the competence of the committee members:

I think the success or failure of a project depends on who's working in the office.

(v) PROJECT CLOSURE

At this site, the project was closed according to CSTECH program specifications. However, regular data on individual project participants was not rigorously maintained.

SITE 2

Figure 5-2 outlines the general characteristics of the second layoff site included in this study.

(i) THE INITIAL INFORMATION MEETING

The employees at this site received advance notice of layoff. However, CSTECH involvement was not automatic. During the notice period, one of the plant's managers contacted a CSTECH staff member and CSTECH staff arrived at the plant several weeks later. At this point, an initial information meeting was organized. Committee co-chairs found the meeting useful, both personally and professionally:

SITE 2: FIGURE 5-2

<p style="text-align: center;">BUSINESS DETAILS</p> <ol style="list-style-type: none"> 1. Years in business. 2. Ownership. 3. Operations. 4. Financial condition. 	<p style="text-align: center;">BUSINESS DETAILS</p> <ol style="list-style-type: none"> 1. 20 years. 2. Canadian owned, private company. 3. Made steel bars that were used to reinforce concrete buildings. 4. Weak.
<p style="text-align: center;">CLOSURE PROFILE</p> <ol style="list-style-type: none"> 1. Reason for closure. 2. Date of layoff notice. 3. Closure date. 4. Length of layoff notice. 5. Severance package. 6. Government involvement. 	<p style="text-align: center;">CLOSURE PROFILE</p> <ol style="list-style-type: none"> 1. Recession affected construction industry. As suppliers to construction firms, plant went bankrupt. 2. September, 1992. 3. First layoffs Nov. 1992 - major layoff January, 1993. 4. 8 weeks - 16 weeks. 5. Received severance monies. 6. None.
<p style="text-align: center;">WORKFORCE PROFILE</p> <ol style="list-style-type: none"> 1. Degree of unionization. 2. Average age of workforce. 3. Average tenure in steel. 4. Workforce skill levels. 	<p style="text-align: center;">WORKFORCE PROFILE</p> <ol style="list-style-type: none"> 1. Unknown. 2. 20-35 years. 3. 5-10 years. 4. Varied. Relatively skilled to relatively unskilled.
<p style="text-align: center;">PROJECT PROFILE</p> <ol style="list-style-type: none"> 1. Source of CSTECC contact. 2. Date of CSTECC involvement. 3. Initial info. meeting. 4. Committee formation. 5. Committee training. 6. Communications. 7. HEAT interviews. 8. Adjustment focus. 9. CSTECC support. 	<p style="text-align: center;">PROJECT PROFILE</p> <ol style="list-style-type: none"> 1. Management rep. met CSTECC staff member at conference. 2. During notice period. 3. 5 weeks before layoff. 4. 8 members-4 labor, 4 man. 5. HEAT team trained cttee. 6. On site, during work. 7. Begun 2-3 weeks before layoff, at plant. 8. Training. 9. 60 laid off, 53 assisted CSTECC project costs: per worker - \$2,245 total - \$119,000.
<p style="text-align: center;">SAMPLE PROFILE</p> <ol style="list-style-type: none"> 1. Categories based on final employment outcomes. 	<p style="text-align: center;">SAMPLE PROFILE</p> <ol style="list-style-type: none"> 1. 2 winners, 3 survivors. 1 loser.

CSTEC came in and talked to everybody to give them an idea of what they were in for and a little bit of background about their severances, how to handle their money situations and what they could look forward to. It was a lot of help. Everybody was still together and the company would give us time, a couple of hours to go about doing these things which was good...I think CSTEC offered a sense of hope to people because the employees felt immediately that there was someone there as a support group...We (committee) started working on self-esteem while people were still working. That was crucial.

(ii) PROJECT INITIATED AND COMMITTEE FORMED

At this site, committee formation proceeded as envisioned by CSTEC. Although CSTEC trained the committee, the co-chairs stated that they often learned as much from other adjustment project experiences:

We benefited because we were one of the last projects on board...The HEAT team trained us but we also benefited from the experiences, mistakes and successes of the projects that had gone before.

(iii) PREPARING THE PROJECT

In this case, the adjustment project was prepared according to CSTEC's program outlines. Seed money was received from CSTEC and deposited in a bank account. The company made space available for HEAT interviews and CSTEC seminars.

(iv) PROJECT START-UP AND IMPLEMENTATION

During the notice period, the committee co-chairs usually found it quite easy to communicate with affected workers because people were still working and all adjustment services were being offered from the plant itself. However, after the plant closed the co-chairs moved their operations to a local Action Centre. At this point, communications sometimes became more difficult:

We started a little communications system here (Action Centre) where we'd compose a letter and encourage them (affected workers) to come and talk to us. Encourage them to keep talking to each other, encourage them to give us as much information as they could about what they were doing, what they wanted to do, what they felt their options were. We would send out the letters at the beginning of every month and say, "Hey we're here to help you." ...And if we didn't hear from them, we'd phone them up and ask, "Are you OK?"

Q. What sort of response did you get from these efforts?. Some bad. Some good. You can only help people who want to be helped.

Workers were contacted for HEAT interviews and the interviews were scheduled. Some of the highly-skilled employees did not participate in a HEAT interview. Instead, they found new jobs. However, many of the relatively unskilled workers participated in an interview. Several co-chairs felt that the interviews were useful. However, others expressed doubts about the emphasis on training and including management representatives on the HEAT team:

I think the HEAT team offered a sense of hope to people because the employees felt immediately that there was someone there as a support group.

I had complaints from some people who were interviewed from a person on the HEAT team who came from a management position...So I got an interview with them from somebody else on the HEAT team, somebody from the union side...They basically want someone to talk to them in their own language.

Other people who took the interview, they were losing their jobs and they wanted an opinion as to where they could get another job. They didn't want to hear about any training.

The co-chairs expressed mixed feelings about the utility of CSTE seminars. For some, the seminars did not appear to be useful, either personally or in their capacity as committee members:

We were all committee co-chairs so in order to know how to explain them to all the other people we took them (seminars) ourselves to see how they worked...They (seminars) were interesting but I still don't know what I want to do!...They (seminar leaders) said I should go into social services but I don't know.

There were two guys who were interested in starting their own small business so they took a course at school instead of going to a two-day CSTEC seminar. If you're really serious about starting your own small business, you're better off taking a six month college course rather than going to a two-day seminar.

In this case, the co-chairs generally felt comfortable referring individuals to CEC or UI offices for outside assistance. They were often less certain about referrals to personal counseling:

So if people were having a couple of problems, I'd phone somebody down at the CEC office. They'd tell me, "Do this. Do that." At first I was making mistakes but I was learning.

I'm not a counselor and I don't have the expertise to deal with this. I might tell them to do the wrong thing if I tried to counsel them. I didn't know any personal counselors but I told people to find counseling.

Q. Did people follow up on your suggestions to seek counseling?

A. Well I don't know if they did or they didn't. Things seemed to work out. Some of them found jobs.

(v) PROJECT CLOSURE

Although CSTEC conducted an evaluation of the project, committee co-chairs did not systematically track the re-employment outcomes for individual participants.

SITE 3

Figure 5-3 outlines the general characteristics of the third layoff site included in this study.

SITE 3: FIGURE 5-3

<p style="text-align: center;">BUSINESS DETAILS</p> <ol style="list-style-type: none"> 1. Years in business. 2. Ownership. 3. Operations. 4. Financial condition. 	<p style="text-align: center;">BUSINESS DETAILS</p> <ol style="list-style-type: none"> 1. 55 years. 2. Canadian owned private company. 3. Processed steel into coils. 4. Weak. 				
<p style="text-align: center;">CLOSURE PROFILE</p> <ol style="list-style-type: none"> 1. Reason for closure. 2. Date of layoff notice. 3. Closure date. 4. Length of layoff notice. 5. Severance package. 6. Government involvement. 	<p style="text-align: center;">CLOSURE PROFILE</p> <ol style="list-style-type: none"> 1. Owner died, left plant to his son who then sold it. 2. Friday - November, 1992. 3. Tuesday - November, 1992. 4. One day. 5. No severance package. 6. IAS support for 6 months after closure until CSTECC became involved. Three lawsuits. Employees sued for monies owing; Ministry of Labor sued for breach of federal and prov. laws. 				
<p style="text-align: center;">WORKFORCE PROFILE</p> <ol style="list-style-type: none"> 1. Degree of unionization. 2. Average age of workforce. 3. Average tenure in steel. 4. Workforce skill levels. 	<p style="text-align: center;">WORKFORCE PROFILE</p> <ol style="list-style-type: none"> 1. About 50% unionized. 2. Most 30 - 45 years. 3. Most 12 - 20 years. 4. Semi-skilled, unskilled. 				
<p style="text-align: center;">PROJECT PROFILE</p> <ol style="list-style-type: none"> 1. Source of CSTECC contact. 2. Date of CSTECC involvement. 3. Initial info. meeting. 4. Committee formation. 5. Committee training. 6. Communications. 7. HEAT interviews. 8. Adjustment focus. 9. CSTECC support. 	<p style="text-align: center;">PROJECT PROFILE</p> <ol style="list-style-type: none"> 1. Referred by IAS. 2. 6 months after closure. 3. 6 months after closure. 4. 8 members-4 labor, 4 man. 5. CSTECC staff trained cttee. 6. Continued IAS operations. 7. 6-7 months after closure. 8. Training. 9. 76 laid off, 76 assisted. <p>CSTECC project cost:</p> <table style="margin-left: 20px;"> <tr> <td>per worker -</td> <td style="text-align: right;">\$2,560</td> </tr> <tr> <td>total -</td> <td style="text-align: right;">\$194,550.</td> </tr> </table>	per worker -	\$2,560	total -	\$194,550.
per worker -	\$2,560				
total -	\$194,550.				
<p style="text-align: center;">SAMPLE PROFILE</p> <ol style="list-style-type: none"> 1. Categories based on final employment outcomes. 	<p style="text-align: center;">SAMPLE PROFILE</p> <ol style="list-style-type: none"> 1. 2 winners, 2 survivors. 2 losers. 				

(i) THE INITIAL INFORMATION MEETING

This plant closed unexpectedly, as the result of a sudden bankruptcy. The employees received only one day's notice. At the time of layoff, no one was aware of CSTECH. However, the union vice president took quick action:

When we found out on Friday that the company would be closing the following Tuesday, I organized a general meeting. I contacted representatives from the provincial government, the IAS and Unemployment Insurance and they attended the meeting...The Minister of Labor also came to answer questions...So we started out with IAS.

Thus, an initial meeting was held with IAS officers rather than CSTECH staff. Co-chairs generally felt that the meeting was useful:

A lot of workers were very receptive to the fact that there was something being set up to assist them...not just training but people to help look after their pensions. When a plant closes, if you don't set something up like this, there is nobody to ask these questions to...It also helped us on the committee know what to do.

(ii) PROJECT INITIATED AND COMMITTEE FORMED

Under the guidance of IAS officials, a labor-management committee was formed immediately after layoff. The union vice president was named as one of the co-chairs. The same committee continued to operate after CSTECH became involved in the project six months later. CSTECH provided training for committee members, and made the committee aware of the opportunities available under their program. As a result, committee members often stressed the training component of CSTECH's program:

We set up a joint union-management committee and we tried to look at this as an opportunity to go back to school and maybe get a trade or get more training in what you already have...We were made aware that there were many, many more training opportunities with CSTECH than

with the IAS.

(iii) PREPARING THE PROJECT

At this site, the adjustment project was already underway by the time CSTECC became involved. CSTECC seed money was used to rent space for a local Action Centre. The adjustment committee moved its operations to the Action Centre.

(iv) PROJECT START-UP AND IMPLEMENTATION

Communications with affected workers were begun as soon as the IAS became involved in the project. This continued after CSTECC became involved. Previous IAS project involvement generally had the effect of facilitating communications between the committee and the displaced workers. Under the IAS, some individuals began training programs. Training continued after CSTECC became involved. In many cases, CSTECC involvement increased and expanded training enrollment:

The resources and the flexibility that we had with CSTECC were greater than with the IAS. Under the IAS system we couldn't put people through training unless we worked closely with the CEC office whereas with CSTECC there were many more (training) opportunities... We had some immigrants so some of them just took a year or so of upgrading to get more English skills. We had a number of others who went on to skills training. There were 40-50 who went to community college. There were another 15-20 who just took upgrading and ESL. Under CSTECC we could extend our training and many people did.

Because CSTECC's seminars were not offered until six months after layoff, several committee members questioned their effectiveness:

It was difficult. Many people were busy doing their training and didn't have time for the seminars.

(v) PROJECT CLOSURE

This project was closed according to CSTECS's program specifications. One of the co-chairs assumed responsibility for tracking the status of the affected workers in this project. He developed a computer data bank, entered employment information on affected workers and periodically reviewed and updated the files. This action was largely undertaken on his own initiative:

I developed CLAS (CSTECS's computer data bank). I thought it was important to systematically record information. Plus, I took the computer course at the college as part of my training and I felt this was something I could give back to CSTECS.

SITE 4

Figure 5-4 outlines the general characteristics of the fourth, and final, site included in this study.

(i) THE INITIAL INFORMATION MEETING

This site closed as the result of a sudden bankruptcy. At the initial layoff, no one knew of CSTECS's existence. The union president did not hear about CSTECS until four months after the closure. At that time, he contacted CSTECS staff and an initial information meeting was held. It was generally not well-attended because many former employees could not be found.

(ii) PROJECT INITIATED AND COMMITTEE FORMED

After CSTECS became involved, an adjustment committee was formed. No training was provided by CSTECS, in part, because committee co-chairs felt that they could handle the adjustment situation:

SITE 4: FIGURE 5-4

<p align="center">BUSINESS DETAILS</p> <ol style="list-style-type: none"> 1. Years in business 2. Ownership. 3. Operations. 4. Financial condition. 	<p align="center">BUSINESS DETAILS</p> <ol style="list-style-type: none"> 1. 38 years. 2. Subsidiary of American company 3. Prefabricated steel bldgs. 4. Very profitable.
<p align="center">CLOSURE PROFILE</p> <ol style="list-style-type: none"> 1. Reasons for closure. 2. Date of layoff notice. 3. Closure date. 4. Length of layoff notice 5. Severance package. 6. Government involvement. 	<p align="center">CLOSURE PROFILE</p> <ol style="list-style-type: none"> 1. American steel plants at 50% capacity. They needed more work. FTA made transfer of work and closure possible. 2. No notice given. 3. April, 1992. 4. No notice given. 5. No severance package. 6. 3 days after closure, a new company run by same managmt opened beside old plant. 40 employees rehired - had to renounce seniority, union membership.
<p align="center">WORKFORCE PROFILE</p> <ol style="list-style-type: none"> 1. Degree of unionization. 2. Average age of wkfrce. 3. Average tenure in steel 4. Workforce skill levels. 	<p align="center">WORKFORCE PROFILE</p> <ol style="list-style-type: none"> 1. About 50-60% unionized. 2. Most 35-55 years. 3. 25-30 years. 4. Relatively unskilled.
<p align="center">PROJECT PROFILE</p> <ol style="list-style-type: none"> 1. Source of CSTECC contact 2. Date of CSTECC invlvmt 3. Initial info. meeting. 4. Committee formation. 5. Committee training. 6. Communications. 7. HEAT interviews. 8. Adjustment focus. 9. CSTECC support. 	<p align="center">PROJECT PROFILE</p> <ol style="list-style-type: none"> 1. Provincial MP told union president about CSTECC 2. 4 months after closure. 3. 4 months after closure. 4. 4 members - 2 labour, 2 management 5. No training given. 6. Difficult. Used job board and job placement services as contact. 7. 4-5 months after closure. 8. Job placement. 9. 180 laid off, 121 assisted. <p>CSTECC project cost: per worker - \$2,497 total - \$312,141.</p>
<p align="center">SAMPLE PROFILE</p> <ol style="list-style-type: none"> 1. Categories based on employment outcomes. 	<p align="center">SAMPLE PROFILE</p> <ol style="list-style-type: none"> 1. 2 winners, 3 survivors, 1 loser

Q. Was CSTECH helping in terms of giving you direction about what to do?

A. No. We took our own initiative and started an Action Centre. We made job placement a priority in our committee where other committees were more concerned with the retraining part of it.

This committee differed from committees at the other sites included in this study because the co-chairs stressed job placement, rather than training:

Training's great but if there's no job at the end of the line you're just stalling for time. The older you are, the worse it is...Training doesn't necessarily mean that you're going to get a job.

The committee's emphasis on job placement and their success in locating employment for workers, resulted in fewer than 50% of workers enrolling in training programs:

So we had about 56 people take retraining programs out of the 121 and the rest were in and out looking for jobs. We started placing them almost from the first couple of weeks. We got some good jobs for people.

(iii) PREPARING THE PROJECT

Committee co-chairs established an office close to the layoff site and began operations. After a year, the committee moved to a more central location in a CSTECH Action Centre. Project activities were continued in the Action Centre.

(iv) PROJECT START-UP AND IMPLEMENTATION

Committee members sometimes used their job placement service to contact and communicate with affected workers:

We made job placement a priority on our committee...We had a couple of other people on our committee phoning companies all the time. We had a job board going. It sort of kept everybody together...People (affected workers) would be coming in and we'd be sharing (job) leads.

HEAT interviews were held with as many workers as could be contacted. In general, committee co-chairs did not feel that the interviews were useful, in part, because they did not completely agree with CSTECS's emphasis on training:

We started with the (HEAT) interview process... CSTECS started bringing in training programs but in the meantime we were actively involved in job placement because we felt it was just as important as retraining...I contacted potential employers and they hired quite a few of our older workers...that's at least as important as training. For older workers job placement is often more important than training.

Committee co-chairs did not refer individuals to professionals because they did not generally believe that counseling would improve individual situations:

What these people needed was a job. Most of them didn't need or want counseling.

(v) PROJECT CLOSURE

Project closure occurred in the usual manner. Employment information on individual workers was recorded and stored. One of the co-chairs was largely responsible for tracking the employment status of workers in this project:

I moved in here (Action Centre) and continued on with the committee work. I continued to track the job status of all our people. I kept lists...I was a little disappointed in the job placement activity here at the time. I sent a few letters off to the bigwigs in CSTECS and suggested they be more active regarding (job) placements. So they (CSTECS) decided to hire a placement officer. He (CSTECS Job Placement Officer) came on board in March, 1994.

SUMMARY

It appears that both the effectiveness and the emphasis in each adjustment project was determined, in part, by the interests, skills, and abilities of the committee co-chairs.

For example, although senior CSTECH executives wanted to establish a training culture, the personal biases of the committee co-chairs at the fourth site discouraged training in favor of job placement. By contrast, the committees at sites 1, 2, and 3 seemed to concur with CSTECH's program objectives and, therefore, emphasized training. Although CSTECH executives wanted to expand committee training, the independent nature of the co-chairs at the fourth site resulted in no committee training. By contrast, committees at the first three sites received training. These different emphases contributed to the differing nature of each adjustment project.

The nature of each closure situation also partially shaped the nature of the adjustment process. The first two sites represented "ideal" layoff situations. Because employees received advance notice of layoff, CSTECH became involved early in the adjustment process. In both cases, the initial information meeting, HEAT interviews and CSTECH seminars were held during the notice period, at the plant. This generally facilitated and enhanced the effectiveness of CSTECH's program. By contrast, sites 3 and 4 represented poor layoff situations. Both closed as the result of sudden bankruptcies. Thus, CSTECH did not become involved in either project until several months after layoff. Particularly in the case of the fourth site, this delay had the effect of generally facilitating and encouraging the independence of the entire project. At site 4, committee co-chairs operated relatively independently of CSTECH head office dictates.

CHAPTER SIX - CSTEC'S WORKER ADJUSTMENT PROGRAM AS EXPERIENCED BY PROGRAM PARTICIPANTS

INTRODUCTION

This chapter explores CSTEC's Worker Adjustment Program as experienced by the program participants themselves. The first section profiles the participants, by describing both the classification system used by CSTEC and the classification system used by this study.

The second section describes how program participants proceeded through, and made use of, the adjustment program. The formal and informal program processes are outlined as they were experienced by the program participants.

The third section examines each of the components of CSTEC's Worker Adjustment Program, as experienced by individual participants. This section is organized according to the five major components in CSTEC's program: the initial information meeting, the HEAT interview, support services, CSTEC seminars, and training.

I. PROFILE OF PARTICIPANTS BY CSTEC

Recall that CSTEC staff categorize participants into one of three streams; first, second, and third. CSTEC's categorization is based primarily on individual willingness to accept job loss and motivation for career change. Categorization is made by the HEAT team at the needs assessment interview, as the participant enters CSTEC's Worker Adjustment Program. In general, most participants do not know their categorization by CSTEC.

CSTEC defines first stream participants as being very highly motivated to make a career change, and as having firm, clear job goals, with realistic strategies to realize those goals. Most are defined as being relatively young workers, in their twenties or early thirties.

By contrast, CSTECH defines second stream participants as generally not motivated to make a career change, and as being confused and unsure of both their job goals, and the strategies to attain those goals. Thus, second streamers require considerable time and help to review relevant information, clarify their career goals, and select appropriate training. In general, CSTECH staff have discovered that second streamers tend to be in their mid-thirties to late forties.

Third streamers are defined as being resistive to a career change, and so have few or no career goals or adjustment strategies in mind. They do not believe their jobs have disappeared; they believe that they will be recalled to their former jobs. They are usually seen to be older workers, in their mid-forties to early sixties.

I. PROFILE OF PARTICIPANTS BY THIS STUDY

During data analysis, it became apparent that psychological and social outcomes were dependent upon employment outcomes. Thus, this study categorized participants solely on the basis of employment outcomes and, like CSTECH, used three categories:

Program Winners. Participants in this category were successful in making a career change into a new industry. In this study, all found their new job to be personally satisfying.

Program Survivors. These individuals were successful in obtaining alternate employment, but this did not represent a career change. In general, the new jobs were very similar to previous jobs in the steel industry. In general, the new work was personally and financially disappointing because pay levels were low, many of the jobs were not unionized, working conditions were generally poor, and job security was low.

Program Losers. These individuals were unsuccessful in finding work, except sporadic, part-time work. They came to rely on welfare after unemployment insurance benefits were exhausted.

In general, program winners in this study displayed many of the characteristics that CSTECC attributed to first stream participants. Program survivors generally resembled second stream participants while program losers were roughly analogous to CSTECC's definition of third stream program participants.

II. THE FORMAL AND INFORMAL PROCESSES OF CSTECC'S WORKER ADJUSTMENT PROGRAM

CSTECC envisioned a standard process through which participants would proceed in the adjustment program. Figure 2-7 outlined this formal process in Chapter Two. Figure 6-1 reproduces Figure 2-7 Flowchart of CSTECC's Adjustment Process.

Data analysis revealed that program use by the study's winners, and losers differed from the manner envisioned by CSTECC. Only the survivors followed CSTECC's prescribed adjustment process, with some modifications. This section will explore CSTECC's program as experienced by each of the three groups of study participants: program winners, survivors, and losers.

(a) CSTECC'S ADJUSTMENT PROGRAM AS EXPERIENCED BY PROGRAM WINNERS

Study data indicated that the majority of program winners did not rely heavily on CSTECC's Worker Adjustment Program. In general, they simply took advantage of the income support and training components of the program.

In this study, most of the program winners attended the initial information meeting and registered with the local adjustment committee to access training support. All registered with the local CEC office to ensure UI income support during training.

