

Redesigning Collaboration

Opportunities for Innovation in
Toronto's Labour Market

BY JILL SHIREY & SERENE TAN



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The GTA has
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Executive Summary

The Greater Toronto Area (GTA) has many programs and services to help new immigrants and youth find jobs, yet unemployment and under-employment among these groups remain stubbornly high. As Ontario grapples with an annual economic growth rate of only 1.3 per cent,¹ the GTA has the opportunity to leverage its untapped human capital to lead the province's next stage of prosperity.

This report focuses on the experiences of those with direct knowledge of the challenges as well as of the supports available: youth and new immigrant job seekers, employment service providers, and employers. A total of 54 individual, semi-structured interviews and two focus groups were held with these individuals. These interviews and focus groups were supplemented by conversations with researchers, experts, and public servants who work on issues of youth and immigrant employment in the GTA. The main objective of this research is to better define the problem, identify successful models that are matching job seekers and available positions, and suggest next steps for governments.

The GTA labour market is complex, competitive, and characterized by polarization between high and low skilled jobs. Access is challenging for many, particularly youth with little or no experience and immigrants with experience from elsewhere. Once entry is obtained, employment is often precarious and improved social and economic outcomes are not assured. Some suggest that labour market challenges are due to skills shortages and skills mismatches, but the evidence for these phenomena is underwhelming, particularly given the scarcity of reliable labour market information.

Some of the facts are stark. Youth unemployment is persistently much higher in the GTA than it is across Canada. Unemployment rates are higher and incomes are lower for immigrants as compared with Canadian-born individuals in the GTA—and these trends are getting worse. Youth and new immigrant unemployment and underemployment cost the economy tens of billions of dollars.²

Governments have invested significantly in initiatives designed to better integrate youth and new immigrants into the GTA labour market. Investments have also been made to help employers identify, hire, and retain youth and new immigrants, yet these initiatives are not solving the problem of persistently high unemployment and—for some employers—difficulty in recruiting workers.

If we continue to do what we have been doing, we are likely to continue to get the same results: poor labour market outcomes for youth and new immigrants and lost opportunities for GTA employers. We will also continue to lack the tools to understand and address these challenges.

1 Ontario Ministry of Finance. 2013. "Ontario Economic Outlook and Fiscal Review." November 2013. At: <http://www.fin.gov.on.ca/en/budget/fallstatement/2013/chapter2.html> (Accessed December 2013).

2 Toronto Board of Trade. 2010. "From World-Class to World Leader: An Action Plan for the Toronto Region." Toronto: Toronto Board of Trade, p. 28; also Schwerdtfeger, M. 2013. "Assessing the Long-Term Cost of Youth Unemployment." Special Report. January 29, 2013. TD Economics, p. 4.

It is time to consider a new approach. Deploying a *collective impact model* could produce better results as well as better tools to understand the current challenges. Under such a model, all relevant actors work toward, and are measured against, the same common goals, in addition to metrics specific to their programs and services. With new system-wide measures in place, all actors have incentives to support one another and collaborate to achieve shared goals, such as higher employment rates and better retention rates for new immigrants and youth.

Such an approach will not arise on its own. Internal cultural and behavioural changes within governments can help to provide the right incentives for a collective impact process. For example, where relevant, performance targets for those working within the employment services system could include excellence at collaboration, and performance evaluations could include assessments from peers and colleagues working for other governments or providers. Undertaking more joint work rather than individual initiatives could also enable governments to explore the growing body of program delivery innovations that involve service integration.³

To provide a broader framework for the process of collective impact, it may be useful for governments to resurrect the model of the tripartite Urban Development Agreement that has been used successfully in Winnipeg and Vancouver to deliver services in challenging urban environments.⁴ Toronto also has a history of involvement in tripartite agreements: a neighbourhood-focused agreement was negotiated⁵ by the federal, provincial and municipal governments in 2005, and the Canada-Ontario-Toronto Memorandum of Understanding on Immigration and Settlement was signed in 2006.

Building on this past experience, a tripartite agreement or similar strategic intergovernmental mechanism could create a process whereby all partners identify and work toward the same shared goals, which are reinforced by robust evaluation mechanisms and transparent funding arrangements. A long-term vision with a clear roadmap toward measurable success is crucial.

Our research identified a number of existing assets in the GTA, both in terms of programs and services, but also with regard to relationships and patterns of working together. These form the foundation from which new approaches can be pursued.

The challenges of youth and new immigrant unemployment cannot be adequately addressed by simply introducing a new program or by starting an isolated collaborative initiative between only a few organizations. While some programs are helping job seekers find work and employers find workers, more could be accomplished by deploying a collective impact model—not just in word but in deed and approach.

3 Gold, J., and Dragicevic, N. 2013. "The Integration Imperative: Reshaping the Delivery of Human and Social Services." Toronto: Mowat Centre and KPMG; also Gold, J. with Hjartarson, J. 2012. "Integrating Human Services. A Shifting Gears Report." Toronto: Mowat Centre and KPMG.

4 Western Economic Diversification Canada. 2010. "Evaluation of the Vancouver Agreement." Western Economic Diversification Canada, Audit and Evaluation Branch. Ottawa: Government of Canada. At: http://www.wd.gc.ca/images/cont/12531_eng.pdf (Accessed December 2013); also Bradford, N. 2008. "Rescaling for Regeneration? Canada's Urban Development Agreements." Paper prepared for Canadian Political Science Association Annual Meetings, Vancouver B.C. June 4-6, 2008. At: <http://www.cpsa-acsp.ca/papers-2008/Bradford.pdf> (Accessed Jan. 2014).

5 This agreement was not implemented by the federal government.

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1

Introduction

The issue of labour market supply and demand is the subject of keen government and public interest. Unemployment rates remain stubbornly high in the wake of the global economic downturn, yet businesses in a number of sectors face hiring challenges. Identifying appropriate interventions to tackle these issues is both a key challenge and a significant opportunity for economic growth in the Greater Toronto Area.

The federal government's 2014 Budget signaled a new approach to labour market training that offers an opportunity to reconsider the landscape of labour market supports across the country, and the most recent Ontario budget in 2013 also spoke to this issue. At the municipal level, Toronto Employment and Social Services (TESS), in partnership with the Ministry of Training, Colleges and Universities (MTCU), has recently completed an Employment Services Review and is implementing its workforce development strategy as outlined in *Working as One: A Workforce Development Strategy for Toronto*.⁶

Recent media reports have highlighted the complexity of the environment in which these initiatives operate. Not only is there much discussion regarding the nature and quantification of the gap between labour supply and demand, but there are also highly publicized and politicized discussions around the issue of employment as it intersects with immigration policy.

To move beyond these debates toward actionable solutions, we conducted 54 individual, semi-structured interviews as well as two focus groups with youth and recent immigrant job seekers, employment service providers, and employers. These included interviews with 12 job seekers, a focus group of 17 job seekers; interviews with 14 employment service providers, a focus group with nine other service