FIGURE 6-1
FLOWCHART OF CSTECS ADJUSTMENT PROCESS

1. Attend initial information meeting.
2. Register with local adjustment committee for CSTECS services
3. Register with CEC office for section 26 Unemployment Insurance benefits.
4. Attend HEAT interview - referral to community agencies if necessary or if requested;
- begin to research career goals and training options.
5. Attend CSTECS seminars - establishing career goals;
- conducting a job search;
- financial planning; and
- starting a small business.
6. Submit training proposal to adjustment committee.
- committee reviews proposal;
- committee accepts proposal or returns to participant for revision
- committee pays training costs¹(i.e. tuition, books, travel costs, day care expenses) and accesses financial support (i.e. UI benefits) for trainee.
7. Undertake training.
8. Job search (assisted by adjustment committee and CSTECS field staff workers).
9. Employment - exit from the labor adjustment process.
Unemployment - return to CSTECS for further job search assistance.

Most of the study's winners reported that the HEAT interview was simply a required administrative formality and was, generally, of little benefit. In some cases, the HEAT team referred dissatisfied individuals to seek individual advice and information from

¹CSTECS discontinued tuition assistance and employment subsidies after 1992

professional employment and educational counsellors in the local community. In other cases, participants relied on existing entrepreneurial interests to clarify career goals.

After deciding on a career goal, most program winners submitted two- and three-year training plans to the adjustment committee. In all cases, training plans were accepted by committee members.

Most of the winners attended very few CSTECH seminars. Many reported that they had little need of the seminars because they had already decided on career and training goals.

In this study, all of the winners selected and received their choice of training. In many cases, training included a work term placement. Work term placements often allowed the winners to meet potential employers. Thus, some winners secured work contracts during the training period. Those who graduated from training without work, found satisfying employment soon after graduation. Figure 6-2 illustrates CSTECH's Worker Adjustment Program as experienced by the program winners in this study.

In general, program winners in this study displayed many of the characteristics that CSTECH attributed to first stream participants. Program survivors generally resembled second stream participants while program losers were roughly analogous to CSTECH's definition of third stream participants.

(b) CSTECH'S ADJUSTMENT PROGRAM AS EXPERIENCED BY PROGRAM SURVIVORS

The majority of the study's program survivors were not interested in training. They simply wanted paid employment. Thus, after attending the initial information meeting and registering with CSTECH for unemployment insurance support, most began an independent job search. The job search was usually unsuccessful. After one to four months, the majority of the survivors returned to CSTECH for a HEAT interview. Most

FIGURE 6-2
CSTEC'S WORKER ADJUSTMENT PROGRAM AS EXPERIENCED BY
PROGRAM WINNERS

1. Attend initial information meeting.
2. Register with local adjustment committee for CSTEC services
3. Register with CEC office for section 26 Unemployment Insurance benefits.
4. Attend HEAT interview - research career and training options;
- seek assistance from community professionals or rely on existing interests to clarify career and training goals.
6. Submit training proposal. Training proposal accepted.
7. Undertake training - successful completion of training.
9. Satisfying re-employment outside the steel industry.²

found it extremely difficult to research career and training options. Thus, many experienced ongoing goal confusion during the adjustment process.

In an attempt to clarify career and training goals, most of the study's survivors attended some or all of CSTEC's seminars. However, individuals generally found the seminars to be of little assistance. Some judged their brevity to be a sign of poor quality; some rejected the seminars because information on available jobs was not presented. In many cases, it appeared that their anger at their personal situation was reflected in their evaluation of CSTEC services.

Goal confusion often resulted in poor training choices. Some individuals enrolled in training to extend unemployment insurance benefits; some followed friends into training; some relied on advice from family and, thus, chose training programs in which they had little interest. All, however, completed training.

²The steps are not listed consecutively but are listed in the order in which they were taken.

For most of the study's survivors, goal confusion continued past the training period. The end result was unsatisfactory employment of the same nature as they had left in the steel industry. Some survivors relied on CSTECH for job search assistance; some used contacts in steel to secure employment. Figure 6-3 outlines, in general, the experience of the survivors.

**FIGURE 6-3
CSTECH'S WORKER ADJUSTMENT PROGRAM AS EXPERIENCED BY
PROGRAM SURVIVORS**

1. Attend initial information meeting - begin job search.
2. Register with local adjustment committee for CSTECH services
3. Register with local CEC office for section 26 Unemployment Insurance benefits
- continue job search.
4. Attend HEAT interview - try to research career goals and training options.
5. Attend some or all of CSTECH seminars
- continue job search.
6. Submit training proposal. Training proposal accepted.
7. Undertake training - unsuccessful college training;
- switch to easier program; complete;
- continue job search.
8. Job search - with assistance from CSTECH.
9. Unsatisfactory re-employment within the steel industry or in a manufacturing industry.

**(c) CSTECH'S WORKER ADJUSTMENT PROGRAM AS EXPERIENCED BY
PROGRAM LOSERS**

Many of the study's losers did not attend the initial information meeting, and so did not register for CSTECH's program until several weeks or months after layoff. Their lack

of attendance was due, in part, to the fact that all expected to be recalled to former steel-industry jobs and, therefore, many denied the adjustment experience.

After several months, most program losers began to realize that they would not be recalled to work. To their credit, CSTECC committee co-chairs contacted the majority of the program losers. On the urging of the committee co-chairs, therefore, most individuals agreed to participate in a HEAT interview.

The HEAT interview angered and frustrated many of the study's losers because it became apparent to them that they were not being given the support and guidance they wanted. Most program losers expected CSTECC's Worker Adjustment Program to guide them step-by-step back to re-employment in their former jobs. However, CSTECC's program, including the HEAT interview, was not designed for this purpose.

Many individuals then turned to CSTECC seminars, hoping to find the employment guidance they sought. Generally, seminar attendance was high. Frustration often resulted when the seminars did not supply the information people were seeking. Like the program survivors, many losers translated their general anger into dissatisfaction with CSTECC.

At this point, many individuals left the program and looked for work. After an unsuccessful job search, all returned to the Worker Adjustment Program. They returned primarily to invoke section 26 of the Unemployment Insurance Act, and extend their income support by participating in training. In many cases, training attendance was simply enough to ensure continued income support. The major focus of their energies continued to be on their dreams of re-employment, and particularly re-employment in their former steel-industry jobs.

In general, poor participation in training caused training to be unsuccessful. When the three-year limit of income support expired, most of these individuals slipped onto welfare. Figure 6-4 illustrates the general experience of the program losers in this study.

FIGURE 6-4
CSTEC'S WORKER ADJUSTMENT PROGRAM AS EXPERIENCED BY
PROGRAM LOSERS

- | |
|--|
| <p>Wait for recall to steel-industry jobs - unsuccessful.</p> <p>4. Attend HEAT interview.</p> <p>5. Attend some or all of CSTEC's seminars.</p> <p>Job search - unsuccessful.</p> <p>3. Register with local CEC office for section 26 <u>Unemployment Insurance</u> benefits.</p> <p>6. Submit training proposal. Proposals usually accepted.</p> <p>7. Undertake training - continue job search;
- training is unsuccessful.</p> <p>8. Job search - with assistance from CSTEC - unsuccessful.</p> <p>9. Unemployment.³</p> |
|--|

III. THE WORKER ADJUSTMENT PROGRAM

The next section focuses on each component of CSTEC's Worker Adjustment Program (WAP) and examines, in detail, the adjustment experiences of the study's program winners, survivors, and losers. Adjustment processes are explained and described so as to provide a context in which to present the findings and results from this study.

³The steps are not listed consecutively but are listed in the order in which they were taken.

(a) THE INITIAL INFORMATION MEETING**(i) PROGRAM WINNERS, SURVIVORS, AND LOSERS**

The initial information meeting was intended to be an integral part of the adjustment process, and disseminate pertinent information to affected workers on a timely basis.

In this study, most program winners and survivors received meeting details and were in attendance. For many winners, the meeting increased motivation to train for a new career:

When I heard that CSTECH would fund me to go to school for three years I thought, "Well that's the opportunity of a lifetime!"

After I found out about the funding I knew that I wanted to go to school...It was like a dream come true!

Survivors, by contrast, were not usually interested in training. Most wanted to find another job as quickly as possible. Thus, unlike the winners, many were not excited by training information presented at the meeting:

We were hoping they were going to say somewhere there's jobs.

They told us about how the (CSTECH) program worked and how your mind kind of plays tricks on you after you lose your job. You know, you get depressed and stuff. But we really wanted to know how to find another job.

Despite their disappointment, however, most survivors registered with adjustment committees for CSTECH services.

Many of the program losers did not attend the initial meeting, and so did not hear about, or register for CSTECH's Worker Adjustment Program until several weeks or months later. Their lack of attendance was due, in part, to the fact that most expected to be recalled to work. For the majority of this study's program losers, lack of attendance at the meeting resulted in a limited overview of CSTECH services. This, in turn, often

resulted in limited understanding about the purpose, scope and nature of CSTEC's Worker Adjustment Program.

(b) THE HEAT (HELPING EMPLOYEES ADJUST TOGETHER) INTERVIEW

(i) THE PROGRAM WINNERS

A few of the winners initially relied on the HEAT interview for career and training information and advice. However, because the interview usually did not supply the information they sought, some questioned the expertise of the HEAT counsellors:

The interview was...it was like a formality. They didn't dig too deep...I don't think there was too much emphasis on anything.

I thought the guy who interviewed me was either telling me a bunch of crap or he didn't know what he was talking about!...He contradicted himself. The information he was telling me was incorrect!

It (HEAT interview) was very poor. They didn't seem to know what they were talking about.

Many of the study's winners expressed their disappointment to the HEAT team members. At this point, the HEAT team referred some individuals to community professionals for career and training information and advice.

(ii) THE PROGRAM SURVIVORS

Most of the study's survivors looked for a job immediately after layoff. When they failed to find alternate employment, most participated in a HEAT interview, hoping to be given employment information. Frustration often resulted because the interviews usually failed to provide this information. Although most survivors expected the HEAT team to provide specific labor market information and career direction, the HEAT team expected individuals to research their own career and training options. Most survivors had neither the ability nor the interest to competently research career and training alternatives. Thus,

for the study's survivors, competing expectations often negated the utility of the HEAT interview:

I wanted them (HEAT team) to say, "What should I get into? Should I upgrade myself? Get my grade 12 diploma?"

It was only a fifteen minute interview and what does a guy from Sault Ste. Marie know about jobs in this area?

I just didn't know how to go about doing anything!...I'd worked at the same plant for 20 years. What did I know about any other career?

Most survivors wanted the HEAT team to act as employment counsellors and help them find jobs immediately. In general, their goals were short-term. However, the HEAT team adopted a longer-term view and expected individuals to research career and training options. When these differences were not explained and explored during the HEAT interview, the potential benefits of the interview were often lost.

(iii) THE PROGRAM LOSERS

Like the survivors, the program losers generally expected the labor adjustment process to guide them step-by-step to re-employment. In general, their interview experiences were similar to those of the study's survivors. The differences were mainly in terms of degree. In general, the losers' experiences were more negative and more severe than the experiences of the survivors.

Like the survivors, the study's losers had poor research skills and so could not personally find the information necessary to establish employment goals and strategies. Moreover, none had any interest in alternate careers. They simply wanted to return to their former jobs. Their external, rather than internal, locus of control, meant that most did not accept personal responsibility for the adjustment process. Instead, the majority relied on CSTE staff.

In some cases, the timing and the brevity of the interview contributed to unsatisfactory results. In other cases, confusion and competing objectives negated the potential benefits of the interview. For the study's losers, adjustment intervention often seemed to be too little, too late:

I wasn't interviewed by the HEAT team at first because the plant closed unexpectedly. The HEAT team did interview me but by that time I'd been out of work for six months and it seemed like they were just rushing us through.

...A 45 minute interview with the HEAT team might be OK for some guys but it was useless for me. I didn't know what I wanted. I was depressed about losing my job and I needed to talk to somebody for more than 45 minutes!

The HEAT team told me to go out and find my own training course. They didn't come and say that they would help me find a course. They just said, "Go out and you find whatever you want to do and then we'll check it out."

In this study, the winners were both competent and motivated enough to assume responsibility for the adjustment process as envisioned by CSTECH. Although most were disappointed with the HEAT interview and judged it to be largely ineffective, most were able to act on the information provided by HEAT counselors who referred them to community professionals for information, advice and support.

The survivors and losers, in different degrees, lacked the competence, self-confidence and personal initiative to assume the personal responsibility for their own adjustment as required by the HEAT team. In varying degrees, they looked to CSTECH to guide them step-by-step to re-employment. The losers generally expected that CSTECH staff would help them secure the jobs they had lost in the steel industry. Because CSTECH's program was not designed for this purpose, frustration and anger sometimes resulted.

Figure 6-5 is instructive in illustrating, in general terms, the differing natures of the three groups of study participants at the time of the HEAT interview.

FIGURE 6-5
HEAT INTERVIEW - A COMPARATIVE PROFILE OF PARTICIPANTS

FACTOR	WINNERS	SURVIVORS	LOSERS
View of the HEAT team.	Not helpful.	Frustrating. Wanted them to act as employment counsellors.	Interview too short; poor quality. Wanted testing and guidance.
Sought advice from the HEAT team.	Yes.	Yes.	Yes.
Interest in a career change.	Very high.	Low to moderate.	Very low.
Amount of career exploration.	Very high.	Low to moderate.	Very low.
Personal initiative in researching careers.	Very high.	Low to moderate.	Very low.
Clarity of career goals after goal exploration.	Very high; very focused.	Low; quite confused.	Very low; very confused.
Source of assistance in goal clarification and career information.	Professional employment counsellors from community agencies.	CSTEC, family members, friends.	CSTEC.
Career goal.	To secure satisfying work with potential for advancement that enables them to support family	To find any job that paid as much as their previous steel work.	To be re-employed in their previous steel work.

(c) SUPPORT SERVICES**(i) PROGRAM WINNERS**

The program winners judged financial support from CSTECH, which paid for training costs, and three years of UI income support for training to be a significant strength of the program:

CSTECH was paying for everything...books, tuition. They even paid for special drafting paper I needed. And I was getting UI too.

The UI money was great. Without it I couldn't have gone back to school.

Three years of UI income support allowed sufficient time for most of the study's winners to retrain for new careers outside the steel industry.

In general, the study's winners used only income support from CSTECH. Most did not rely on any further CSTECH supports, in part, because of their dissatisfaction with the HEAT interview. Following the interview, many were referred to career counselors and community educational and employment professionals who assisted their career exploration efforts. These efforts usually helped the study's winners to clarify career and training goals. The study's winners list three main factors which contributed to goal clarification. First, community professionals provided access to pertinent employment and training information which helped some individuals focus their career goals:

I enrolled in a 12 week program at the UI office. It was designed to help unemployed people select new careers...These people (UI counselors) know what they're talking about...They said we're changing from an industrial, manufacturing base to information so I knew there wasn't any work for me as a health and safety inspector...But the UI office had a computer bank of jobs and what education you need. I looked at it, talked to the counselor and decided on nursing or respiratory technician because there are jobs in that area of health care.

The college counselor suggested I register for the recreation leadership course. She thought I'd be good at it and she said there were job opportunities. I said, "What's recreation leadership?"...And now look at me. I wouldn't want to be doing anything else!

Second, community professionals made community adjustment resources available which helped others to clarify their career goals:

I wasn't really sure if computer programming was what I wanted to do...I talked to career counselors and I talked to a few of the (college) instructors. They gave me information about computer jobs and the training I needed... After talking to these people I decided to switch from computer programming to electronic engineering technician.

I went to the UI office and...they sent me on a six week work placement in a hospital. That helped me decide against being an X-ray technician. I decided to become an ambulance attendant...I got the information I needed. Then I enrolled in academic upgrading because I needed it for the college course.

Third, support from community professionals helped other individuals to cope with setbacks and difficulties encountered during training:

I went to (community college counselor), came this close to breaking own. And I said, "I can't do this!" She let me say everything I wanted to say and then she suggested I drop a few courses to lighten my load...I picked them up in another semester. She (counselor) was amazing! I failed integral calculus. The head of the math department set up an independent study program for me...He gave me problems to work on. I'd take the completed problems to him and he checked them and we discussed my work. That helped me pass the course.

In addition to relying on community professionals for support and guidance, many of the study's winners relied on family support during the adjustment period. This family support was a critical factor in their successful adjustment outcome. Family support contributed to calm person environments which helped individuals concentrate on training. Family support provided a significant increase in resources available to sustain the retraining efforts of the winners. The winners describe the significance of family support for adjustment and training success saying:

We didn't have enough money to support my two year old son so my well-to-do uncle paid for his day care for the entire two years I was in school...I didn't have to worry about that end of it.

My wife was great! Without her support I might not have got through it (adjustment process).

My father bought me a computer for school so I could do my assignments...It was a lot better than waiting in line at the college for the computer!

In short, the study's winners located and relied on support from a variety of sources.

(ii) PROGRAM SURVIVORS

When the Worker Adjustment Program failed to provide the direct guidance and employment information expected by the survivors, they often turned to family members for career advice. This reliance on family members often confused and stymied individual adjustment efforts because family members usually did not support the idea of training for a new career:

My boyfriend was glad that I was getting UI for going to school even though it doesn't pay as much as a job.

When I told my mom and dad that I was going back to school they said, "What! How are you going to make a living going back to school?"

In many cases, family members urged individuals to continue looking for work during training. Many responded to this pressure and their own desire for employment by engaging in a continuous job search throughout the entire adjustment period:

Like I had to go to school 25 hours a week...and the rest of the time I'd go out and fill out applications and drop resumés off.

I went out approximately every other day and put in resumés. I did this for approximately three hours a day.

I ended up taking two courses, doing volunteer work and working part-time. You just sort of lose it after a while!

In general, individuals were unfocused in their job search efforts. They did not target a specific career. Most simply wanted a job.

In general, their families could not help because most family members did not have access to the kind of labor market information necessary to clarify career goals. In some cases, the survivors and their families guessed at labor market needs and chose training because they thought that it might result in employment:

I took the fire alarms and security systems course...because our family at that time, they told us there was supposed to be a lot of work coming in it.

I took a broadcasting course...I had a funny feeling about it from the start. But my mother talked me into it. She always thought I should be a broadcaster.

Guessing at labor market needs was an ineffective employment strategy because, for many of the study's survivors, it resulted in enrollment in training programs that did not complement individual vocational interests or cognitive abilities.

Despite enrollment in inappropriate training, however, the survivors who enrolled in academic upgrading programs were often supported and encouraged by program teachers:

The teacher done twice the job the HEAT team done for your self-esteem...She made me feel good about what I was doing.

The teachers were always there if you needed help.

In many cases, this support helped individuals successfully complete academic upgrading courses.

(iii) PROGRAM LOSERS

Like the program survivors, the families of this group did not support the idea of training for re-employment. The goal was re-employment itself:

My wife says, "Never mind all this grief about training and deciding what you want to do." She wants me to pretend it was all a bad dream. She wants me back at work!

I have a girlfriend. She'd like to see me working.

Most of the losers' families put great pressure on the participant to secure immediate re-employment because, in many cases, both wage earners in the family lost their jobs within weeks or months of one another.

My wife has heart problems so she had to give up her job...When I lost my job we lost our house and moved into a rental that was geared to income.

My wife was the manager at Tim Horton's but she was laid off just before I found out the plant was closing.

Unlike the survivors, however, many of the program losers looked to CSTECH staff for personal and employment support:

I come in here (Action Centre) and they help me with my resumé. They phone employers for me.

They (CSTECH staff) set up an interview for me. It's the only interview I've had in two years... They work their tails off for me!

Coming here (Action Centre) gives me a place to go.

CSTECH staff often provided important personal supports that helped the program losers deal with personal difficulties. In most cases, the personal problems of this group were so severe as to incapacitate the retraining efforts.

Figure 6-6 summarizes and compares the use of support services by program winners, survivors and losers in this study.

**FIGURE 6-6
COMPARATIVE USE OF SUPPORT SERVICES BY PARTICIPANTS**

	WINNERS	SURVIVORS	LOSERS
Sources of personal support.	Community agencies, family, friends and teachers.	Family academic upgrading teachers	CSTEC staff.
Degree of use of personal support	Very high (importance judged to be very high)	Moderate (importance judged to be moderate)	Low (importance judged to be high (i.e. they felt it was important and lacking).
Financial support from family available.	Often (importance judged to be moderate to high)	No.	No.
Personal support from family for training.	Very high (importance judged to be very high)	No. Opposed training.	No. Opposed training.
Professional support from employment counselors.	Yes (importance judged to be high)	No.	No.

(d) CSTEC SEMINARS

There were four seminars offered by CSTEC, available to participants after they completed their HEAT interview. The seminars were organized and scheduled by the local adjustment committee. Figure 6-7 briefly describes these seminars. Appendix D outlines the seminars in detail.

**.FIGURE 6-7
CSTEC SEMINARS**

SEMINAR	DESCRIPTION	CONDUCTED BY	DURATION
Career goal setting.	Determine new career goals or verify existing job interests.	Two HEAT team members.	One day.
Job shop.	Teaches job search skills, resumé writing	Two HEAT team members.	Two days.
Financial Planning.	Crisis budgeting and financial planning.	Two HEAT team members.	Four hours.
Small Business Start-up	Decision making re. starting small business	Two people from Federal Business Development Bank.	One day.

(i) PROGRAM WINNERS

In general, the program winners were grateful to CSTEC, and the CSTEC staff, for the opportunity, in the form of section 26 UI support, to retrain for a new career. Thus, when HEAT counselors suggested that they attend the seminars, they usually attended at least one and sometimes two seminars. In many cases, individuals did not have much interest in attending, nor did they usually find the seminars useful because they were already familiar with the information. Some stated that they attended in order to be polite:

I felt it was the least I could do...CSTEC had been so good to me. I wanted to give something back.

I feel grateful to CSTEC for the opportunity they gave me to go back to school...so when they called and asked me to go to some seminars I said, "Sure thing."

Many felt they were helping the HEAT counselors, who wanted full participation at the seminars

(ii) PROGRAM SURVIVORS

Although most were disappointed with the HEAT interview, all of the study's survivors attended CSTECH seminars, hoping to find information on available jobs. Many of the survivors were disappointed because the seminars did not present the kind of employment information they were seeking. For some, the information provided in CSTECH seminars was judged to be irrelevant. For others, the brevity of the seminars gave the impression that seminar leaders lacked the expertise necessary to help individuals find jobs:

The career goals seminar was just a one evening thing. It was nothing more than I already knew.

I went to the financial planning seminar. It didn't help. They were telling us how much to spend on food...When you get to my age you basically know how much you're going to spend on food.

At the job shop seminar they taught you how to do interviews and how to do resumés...It wasn't long enough.

In general, the survivors failed to use the information presented during the seminars because they felt it was irrelevant to their primary goal: an immediate job.

(iii) PROGRAM LOSERS

Initially most program losers had high expectations for the seminars. Generally, they attended most or all of the seminars. Some, however, because of their anger at losing their jobs, and their resistance to career change, boycotted the seminars:

I was too busy to go to any of CSTECH's seminars.

Generally, individuals judged the seminars to be too short, too superficial, and not very helpful. Generally, they were not previously familiar with the information disseminated in the seminars:

The seminars should be longer. Job shop was only a day long. The business seminar was only two days. That wasn't enough time for me to learn everything that I needed to learn. I went to job shop. That's where they teach you how to write a resumé and write a letter to an employer. I listened to what they had to say, wrote a resumé for myself, gave it to the seminar leaders and they said it wasn't worth nothing!

CSTEC seminars were not designed to disseminate the intensive and long-term assistance required by the program losers. Most of the study's losers, because of their resistance to career change and because of their need for significant adjustment intervention, were not in a position to take advantage of the information presented in CSTEC's seminars.

(e) TRAINING

(i) PROGRAM WINNERS

The experience of the program winners revealed six themes or patterns that were identified as being critical in their achievement of successful training. First, each of the study's winners received his choice of training program. Many of the winners stated that this constituted a significant program strength. Receipt of training choice often increased motivation for learning:

I really believe that most people want to learn if they can pick and choose the course...I knew I wanted a course in some kind of health care. Through CSTEC I was able to get it.

I was pretty keen because I got the course I wanted. I had always wanted to do construction management and CSTEC gave me the opportunity to do so.

This is something I should have done twenty years ago!

Previous research (Baldwin et al, 1991) has shown that denial of training choice lowers

lowers motivation for learning. This study shows that, for the program winners, receipt of training choice generally increased motivation for learning.

Second, for individuals who lost their jobs before 1993, CSTECH also paid travel costs, a program component that further encouraged individuals to pursue their choice of career:

I drove two hours a day to get the training I wanted...CSTECH paid mileage...that helped.

I decided I wanted to go into heating and air conditioning. But the local colleges weren't offering any substantial kind of course...So I decided to go to the city. I spent two hours on the train every day to go to that course...I'd submit my receipts to CSTECH and they helped out with the (travel) expenses.

Third, several individuals operated small business interests while working in steel. Many reported that existing business interests helped them clarify career and training goals thus:

...a buddy and me had set up a business in my garage where we did engine work for people. We'd look at their boat engines or we'd fix lawnmowers...so when I heard about the course in small engine repair I decided to take it.

I was a part-time real estate agent since 1978. After the closure I took some real estate courses because I'm interested in it and I knew something about it.

In some cases, existing entrepreneurial skills and knowledge acquired during training provided confidence and access to the resources necessary to establish successful business ventures:

I learned to make a market evaluation, give mortgage rates. I learned property law and zoning...By me taking these real estate courses it obviously improved my knowledge. I have more confidence. The more confidence you have, the better you can sell houses.

I learned estimating, surveying...I'm much more confident in the management end of construction. That's helped me with my business.

Motivation for training was high among individuals who selected career goals based on existing small business interests.

Fourth, the majority of winners in this study selected college training programs that included work placements. According to the winners, work placements during training constituted a program strength because work placements provided opportunities to practice trained skills, thus facilitating the transfer of trained skills to the job:

The co-op placements were excellent...I went down to City Hall and sat in on tender openings. I helped do estimates for tenders...It was really good practice.

I had two work placements. I learned so much, especially in the second placement which was in a home for adults with disabilities.

On the work placements I practiced what I'd learned in class.

In some cases, work placements allowed individuals to make contact with potential employers. Several individuals viewed this as a program strength because many often secured successful employment through contacts made during work placements:

I made a lot of contacts during my work placements so when I applied for the job they already knew who I was.

I lined up a job through a college (work) placement even before I was finished training.

Fifth, most of the program winners had completed high school before participating in CSTECS-sponsored training. Prior success in formal education contributed, in part, to positive training outcomes for the study's winners.

Finally, all of the winners had access to extensive personal resources. Family support, both financial and personal, contributed to positive training outcomes.

(ii) PROGRAM SURVIVORS

Despite low motivation for training, all of the program survivors in this study enrolled in training courses. Three main patterns account for this behavior. First, training enrollment extended unemployment insurance benefits.

We decided to go back to school because of the UI funding.

In some cases, individuals enrolled in more than one training course or extended current training, not because they were interested in education, but to extend their unemployment insurance benefits:

They (CSTEC staff) said, "If you get into the upgrading course you can extend you unemployment (benefits) for another year." I thought, "Well that's a good deal because there's no jobs around."

...to keep UI going we went into upgrading after the fire alarms course.

My unemployment run out, so in order to keep it in extension I stayed in the upgrading.

Second, several program survivors enrolled in training because it provided daily structure, structure that had been missing since layoff. Several individuals reported that, to their surprise, training enabled them to cope with the trauma of job loss:

I started running out of things to do...so I went to the Action Centre to see about going to school. I was off a couple of months. Got bored. So I went and enrolled in upgrading. I enjoyed going to school. It gave me a reason to get up ...I surprised myself.

Third, training provided daily social interactions which helped some people cope with their unemployed state. Data analysis revealed that the motivations for selecting training courses differed among men and women. In general, men modeled the actions of peers who seemed confident that training would result in re-employment:

One of the guys wanted to take it (welding course) so he signed up and we all signed up with him because he did I guess.

Some of the guys said it was a good course and it would lead to a job so I took it.

I met up with a few of the guys that I used to work with and they said, "Oh we've gone back to school to the upgrading." And I thought, "Gee, that doesn't sound too bad. I think I'm going to try to get in on this."

By contrast, many women attended training with friends, not because they were modeling the actions of peers, but because they wanted to ensure social and personal support during training:

The best way to go is with someone else. The buddy system of going to school. To me it's the only way to go.

I went (to training) with another girl from the committee...the social is probably the most important thing you know.

I went (to training) with my roommate, for company, you know.

In this study, none of the program survivors had clear career or training goals. Following friends into training was a means of coping with career and training uncertainty. Men appeared to follow the actions of peers who seemed to have clear training goals. Women seemed to choose training because they wanted to ensure social support during training.

For some individuals, training produced two further unexpected benefits. First, teachers and peers in academic upgrading programs provided personal supports which sometimes helped ameliorate the depressing effects of unemployment:

Ninety per cent of us had worked together (at the plant) so we worked together in class...We always helped each other. I liked it.

If you needed any help they (teachers) were always there. They were very good at that.

...when you get in the classroom, everybody was working together. I could always ask the guys if I didn't understand something.

Furthermore, course curriculum and structure in academic upgrading was sufficiently flexible to accommodate individual needs. This often contributed to academic success:

They do an assessment and then you start at whatever grade they think you should start at.

You can work at your own pace. They treated you like an adult.

...The classes were small. That was good because if you were having a problem with something it was easier to get it straightened around.

In short, academic upgrading classes were able to foster individual achievement and success because they usually accommodated and responded to individual needs and abilities.

Unfortunately, many of the survivors who experienced success and satisfaction in academic upgrading programs did not usually experience comparable success and satisfaction in college programs. In some cases, individuals were unable to spend sufficient time in upgrading to prepare for the academic demands of college training. In other cases, lack of program coherence meant that individuals attended college training before completing academic upgrading. People caught in this dilemma had little academic preparation for college study:

I was going to take a nursing course but I never got accepted. The (college) training was way over my head!

I didn't have the background in Latin...I was putting myself through hell trying to learn it and I thought, "No. This is no good."

I wish I would have had the upgrading and the math and that before I took the (college) course. It would have helped.

Some individuals who found themselves in difficult college programs dropped the difficult courses and enrolled in courses where program demands were low. This ensured continued UI income support and often contributed to success during college study:

I dropped the course and enrolled in a computer applications course. It was something I'd done all my life.

I'd always worked in accounting so I enrolled in office administration.

In some cases, resource unavailability diminished motivation for training. In some cases, lack of available courses resulted in enrollment in college programs that did not complement vocational interests. In other cases, lack of relevant work experience barred individuals from admission to courses of interest:

There wasn't that much available at that time, only a building maintenance course and fire alarms and security systems. I wasn't really interested in either one.

I'm interested in mechanics...I wish I could have pursued it but I just couldn't find any courses to get into.

I was interested in the apprenticeship program in horticulture...But you have to be in the industry in order to get into the apprenticeship program. We couldn't get into the course. I wanted to take business administration but it didn't start until the following September...I was laid off in November so I took general business...It was a breeze!

The majority of program survivors enrolled in college programs that did not include work placements. Lack of work placements often discouraged the transfer of trained skills to the job. For the few individuals whose college study included work placements, lack of resources, both institutional and personal, and poor planning during work placements sometimes negated their usefulness:

In the summer there was work placements...The first day we drove all the way there and then we had to drive back here to do the job. Nobody knew where they were going until the last minute!

There was no planning. They just threw the placements together. Out of the whole class, there was four of us they didn't find work placements for.

Q. Why was that?

A. Because our grades weren't up...They made up this work assignment that we were supposed to hand in. By that time me and another guy were so disgusted that we didn't bother doing the assignment!

Little or no opportunity to practice trained skills during college programs often discouraged the transfer of trained skills which, in turn, contributed to low job mobility

for all program survivors in this study. Low job mobility generally resulted in unsatisfactory re-employment. Despite dissatisfaction with college programs, unemployment insurance benefits for training convinced each of the study's survivors to complete training courses.

(iii) PROGRAM LOSERS

The program losers generally did not have pleasant or successful training experiences. Five patterns account for this. First, many individuals lacked clear training and career goals. In general, program losers had only one career goal - to return to their former jobs in steel. Thus, it was difficult for most of them to think about training for a new career. Many were very confused and unfocused:

I might have taken a course in something mechanical...Maybe I should start my own business...I do have some skills as a musician. I used to play drums in a band. Maybe I should try that. I worked as a committee member for a year, helping people find training...At the end of that time I still didn't know what I wanted to do. I still don't know what I want to do now.

Goal confusion often persisted throughout the training period and became more pronounced when individuals failed to secure satisfying re-employment.

Second, lack of information and few personal resources often contributed to unsuccessful training experiences. Many individuals simply did not have the skills to locate and identify the information necessary to clarify career and training goals:

The getting going was rough. It took from April till January for me to learn about CSTECH...I heard that CSTECH would pay for upgrading but I never knew how to get on it.

In this study, none of the individuals had the interest, or ability, to research and locate their own career and training goals. In some cases, HEAT counselors responded

to individual requests for guidance by suggesting career goals and training strategies. However, this sometimes resulted in enrollment in training that did not complement vocational interests:

Third, most of the study's losers demonstrated low motivation for training. In fact, most were resistive to training:

I didn't want to go to school at all. I wanted to keep working!

The unavailability of courses of interest usually further diminished motivation for training:

I might have liked a course in something mechanical but they said there were no courses available.

We didn't have no facilities in the upgrading course. We started out in one place and then we moved and then we moved again. It was terrible having to move that many times in less than a year...We didn't even have a blackboard when we started the course!

The panels and machines we were supposed to be working on never got there until the last two weeks of school. Then they said, "OK boys, now hook 'em up." And we were supposed to know how to hook them up...Silliness!

Once in the training program, lack of personal commitment often meant that individuals limited their attendance to the minimum required for unemployment insurance income support. Poor attendance often contributed to an unsuccessful training experience:

I didn't want to mess up my UI payments so I'd only take off time in the afternoons because they take attendance in the morning.

Fourth, in many cases, individuals did not have the necessary skills or educational background to be successful in vocational training. Because of the Unemployment Insurance time limitations for training, most individuals left academic upgrading after

one year to attend two year vocational programs. In many cases, one year was not enough time to upgrade academic skills and prepare for vocational training:

I hadn't been in school since I was 13. I only went to grade eight...Even the upgrading was too hard for me. At the end of one year they told me I had grade 12. What a joke! I couldn't write a grade 12 exam and pass!

You needed grade 12 electricity for the fire alarms course and I didn't have it...I failed the course.

In addition, none of the program losers in this study had a record of successful education. Previous unsuccessful educational experiences may have set up the conditions for a self-fulfilling prophecy: once an educational failure, always an educational failure:

I've never been any good at school and I still can't do it!

I never had an easy time of it when I was in school. I was always trying to keep up.

Finally, although some individuals enrolled in college programs with work placements, lack of resources and disorganization sometimes interfered with the opportunity to practice and transfer trained skills:

We were sent on a work placement...But that was a mess too...We didn't know where we were going until the last minute and all we were allowed to do was watch this guy work on alarm systems... How are you going to learn this stuff unless you do it for yourself?

We were the guinea pigs. We needed more hands-on training, especially for somebody like me who didn't know what they were doing and who didn't know much about electricity.

In summary, program losers were often unsuccessful during training because most lacked clear goals, demonstrated low motivation for training, did not know how to find the information necessary to make informed training decisions, were inadequately prepared for training, had a history of poor educational experiences, and had poor experiences during work placements.

(e) TRAINING: COMPARATIVE PROFILE OF PARTICIPANTS

Figure 6-8 provides a training profile of the three groups of program participants; winners, survivors, and losers.

For all program winners in this study, training was successful. Training success was due to six factors. First, all were able to find the information necessary to clarify career goals. Second, all demonstrated high motivation for training and took personal responsibility for training success. Third, all received their choice of training, which further enhanced motivation for academic study. Fourth, three years of UI income support and sufficient educational preparation enabled the winners to train for careers outside the steel industry. Fifth, successful work placements during training and/or the expansion of existing entrepreneurial interests facilitated the transfer of trained skills to the work setting. And sixth, all of the study's winners had access to extensive personal resources.

Despite low motivation for training, training had unexpected benefits for many of the program survivors in this study. Benefits included the fact that training provided daily structure that had been missing since layoff and afforded many opportunities for social interactions. These factors often helped alleviate the depressing effects of unemployment.

All of the study's survivors experienced success during academic upgrading. Upgrading was successful because personal support from peers and teachers encouraged academic efforts and individualized curriculum and structure was responsive to individual needs. By contrast, college training was sometimes unsuccessful due to inadequate preparation for college study, lack of program coherence, lack of courses of interest and unsuccessful work placements in college programs.

FIGURE 6-8
TRAINING PROFILE OF THE STUDY'S WINNERS, SURVIVORS AND
LOSERS

FACTOR	WINNERS	SURVIVORS	LOSERS
Individuals had skills to research training?	Generally, yes.	Most, no.	No.
Expectation that training would lead to re-employment?	Generally very high.	Moderate.	Very low.
Took personal responsibility for training success?	Most, high to very high.	Generally moderate.	Usually very low.
Motivation for training?	High; training seen as path to successful career change.	Moderate; training seen as necessary, distasteful route a job.	Very low; wanted former steel-industry job to return.
Reasons for enrolling in training.	To pursue career change.	To extend UI benefits; to provide daily structure; for social reasons; on advice of CSTECH staff or friends.	To extend UI benefits; on the advice of CSTECH staff.
Received choice of training?	Yes.	No. Limited choice.	No. Choices denied.
Extensive resources?	Yes.	No.	No.

FIGURE 6-8 (CON'T)

FACTOR	WINNERS	SURVIVORS	LOSERS
Did receiving choice of training affect motivation?	Yes. Increased motivation to train.	Yes. Denial of choice often decreased motivation.	Yes. Denial of choice often decreased motivation.
Type of training taken.	Some took upgrading. All took college courses.	Some took upgrading. All took college courses.	All took upgrading and college.
Training duration	One year of upgrading; 2-3 years of college.	One year of upgrading; 2-3 years of college.	One year of upgrading; 2-3 years of college
Training success?	Very high.	Mixed. Low to high.	Very low.
Work placements during training?	Yes - all were successful	No.	Some - all were unsuccessful.
How important were work placements?	Very important. Facilitated transfer of trained skills and provided opportunities for networking for jobs.	N/A	Unimportant. All were unsuccessful.
Training targeted to job goal?	Yes.	No.	No.

After dropping difficult courses, many of the study's survivors enrolled in alternate college programs. At this point, training was successful because individuals had adequate preparation for study in college programs with low academic demands.

All of the program losers in this study had unsuccessful training due to the fact that they lacked clear goals and most did not know how to access the information necessary to clarify career goals. Second, most of the losers demonstrated very low motivation for training. Motivation levels were further diminished by the lack of institutional and personal resources. Fourth, one year of academic upgrading was insufficient time to prepare for college level vocational training, particularly since none of the study's losers had experienced previous academic success. Most had quit school before completing their secondary school education to take employment in the steel industry. And finally, unsatisfactory work placements in college programs inhibited the transfer of trained skills.

CONCLUSIONS

In addition to differential use of CSTECS's program by the winners, survivors and losers, several additional factors may also account for differing program outcomes among the study's program participants. First, the criteria used by the HEAT team for streaming participants may account for differences in program outcomes. For example, if HEAT team members are favorably disposed to particular individuals, they may suggest alternatives that result in better outcomes. Differences in education, skills, individual abilities and the socio-economic status of the program participants in question may also contribute to differing outcomes.

CHAPTER SEVEN - PSYCHOLOGICAL AND SOCIAL INFLUENCES OF TRAINING ON PROGRAM PARTICIPANTS

INTRODUCTION

In this study, data analysis revealed that training and employment were the two program components that exerted the most significant psychological and social impacts on program participants. This chapter examines training influences.

Study respondents had a 100% participation rate in training. This is a very impressive result, but deeper probing indicates significant qualitative differences in individual training experiences. This chapter examines those differences. Specifically, the chapter examines the psychological and social influences of training for the study's program winners, survivors, and losers.

I. THE PSYCHOLOGICAL AND SOCIAL INFLUENCES OF TRAINING

(i) PROGRAM WINNERS

All of the study's program winners listed training, with three years of UI income support, as a significant strength of CSTECS's Worker Adjustment Program. Many people experienced such a variety of personal benefits that they described their training experiences as personally transforming:

Nothing better could have happened to me. Now that I look back on the closure of the plant, I think that it was a blessing in disguise.

..I am a totally different person... Without this (training) course my life would be nothing.

It's like I've salvaged a lot of my life. I feel that I've improved overall as a human being...I feel recharged. I feel energetic...I'm very proud of what I've done...I'm a completely different person! I really, really feel that.

All of the study's winners describe their training experiences as successful. In this study, successful training is defined as personal satisfaction with the training process and successful completion of the training program.

For the winners, the benefits of training can be grouped under three categories. First, successful training was often empowering. For the study's winners, benefits usually included enhanced self-confidence and self-esteem, improved physical self-concept, an increased sense of control over life, and an increased willingness and ability to take risks.

Secondly, in many cases, successful training also conferred motivational benefits. Benefits included greater interest in and willingness to participate in further education and improved problem solving and time management skills.

Thirdly, for many of the study's winners, successful training promoted social cohesion. The benefits often included greater tolerance of others, improved interpersonal skills and new friends, closer spousal and family relationships, enhanced respect from friends and colleagues, and greater political and world awareness.

(a) EMPOWERMENT

In most cases, successful, satisfying training improved self-confidence levels and enhanced individual self-concept:

I've learned to pat myself on the back now. I feel a lot better about myself...much more self-confident.

When I was in school I started to figure out the road I was going to go on...I started to feel more confident about myself.

Many of the winners attributed increased self-confidence to knowledge they acquired during training:

Learning to read and write with confidence. To me that was the greatest thing.

Learning makes anyone feel better inside. I felt good doing the upgrading...I was able to do the math, no problem. I actually surprised myself. I didn't think I was that smart...

For some, improved self-confidence contributed to a better physical self-image. For others, friendships made and knowledge acquired during training raised awareness of issues related to health, personal grooming and physical fitness:

At school I learned ways of dressing...walk with a bit more confidence...Before I wasn't confident about my overall physical appearance, the way I talked, the sound of my voice, the way I looked...Now it's much better.

I'm in better physical condition than I ever was ...The guy I hang around with is a basketball fanatic...we're always playing one-on-one ...better than going down to the bar and sitting with a bunch of people that are complaining about everything like I used to do. And I feel better cause I'm doing physical things.

I think I'm more health conscious...basically I get more exercise and I eat better. I think because of the learning process...I mean you know what heart disease is. You know what causes it...Because I'm dealing with the public now...I'm more particular about my personal grooming too.

Many individuals were excited to find that knowledge acquired during training, combined with the ability to set goals and the expectation that they could realize those goals, contributed to an enhanced sense of personal control:

You're put back into this learning environment. It's like having a business plan in life...and it's like you're accomplishing parts of the plan.

My job...was like a jail sentence...Now I'm in control.

It's hard to describe...my personal goals are a lot higher than what they used to be...Nothing's out of reach anymore. You can do anything you want...There's a lot more things I want to do and I feel that I can do now.

I had to get up on a certain hour and go to work every day. Now I can schedule my work as I so choose...I have control of the time. Nobody else controls the time for me.

In some cases, enhanced personal control encouraged individuals to take risks they would not have considered before layoff:

Before...I'd always take the safe way...I just got married in the fall...Like I was seeing my wife for eight years before we got married. I never really felt that next year would be any better than this year so why take on that much more responsibility?...it (marriage) was always put off...Then I went to school and I started to realize what I could do, what my possibilities were.

You do adapt to the things you have to do now.

When I was in the plant it was more or less financial stability...Now there's a lot more things I want to do...I'm going to get this house done...I'd like to buy a piece of land up north and build a cottage and I don't think I would have done that before...I'm working on getting my pilot's license now.

I took a chance and built a house with my son.

I developed a golf program for seniors with disabilities...I'm negotiating with a couple of driving ranges...First it'll be golf and then tackle football for persons in wheelchairs. I'd never take a risk like that before.

In short, the empowering effects of successful, satisfying training often expanded and enriched individuals' lives in a variety of ways.

(b) MOTIVATIONAL BENEFITS

Many of the study's winners expressed newfound interest in learning as a result of their successful training experiences. In some cases, individuals pursued further education in order to remain employable but their willingness to do so represented a change in attitude:

Now that I've finished (training) I'm going to go back to school, not full-time but part-time, on new studies that come out for the computer because it's a constant upgrade for that...new things come out every month practically so you have to go back and keep yourself up-to-date.

We were winding down in the college program and there was a panel of employers from the Ministry of Health...People were asking about bilingualism. Certain cities are designated bilingual...I don't speak French so I thought, "I've got to get some French under my belt"...So I went down and signed up at the Alliance Française...I wouldn't have done that before I enrolled in training.

In other cases, the pursuit of knowledge and further studies were undertaken for the sheer enjoyment of learning. In these latter instances, a positive attitude toward learning and education represented a significant personal change:

Now that I've finished my college program I'm going to enroll in a university program in Recreation Leadership...I just want to know all there is to know about it.

I never thought I could do it. I started in grade five and now I have my grade twelve diploma!...I'm going to keep taking courses.

For some individuals, access to knowledge and improved self-confidence and motivation enhanced their problem-solving and time management skills:

I learned to prioritize what's important and what's not important...I seemed to pick that up when I went to school...Saturdays when I worked at the foundry my morning would consist of watching TV. Cartoons. Now on Friday night I make a list of the things I have to do.

Before, I would walk away from a problem and just hope that it would disappear...now I try to solve it. I can do things now that I didn't think I could possibly do years ago...I learned that during college.

My planning ability has improved a lot since I went to school.

Now I sort of drink my coffee and think about what I'm going to do before I start anything...I plan a lot more now.

(c) SOCIAL COHESION

A greater tolerance of others, and significantly improved interpersonal skills were often fostered by the social nature of learning:

You're interacting with so many different people at the college and they've got different interests and ideas...You just seem to pick those attitudes up from people at school. You get a broader basis.

My supervisor...and my instructor for therapeutic recreation...their attitudes really rubbed off on me...Their attitudes towards persons with physical disabilities, inclusion, integration, the whole thing really, really rubbed off on me. If anyone has anything bad to say about these people I am the first person to defend them.

It gives you a new attitude. You might think you know everything when you go to school and it's amazing the stuff you learn...you're in class with lots of other people and you learn their attitudes and you understand them better.

At the plant you see the same people all the time...At school you meet every different kind of person...It teaches you a new attitude.

In many cases, improved interpersonal skills resulted in new friendships:

I learned to talk to strangers. I would never do that before I went back to school...Since I went to school I've learned to connect with people a lot more quickly.

Going back to school I was always talking to people...I'm not intimidated by people anymore...

I have a wider circle of friends now...In school I became easier to talk to...I used to be more hyper. I'm calmer now.

I'm still timid but I hide it a lot better... there are a few ladies that I have as friends right now...I would never even talk to members of the opposite gender before.

In other cases, improved interpersonal skills initiated closer and better family relations:

The schooling has a lot to do with the way you act...I've learned to see people in a different perspective...I appreciate my family. I think we have more conversations. We talk more now.

My relationship with my brother has just skyrocketed! Like typical brothers we were always arguing. We always seemed to be fighting ...Now we have discussions....We just seem to be on the same plane now for a lot of things.

I'm out in the workshop, in my office or playing with my baby son now. I'm always busy around home since I went to school...I learned a new attitude toward my family.

A number of individuals were very pleased with, and affected by the respect friends, family and colleagues showed them for undertaking training:

My co-workers...they've all paid me compliments for going back to school.

Relatives and friends say, "You went back to school at your age. That must be hard." And you show them some of the stuff you're doing and they're impressed. It's the same with my wife.

In short, the social nature of education had an important effect on the study's winners. In many cases, it strengthened their interpersonal skills, enhanced family relationships, improved tolerance levels, and resulted in greater respect from friends, family and colleagues.

Many of the study's winners reported that general awareness levels increased as a result of knowledge and learning attitudes acquired during training:

You can have a lot more intellectual conversations with people. We never used to talk about politics. We do a lot now, with the neighbors. I'm smarter and more knowledgeable than before I took training...my interests have widened...I'm more interested in current events ...I just seem to want to know what's going on in the world around me.

Since I went to school...I'm more interested in things going on around me.

I'm just so much more knowledgeable...more aware of things that are happening in the community... I see everything more in the big picture than in my own little world.

Despite enhanced awareness levels, however, only one individual reported that he intended to translate this newfound awareness into concrete actions:

I get myself involved in things a lot more than I ever used to...I got really involved during my co-op placements...Now I want to use grants that are available through the government to get these (recreation) programs (for disabled people) going.

One explanation for lack of community involvement may result from low levels of community involvement prior to layoff. Because very few of the study's winners were involved in community activities prior to layoff, they may have been reluctant to translate enhanced awareness levels into community action.

(ii) PROGRAM SURVIVORS

In general, the program survivors experienced fewer and a narrower range of psychological and social outcomes from training than did the study's winners. In examining the psychological and social effects of training on the study's survivors, three basic factors emerge. First, even small amounts of successful training were usually empowering. For most of the program survivors, the benefits of empowerment included increased self-confidence. In this study, many of the program survivors participated in both successful and unsuccessful training. Unsuccessful training is defined as personal dissatisfaction with the training content, processes and/or outcomes. In this study, unsuccessful training was often disempowering. Many of the study's survivors reported that unsuccessful training eroded self-confidence levels.

Second, in general, successful training did not confer motivational benefits. This occurred because the link between training and employment was generally not

well-understood, the overriding short-run goal was employment and because most survivors expressed only low to moderate motivation for training.

Third, in many cases, successful training facilitated social cohesion. For program survivors the benefits often included improved interpersonal skills and new friends and greater tolerance of others. However, unsuccessful re-employment, defined as job dissatisfaction and poor working conditions, sometimes contributed to diminished social lives. Reduced income levels, both during training and in new jobs, often curtailed community activities.

(a) EMPOWERMENT/DISEMPOWERMENT

Despite low motivation for training, success during training programs increased self-confidence levels for many of the study's survivors. For those who enrolled only in academic upgrading, it was success during upgrading, not college training, that increased self-confidence levels:

I loved the upgrading...I felt, "Wow I can really do this and I'm good at it."

I found out that I still can do math and stuff like that. It made me feel good, good, good. I guess my reading and spelling skills have come up quite a bit so my self-confidence is coming up too.

For those who enrolled only in college or private school training programs, success during those programs often increased self-confidence levels:

College definitely helps with confidence. You can say, "Hey, I did well at that. I'm not stupid after all."

I had self-doubts and lack of confidence in my abilities. Then I go back to college, get high marks and I find that people are looking to me for answers...It was a real confidence builder.

If nothing else, college training gives you self-confidence.

Individuals who experienced success in upgrading programs often did not replicate this success during college study. In many cases, unsuccessful training caused an erosion in previously-enhanced self-confidence levels:

I couldn't do the (college) work. I had to realize what my capabilities were...I was trying to do something that was beyond me.

I couldn't do the (college) work. I didn't have the education for it. I really liked the upgrading and I felt good doing it. But when it came to college, I was no good at it...I failed the course.

In this study, self-confidence acquired during training appears to be transitory. That is to say, when individuals participated in successful upgrading programs, their self-confidence increased. However, when the same individuals subsequently participated in unsuccessful training, self-confidence levels diminished.

(b) NO MOTIVATIONAL BENEFITS

Individuals who achieved success during college training, but were particularly dissatisfied with their new jobs, sometimes chose to extend and expand their training. The impulse to expand their education was usually not derived from a love of learning for its own sake. Most of the survivors in this study regarded training as a strategy to secure re-employment and job security. For example, one man completed four different training courses in order to improve his employment opportunities:

I'm already thinking about taking some more courses on my own...You feel that nothing is for sure anymore.

I'll take any training they (current employer) want me to take...just don't throw me out!

I know I have to upgrade myself on something I like...There's no such thing as job security anymore.

By contrast, individuals who successfully completed upgrading courses usually did not express motivation for further learning. Because upgrading courses do not teach job skills, many program survivors viewed upgrading as unimportant to job attainment and employment security:

Learning to write and do math better is OK but it doesn't help you find a job!

I was way down there, learning my vowels and getting it all back...It was good but now I'm still doing the same lousy job.

(c) SOCIAL COHESION/DIMINUTION

In this sample almost half the survivors were women, the other half were men. For many of the women, training facilitated social cohesion by improving interpersonal skills and tolerance of others, thus enabling them to make many new friends. Most of the women reported that the social nature of education and working co-operatively with others in an academic setting improved their interpersonal skills. In some cases, increased self-confidence resulted in more extroverted behavior, more tactful behavior and newfound leadership abilities. In other cases, improved interpersonal skills resulted from increased awareness of the needs of others:

I learned that I can be less shy. When I first went back to school I didn't talk to people... But I had to make presentations in college and I learned to talk to people.

I'm not afraid to stand up and say what I know is right with more diplomacy than I would before ...The training does help you with that... school's a very social place.

I found out that I'm a social leader. I hadn't really realized this before...I also learned to act as a mediator. They (other students) all respected my judgment.

The women may have benefited socially from training because most particularly valued the social nature of education, as evidenced by their desire to ensure social support during training by following friends into training courses.

By contrast, none of the men reported social improvements as a consequence of training. One explanation for this situation may be found in motivation for undertaking training. In general, the men did not appear to value the social component of education in the same way as did the women. In a few cases, men actively sought to escape social interactions in training by choosing correspondence over classroom courses, or by severely restricting their social interactions in the classroom.

Despite the aforementioned social benefits of successful training, in many cases, reduced income levels during training and in new jobs curtailed individual ability to pursue community and recreational activities:

I had to quit playing cards, quit bowling. That was because of the money.

I used to play old-timers hockey. I had to give that up after I lost my job because it cost \$300 a year.

I used to golf 25, maybe 30 times a year. After I lost my job I golfed maybe twice. It was too expensive.

Now I don't have the money to pursue my hobbies. I'm making less money than I used to.

(iii) PROGRAM LOSERS

Program losers experienced mainly negative psychological and social outcomes from training. In examining the psychological and social effects of training, three basic patterns emerge. First, despite low motivation for training, even small amounts of successful training were often empowering. For the program losers, empowerment caused increased self-confidence levels. However, unsuccessful training was usually disempowering and, for many of the program losers, resulted in diminished

self-confidence, a diminished sense of control over life and diminished physical and mental health.

Secondly, unsuccessful training often exerted motivational deficits, which included diminished confidence in ability to learn and diminished motivation to learn.

Finally, for many of the study's losers, unsuccessful training caused social breakdown. In many cases, social disintegration resulted in worsened spousal and family relationships and decreased interest in and awareness of global and political issues.

(a) EMPOWERMENT/DISEMPOWERMENT

In this study, all of the losers attended academic upgrading courses before enrolling in college programs. In a few cases, individuals experienced success during academic upgrading. This had the effect of increasing self-confidence levels:

I was doing OK in the upgrading and I was feeling better about myself.

I felt more confident about myself.

Q. What caused you to feel more confident?

A. The upgrading.

Q. What was it about the upgrading that helped you feel more confident?

A. Being able to do it...When I went in there I was depressed and angry. I think the part that really helped was being able to do the work.

For most, one year of academic upgrading was followed by vocational training at community college. Unsuccessful training at the college level often eroded previous gains in self-confidence:

We thought we'd roll right into it (college training). Then we started taking exams and a lot of the guys were failing. I just couldn't do it...It's kind of a sense of no self-worth.

College was way beyond me...I failed. It made me feel bad.

Some individuals were unsuccessful at both academic upgrading and college training. For these individuals, unsuccessful training often eroded self-confidence levels and contributed to a diminished sense of self-worth:

The teachers in the upgrading course weren't good at explaining things. There was a lot of things I didn't understand. I went to upgrading for almost a year and they said I had my grade 12 equivalency. Ha! I couldn't pass a grade 12 math or English exam now but that was all the time there was for upgrading...I failed the college course...so much for schooling!

I'm just no good at school work. I can't do it!

In other cases, training initially raised both hopes and expectations. The resultant unsuccessful training was often destructive because it heightened the participants' sense of both worthlessness and hopelessness, or lack of control over life:

When I was taking training I had a little bit of hope. I thought, "Maybe I could get into something I like and it would lead to something good." I don't know where I'm going now.

When I was in school I started to think, "Hey, maybe I can make something of myself. Maybe I can finally get somewhere."...But it was no good. I couldn't do it!

In general, stress from job loss and unsuccessful training caused health difficulties in both participants and their families:

It was downright scary! I spent three days in intensive care after I lost my job. It was stress...They were checking for heart problems, heart attack. They were checking for stress. They didn't see any heart murmurs at the time.

I gained a lot of weight after I lost my job. Sitting in class I gained even more.

We lost our house...We finally applied for a geared-to-income apartment...My wife developed heart problems. She just started to get a disability pension.

For some, the empowering benefits of successful academic upgrading experiences appear to have been largely negated and overshadowed by the disempowering effects of subsequent unsuccessful college training and employment experiences.

(b) MOTIVATIONAL DEFICITS

Unsuccessful training often decreased individual confidence in one's ability to tackle any sort of academic study. In some cases, individuals blamed the training structure or course content for their academic failures:

If I'd had another year in upgrading maybe I would have been more ready for college.

The upgrading wasn't long enough. The fire alarms and security systems course wasn't long enough.

However, the end result was an erosion in academic confidence levels:

The training was way above my head...I was never any good at school when I was a kid and I'm still no good at learning.

I've always hated English and I still hate English! I'm no good at it, reading, writing, speaking.

Individuals were generally quite angry about their training experiences. Many were particularly angry because it raised their hopes and then resulted in unemployment. The unsuccessful training experience decreased academic confidence levels which often diminished motivation for further learning:

I'm just turned off from it, from school.

I'm very bitter about the training I took. It was a waste of time. I took that stupid fire alarms course because CSTEAC told us we'd get good jobs after the course was finished. The government was supposed to pass some legislation requiring security systems installers to be bonded. But the legislation never passed and so all those jobs went down the toilet!

(c) SOCIAL DISINTEGRATION

In this study, none of the program losers was supported by his family during training. In fact, spouses and family members were generally quite angry about training, despite the fact that individuals received unemployment insurance benefits during training. Generally, family and social relationships worsened quite significantly during training:

Training made the relationship with my son worse. When I started training he was in grade nine. At first he thought it was neat that the two of us were in school at the same time. But then I got so mad and so discouraged about training that I think it made him mad about his own school work. He stopped doing homework and he even started cutting classes.

I got too depressed to spend time with my family when I was taking training. We kind of drifted apart.

Although one individual spent more time with his children when taking training, this angered his wife because she wanted him to look for work:

She (wife) thinks that me playing with the kids is no good. She wants me back at work. Never mind all this training and stuff.

In this study, most program losers saw their lives hopelessly out of control, in a downward spiral. Many felt humiliated by their situation, and often imposed social isolation on themselves. Whatever political, global and community awareness they might have had, largely disappeared. Most were quite self-absorbed in their desperate straits:

It's been one downward spiral. The layoff was bad. The training was worse. And being unemployed is worse again!

You feel like you're going down...People who have jobs know where they're going. But I have no direction...I feel more desperate now.

I don't trust anyone now except my buddies... Working people don't want to see you. They're busy making money and deciding what to do with that money. So now I only see my two buddies who are unemployed like me.

SUMMARY

For this study, the themes that run through the experiences of the three classifications of participants can be generalized into the following statements:

- (1) Positive training experiences are often empowering. Negative training experiences are often disempowering.
- (2) Motivation for training appears to significantly affect individual psychological and social outcomes from training. Motivation appears to be both an antecedent and a dependent factor of successful training.
- (3) For many, positive training experiences increase social cohesion. However, unsuccessful re-employment outcomes often negate the benefits of social cohesion that successful training confers.

Program winners were the group to benefit most from training. Most had the ability to obtain the information necessary to clarify career and training goals. High motivation for career change and training, coupled with generous income and personal support, allowed each of the winners to locate and excel during training programs.

By contrast, the majority of program survivors and losers benefited only marginally from training. Most did not have the resources necessary to clarify training and career goals. Goal confusion, coupled with moderate to low motivation for training and minimal family support for training, often resulted in enrollment in inappropriate training that did not match vocational interests or cognitive abilities. Although academic success in upgrading courses often increased self-confidence levels, subsequent failure in college courses usually diminished previously-enhanced self-confidence levels.

The quality of the training experiences among the study's survivors and losers differed in terms of degree. In general, the study's losers experienced more negative training than did the study's winners. For the losers, negative training experiences were exacerbated by an unsuccessful employment outcome.

CHAPTER EIGHT - PSYCHOLOGICAL AND SOCIAL INFLUENCES OF EMPLOYMENT ON PROGRAM PARTICIPANTS

INTRODUCTION

In this study, twenty of twenty-four study respondents secured employment after participating in CSTECS's Worker Adjustment Program. Data analysis revealed, however, that the quality of the work varied significantly from well-paying, full-time jobs in expanding industries to poorly-paying, contract jobs in declining industries. The work-related outcomes of CSTECS were thus found to be highly variable with respect to the quality of the work which includes working conditions, salary level and future career prospects. The program participants, then, had varying degrees of satisfaction with their work, ranging from very high to very low. Program winners achieved satisfying employment outcomes in contrast to survivors and losers who had unsatisfying employment outcomes.

Data analysis also showed that, in addition to training, employment was the other relevant factor in generating psychological and social outcomes for participants in CSTECS's Worker Adjustment Program. Thus, chapter eight examines the psychological and social effects of employment for program winners, survivors, and losers.

I. PSYCHOLOGICAL AND SOCIAL INFLUENCES OF EMPLOYMENT

(i) PROGRAM WINNERS

In this study, all of the program winners found satisfying re-employment in careers for which they had trained. In examining the psychological and social effects of employment on the study's winners, three basic factors emerge. First, successful, satisfying employment is often empowering. For individuals, the benefits often included career satisfaction, increased work confidence levels, enhanced risk-taking ability, and enhanced career and lifestyle expectations.

For many of the program winners, successful, satisfying employment generally had one motivational benefit, namely increased work commitment.

Third, the winners in this study also reported that successful employment often facilitated social cohesion in the workplace. For the study's winners the benefits usually included enhanced ability to get along with co-workers.

(a) EMPOWERMENT

In this study, all of the program winners were extremely satisfied with their new jobs. They experienced significant empowerment benefits. Several individuals expressed their satisfaction thus:

I love this job!...I walk around with a tie day in and day out. I feel like an executive.

Every day at work is different and I really like that. My day isn't so planned out that I know what I'm going to be doing every single hour.

Job satisfaction derived, in part, from the fact that individuals who secured re-employment as employees, did so in occupations and in economic sectors that were expanding. Careers in computers, health care, management and recreational services offered financial and career advancement opportunities. For these individuals, the opportunity for advancement often contributed to feelings of job satisfaction:

There's lots of possibilities for advancement in my new job.

I can make more money in this job than I could have in the (steel) plant.

There's a future in this job.

Other program winners, rather than working as employees, chose to expand part-time interests into full-time careers. Because of the uncertain nature of small business enterprises, these individuals did not usually experience feelings of financial security.

However, the opportunity to work at jobs of interest often compensated for the lack of financial guarantees:

Right now I don't have what you call a steady income, but I still make my money one way or another.

The money's not as much as I'd like, but I like working for myself.

In all cases, the winners in this study secured employment in careers for which they had trained. The opportunity to practice trained skills in their new jobs generally contributed to increased levels of work confidence:

You know, going back to school...my self-confidence has increased. Now at work if something's not working and I don't know why... I'm not afraid to pick up a telephone and say, "Help me out. What's going on?"

My supervisor says, "There's no such thing as a stupid question," so I ask him lots of questions.

In this study, all of the winners took career-related risks. However, the risks taken were calculated, not reckless. In some cases, people who opened their own businesses worked at other jobs while they were establishing the business:

I'm working as a welder four days a week and I'm trying to open my own business doing heating and air conditioning. That was the whole plan...I needed the welding job to get money to buy tools for the business...My brother builds pools... Somebody has to put the pool heater in and that's where I come along...We're going to run the business on the weekends until it takes off.

I've got a job at the airport...to help out with the money while I set up my (renovating) business.

In general, career and lifestyle expectations increased for individuals who secured work as full-time employees in jobs outside the steel industry:

My new job will lead into things like systems work and servicing printers, electronic cash registers, that type of thing.

I'd like to continue what I'm doing. I really enjoy it. I find it very fulfilling and I can see a future there...but I'd also like to do the odd architectural job...I'd like to get into a job here and there, or consulting.

Because of the uncertain nature of small business enterprises, the same increase in expectations did not usually hold true for individuals who opened their own businesses:

I can live comfortably with less than what I used to...I would look at job satisfaction more than I would look at the money.

I just want to make enough money to support my family. I'm not looking to make a fortune.

In general, satisfying employment was empowering. Satisfying employment often followed satisfying training. In both cases, individuals experienced an increased sense of empowerment.

(b) MOTIVATIONAL BENEFITS

In many cases, individuals experienced increased work commitment as a result of successful re-employment:

I'm a lot more dedicated to my job now. I hated my job at the plant...The job I have now means a lot to me.

For those who expanded entrepreneurial interests into full-time businesses, increased work commitment was demonstrated in the time and effort required to make their business ventures a success:

I work long hours now, many more hours than I worked at the plant. But I want to make this business a success.

To make it as a small businessman, you have to be willing to put in the time...That's what I'm doing.

(c) SOCIAL COHESION

In many cases, improved interpersonal skills and satisfying employment outcomes enabled individuals to co-operate more effectively with co-workers:

At work I'm a lot easier to get along with. I didn't have a lot to do with the guys in the plant...but I really like the people I work with now. They're great to work with.

For those who secured full-time jobs as employees, an improved ability to co-operate with co-workers, in combination with enhanced self-confidence levels, often enhanced their value as employees:

I take a greater leadership role at work. I guess I get along with people better than I used to. I know that I'm more responsible, too.

My boss relies on me. The other guys at work rely on me, too. It's a good feeling.

For individuals who opened their own businesses, an enhanced sense of co-operation was, in some cases, essential for the viability of the business venture:

I've learned that you have to be aware of the needs of the customer.

I pay attention to what people want now. I have to do that if this business is going to be successful.

In short, satisfying re-employment in careers of choice resulted in a variety of benefits for the study's program winners.

(ii) PROGRAM SURVIVORS

In this study, training conferred a wide range of positive psychological and social benefits on the study's winners. Successful, satisfying employment usually extended and reinforced these positive psycho-social benefits.

In general, the same did not hold true for the program survivors. Despite the fact that training resulted in some positive psychological and social benefits, unsatisfactory

re-employment outcomes often eroded the positive benefits that training had previously exerted.

Re-employment outcomes were unsatisfactory for all of the study's survivors. In examining the psychological and social effects of employment on individuals, three factors emerge. First, unsatisfactory employment was often disempowering. Negative influences often included career dissatisfaction, career goal confusion, diminished work confidence levels, worsened physical and mental health, and diminished career expectations.

Secondly, in many cases, unsatisfactory employment outcomes conferred one motivational deficit, namely decreased work commitment.

Finally, for many of the study's survivors, unsatisfactory employment resulted in social disintegration. Effects often included a diminished social life.

(a) DISEMPOWERMENT

In this study, the program survivors all found re-employment in jobs that resembled their jobs in steel. In all cases, employment outcomes were unsatisfactory. In many cases, individuals forfeited employment security because new jobs were usually in declining economic sectors. Many, in fact, were in the manufacturing and steel sectors. Furthermore, the new jobs tended to be non-unionized contract positions that paid less than steel-industry jobs.

Generally, job loss was very destabilizing for the study's program survivors. In some cases, the survivors' partners lost their jobs when the survivors did. In other cases, survivors were the sole wage earners and so experienced much financial distress around job loss:

It was terrible! My wife lost her job at the same time I did. Then we found out she was pregnant...Sometimes I wonder how we made it through.

I'm a single mum. Not working's not happy. Losing my job was really, really hard on my kids!

Severe financial distress prompted most of the survivors to seek re-employment immediately after job loss. Poor working conditions, low pay and lack of job security often contributed to feelings of job dissatisfaction:

Oh, it's boring! We're in a downsizing. Once again you have those stresses, "Am I going to have my job or not?"

I'm earning a lot less money now...I think of my job now as a survival job.

They're downsizing...It's as unpredictable as every other place...I have this job and the work has doubled and it's far too much work for me but I'm on another three month trial. And I'm thinking to myself, "I don't think they'll fire me."

Although CSTECS's Worker Adjustment Program was supposed to prepare individuals for re-employment outside the steel industry, many of the survivors often experienced career goal confusion because they secured jobs that resembled their jobs in steel:

I find myself at the age of 34 wondering what the heck I'm going to do with my life!

Nothing's changed. I'm doing the same job now as before. I just moved across the street...I still don't know what I want to do with my life.

In many cases, the uncertain nature of the new jobs contributed to diminished work confidence levels:

They said, "We're downsizing. Would you be willing to take on more work?" "Sure. Just don't throw me out!"

You just have to cope with the insecurity, deal with it, keep going.

I'm not totally confident about what I'm doing there. If someone shows me what to do then I do it.

In some cases, the stress of job loss and unsatisfactory employment outcomes resulted in ill health, both physical and mental:

The doctor's been helping me with depression. He said that depression can cause a lot of physical symptoms like the pains I've been getting in my gut.

I had a hernia operation...There was complications and I was in the hospital again right around Christmas...I was laid up for eight months and I couldn't look for work.

This offers the view that personal health may be directly related to social and economic systems in the larger community.

Lower salaries, re-employment in contract positions and diminished confidence levels often contributed to diminished career expectations:

Well, a job's a job right now. It could be here today, gone tomorrow. I'm less picky about my work now.

Wages are lower now than they were three years ago. So I figure, if you can go out and get a job now for the same money as you were making three years ago you're doing OK.

I was expecting maybe \$18 to \$20 thousand a year from a job but that isn't happening. I would love to start off where I finished when I worked in steel. I was making \$25 thousand a year. But I'm not going forward. I'm going backwards!

Despite unsatisfactory employment outcomes, however, most of the study's survivors were glad to be working at any job. Nevertheless, unsatisfactory re-employment resulted in a variety of disempowering psychological and social effects.

(b) MOTIVATIONAL DEFICITS

Because these individuals generally disliked and were dissatisfied with their new jobs, their commitment to work often decreased significantly. This was particularly true

for the women in the sample. Although they did not particularly like their jobs in steel, each of the women reported that she had worked hard at her job prior to layoff. In many cases, unsatisfactory re-employment caused work commitment levels to decline:

When I worked at the plant, work was my whole life...I'd take work home on the weekends, but no more...I decided to be good to myself and not do that again.

I worked as an accountant in the office. I hadn't had a real holiday for 26 years!...Now I go to work from 9 to 5 and I don't do any more than I have to...I just feel tired.

I worked hard at the plant...Now I do what I have to.

By contrast, the men did not usually report the same decline in work commitment, perhaps because many had not demonstrated similarly high work commitment levels during their tenure in steel. In general, work commitment among the men did not change. Several individuals summarized the group's feelings thus:

It's the same job. There's been no change.

A job's a job. I just moved across the street. I'm doing the same work.

(c) SOCIAL DISINTEGRATION

In this study, many individuals experienced diminished social lives after re-employment. In some cases, reduced incomes, both in new jobs and during the adjustment period, contributed to an inability to pay for social amenities. In other cases, depression around re-employment contributed to poorer social lives:

I don't have a motorcycle anymore. I had to sell it to pay off my house.

Some of our friends didn't seem to want to see us anymore. Maybe that's because we couldn't afford to do the things we used to do.

It's hard to have a social life when you're depressed.

In general, the study's survivors experienced a diminution and contraction in their social relationships after re-employment.

(iii) PROGRAM LOSERS

The psychological and social effects of employment were similar for the study's survivors and losers. However, because the program losers failed to secure employment, negative psycho-social effects were, in general, qualitatively more severe than they were for the survivors.

Each of the program losers reported that lack of employment had a more significant impact on his life than did the training programs. In examining the psychological and social effects of employment for the program losers, three basic factors emerge. First, unemployment was generally disempowering. Disempowerment often included career and life dissatisfaction, diminished career and lifestyle expectations, career goal confusion, and diminished work confidence levels.

Secondly, for individuals in this study, unemployment often resulted in one motivational deficit, namely significantly diminished work commitment.

Thirdly, program participants also reported that unemployment often contributed to social disintegration. Social disintegration usually included a diminished social life, and worsened spousal and family relationships.

(a) DISEMPOWERMENT

In general, unemployment was a catastrophic outcome for the program losers. Because of their inability to secure employment, many individuals experienced deep feelings of dissatisfaction, both with their career and life situations. As a result, they looked to anyone they thought could help:

...I come down here (to the Action Centre) but they don't seem to be able to help me. I still don't have a job!

I wrote to the Prime Minister. I wrote to our M.P. She came here with a CBC camera crew and she interviewed me...She asked if she could use my name and then she stood up in the House of Commons and said, "(H) wants a job. (H) needs a job!" But nothing happened.

For me, if the CSTECC coordinator did find a suitable employer, we could both go down at the same time to the job site. He could help me with my good points, point out my bad points, stay with me and help me fill out the application. They might feel more comfortable hiring me if someone from CSTECC was with me. Better than me just going alone. The employer would know that a reputable place was backing me.

In some cases, individuals blamed the layoff situation for their plight. Blaming social and economic structures, rather than blaming themselves, may have helped to preserve self-esteem:

I worked at the plant for 17 years. I was a good worker. I was always one of the first ones there. I'd get up at five thirty, get ready for work, and get to work early enough to have a doughnut and a coffee...But now I think employers in the area have blackballed all of us who used to work at the plant. Nobody wants to hire us!

In general, unemployment caused a significant decline in career and lifestyle expectations among the study's program losers:

One of my dreams was that I was going to retire at 55 or 60 and start a little business. I had investments...now that's all gone.

I feel like I'm going down.

When I was working I was much happier than I am now. I was a more responsible person when I was working. Now I don't care about things as much as I used to...

Most individuals experienced career goal confusion throughout the adjustment period. Initially, all wanted to return to their jobs in steel. Once it became apparent that job loss was permanent, however, the program losers looked to CSTECC's program for

help. Although all exhibited goal confusion during training, failure to secure re-employment generally exacerbated and deepened that confusion. Some people began to dream about starting their own businesses. However, because most lacked the entrepreneurial skills necessary to operate a successful business, the dreams were often unrealistic:

I'd like to open up my own paint shop but it costs a lot of money...I wouldn't mind being an instructional assistant but you've got to go to community college...and I don't have two years to go back to school...Maybe we'll open a little tea room up north. A tea room with a flower shop. My oldest daughter, she would like it. Or a candy store would be good, too.

I feel right now that that's the only way to make some real money. Rather than work for someone else, go into business for yourself. Pick your own business - restaurant, flea market, something like that. There's always a demand for those services.

In most cases, failure to find satisfying full-time employment contributed to diminished work confidence levels. Some individuals felt that it had been a mistake to train for a new career:

The training was a waste of time!

Once a steelworker, always a steelworker. It's no use trying to be anything else!

In all cases, unemployment was a catastrophic event. It usually resulted in significant, negative disempowering effects.

(b) MOTIVATIONAL DEFICITS

In this study, many individuals felt extremely betrayed by their layoff situation. Lack of employment and depression often contributed to severely diminished work commitment levels:

I thought I'd be at the plant for the rest of my life. I was a good worker! I was always at work early...Now I don't know if I'll ever work again, or if I even want to work again!

I operated a crane. I was good at it too...Now I just don't care as much.

(c) SOCIAL DISINTEGRATION

In this study, the financial effects of job loss, coupled with unemployment, were devastating for the individuals involved! In general, unemployment contributed to a significant contraction in the losers' social lives. In some cases, lack of money prohibited people from engaging in social activities. In other cases, depression contributed to social disintegration:

Just before I lost my job I bought a new thirty-two foot trailer. It cost me almost \$20,000. After I lost my job I had to sell the trailer to pay off my debts.

We used to go shopping and buy treats and all that. We had to cut down on the treats...And even to go for a Sunday drive. We had to watch the gas tank and we didn't go as far.

In some cases, spousal and family relations worsened as a consequence of unemployment:

My wife had to quit her job because her pay was cutting into my welfare benefits...She used to weigh 105 pounds. Now she's sitting around the apartment getting fat.

Every day my son comes home and asks what I did that day. I say, "Nothing." I know he wants me to find a job but there aren't any jobs...I've only had one interview in two years!

When my mother sees me coming now she runs the other way because she knows I'm going to ask her for money!

Most individuals became more socially isolated as a consequence of unemployment. In many cases, diminished social lives and poorer family and spousal relationships often exacerbated an already-poor social situation.

SUMMARY

For this study, the themes that run through the experiences of program winners, survivors and losers can be generalized into the following statements:

- (1) Positive employment outcomes are often empowering. Negative employment outcomes are often very disempowering.
- (2) Positive employment outcomes often increase social cohesion. Negative employment outcomes often contribute to social disintegration.
- (3) Positive employment outcomes often reinforce and continue positive psychological and social outcomes that successful training confers. Negative employment outcomes generally erode positive psychological and social outcomes that successful training confers.

For the program winners, positive employment outcomes continued and reinforced the positive psychological and social outcomes that they experienced during training. As a result of positive training and re-employment experiences, most of the study's winners experienced a personal renaissance - their lives opened up and expanded in very positive ways.

For the study's survivors, neutral or negative employment outcomes generally eroded the positive psycho-social influences that successful training conferred. Disappointing employment outcomes generally negated the benefits that previous training experiences had conferred.

Program losers experienced devastating employment outcomes that confirmed and exacerbated the generally negative psychological and social outcomes that unsuccessful

training had exerted. As a consequence of their negative employment outcomes, most program losers experienced a diminution and contraction in many parts of their lives.

CHAPTER NINE - DISCUSSION AND CONCLUSIONS

INTRODUCTION

This chapter is divided into four areas of discussion. The first section discusses and summarizes the study's findings with respect to the five research questions that guided the study.

The second section evaluates CSTECS's Worker Adjustment Program in terms of effectiveness and efficiency. The third, section discusses the application of the study's research findings for pertinent stakeholder groups. The fourth section extrapolates this study's findings by discussing future research questions that the study infers.

THE RESEARCH QUESTIONS: DISCUSSION

This study was based on five research questions which were used to guide data collection. The research questions were:

- (1) Does CSTECS's Worker Adjustment Program exert any psychological or social influences upon participants and, if so, what are these influences?
- (2) To what extent is CSTECS's Worker Adjustment Program successful or unsuccessful relative to re-employability?
- (3) If CSTECS program participants experience psychological or social impacts, do they influence individual ability to find employment and/or do they affect the kind of employment that is found?
- (4) What other areas of program participants' lives are affected by psychological or social program influences?
- (5) What program components, if any, exert these impacts?

This section addresses each of these questions in turn.

1. Does CSTEK's Worker Adjustment Program exert any psychological or social influences upon participants and, if so, what are these influences?

CSTEK's Worker Adjustment Program did exert psychological and social influences upon participants. The influences upon each of the three classes of participants varied, as outlined in Figure 9-1.

As a qualitative study that allowed hypotheses to emerge from the data and searched for relationships through data analysis, this paper cannot state how the influences occurred, nor how influential each component was with respect to the psychological and social effects. It can, though, indicate whether a relationship exists. It can also indicate the direction of the relationship (i.e. positive or negative) and the approximate magnitude (strong, weak).

2. To what extent is CSTEK's Worker Adjustment Program successful or unsuccessful related to re-employability?

Figure 9-2 compares the re-employment outcomes of CSTEK with other adjustment programs dealing with steelworkers, for the period 1988-1991. CSTEK's overall employment rate of 40% compared favorably with the 32% employment rate of other adjustment programs. Likewise, CSTEK had a superior unemployment rate of 41% relative to the unemployment rate of 58% for other programs.

From a qualitative perspective though, CSTEK's success in regards to re-employment requires further comment. The quality of the work-related outcomes varied considerably for each of the three classes of participants, as outlined in Figure 9-3. The program winners found completely new jobs in dynamic growing industries. Although their earnings were sometimes lower than the salaries they received as steelworkers, their future career prospects and future earnings potential was very high. Most significantly, though, they were very highly motivated and excited by their new work.

**FIGURE 9-1
PSYCHOLOGICAL AND SOCIAL INFLUENCES OF THE WORKER
ADJUSTMENT PROGRAM**

	WINNERS	SURVIVORS	LOSERS
EMPOWERMENT			
self-esteem	Very positive	Neutral	Very negative
self-concept	Very positive	Neutral	Very negative
efficacy	Positive	Neutral	Negative
risk-taking	Positive	Neutral	Negative
sense of control	Positive	Neutral	Negative
MOTIVATION			
commitment to learning	Positive	Neutral	Negative
problem solving	Positive	Neutral	Neutral
time management	Positive	Neutral	Neutral
SOCIAL EFFECTS			
tolerance of others	Positive	Women-yes Men-no	Neutral
interpersonal relations	Very positive	Women-yes Men-no	Very negative
family relations	Very positive	Neutral	Very negative
community relations	Generally no effect	Neutral	Neutral

FIGURE 9-2
COMPARISON OF RE-EMPLOYMENT OUTCOMES BETWEEN CSTEC AND
OTHER ADJUSTMENT PROGRAMS SERVING STEELWORKERS FOR THE
PERIOD 1988 - 1991.

	CSTEC adjustment programs	Other adjustment programs
Employed full-time	30%	25%
Employed part-time	7%	5%
Self-employed	3%	2%
Overall employment	40%	32%
Student	14%	2%
Retired/disabled/other	5%	8%
Unemployed	41%	58%

Source: EKOS study of CSTEC's Worker Adjustment Program (1991).

By contrast, the survivors simply found work similar to their previous steel jobs, in another dying manufacturing industry. Most of these jobs were not unionized, salaries were lower, usually with no benefits, and working conditions were poor. The work place often had poor air circulation and no heat or air conditioning. Their shifts were long and demanding. Thus, their work motivation and job satisfaction was generally low.

The program losers were unsuccessful in finding employment, and eventually slipped onto welfare. They often sold personal assets such as houses, motorcycles and cars to finance living costs, and moved into public or low-rental housing.

This question can also be interpreted more broadly, in terms of the psychological and social effects of re-employment. Figure 9-4 summarizes these influences. Generally, program winners experienced very positive effects, whereas program survivors and losers experienced negative effects.

From a qualitative perspective, the Worker Adjustment Program's employment outcomes can be summarized as being extremely successful for program winners, mixed for program survivors and very unsuccessful for the program losers.

**FIGURE 9-3
THE QUALITY OF EMPLOYMENT OUTCOMES EXPERIENCED BY CSTEC PARTICIPANTS**

	WINNERS	SURVIVORS	LOSERS
Employment outcome.	Re-employment. in a new job in a growing industry.	Re-employment. in a dying industry doing comparable work to their steel jobs.	Lack of employment.
Job satisfaction.	Very high.	Generally quite low.	N/A
Working conditions.	Good or excellent.	Often very poor.	N/A
Financial security.	Employees - generally good. Lower for small businessmen.	Low.	Very low.
Future career prospects.	Very high.	Poor.	Very poor.

3. If CSTECH program participants experience psychological or social impacts, do they influence individual ability to find employment and/or do they affect the kind of employment that is found?

The CSTECH participants did experience psycho-social influences from the Worker Adjustment Program, as summarized in Figure 9-1. The participants did have extremely varied employment outcomes, as described in Figures 9-3. The influence of the CSTECH program on employment outcomes is summarized in Figure 9-4 and 9-5.

Data analysis reveals that the influence of psycho-social effects from the Worker Adjustment Program on both ability to find employment and the quality of re-employment found was very strong. Many of the winners, who experienced very positive psycho-social effects engaged in sophisticated networking during their work placements and secured high quality work. The survivors, who experienced mixed psycho-social effects, relied almost exclusively on contacts with former steelworkers and on CSTECH's employment placement service, and generally found low quality work. The losers, who experienced very negative psycho-social effects, did not rely fully on CSTECH for their job search but complemented CSTECH's assistance with their own personal job search.

Although the psycho-social effects of the program did exert a strong influence on both job search ability and on quality of work found, it is unclear whether this represented a change in the participants' individual abilities, or whether the program merely accentuated already existing abilities and tendencies of the individuals.

FIGURE 9-4
 PSYCHOLOGICAL AND SOCIAL INFLUENCES OF THE WORKER
 ADJUSTMENT PROGRAM: EMPLOYMENT OUTCOMES

	WINNERS	SURVIVORS	LOSERS
EMPOWERMENT			
self-esteem	Very positive	Negative	Very negative
self-concept	Very positive	Negative	Very negative
efficacy	Positive	Negative	Negative
risk-taking	Very positive	Negative	Very negative
sense of control	Very positive	Negative	Very negative
MOTIVATION			
commitment to learning	Positive	Negative	Negative
problem solving	Positive	No effect	Negative
time management	Positive	No effect	Negative
SOCIAL EFFECTS			
tolerance	Positive	No effect	No effect
interspers. relations	Very positive	Negative	Very negative
family relations	Very positive	No effect	Very negative
community relations	Positive	No effect	Negative

**FIGURE 9-5
THE INFLUENCE OF THE WORKER ADJUSTMENT PROGRAM ON
EMPLOYMENT OUTCOMES**

	WINNERS	SURVIVORS	LOSERS
Employment outcome	Satisfying re-employment	Generally poor-re-employment.	Unemployment
Psycho-soc. impact of CSTECS program.	Very positive.	Mixed: positive and negative.	Very negative.
Major job search strategy.	Network during during work placement. Turn hobby into a business.	Personal search. Follow advice of friends. CSTECS's job bank.	Personal search. Some reliance on CSTECS's job bank service.
Psycho-soc. impacts on ability to find job.	Very strong influence. Very positive impact.	Very strong influence. Negative impact.	Very strong influence. Very negative impact.
Influence of psycho-soc. impacts on type (quality) of employment found.	Very strong influence. Very positive impact.	Very strong influence. Negative impact.	Very negative influence. Very negative impact.

4. What other areas of program participants' lives are affected by the psychological and social influences?

Figure 9-1 summarizes the psycho-social effects of empowerment, motivation, and social cohesion wrought by the Worker Adjustment Program. Figure 9-6 expands this list of effects by examining the three categories in greater detail.

Generally, very positive psycho-social benefits were experienced by the winners, very negative psycho-social deficits were experienced by the losers, and the survivors, overall were not changed in any significant way.

5. What program components, if any, exert these impacts?

The Worker Adjustment Program emphasized strongly the training component to the point of minimizing the effect of the other program components. Thus, it can be hypothesized that the training component exerted the strongest impact.

II. EVALUATION OF CSTECS WORKER ADJUSTMENT PROGRAM

INTRODUCTION

The basic objective of the CSTECS Worker Adjustment Program is to provide effective and efficient adjustment and placement services to permanently laid-off workers in the steel industry.

CSTECS Worker Adjustment Program Manual, 1995.

CSTECS has two main thrusts to their program objectives: effective adjustment and efficient adjustment.

This section is divided into two areas of discussion. They are based on CSTECS's self-determined objectives of effective adjustment and efficient adjustment.

FIGURE 9-6
EXPANDED LIST OF PSYCHOLOGICAL AND SOCIAL INFLUENCES
OF THE WORKER ADJUSTMENT PROGRAM

	WINNERS	SURVIVORS	LOSERS
EMPOWERMENT			
awareness of health	Increased for some.	No change.	No change.
physical fitness	Increased for some.	No change.	Decreased.
overall health	Generally improved.	Decreased for some.	Greatly diminished.
personal grooming	Generally improved.	No change.	Decreased.
MOTIVATION			
personal learning	Greatly increased.	Decreased for some.	Decreased.
vocational learning	Greatly increased.	Increases in some cases.	Decreased.
SOCIAL EFFECTS			
relations with friends	Improved; more friends	Some improvement.	Diminished; isolation.
respect of friends	Increased.	No change.	Decreased.
spousal relations	Improved.	No change.	Worsened.
respect from spouse	Generally increased.	No change.	Decreased.
family relations	Improved.	No change.	Worsened.
respect from family	Increased.	No change.	Decreased.
interest in politics	Significant increases.	No change.	Decreased.
trust	Increased.	No change.	Decreased.

(a) EFFECTIVE ADJUSTMENT

Effective adjustment is a qualitative concept that refers to the process of service delivery in CSTECS's Worker Adjustment Program. The program's effectiveness can be viewed from three separate perspectives:

- (i) empirical profile of the CSTECS adjustment process;
- (ii) comparison with other adjustment programs; and
- (iii) impact of program components on outcomes.

(i) EMPIRICAL PROFILE OF THE CSTECS ADJUSTMENT PROCESS

It is interesting to note that of the three categories of participants, only the program survivors used the adjustment process as envisioned by CSTECS. Many of the winners were referred to professional employment counselors and followed their advice. In this study, all of the winners emphasized two program components: income assistance through section 26 of the Unemployment Insurance Act and training. This group took full advantage of the opportunity to retrain in another field. In general, they embraced CSTECS's emphasis on training and allowed it to transform their lives.

By contrast, most of the survivors were not interested in training. Most wanted re-employment. Thus, many registered for U.I. support and immediately began a job search. When the job search was unsuccessful, most returned for a HEAT interview. The survivors generally wanted to be given employment counseling; the HEAT team expected them to initiate their own research and so acted mainly as a facilitator. Many survivors would not, or could not, conduct their own research and thus became frustrated. They did undertake training, but often did so in order to extend U.I. support. Ultimately, all found work similar to their previous steel jobs.

The program losers often followed a path that resembled the one chosen by the survivors, with one major difference: their outcome from the adjustment process was unemployment.

Both the survivors and losers took full advantage of income support. Training, though, was often undertaken to extend the duration of U.I. support.

(ii) COMPARATIVE ANALYSIS OF THE CSTECH PROCESS WITH OTHER
ADJUSTMENT APPROACHES

In chapter five, a senior CSTECH executive referred to a study which showed that steelworkers who lost their jobs were the economic group that suffered the longest periods of unemployment, endured the greatest losses, in terms of income and greatly reduced wages, and were also the group that was most likely to slip onto welfare following job loss. CSTECH's Worker Adjustment Program was designed, in part, to try to improve the re-employment outcomes of displaced steelworkers.

A previous study (EKOS, 1991) compared CSTECH's re-employment rates with the re-employment rates of other labor adjustment programs that serviced steelworkers.¹ These results were summarized earlier in Figure 9-2.

Compared to other adjustment programs, CSTECH recorded better results in all categories. Students, the category that reflected training, is particularly interesting - CSTECH recorded a seven fold difference over other programs (i.e. 14% vs. 2%). Also significant was CSTECH's unemployment rate which was 17% lower than that of other projects (41% vs. 58%), and its overall employment rate which was 8% higher (40% vs. 32%).

(iii) IMPACT OF PROGRAM COMPONENTS ON OUTCOMES

Figure 9-7 summarizes components of the adjustment process emphasized by the three categories of study participants.

(1) Initial information meeting. Although most of the study's winners and survivors attended the initial information meeting, it is unclear as to whether meeting attendance had a significant effect on program participation. More significant, as regards program participation rates, was UI income support for training.

(2) HEAT interview. Most of the three groups of study participants disliked the HEAT interview for a variety of reasons. Many survivors and losers did, though, rely on the HEAT team for assistance.

(3) Support services. All three groups sought personal support, but they varied greatly in the type, and extent, of support used. The winners relied heavily on support outside the Worker Adjustment Program; the survivors and losers relied, to varying degrees, on CSTEK staff.

(4) CSTEK seminars. In general, none of the groups found the seminars helpful, but for different reasons. Most winners were already conversant with the seminar content; most survivors wanted labor market information; the losers were interested but often needed more time and instruction to learn the seminar content.

(5) Training. Although all three groups took training, their motivations differed significantly. The winners took full advantage of training and prepared for new careers. Many survivors and losers saw training as a bureaucratic requirement to extend U.I. support.

(6) U.I. support. All three groups used this support. Most winners used it to support their training program; many survivors and losers used it essentially to support their job search.

FIGURE 9-7
EFFECTIVENESS OF THE WORKER ADJUSTMENT PROGRAM

COMPONENT	WINNERS	SURVIVORS	LOSERS
Initial info. meeting	-generally well-attended -initially positive; raised awareness of CSTECC -most wanted training	-most attended -raised awareness of CSTECC; often provided hope	-not well-attended because of lack of information or disorganization
HEAT interview	-frustrating -wanted labor mkt. info. & employment counselling	-mixed reactions; some wanted labor mkt. info. -raised hope	-frustrating -wanted job placement service
Support system -all said UI was important	-family support for training; some relied on college counsellors or community professionals	-relied on CSTECC & family -families generally unsupportive of training	-relied on CSTECC -families all opposed training
CSTECC seminars	-poorly attended; info often too cursory; many too busy with training to attend	-usually well attended; job info. often not presented -frustrating	-well attended -info. often seen as irrelevant
Training	-motivated -received first choice of training, often with an effective wk placement	-often low motivation -sometimes no training choice -no work placements	-resistive to training -no choice -ineffective work placements

(7) Job bank. Many of the winners found work by networking during their work placements. Most survivors and losers relied on the job bank services. Only the survivors found work through the job bank.

The program components then, were used in varying ways, with varying outcomes by the three groups of study respondents.

These results specifically address the question of distributive equity of CSTECS Worker Adjustment Program. In other words, although the resources were distributed fairly and equitably among the target groups members, only the more advantaged target group members, the program winners, were able to fully take advantage of the resources. Treating all participants equally then, resulted in unequal outcomes. In other words, treating all participants equally resulted in an unintentional, adverse impact on some participants based on their individual needs and abilities. Consequently, the value added from the Worker Adjustment Program was greatest for the more advantaged rather than the disadvantaged participants. Since value added, as opposed to final value, is the relevant measure of a program's effectiveness and efficiency (relative to cost) then it can be said that CSTECS Worker Adjustment Program is very effective for the most advantaged participants, but not very effective for the disadvantaged participants.

(b) EFFICIENT ADJUSTMENT

Efficient adjustment is a reference to the value derived from the application and use of resources. CSTECS had three sources for resources: monetary funding from the federal government to cover operating costs of the program; income support from the federal government in the form of unemployment insurance benefits for program participants; and industry funding, in the form of in-kind² contributions from the specific company involved.

CSTEC reports that its average cost, per participant, was \$3000. Income support, as per section 26 of the Unemployment Insurance Act, lasted for up to three years. In this study, the participants received, on average \$300 per week.³ Thus, over a three year period, the average income support per participant can be estimated to be \$46,800.

In-kind contributions, from both industry and union, are reported by CSTEC to account for up to 30% of total adjustment costs in most projects. Thus, total average cost over all projects, per participant, can be estimated to be \$50,700. A breakdown of costs per participant is summarized in Figure 9-8.

FIGURE 9-8
AVERAGE COST, PER PARTICIPANT, OF CSTEC'S WORKER ADJUSTMENT PROGRAM

COST FACTOR	DOLLAR AMOUNTS	PERCENTAGE OF TOTAL COST
Administrative project cost	\$ 3,000	5.9 %
Income support	\$ 46,800	92.3 %
In-kind contributions	\$ 900	1.8 %
Total	\$ 50,700	100.00%

The value derived from this cost is difficult to quantify. Value can be defined in terms of the outcomes which consist of a more highly trained workforce. This refers to both the level of, and relevance of, skills.

Generally, the level of workers' skills should increase as a result of training. The skills must be relevant to current labor market demands (short-term impact), and be transferable between industries (long-term impact). Short-term impact is difficult to

quantify. Long-term impact cannot be quantified in the absence of longitudinal research studies.

III. THE RESEARCH STUDY: APPLICATIONS

INTRODUCTION

There are five distinct stakeholder groups who have a direct interest in the research findings from this study. The stakeholders are:

- (1) the labor adjustment administrators - in this case, the CSTEAC organization;
- (2) the labor adjustment participants;
- (3) policy analysts concerned with labor adjustment;
- (4) relevant academic literatures; and
- (5) social work practitioners, specifically vocational and career counselors.

The utility of the research findings for each of these stakeholders is discussed in turn.

(1) THE CSTEAC ORGANIZATION

According to CSTEAC's Worker Adjustment Program Manual (1995), CSTEAC's official objective for the Worker Adjustment Program is:

to provide effective and efficient adjustment and placement services to permanently laid off workers in the steel industry.

A senior CSTEAC official further elaborated on this statement in an interview as follows:

to have steelworkers who lose their jobs find new employment, employment that allows them a standard of living where they can support their families...and to deliver the service in a cost-effective and efficient manner.

(to produce) better trained workers, more highly skilled workers, and provide an effective adjustment program that allows workers to move easily and quickly through job losses to new employment opportunities outside the steel industry.

(to produce) workers...able to move through the process of the trauma of job loss with encouragement, with support so that at the end of the day...they feel good about the outcome for themselves personally, and feel good about the process.

The CSTECH program, as experienced by participants in this study, had mixed results. The majority of program survivors and losers did not secure employment that allowed them a standard of living where they could support their families, did not move easily and quickly through job loss to new employment opportunities outside the steel industry, and did not move through the process of the trauma of job loss so that at the end of the day they felt good about the outcome for themselves personally, and felt good about the process. On the other hand, for the program winners, the program was extraordinarily successful in every way.

This study focused on the psychological and social outcomes experienced by participants in CSTECH's Worker Adjustment Program. It found very distinct program outcomes that were related, not so much to the program components themselves, but to the level of competence of the program participants and their ability to take full advantage of the structured program. The program resources were available equitably to all participants, but since individuals had different needs, the program's emphasis on training did not serve the needs of all participants.

The CSTECH program exhibits a number of significant strengths:

- (1) It is a cooperative venture between labor, management and government. Government funding for the program encourages labor-management cooperation.
- (2) Although firms are represented individually, they operate collaboratively with industry trade associations.

- (3) Unlike other adjustment programs, CSTECC has a permanent labor-management structure. The permanent labor-management structure fosters organizational learning so that later adjustment projects can learn from the experiences of earlier adjustment projects.
- (4) Industry contributions often defray adjustment costs.
- (5) CSTECC's model encourages private sector investment in training and adjustment.
- (6) CSTECC places greater emphasis on training and human resource development than do other adjustment programs that often place emphasis on job search techniques, job information and job clubs.
- (7) CSTECC has tried to develop long-range, not crisis-oriented training that encourages adjustment away from declining sectors and towards expanding economic sectors..
- (8) CSTECC has signed agreements with 19 colleges in six provinces to develop a system of national course accreditation and Prior Learning Assessments (PLAs) for adult learners (EKOS, 1996).
- (9) Because CSTECC's program has a sectoral focus, the benefits of the program are distributed across the entire steel sector. Moreover, CSTECC's program provides non-demeaning benefits to all Canadian steelworkers.
- (10) The use of union members to deliver the program services significantly increases participation rates. Using a needs assessment rather than a questionnaire is wise, in that workers with poor literacy skills are not excluded.
- (11) CSTECC's organizational structure is quite flat, consisting of a few individuals receiving a market salary, complemented by many highly motivated, well-intentioned volunteers. The corporate culture is focused on serving the needs of the program participants and is receptive to constructive criticism that results in improving program delivery, and better serving participant needs.

The program's most significant strength, though, are also its most significant weaknesses. A very high quality of training is available for an extended time period of three years, complemented by income support for the same three year period. The program winners, who were able to take full advantage of this opportunity, had their lives transformed.

The program losers, though, were often personally unable to either understand or benefit from training. For them, the focus on formal education acted to standardize the program, thus requiring them to adapt to the program demands. Thus, most undertook training that did not suit their personal needs, simply to qualify for extended income support. For program survivors also, training acted mainly as a requirement to fulfill in order to receive income support.

Thus, in order to serve the needs of the disadvantaged as well as the advantaged participants, the following set of recommendations is proposed:

- (1) Hire one full-time professional psychologist or labor adjuster for each Action Centre. His or her duties would include ongoing training of the HEAT team, overall supervision of all case files and approval of adjustment programs.
- (2) The HEAT team should upgrade and revise its criteria for classification of participants into first, second, and third streams in order to improve accuracy. For instance, the behavioral criteria suggested later in this section of chapter nine could be considered.
- (3) The three streams should, under the ongoing guidance of counselors, be able to individualize programs so as to meet current needs.
- (4) The need to individualize programming infers a flexible funding structure. Thus, instead of being locked into section 26 support of the UI Act, administered by the federal government, CSTECC needs direct control over this funding, and the

discretion to direct spending to program components deemed necessary by the individualized program.

- (5) The HEAT team members should be more highly trained to provide strong ongoing support to individual participants.
- (6) The seminars should be revised and differentiated so as to address the specific needs of the three streams.
- (7) All vocational training programs should include an effective co-operative or work placement component.
- (8) Professional employment counselors should be used to match individual abilities and interests with current labor market information.
- (9) Emphasis on placement services should be increased and expanded.

SUMMARY

A labor adjustment program that is equally effective for all participants must include several components. First, counseling and appropriate expertise must be available throughout the adjustment process. Second, flexibility is required to ensure that the program components are available to meet individual needs. Third, individualized programming is necessary in order to identify and address specific needs and access appropriate services. Fourth, support systems, including financial, moral and professional supports must be provided throughout the adjustment process. Fifth, effective and relevant work placements in the training component are critical to ensuring successful generalization of skills from training to a work setting. And finally, the employment search should be an ongoing process provided by employment counselors throughout the adjustment period.

(2) THE LABOR ADJUSTMENT PARTICIPANTS

The three groups of participants received highly variable quality of service from the CSTECH organization. CSTECH was only able to effectively service the needs of the program winners. The survivors and losers did not have their needs met. They were unable to effectively adapt to this highly structured program, which was driven almost exclusively by its emphasis on, and funding for, training.

The recommendations to CSTECH for program changes serve to individualize programming, ensure ongoing assistance as needed, and loosen the funding structure so it can apply resources to areas of need. These changes ensure that each participant receives appropriate assistance as needed. In short, CSTECH's emphasis was on equality of opportunity. Individual abilities then determined whether participants could take advantage of this opportunity. This paper rejects equality of opportunity as an objective and instead recommends, as an objective, equality of outcome. High needs participants (i.e. third stream) would require a large application of resources relative to low needs participants (i.e. first stream) who would be much less costly to service.

Under this model, all participants could be hopeful of achieving highly successful outcomes, both in terms of re-employment, and in terms of psycho-social benefits.

(3) POLICY ANALYSTS CONCERNED WITH LABOR ADJUSTMENT

The recent changes in world trade patterns, technological advances, and shifting consumption demands have caused significant restructuring in various industry sectors. Some industries are experiencing explosive growth, while others are forced into decline.

Policy analysts concerned with labor adjustment in those declining sectors will find this an instructive study. Effective and efficient labor adjustment is a major concern for governments responsible for laid-off workers in declining industries. CSTECH has been considered to be a possible model for labor adjustment in other sectors.

This paper infers that CSTECH would not be an appropriate model for other sectors. It is not because of CSTECH's difficulties that this should be so. This study clearly shows that individual needs must be identified and addressed in order to deliver appropriate adjustment services. And so needs will vary between participants; overall project needs will vary between steel plants and sectoral needs will vary between industries. For example, steelworkers, telecommunications specialists and social service professionals all have different needs and require unique adjustment services. Sectoral adjustment services cannot be based on any other sectoral adjustment service - the differences and unique situations in each sector cannot be ignored.

The policy analyst will also find this paper instructive with respect to its research on psycho-social effects of adjustment programs. This paper makes clear that psycho-social outcomes can be explicitly built into adjustment programs in order to minimize family breakdown, health problems and alienation. These difficulties (illustrated in Figure 9-6 for program losers), associated with job dislocation represent a considerable cost to society, even though the costs are difficult to quantify.

(4) RELEVANT ACADEMIC LITERATURES

This paper provided a detailed description and analysis of CSTECH's Worker Adjustment Program, with particular focus on the psychological and social effects of program participation. This section goes one step further, and provides a synthesis of the labor adjustment process in the form of three models which serve to clarify three different aspects of the labor adjustment process:

- (a) the initial assessment;
- (b) determination of participant needs; and
- (c) the role of counseling.

Accordingly, this section is divided into three sections, based on the three aspects of the labor adjustment process, as listed above.

(a) THE INITIAL ASSESSMENT

This research study suggests that several behavioral theories, including job loss transition theory, individual differences, learning theory, and motivational concepts and/or theories, are particularly useful in the initial assessment phase to categorize participants as first, second, or third stream participants. The relevant concepts and theories are outlined in Figure 9-9. This section discusses how each of these factors contributes to the initial assessment.

(i) ADJUSTMENT TO JOB LOSS

From the point of layoff, to the point of the final labor adjustment outcome, an individual experiences three separate, but related psycho-social transitions. First, job loss itself represents a psycho-social transition. Training represents a second psycho-social transition and successful re-employment or unemployment is the third, and final, psycho-social transition.

Loss of a job causes several changes in a person's life. In addition to losing the companionship of work colleagues, the individual loses the structure of daily routine, loses a source of income, and may lose a source of self-respect, self-identity, and respect from others. The person's view of the world and the future may change from one of safety and security to one of danger and insecurity. Loss of a job may also cause significant changes in relationships with friends, family and community and initiates a change in the individual's personal financial situation, such as the need to sell possessions, or relocate.

According to job loss transition theory, the process of job loss has three major stages. In the first stage, job loss often causes an initial state of shock and immobilization. The

**FIGURE 9-9
INITIAL ASSESSMENT**

FACTOR	1st STREAM	2nd STREAM	3rd STREAM
JOB LOSS TRANSITION THEORY			
ADJUSTMENT TO JOB LOSS	3rd stage - readjustment	2nd stage - acceptance.	1st stage - shock.
INDIVIDUAL DIFFERENCES			
LOCUS OF CONTROL	Usually internal.	Mixed-on a continuum - internal to external.	Usually external.
PERSONAL ABILITY	Moderate to high.	Usually moderate.	Generally low.
LEARNING THEORY			
SOCIAL LEARNING THEORY	Efficacy generally high.	Efficacy often low to moderate.	Efficacy usually very low.
CONCEPTS FROM MOTIVATIONAL THEORIES			
MOTIVATION TO LEARN	Generally high.	Usually low to moderate.	Generally quite low.
ACHIEVEMENT MOTIVATION THEORY	Need for achievement generally high.	Need for achievement often low to moderate.	Need for achievement generally quite low.
GOAL SETTING THEORY	Goal commitment usually high.	Goal commitment often low to moderate.	Goal commitment generally quite low.

ramifications of the situation may seem overwhelming. The individual cannot understand what is happening, nor how to plan for the future. There is a tendency to deny that a change has occurred.

During the second stage, the individual accepts job loss. Withdrawal and depression often set in as the initial optimism is shaken, and the individual questions his or her personal identity. This stage is sometimes characterized by a state of disorganization and crisis.

In the third stage, the individual accepts the new situation, and readjusts personal values and beliefs accordingly.

Adjustment to job loss refers to the stage, in the transition of job loss, that the individual is currently experiencing. The first stage, initial shock and immobilization, is an unstable period in which most people would find it difficult to conceive of and commit to training or any other adjustment strategy as a means to successful re-employment. The second stage, acceptance of the situation, is a better point at which to offer training or other adjustment strategies as a path to re-employment. The third stage, readjustment, is very stable, a point at which many people could fully commit to, and focus on, adjustment strategies, including training. Generally, the study's winners, survivors, and losers entered CSTECC's adjustment program in the third, second, and first stages of job loss transition, respectively.

In this study, data analysis revealed that attachment to previous job and financial distress often predicted how well individuals coped with the transition of job loss. Generally, because program winners disliked their jobs in steel (low job attachment) and were able to deal with the financial ramifications of job loss, most coped quite well with the transition of job loss. By contrast, program losers usually had a high degree of attachment to their previous jobs and suffered severe financial distress after job loss. Thus, most coped poorly with the transition of job loss.

(ii) LOCUS OF CONTROL

Theories of individual difference propose that locus of causality (internal or external) of behavior is a major property of the cause of behavior. Internals generally perceive rewards as being the result of personal ability and effort while externals perceive rewards as subject to chance or controlled by external forces. This view asserts that internals generally accept more personal responsibility for the success or failure of their efforts, and feel more in control of their lives than do externals.

In this study, most winners demonstrated a strong internal locus of control through their ability and willingness to accept personal responsibility for researching and planning their own career path. By contrast, many survivors and losers looked to CSTECH staff to guide them step-by-step to re-employment, thus demonstrating an external locus of control. Locus of control can then be seen to contribute to differing outcomes.

(iii) PERSONAL ABILITY

According to this perspective, when motivation is low, both low- and high-ability people demonstrate low levels of performance in work settings. However, when motivation is high, performance variability due to individual differences in ability is more evident.

Amount of prior education has been shown to increase individual cognitive ability levels. Thus, the study's winners entered the adjustment program with a double advantage: they generally possessed higher levels of prior education and had higher motivation for career change and training than did either the program survivors and program losers. Both of these factors, higher personal ability levels and higher motivational levels, contributed to their superior outcomes.

(iv) SOCIAL LEARNING

Social learning theory proposes that learning has the power to change efficacy expectations. An efficacy expectation is the conviction that one can successfully perform the behavior required to produce the outcome (Gist, 1992). Efficacy expectations often determine the amount of individual effort expended and the duration of that effort. In general, the stronger the efficacy expectation, the more active the efforts. Self-efficacy is, therefore, strongly related to performance.

According to this view, individuals who possess a strong sense of self-efficacy will be more willing to consider and undertake strategies, including training, to secure re-employment. The converse is also true. Individuals with a low sense of self-efficacy will often reject training as a means to re-employment because they do not believe themselves capable of mastering the training content.

In this study, most of the program winners demonstrated high levels of efficacy for training and career change. By contrast, the majority of program losers exhibited very low efficacy levels, both in terms of training and for career change. In short, the higher the efficacy expectations, the better the adjustment outcomes.

(v) MOTIVATION TO LEARN

For program participants who undertake training, it is critical that they be prepared to cope with the transition of training as it, like the transition from job loss, imposes a number of wrenching changes on the individual. Self-identity often changes. The individual is no longer a wage earner, but a student. The person no longer has a professional, or work association. Daily structure changes; colleagues often change; even a location change from a plant to an educational institution can represent a traumatic, personal change. How well one copes with the transition of job loss, and what stage of job loss one is currently experiencing, often influences how successfully one can handle

the transition of training. This study has shown that an individual's receptivity to and motivation to train are significant factors in a successful training outcome.

(vi) ACHIEVEMENT MOTIVATION THEORY

According to achievement motivation theory, CSTECH program participants with a high need for achievement were able to delay their need for gratification, in terms of a job, for the two or three year training period, and could often visualize the ultimate rewards of committing to the successful completion of extensive training. This explains, in part, the enthusiasm of the program winners for the training program.

Most program losers did not adopt this long-term vision, nor were the majority vocationally ambitious. In many cases, the training program either filled them with fear of failure, or was not seen as a successful strategy to achieve re-employment.

(vii) GOAL SETTING THEORY

Goal commitment, one component of goal setting, refers to individual determination to reach a goal. In this study, most program winners exhibited high levels of goal commitment; many program survivors demonstrated varying degrees of goal commitment; and program losers generally entered the program with low levels of goal commitment. For all three groups, training and employment outcomes often corresponded to level of goal commitment. In other words, the higher the level of goal commitment, the more positive the employment outcome.

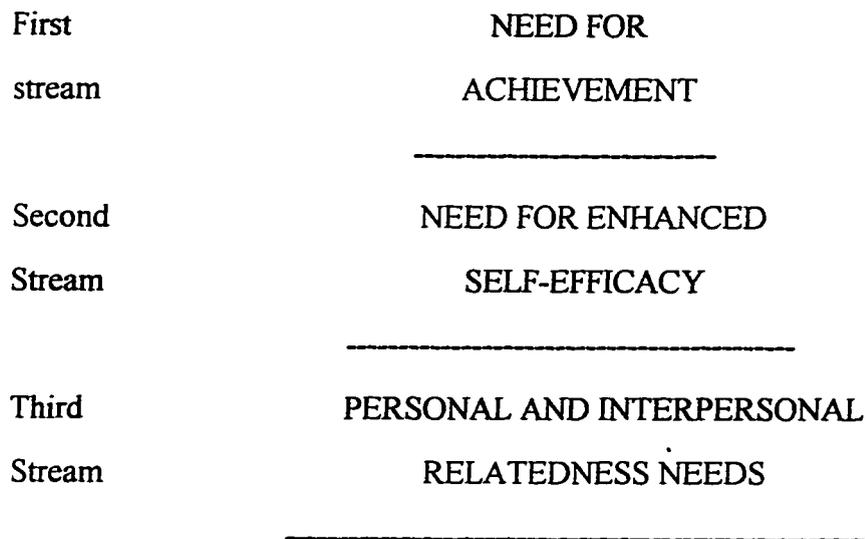
(b) DETERMINATION OF PARTICIPANT NEEDS

In this study, most program losers could not accept the reality of job loss, and thus yearned for their former jobs. Although most survivors accepted job loss, many did not believe that they could better themselves. Thus, many desired a similar job in a different

industry. By contrast, most of the study's winners had adjusted to job loss, had high self-efficacy, had the capacity to delay gratification, and had the long-term vision to see extended training as an opportunity to better themselves.

Using the behavioral factors previously discussed, one can categorize labor adjustment participants as first, second, and third stream. Using a pyramid model analogous to Maslow's hierarchy of needs, the three groups can be differentiated as they enter the adjustment process, on the basis of their present needs, as illustrated in Figure 9-10.

**FIGURE 9-10
PYRAMID OF LABOR ADJUSTMENT NEEDS: A STATIC HIERARCHY**



This pyramid represents a static hierarchy of needs that characterize the three streams. At the base of the pyramid are personal and interpersonal needs. Third streamers, who are preoccupied with these needs, are often focused on psychological and interpersonal difficulties; they may need job-loss counseling to expedite the process of coping with their lack of employment.

Some family members may experience stress and anxiety as a result of job loss. This stress may surface as medical, mental, marital and family difficulties. Thus, counseling may need to be provided not only to the unemployed individual, but to family members who may be experiencing high levels of distress as a result of the job loss situation.

Second streamers generally have alternate, less severe difficulties. Generally, their needs focus more on self-esteem and self-efficacy. Many do not believe they are capable of successfully undertaking adjustment strategies, including training, that may result in successful re-employment.

In general, first streamers have needs which are not debilitating, but instead are rejuvenating and strengthening. Their personal support systems are usually in place. Most have a drive and a need for achievement.

The initial needs assessment can then characterize the participants into streams, and place them on a pyramid as in Figure 9-10, or a continuum, as in Figure 9-11. This characterization is analogous to a snapshot, where, at a point in time, a person's needs are determined.

**FIGURE 9-11
CONTINUUM OF LABOR ADJUSTMENT NEEDS**

NEED FOR ACHIEVEMENT	SELF-EFFICACY AND SELF-ESTEEM	PERSONAL AND INTERPERSONAL RELATEDNESS NEEDS
FIRST STREAM	SECOND STREAM	THIRD STREAM

(c) THE ROLE OF COUNSELING

Behavior is assumed to be dynamic, subject to change over the labor adjustment period⁴. This infers that counseling should not be a one time event. Similarly, needs

assessment should be ongoing so as to provide more than a static characterization of the participants as first, second or third stream. Counseling should be an ongoing process, with the general objective of changing the motivations and behaviors of participants so as to move them as far to the left along the continuum of labor adjustment needs (Figure 9-11) towards first stream, as is possible. Assessment should be an ongoing process in response to the changing behaviors and needs of the participants.

The counseling needs of the three streams of participants are quite different. These needs are summarized in Figure 9-12.

**FIGURE 9-12
CONTINUUM OF COUNSELING NEEDS OF LABOR ADJUSTMENT
PARTICIPANTS**

LEAST INTENSIVE INTERVENTION		MOST INTENSIVE INTERVENTION
SUPPORT	GUIDANCE	THERAPY
- social cognitive theory of self-regulation - goal setting	- self-efficacy beliefs	- need theory
FIRST STREAM	SECOND STREAM	THIRD STREAM

Recommendation #3 in the previous section advises CSTECH should individualize programming. Such individualization should be broadly done, between the three streams of participants, then specifically done for each individual based on their particular needs. Consider now broadly-based individualization between the three classification streams.

1) First Stream Participants. They are generally focused and achievement oriented. Their counseling needs are primarily supportive. Most need information about the current labor market and relevant training programs and some may need support researching their career goals.

Programming needs are to focus and direct the participants' efforts. Many first streamers need a professional employment counselor to provide current labor market information, and to provide guidance and feedback as they engage in training. Income support and training subsidies would provide all the financial support necessary for success. Their program would include and focus on the direction, effort, and persistence required to achieve adjustment goals that challenge the individual, as outlined in goal setting theory. In other words, first streamers would be taught to adopt realistic goals, set themselves goals of progressive difficulty and then measure their performance against those goals. The program would also include training in the techniques of behavioral self-monitoring, as outlined in the social cognitive theory of self-regulation.

2) Second Stream Participants. Many are confused and lack direction. Most need guidance. They require assistance around career exploration and the determination of career goals. For those who need training, most will require guidance to ensure their proper placement in relevant training programs. Many also need much guidance in conducting a job search.

Many second stream participants enter the program with weak self-efficacy. The objective then, would be to change these self-efficacy beliefs. Social learning theory maintains that learning has the power to change self-efficacy beliefs and, thus, has particular relevance for use with second stream program participants.

3) Third Stream Participants. In most cases, their basic needs are so acute that many are unable to focus on the labor adjustment process. Their medical, psychological, marital,

and family problems tend to be so overwhelming that many need extensive therapy and counseling intervention before entering the labor adjustment process. Immediate income support is needed to alleviate their anxiety about financial security. Their immediate needs regarding personal and interpersonal difficulties are best addressed by a professional counselor, psychologist or psychiatrist.

These individuals are extremely difficult to adjust and can be considered to be at long-term risk for being chronically unemployable.⁵ Their employment needs are extremely difficult to address before remediation of their psychological needs. And their psychological needs are so severe as to require extensive resources, in terms of both costs and time. Even then, a final conclusion to this stage of counseling is several years, at best, into the future.

Several questions then arise with respect to this group. Can they successfully complete a labor adjustment program? If so, is society willing to commit the extensive resources necessary to ensure their successful long-term labor adjustment? If not, or if the costs of successful completion are judged prohibitive, what alternative programs should be considered?

Alternate programs for consideration could include:

- (1) A guaranteed annual income supplement lasting until individuals are eligible for income supplements for the elderly;
- (2) Access to voluntary community service work;
- (3) Required community service work tied to a guaranteed annual income supplement;
- (4) Access to minimum wage government jobs which are exclusively available to this group; and
- (5) Combinations of the above.

(5) SOCIAL WORK PRACTITIONERS, SPECIFICALLY VOCATIONAL AND CAREER COUNSELORS

This study has three practical impacts on the practice of vocational and career counseling. First, it reinforces CSTECC's emphasis on the need for participants to establish very clear career goals early in the adjustment process, and definitely before beginning a training program.

Secondly, an effective work placement is a critical aspect of any training program. In addition to providing motivational benefits, a good work placement allows for generalization and application of training skills, and the opportunity to network as part of a comprehensive job search strategy.

Third, the three models developed earlier in this chapter serve to guide the counselor through the process of labor adjustment. Figure 9-9 provides a model for initial assessment of a new client. Figures 9-10 and 9-11 enable the counselor to determine client needs. Figure 9-12 outlines the depth and breadth of counseling required in order to achieve a successful outcome in terms of both re-employment, and psycho-social effects.

IV. FUTURE RESEARCH

Future research inferred by this study can be divided into two broad areas: practical concerns with regard to the labor adjustment program and policy concerns as regards the future direction of Canadian labor adjustment policy.

(a) PRACTICAL CONCERNS WITH REGARD TO THE LABOR ADJUSTMENT PROGRAM

Research into improving the labor adjustment program can be viewed from two separate perspectives:

- (a) program content; and

(b) service delivery.

(i) PROGRAM CONTENT

This research identified several program components as critical to a high quality adjustment program. Work placements enabled first streamers to generalize training skills and to network for future employment. Can work placements be modified so as to serve the needs of second and third stream program participants?

Training programs allowed first streamers to develop and have marketable skills and ultimately translate these skills into satisfying paid employment. How can training programs be modified so as to serve the needs of second and third streamers?

Supports, both formal and informal were critical factors in the ultimate success of first streamers. How can the informal supports be duplicated for second and third streamers who faced family disapproval and criticism? Can the proportionate share of employment success attributable to formal and informal support factors be quantified?

(ii) SERVICE DELIVERY

The initial assessment differentiates participants into three stream categories. Different models need to be tested for their predictive powers. A theoretical model as outlined in this study could be developed, then subjected to rigorous quantitative analysis. Alternately, class, gender, education, ethnicity and marital status could be quantitatively analyzed.

The counseling model of Figure 9-11 requires extensive qualitative analysis to establish its credibility and to differentiate client needs into much finer gradations. The proposed labor adjustment organizational model of a professional adjuster guiding a team of sectoral volunteers needs to be qualitatively and quantitatively compared and contrasted to other labor adjustment programs.

**(b) POLICY CONCERNS AS REGARDS THE FUTURE DIRECTION OF
CANADIAN LABOR ADJUSTMENT POLICY**

Present economic and social policy in Canada defer, in large part, to the market place as the main source of adjustment to the composition of employment between sectors, and as the main determinant of the absolute level of employment. Government labor adjustment programs are thus required so as to minimize the burden placed on those unfortunate workers who happen to be in the wrong place, at the wrong time.

Other countries do not have as great a need for such labor adjustment programs due to their use of other models, or their adherence to alternative social and economic philosophies. For example, Germany's youth have, upon high school graduation, the right to apprenticeship and employment programs. Sweden's emphasis on full employment and its extensive system of national, regional and local labor market boards emphasizes the needs of the workers, rather than the needs of business and consumers. Japanese companies have a paternalistic philosophy of being responsible for the long-term well-being of their workers.

Canadian policies need to be compared to those of other countries in order to determine their underlying philosophical assumptions, their strengths and weaknesses and their relevance as we face a future fraught with transition and change.

CONCLUSIONS

This study found that the quality of a labor adjustment program is determined by three separate factors: first, by the extent to which it is able to recognize and determine the individual needs of the participants; second, by the extent to which service delivery is provided on an ongoing basis and is sensitive to changing needs; and third, by the extent to which program content actually satisfies the needs of participants.

The study identified three classes of participants. These three classes are not distinct groups, though, but are actually subjective divisions of a continuum. Future research should produce finer differentiation. The overall requirement of a quality labor adjustment program can be very simply summed up in one succinct phrase: individualized programming.

The study further identified three categories of psycho-social outcomes (empowerment, motivation and social effects) that can be qualitatively described as being affected by, and to some extent, caused by, training programs. These outcomes are temporary, however, and are either reinforced or reduced by the subsequent employment outcome. Training programs can thus be viewed as a form of therapy as they have distinct psycho-social outcomes. It thus behooves social workers to consider the view that training programs are a form of preventative social work practice that forestall debilitating social and family situations requiring social and counseling interventions.

ENDNOTES FOR CHAPTER NINE

1. The other adjustment projects consist of seventeen adjustment projects that had been assisted by the Industrial Adjustment Service (IAS) and the Program for Older Worker Adjustment (POWA).
2. In general, CSTEC expects that companies will contribute 20-30% of the overall project costs. Often company contributions are in-kind contributions which may include providing space for interviews and seminars and/or equipment including telephones, fax machines, photocopies etc. for adjustment committee use.
3. Information provided in interviews with study participants.
4. Kurt Lewin proposed a dynamic model of behavior. According to this dynamic theory, known as resultant valence theory, behavior is the equilibrium that results from various internal and external forces that pull one in various directions. These forces are constantly changing in intensity and direction, thus causing disequilibrium. The individual, desiring the comfort of homeostasis, thus behaves so as to bring these forces into a new position of equilibrium. Vroom's (1964) expectancy value theory also viewed behavior as dynamic. He saw behavior as the expression of motivation. Motivation was a dynamic factor, determined by the ongoing ever-changing concepts of perceptions and values.
5. Comment by Dr. Maurice Mazerolle at doctoral defense, April 29, 1997.

METHODOLOGY APPENDIX
INTERVIEW GUIDE FOR STUDY RESPONDENTS

1. Describe job situation before layoff.
2. Describe training - strengths?
 - weaknesses?
 - pre-training motivation?
 - changes in motivation during or after training?
3. If currently employed, did the training taken assist you in finding your current job? If yes, please explain. If not, why not?
4. Which adjustment services did you use? Which were helpful? Please explain. Which were of little help?
5. Did you learn personal or social skills from the training? If yes, please explain.
6. Did the training affect your relationship with spouse or partner? If yes, please explain.
 - relationship with your children? If yes, please explain.
 - relationship with your parents? If yes, please explain.
 - has it changed the way you think about your family? If yes, please explain.
7. Did the training affect your relationship with former co-workers? If yes, please explain.
8. Did the training affect your social life? If yes, please explain.
9. Have your feelings about yourself changed since taking training? If yes, please explain.
10. Are there other ways the training affected you that we have not yet talked about? If yes, please explain.
11. Describe a typical day now.

CONSENT FORM FOR STUDY PARTICIPANTS

RIGHTS OF STUDY PARTICIPANTS:

As a participant in this research project you have the following rights:

- (1) During the interview, you may refuse to answer any questions that you do not feel comfortable responding to.
- (2) You may refuse to have the interview tape-recorded.
- (3) You have the right to complete confidentiality and anonymity. Your name will not appear anywhere in the final report. Tapes and transcripts will be identified by code and will only be seen by the researcher. After five years all tapes, transcripts and other raw data will be destroyed.
- (4) You have the right to review quotations that will be used in the final report to ensure that confidentiality and anonymity are not breached.
- (5) You may withdraw from the study at any time without penalty. Should you decide to withdraw from the research project, all tapes, transcripts and other raw data pertaining to you will be immediately destroyed.
- (6) You have the right to enquire about the research at any time. The name, address and phone number of the researcher and her supervisor have been provided to enable you to do so.

I, _____ have read the above statements and agree to participate in this study under the conditions discussed above.

Signature of Participant

Participants' Address

Date

PERSONAL INFORMATION FORM

- 1) FIRST NAME: _____
LAST NAME: _____
- 2) ADDRESS: _____

- 3) CITY: _____ PROV: _____
- 4) POSTAL CODE: --- -- TELEPHONE: (---) -----
- 5) BUSINESS TELEPHONE #: a) _____
b) _____
- 6) GENDER: (1) MALE (2) FEMALE
- 7) MARITAL STATUS: _____
(ie. married, divorced, common-law, single etc.)
- 8) WHAT WAS YOUR JOB TITLE AT THE TIME OF LA YOFF?

- 9) PLEASE PROVIDE A BRIEF DESCRIPTION OF THE JOB THAT YOU WERE
DOING AT THE TIME OF LA YOFF _____

- 10) HOW MANY YEARS HAD YOU WORKED IN THE STEEL INDUSTRY (at
layoff date)?
- 11) HIGHEST GRADE COMPLETED BEFORE TRAINING? _____
- 12) WHAT IS YOUR PRESENT JOB STATUS? (circle one)
 - (1) Unemployed
 - (2) Employed Full-Time
 - (3) Employed Part-Time
 - (4) Employed Temporarily
 - (5) Retired

(6) Disabled

(7) OTHER (please specify): _____

If working, answer questions 13 - 16. If not working, please skip to question 17.

13) IF YOU ARE WORKING, WHAT IS YOUR PRESENT JOB?

14) PLEASE PROVIDE A BRIEF DESCRIPTION OF YOUR PRESENT JOB

15) IS THIS THE KIND OF WORK THAT YOU TRAINED FOR?

(1) yes (2) no

16) COMPARED WITH YOUR JOB IN THE STEEL INDUSTRY ARE YOU
CURRENTLY EARNING?

(circle one)

(1) MORE MONEY

(2) LESS MONEY

(3) ABOUT THE SAME MONEY

17) IF YOU ARE NOT WORKING, WHAT KIND OR WORK ARE YOU LOOKING

FOR? _____

FIRST-LEVEL CODES DEVELOPED FOR THIS STUDY

First-level codes in this study included the following phenomena, graduated from micro to macro levels:

- (1) JOB SAT, JOB DISS - participants' satisfaction levels with previous steel-industry jobs;
- (2) PRG INVLVMT - degree of involvement in CSTECH's Worker Adjustment Program;
- (3) PRE PR MOT, POST PR MOT - participants' pre- and post-program motivation;
- (4) ADJ STR, ADJ WKN - participants' assessment of the strengths and weaknesses in CSTECH's Worker Adjustment Program;
- (5) ADJ SAT, ADJ DISS - degree of personal satisfaction with the adjustment process;
- (6) TR STR, TR WKN - participants' assessment of the training strengths and weaknesses;
- (7) TR SAT, TR DISS - degree of personal satisfaction with the training process;
- (8) LRN ATT CHNG - changes in individual attitudes to learning;
- (9) ACTV LRNR, PSSV LRNR - learners, categorized as active or passive;
- (10) SELF-CONF CHNG - participants' changes in self- confidence;
- (11) INTERPERS REL CHNG - participants' interpersonal relationship changes;
- (12) SP REL CHNG - spousal relationship changes;
- (13) AWARE CHNG - participants' changed awareness levels;
- (14) LFSTYLE EXP CHNG, CAREER EXP CHNG - participants' changes in lifestyle career expectations;
- (15) WK REL CHNG - participants' changes in work relationships;
- (16) WK CON CHNG - participants' changes in degree of work confidence;
- (17) WK ATT CHNG - participants' changed attitudes towards work;

PATTERN CODES DEVELOPED FOR THIS STUDYThemes:

- (1) ATT (pattern): Risk taking appears to be a precondition of successful program participation
- (2) ATT/OS (theme appearing in a variety of sites): Risk taking appears to influence program outcomes more than type of plant closure, including advance notice provisions.

Causes/Explanations:

- (1) EXPL: Individuals with sufficient support, both financial and personal, indicate a willingness to take risks.
- (2) SITE-EXPL (informant's explanations): The chances to pursue a career and a training program that complements one's hobbies and interests or the desire to "finally make something of one's life and career" contribute to risk taking ability.

Relationships Among People:

- (1) FAM SUPP (family support): Those who rely on family support rather than on support from friends show greater ability to take risks.

Emerging Constructs:

- (1) IND (independence): Independent decision making, combined with support that encourages independent career and training decisions, seems to contribute to risk taking ability.

During first-level and pattern coding, the researcher added marginal analytic remarks beside transcribed field notes. These were analyzed and were used to point the researcher toward new or more differentiated codes.

CHECKLIST MATRIX

CHECKLIST PROGRAM MATRIX: PREPARATION			
CONDITIONS	EXAMPLES	HOW IMPORTANT?	WHY IMPORTANT?
Need for achievement			
Expected outcomes			
Locus of control			
Goal setting			
Self-efficacy expectations			
Receipt of training choice			
Organizational support			
Resource availability			
Remarks			

EFFECTS MATRIX DEVELOPED FOR USE IN THIS STUDY

	DIRECT EFFECTS		SIDE EFFECTS		META EFFECTS	
	+	-	+	-	+	-
Re-employment outcomes						
Career satisfaction						
Initial info. meeting						
Interactions with cttee. co-chairs						
HEAT interview						
Training						
Career goals seminar						
Job shop						
Financial planning						
Small business start-up						
Job bank						
Relocation assistance						

ANTECEDENTS MATRIX DEVELOPED FOR USE IN THIS STUDY

ANTECEDENTS MATRIX: ANTECEDENTS OF PSYCHO-SOCIAL OUTCOMES FOR EIGHT LOW IMPACT CASES					
LOW IMPACT CASES	USER COMMITMT.	IMPLEMENT. REQUIREMTS	ASSISTANCE (CSTEC'S PROGRAM)	RESOURCE AVAILAB.	TRAIN. SUCCESS
1.	mod -----	mod -----	mod/high -----	mod -----	mod/low
2.	low -----	high -----	mod/high -----	low/mod -----	low
3.	high -----	low -----	high -----	low/mod -----	mod
4.	mod. -----	mod -----	low -----	low -----	mod
5.	low -----	mod -----	mod -----	low/mod -----	low
6.	low -----	high -----	high -----	low -----	low
7.	mod/high -----	high -----	high -----	low -----	mod/low
8.	low -----	mod -----	high -----	low -----	low

Legend: _____ = immediate cause blank= no cause or not
 ----- = remote cause included in network

CAUSAL NETWORK FOR ONE HIGH IMPACT CASE

Implementation
requirements
- mod/high

Search for
programs
- mod/high

CAREER EXPLORATION
- HIGH

Motivation for
career change
- high

Assistance
required - mod/high

GOAL CLARIFICATION
- HIGH

External network
development - high

Program adoption - high

Effort expended
- high

User commitment
- high

User skill
- high

Program funding
- high

User capacity
to change - high

User competence
- high

Environmental
turbulence - low

Adequacy of user
preparation - mod/high

**JOB FOCUSED
TRAINING**

Motivation for training
- high

TRAINING "FIT"
- HIGH

Program demand
characteristics - high

Influence of CSTE C prg.
staff - low

Program availability
- high

Receipt of training
choice - high

TRAINING SUCCESS/SATISFACTION - HIGH

PSYCHO-SOCIAL OUTCOMES

1. Empowerment
2. Motivational Benefits
3. Social Cohesion
4. Political Outcomes

SUBNETWORK DEVELOPED FOR USE IN THIS STUDY

**SUBNETWORK: FACTOR STREAMS LEADING TO HIGH JOB MOBILITY
FOR EIGHT HIGH IMPACT CASES**

Motivation for career
change - high

Environmental
turbulence - low

User commitment - high

JOB MOBILITY
- high

External network
development - high

User skill
- high

Stability of program
funding - high

Program availability
- high

APPENDIX A**SERVICES AND PROGRAMS TRANSFERRED TO OTAB, IN 1993,
FROM A VARIETY OF PROVINCIAL MINISTRIES**

TRANSFERRED TO OTAB FROM THE

MINISTRY OF EDUCATION AND TRAINING		
PROGRAM/SERVICE/ INITIATIVE	HOW IT WORKS	WHO IT HELPS
Ontario Community Literacy	Funds community-based literacy programs.	Adults and families who want to improve their literacy skills.
Literacy Field Development and Support	Funds literacy hotlines, services and professional development at the provincial and regional levels.	Literacy organizations, workers, learners and members of the public.
FUTURES	Provides a range of pre-employment preparation, work experience training & educational upgrading options that are designed to address a range of participant needs.	Unemployed, out-of-school youth aged 16 to 24 (29 if they have a disability) who have difficulty getting or keeping a job.
Youth Employment Counselling Centres Program	Provides a full range of employment counselling, services, referrals and job search support.	Unemployed, out-of-school youth aged 15 to 24.
jobsOntarioYouth (Administered on behalf of the Ontario Government. This is one of seven programs delivered by the government's jobsOntario Summer Employment initiative)	Provides summer employment for all unemployed youth with an outreach focus on youth facing systemic barriers to employment and those experiencing proportionately higher unemployment rates.	Ontario residents 15 to 24 years (29 if they have a disability) who are unemployed and eligible to work in Canada.
Labour Adjustment Preparatory Program	Assesses the needs of people who have been laid off and provides training in basic skills.	People who have been laid off as a result of a large plant closure.
Community Industrial Training Committees	Community-based volunteer organizations, generally comprised of employers and community representatives, which assess local needs and organize training.	Employed and unemployed people, and businesses.

MINISTRY OF EDUCATION AND TRAINING		
PROGRAM/SERVICE/INITIATIVE	HOW IT WORKS	WHO IT HELPS
Apprenticeship	On-the-job and in-school training for people seeking certification in skilled trades.	Employers and individuals.
Help for Laid-off Apprentices	Funds training for laid-off apprentices and provides counselling.	Registered apprentices who are laid-off or under threat of being laid-off.
Secondary School Workplace Apprenticeship Program	School-to-work transition program enabling high school students to train as registered apprentices while completing their high school diplomas.	High school students at least 16 years old who have completed Grade 10.
Access to Apprenticeship Training Program	Community-based projects that help people traditionally under-represented to access apprenticeship training.	People traditionally under-represented in apprenticeship training, e.g. equity groups.
Ontario Skills Development Offices	Training consulting service to identify, plan and evaluate the training needed to achieve business goals.	Employers, employer/employee associations and unions.
Ontario Skills	Partial reimbursement of direct training and retraining costs.	Employers, unions, Training Trust Funds and labour/management committees.
Ontario Training Trust Fund	Provides partial funding to employer/employee groups to train and retrain workers.	Employer/employee trusts of registered organizations or businesses in operation for at least one year.
Sectoral Agreements	Financial and other help to address training needs of specific sectors, e.g. steel, auto parts and electrical/electronics.	Labour/management committees in key sectors.
Adult Basic Literacy/Numeracy	Funds literacy and numeracy programs run by school boards.	Adults who want to improve their literacy and numeracy skills.
Ontario Basic Skills	Funds academic upgrading, — communications, mathematics and science — and helps prepare people for future training or employment. Delivered by community colleges.	People living and eligible to work in Ontario, 25 years or older, with an education of less than Grade 12.
Special Support Allowances	Funds child care and transportation costs of people enrolled in Ontario Basic Skills.	People enrolled in Ontario Basic Skills who have an income of less than \$12,000 (sole) or \$21,000 (family.)
Ontario Basic Skills in the Workplace	Funds training in basic skills for workers.	Workers who lack basic skills, such as literacy or numeracy, and skills in either official language.

MINISTRY OF CITIZENSHIP

	Description	Clients
Multicultural Workplace Program	Helps workplaces manage issues related to cultural, racial, and linguistic diversity.	Organizations with diverse workforces.

PROGRAMS UNDER REVIEW FOR POTENTIAL TRANSFER TO OTAE

MINISTRY OF COMMUNITY AND SOCIAL SERVICES

	Description	Clients
Social Service Employment Program	Cost-shares wages of Social Assistance recipients for work experience in certain non-profit organizations.	Job-ready individuals on Social Assistance, or their spouse, and recipients of Vocational Rehabilitation Services, who are at risk of long-term dependence on Social Assistance.
Summer and Part-time Employment Experience Program	Provides full-time summer and part-time employment during the school year for eligible youth.	Students aged 14 - 21 years who are a dependant of a person on General Welfare Assistance or Family Benefit Assistance, or a student receiving General Welfare Assistance.
Work Activity	Provides pre-employment training for General Welfare Assistance recipients.	Long-term General Welfare Assistance recipients.
Municipal/First Nations	Helps prepare people for employment and provides supports.	Social Assistance recipients of working age who are experiencing barriers to employment.
Vocational Rehabilitation Services	Provides vocational counselling and assessment, support, and help with job placement.	Eligible people with disabilities.
Supported Employment	Job development, matching, coaching, and work placement.	Eligible people with disabilities.
Sheltered Workshops	Work assessments, counselling, sheltered work, skills training and job placement.	Eligible people with disabilities.

MINISTRY OF LABOUR

PROGRAM	Description	Clients
TRANSITIONS	Provides \$5,000 training credits to laid-off workers.	Laid-off workers 45 years or older who have been laid off within 6 months.
Help Centres	Community-based agencies providing vocational counselling and brokerage services and training and labour market information.	People over 25 years who are unemployed, underemployed, or at risk of job loss.
Adjustment Advisory Program	Establishes ways to help workers and communities through committees which assess needs and provide counselling, placement and brokerage services.	Workers and communities affected by downsizing, closures, and the threat of job loss.

APPENDIX B

HEAT TRAINING

This is to introduce _____ (name) _____ (S.I.N. #) a participant
in CSTECS HEAT program administered by the joint USMA-company committee at _____
_____ (name of plant where layoff/closure is occurring),
who is enrolled in _____ (name of training course)
at _____ (name of training institution) which
begins _____ (date) and ends _____ (date).
THE JOINT COMMITTEE IS SATISFIED THAT THIS INDIVIDUAL'S PLAN OF ACTION WILL LEAD TO EMPLOYMENT AND IS RECOMMENDING (CONTINU-
ANCE OF) UNEMPLOYMENT INSURANCE (U.I.) BENEFITS WHILE ON THE ABOVE TRAINING AS PER SECTION 26 OF THE U.I. ACT.

TRAINING AUTHORIZATION:

_____ (name) _____ (name)
_____ (signature) _____ (signature)
co-chairman, _____ (name of joint committee)
signed on _____ (date). *program funded by Employment and Immigration Canada B 4131

Heat Training Authorization Form
Appendix VII

HEAT

Helping Employees Adjust Together

CSTEC's HEAT program provides both funds and people. The people are members of the HEAT team.

HOW IT WORKS

- A layoff or shutdown is announced.
- Local workers and management decide to use CSTEC services.
- A labour-management committee is formed at the plant to oversee the project.
- CSTEC provides facilitators to help the committee assess individual needs and put together an action plan to meet these needs.
- This plan is submitted to CSTEC's Training and Adjustment Committee for funding approval.
- Upon approval, the plan goes into action. It might include:

- | | |
|---------------------|--------------------|
| job counselling | financial planning |
| job shop | relocation funding |
| training | small business |
| career goal setting | referral |

D. Different Types of Participants

People deal with the trauma of losing a job in different ways. Some take longer than others to come to grips with the situation.

Fast Trackers

These are the people that at the time of the interview have already established a new job goal and they have a plan in mind. They are usually prepared to implement their plan immediately, sometimes even before the actual lay-off date. Quite often they are people who have always had an interest in furthering their education or skill development and have taken various courses on their own initiative while employed with the company.

These "fast trackers" can be processed ahead of the main stream and prior to a budget being approved providing that the plan is approved by CSTEK before commitment is given for the training.

2nd Stream

At the time of the interview they need to explore options with the Heat Team Counsellor. Approximately 70% of this group will take Job Shop. Up to 50% will take training as a step to new employment opportunities. Again all of the people in this group want to get started on a path to new employment but require some guidance or an opportunity to bounce their ideas off someone who is willing to listen.

3rd Stream

People in this group don't have a plan of action when they come for an interview and they are not ready to start formulating one. They quite often seem to be the people who are hardest hit by the lay off announcement and have a tendency to delay taking any action until:

- Results have been seen from the fast trackers and the 2nd streamers;
- Just prior to the UIC running out.
- Of this group 50% will take the Job Shop and 40% will take training.

What category does your job fit into?

11) Major Job Category::

- 1) Foreman
- 2) General
- 3) Administration
- 4) Supervisor
- 5) Technical
- 6) Clerical
- 7) Trades
- 8) Production/Equipment
- 9) Apprentice

12) What was your job title?

13) What was your wage/salary? \$ per (1) Hour or (2) Year

14) How many years of service, with company (at layoff date)?

15) How many years have you worked in the steel industry?

16) What other major work experience have you had?

Type	Length of Time
.....
.....
.....
.....

17) What skills have you acquired, through your past experiences?

- | | |
|-------------------------------|-------------------------------|
| 1) Administration | 2) Analyzing |
| 3) Assembling | 4) Coaching/Directing |
| 5) Computer | 6) Communication |
| 7) Constructing | 8) Creating |
| 9) Designing | 10) Displaying Presenting |
| 11) Drawing | 12) Mechanical |
| 13) Operating Large Equipment | 14) Operating Small Equipment |
| 15) Physical | 16) Technical |
| 17) Troubleshooting/Repair | 18) Leadership |

- other skills 1)
- 2)
- 3)

18) What language(s) can you:
 Speak? Write?
 English _____ English _____
 French _____ French _____
 Other: _____ Other _____

19) WHAT IS YOUR LAYOFF DATE? _____ / _____ / _____
Year Month Day

20) WHAT WAS YOUR STARTING DATE? _____ / _____ / _____
 (with last employer) Year Month Day

- 21) WHAT IS YOUR PRESENT U.I.C. STATUS?
- (1) SEC.14 (normal claim)
 - (2) SEC.25 (on the job training)
 - (3) SEC.26 (training F/T, min. 25 hrs per week)
 - (4) EXHAUSTED (U.I.C. ended)
 - (5) TERMINATED (started working, etc.)
 - (6) PENDING (U.I.C. has not started, ie. severance)

22) U.I.C. START DATE: _____ / _____ / _____ ELIGIBLE WEEKS: _____
Year Month Day (UIC weeks)

Note:
 UIC start date requires confirmation, prior to Sec26 approval

23) ARE YOU THE ONLY FULL TIME EARNER IN YOUR FAMILY? (1) yes (2) no

24) WOULD YOU BE WILLING TO RELOCATE FOR A JOB? (1) yes (2) no

(if yes,) WHAT PROVINCE: 1) _____ 2) _____ 3) _____

25) WOULD YOU BE WILLING TO COMMUTE TO WORK? (1) yes (2) no

(if yes,) REASONABLE DISTANCE: _____ KMS. REASONABLE TIME: _____ HRS.

26) DO YOU HAVE YOUR OWN TRANSPORTATION? (1) yes (2) no

27) WHAT CLASS OF DRIVER'S LICENSE DO YOU HAVE? _____

28) WHEN WOULD YOU BE AVAILABLE FOR WORK?
 (Answer only if interested in job placement services)

- (1) Immediately
- (2) In 1 Month
- (3) In 2 Months
- (4) In 3 Months
- (5) In 3+ Months
- (6) Not Interested

29) WHAT IS THE MINIMUM AMOUNT OF PAY THAT YOU WOULD CONSIDER? (circle one)

- (under \$10/hr (1) under \$20,000/yr)
- (\$10 - \$12.50/hr (2) \$20,001-\$25,000)
- (\$12.51-\$15.00/hr (3) \$25,001-\$30,000)
- (\$15.01/hr plus (4) \$30,001 plus)

30) WHAT IS YOUR PRESENT JOB STATUS? (circle one)

- (1) Unemployed
- (2) Employed Full-Time
- (3) Employed Part-Time
- (4) Employed Temporary
- (5) Retired
- (6) Disabled

(7) OTHER (please specify): _____

if WORKING, As of what date: _____ / _____ / _____
Year Month Day

31) ARE YOU SEEKING EMPLOYMENT? (1) yes (2) no

if yes, (1) full time (2) part time (3) temporary

32) WHAT TYPE OF WORK ARE YOU LOOKING FOR? (circle one)

- (1) FOREMAN
- (2) LABOUR
- (3) ADMINISTRATION
- (4) SUPERVISOR
- (5) TECHNICAL
- (6) CLERICAL
- (7) TRADES
- (8) PRODUCTION
- (9) OWN BUSINESS
- (10) OTHER

if OTHER, please specify: _____

33) HIGHEST GRADE COMPLETED ? (circle one)

NOTES:(for office use only)

- (1) up to grade 8
- (2) grade 9
- (3) grade 10
- (4) grade 11
- (5) grade 12
- (6) grade 13
- (7) not sure

34) HAVE YOU RECEIVED A HIGH SCHOOL DIPLOMA? (1) yes (2) no

35) DO YOU HAVE ANY POST SECONDARY EDUCATION? (1) yes (2) no

if yes, PROGRAM NAME(s) a) _____
b) _____

36) DO YOU HAVE ANY POST-SECONDARY DEGREES?
(1) None (2) College
(3) Bachelor's (4) Graduate
(5) Professional (Que. only)

37) WHAT DEGREES/DIPLOMAS/CERTIFICATES DO YOU HAVE?
1) _____
2) _____
3) _____
4) _____
5) _____

38) ARE YOU ENROLED IN A FULL-TIME TRAINING PROGRAM?

(1) yes (2) no if yes, start date: ____ / ____ / ____
Year Month Day

HRS. per WEEK: _____ TOTAL WEEKS: _____

TYPE: (circle one) (1) Sponsored by CSTEC
(2) Sponsored by CEC/UIC
(3) Fee Payer Program
(4) Other

COURSE NAME: _____

39) ARE YOU ENROLED IN A PART-TIME TRAINING PROGRAM?

(1) yes (2) no if yes, start date: ____ / ____ / ____

HRS. per WEEK: _____ TOTAL WEEKS: _____

TYPE: (circle one) (1) Sponsored by CSTEC
(2) Sponsored by CEC/UIC
(3) Fee Payer Program
(4) Other

COURSE NAME(s): _____

40) HAVE YOU APPLIED FOR A TRAINING PROGRAM? (1) yes (2) no
if yes,

PROGRAM NAME: a) _____
b) _____
c) _____

41) WHAT OTHER TRAINING or SEMINARS HAVE YOU TAKEN?

- 1) _____
- 2) _____
- 3) _____
- 4) _____
- 5) _____
- 6) _____
- 7) _____

APPENDIX C**COMMITTEE TRAINING****3. *Committee Training***

CSTEC will provide training resources to assist the committee in the initial stages of the project to ensure that the committee members have knowledge of and understand all the aspects of the project:

- **The Heat Team**
- **The Interview Process**
- **The Seminars**
- **CEC**
- **UIC**
- **Available Federal and Provincial Resources**
- **Reviewing Training Plans**
- **Approval of Training and U.I. Section 26 Benefits. (See Appendix VI)**
- **CLAS (CSSTEC Labour Adjustment System). (See Appendix III)**
- **Administration and Financial Reporting Requirements**
- **Action on Job Placement (See Appendix XIII)**

CSSTEC will monitor the progress of the project as it develops.

APPENDIX D**CSTEC SEMINARS**

SEMINAR MECHANICS**NOTE: FOR ALL SEMINARS****Scheduling**

Committee after checking their interview sheets determines the number of people they have who expressed an interest in attending each seminar. The Committee discusses when it is appropriate to hold this seminar and advises their CSTECCoordinator of their need for service. The Heat Team is contacted by the co-ordinator and dates are established. The committee will then call individuals who have indicated interest and schedule the appropriate number of participants to attend the seminar. It is important to advise these individuals of the scheduled time each day to avoid conflicts that might result in a participant being unable to attend the full session. Rescheduling or cancellations are not only inconvenient, they are expensive (flight change/cancellation costs) therefore it is important to schedule as carefully as possible to avoid last minute changes or classes that are too small to give the best results.

JOB SHOP

(Recently revised to incorporate Work Book into Manual - 1 Binder)

Participants: Minimum 12 - 15 Maximum 15 - 20

Facilitators: Two per Group

Time: 2 Days - 9:00 a.m. - 3:30 p.m. (approx.) - 1 hour on their own for lunch

Day two may require some flexibility to facilitate individual assistance with completion of resumes.

Room Setup

Horseshoe style - participants need a desk at which to work

Materials

Flip Charts (Prefer 2)

Markers

Masking Tape

Pencils for participants

Job Shop Manuals

Name Cards/Tags

Coffee and donuts upon arrival of participants each morning, is a good idea. Mid - morning and afternoon refreshments (coffee, juice, pop, etc.) are suggested for breaks.

CAREER GOAL SETTING SEMINAR

Objective

To help people decide/identify career options, using self-assessment and evaluation tools.

Who and When

This seminar is of particular interest to individuals who have not yet identified their career goal. It should be scheduled after they have been interviewed by the Heat Team and before they are scheduled to attend Job Shop.

Content

The seminar will give an opportunity for participants to do three different, fairly simple exercises to get some feel for their own talents, experience and interests. They will be guided through a process of discussion and analysis to ASSIST with setting their goal.

This should never be looked upon as providing "THE ANSWER" but mainly as encouragement and direction in honing in on a goal. For some that will be enough, for others they will require additional personal attention. This will be provided by setting up individual appointments following the seminar.

As well as assisting with determining a career goal, time will be spent demonstrating how to research opportunities and information as well as looking at future job opportunities relative to their: availability, requirements and salaries, etc.

This seminar will not be for everyone. When a committee is looking at their list to determine who should attend, they will get initial guidance from the Heat Team interview sheet, but should keep in mind the effort will still have to come from the individual with the guidance of the facilitators at the seminar.

After the seminar some individuals may continue to struggle with a decision and for those, it might be recommended that they make an appointment with one of the facilitators for some personal attention. If they are still unable to establish a goal it might be necessary for them to discuss their options with a professional career counsellor.

Time

One day, with the opportunity to schedule individual interviews for participants who have not yet determined a goal and require extra assistance.

CAREER GOAL SETTING

When

AFTER interview and **BEFORE** Job Shop for participants who are uncertain of their career goal.

Facilitators: Two per Group

Participants: Minimum 12 - 15 Maximum 15 - 20

Time: 1 Day - 9:00 a.m. - 3:30 p.m. (approx.) - 1 hour on their own for lunch

Individual assistance may be required for completion of goal determination. Schedule one-on-one as needed.

Room Setup

Horseshoe style - participants need a work area to complete exercises

Materials

Flip Charts (Prefer 2) - markers

Masking Tape

Pencils for participants

Career Goal Setting Manual

Name Cards/Tags

Overhead Projector

Local employment information (provided by by Committee)

Coffee and donuts upon arrival of participants each morning, is a good idea. Mid-morning and afternoon refreshments (coffee, juice, pop, etc.) are suggested for breaks.

Seminar Mechanics Page 3

JOB SHOP SEMINAR

Objective

CSTEC's Job Shop is a Job Search Workshop for unemployed steel industry people. It's about **LEARNING THE JOB OF FINDING WORK.**

Who and When

Participants in the Job Shop Seminar are those individuals who want to learn how to successfully market themselves in today's competitive job market. Some will wish to attend immediately. For those who will take training it might be more appropriate to attend the Seminar near the end or after they have completed their training. Individuals who wish to take Career Goal Setting should attend it **before** Job Shop.

For some who will be facing a screening and/or interview process to be able to attend training, this seminar might be helpful while they are accessing their training.

Content:

There are four (4) distinct modules in the Job Shop Seminar.

1. Self Assessment

Being able to market yourself successfully means knowing yourself: your strengths and weaknesses and why you are the right person for the job.

2. Knowing the Job Market

Know the potential employers: Who they are, what their business is, what their needs are and where you fit in.

3. Knowing and Using Job Search Tools Effectively

Includes resume writing, how to properly complete an application form, covering letters, cold calls and interview techniques.

4. Working at Finding a Job

Includes how to: get job leads, network to find contacts, find information about potential employers, keep accurate records (why they are important), conduct an effective job search, staying healthy and improve interview skills.

CSTEC facilitators will lead the group through a number of exercises and combining that with group participation, will help individuals identify their personality traits, interests, transferable skills. They will also complete a resume and a practice job interview.

Time

Two full days - example 8:30 am - 3:30 pm each day.

FINANCIAL PLANNING

Participants: Minimum 12 - 15 Maximum 25 - 30 (Spouses are welcome)
Facilitators: Two per Group
Time: 1/2 Day Approximately 4 hours (Often an evening)

Room Setup
Horseshoe style - participants need a work area to complete exercises

Materials

- Flip Charts (Prefer 2)
- Markers
- Masking Tape
- Pencils for participants
- Financial Planning Workbook
- Name Cards/Tags

Coffee and donuts upon arrival of participants is a good idea. There will be a mid-session break where refreshments could also be available.

SMALL BUSINESS SEMINAR

Objective

The Small Business Seminar is designed to give you a first hand look at the option of starting your own business.

Who and When

Anyone who is considering the possibility of starting their own business. The seminar is intended to assist with answering the question, "Should I start my own business". This seminar can be held at anytime when enough interest has been demonstrated.

Content

There are many advantages to running your own show, however, there is a lot to consider before you open your own business; a lot of planning, time and plain hard work must be spent before you decide if self-employment is right for you. Through self-assessment the Small Business seminar will provide an overview of the personal considerations and requirements of owning your own business. The step by step procedure will help you to remain focused and will ensure that you don't miss any important considerations as you develop your business plan.

MY OWN BUSINESS

- **SELF ASSESSMENT
MAKING IT HAPPEN
(3 STEPS TO STARTING A BUSINESS)**

- 1) **DECIDING WHAT BUSINESS TO START**
- 2) **COLLECTING INFORMATION AND PLANNING**
- 3) **SETTING UP THE BUSINESS**

Time

One day - presented by Federal Business Development Bank

CONSIDERATIONS IN FORMING AN ACTION CENTRE FOR JOB PLACEMENT

- I) **KNOW THE JOB MARKET**
 - A) **Sources of Job Leads**
 1. Walking through the Yellow pages
 2. Using the Scott's Directories
 - B) **Contacting Employers**
 1. By mail, or Fax, send out letter of introduction and Skill Inventory List
 2. Cold calls and continuous FOLLOW-UP

- II) **KNOW AND ASSIST YOU PEOPLE**
 1. Identify those who want assistance (through seniority lists, needs assessments and phone calls)
 - a) Maintain a file for each individual, including needs assessments, resumes, covering letters
 - 2) Put together a Skill Inventory List
 - 3) Encourage participants to attend JOB SHOP
 - 4) Assist people in updating their resumes
 - a) Fax to prospective employers
 - 5) Set up Job Interviews
 - 6) Maintain Job Bulletin Board

- III) **TOOLS AND EQUIPMENT REQUIRED**
 - A) Two or more telephone lines
Desks, chairs, filing cabinets
Bulletin boards
Computer
Photocopier
Fax machine
Postage meter
Pens, pencils, paper, binders, folders, etc.
 - B) Resources (CEC and see sources for job leads)

DEVELOPMENT OF PROJECT ACTION CENTRES

- INFORMATION ON EMPLOYERS/BUSINESS DIRECTORIES ETC.
- LOOK FOR EMPLOYERS WHO MIGHT BE EXPANDING (OR PLANNING TO EXPAND)
- LOOK FOR NEW EMPLOYERS COMING INTO THE AREA (LIAISE WITH THE LOCAL CHAMBER OF COMMERCE ETC.)
- FACILITATE JOB SEARCH CLUBS:
 - ASSIST WITH RESUMES
 - HAVE TELEPHONES AVAILABLE
 - HOLD REGULAR MEETINGS
 - PROVIDE FEED BACK AND ENCOURAGEMENT TO PARTICIPANTS
 - DEVELOP A LARGER NETWORK AND INFORMATION SHARING
- JOB BOARDS
- ASSIST PEOPLE WITH PROBLEMS AROUND THEIR UI CLAIMS
- KEEP IN TOUCH WITH DISPLACED WORKERS
- ALWAYS PRO-ACTIVE

ACTION CENTRE FUNCTIONS

Before setting up an Action Centre, it is important to set goals and objectives. What does the committee hope to accomplish by establishing an Action Centre? Will the focus be narrow (concentrating on job placement) or will a range of programs and services and information be available?

The Action Centre is a common term used to describe an area where various activities are located. The Action Centre houses such activities as:

JOB PLACEMENT

Committees should conduct an intensive job search with local employers in the area to determine if any job opportunities are available. When prospective jobs are found they are posted on a job board in the Action Centre. Other systems of keeping up-to-date information on job opportunities include a job book (usually a three ring binder). This system can be put in place quite easily and effectively monitored and updated when the jobs are filled. In closures involving a large number of workers this book can be duplicated to allow several workers to have access to this information at the same time. (Hand-out Two)

The committee should try to arrange through management time off (with pay) for workers to attend interviews with prospective employers. An excellent argument for this proposal is that while the company is still in operation and their primary concern in maintaining production, it is in the company's interest that this type of arrangement be made: it will not be as costly as having employees call in either sick or for personal business to attend such interviews.

Example

Employee reports to work at the regular time and is allowed through personal leave forms (developed by the committee) time to attend an interview, and could possibly return to work. This process would cut down on absenteeism and should be monitored by the committee with the cooperation of supervisors. It also lets the employees see that management is flexible and interested in facilitating the adjustment process.

CHOOSING A LOCATION

Ideally the most practical place for an Action Centre is on site at the workplace, readily accessible to the workers. In most circumstances the company will have an office area in the plant that can be made available for use as an Action Centre. When choosing the location the committee should look seriously at the accessibility to the workers once the plant is closed. It is extremely important that laid-off workers have access to the Centre. If the employer refuses to allow an Action centre on the site or if the workplace is closed the Union hall may be an alternative location. If there is no Union hall nearby, churches or community centres may have space available. If the committee has to find an alternative location, the rental costs of an off-site Action Centre would be included in the committee's budget.

STAFFING

The Action centre has only limited value if it is not staffed properly. Ideally the action centre should be staffed on a full-time basis by a committee member who has been selected for that purpose. If this is not possible then at least initially staff on a part-time basis and have the hours increased as the need increases. In a two or three shift operation there must be accessibility to all shifts. A notice or bulletin (translated if required) should be widely circulated stating the location and hours of the or the Action Centre. In addition to the full time committee member, an administrative assistant is useful to input date, prepare correspondence, answer telephone calls, take messages and book appointments for workers.

EQUIPMENT

The Action Centre should be a functioning office equipped with two or more telephone lines. It will need desks, chairs, filing cabinets, work tables, shelf for storage, bulletin boards, computer or typewriter, fax machine and postage meter. The committee should arrange access to the company's fax and postage meter. In addition it will need office supplies such as pens, pencils, stapler, three hole punch, three ring binders, file folders, photocopy paper, stationary etc.

THE LIFE OF THE ACTION CENTRE

The Action Centre should be set up as soon as possible following the establishment of the adjustment committee. The committee will have to get a commitment from the company to allow the Action Centre activity to continue after the closure date. Usually this is not a problem for most companies, as they maintain the premises while moving equipment, furniture and machinery. However in the event the Action Centre cannot continue at that site, the committee has to look at alternative sites (see choosing a location). It is of crucial importance that the Action Centre be open for a substantial period of time after the closure to allow the committee to assist workers in successfully entering re-entering employment or training. This is particularly important in situations where an older workforce has been displaced and may suffer long periods of unemployment.

MANAGING INFORMATION

THE FOLLOWING INFORMATION SHOULD BE GATHERED, ORGANIZED AND AVAILABLE AT THE ACTION CENTRE.

PERSONAL INFORMATION

Names, Address and telephone numbers of all workers should be accurate and current. Social Insurance numbers are important for U.I. enquiries and appeals. Age and seniority date will be important for company and government programs such as Transitions, Program for Older Worker Adjustment (POWA), etc.

ELIGIBILITY FOR PROGRAMS

To help workers qualify for certain government programs and services, the committee will need exact dates of birth and seniority and start dates.

UNEMPLOYMENT INSURANCE FILES

If a worker has a U.I. enquiry or appeal, exact information must be kept by the Action Centre Staff. Record the results of conversations between the U.I. claimant and the Canada Employment Centre. Document and date interviews, telephone calls and other matters related to the claim, take copies (not originals) of all correspondence to and from the claimant.

TRAINING COURSE APPLICATIONS

When workers are applying for training, take copies of application forms invoices and cheques written to training institutions and keep these in the workers file.

COURSE LISTS

Accurate records of workers signing up for various workplace training courses, small business seminars and short term training programs must be kept. These records should include; number of participants, start and finish dates, total hours of instruction, etc.

TELEPHONE LISTS

The Action Centre staff should develop a series of telephone lists with the contact names for various functions such as UI, training job search etc.

JOB OPPORTUNITIES

The action Centre should document all contact with prospective employers and remove and file all job offers that have been filled.

EMPLOYEE FOLLOW-UP

All follow-up contact with workers should be recorded and dated. It is important to develop a system (form) to do this tracking. This form will enable the committee to clearly identify who is placed and who needs additional help. It will also allow the committee to prepare updated status reports listing workers who have retired, are on WCB claim long-term illness etc. (Hand-out One)

INFORMATION and RESOURCES

The Action Centre should be used as a "Clearing House" for all the information gathered by the adjustment committee such as college calendars, government brochures, sample employment forms, sample cover letter, financial information and other resources.

Committees can call local community colleges and request several copies of their full-time and part-time courses. A member of the committee could also get samples of different job applications from employers in the area. This information should be placed in an area where workers can use the. (Hand-out Three)

COMMUNICATIONS

Through the Action Centre workers can be kept up-to-date on upcoming information sessions, job search seminars, counselling information and referral, training programs and committee activity. The information should be highly visible and translated into the language of the workplace.

COUNSELLING

If Union counsellors or community based counsellors will be counselling Members at work place, a private office in the Action Centre is sometimes used. As well, EIC counsellors can use the Action Centre to interview Members, and discuss training plans with committee members.

DOCUMENTATION

The Action Centre should contain all documents relating to the adjustment process. This includes information on the worker such as: name, address, phone number, social insurance number (for UI enquiries only), training/employment interests, eligibility for programs such as Transitions (Ontario), POWA (Federal), Canada Pension Plan, etc. and worker status (i.e. currently on WCB claim, long term illness).

Ask your manager to provide letters of recommendation for employees. Each worker should have a copy of their resume and reference letter on file in the Action Centre. This will enable staff to fax out resumes for job opportunities that occur without having the worker in the Centre at that time.

TRACKING

Using the documentation available in the Action Centre, the staff should immediately implement a system to track workers who become re-employed, enter training or are actively seeking work. A status report on the workers should be made on a regular basis to determine the need for further assistance and to assist the committee in planning additional programs and services.

DROP IN

The Action Centre should have a friendly and supportive atmosphere where workers find information and assistance in their job search and sign up for various programs, and generally feel reassured that the adjustment committee is responding to their needs.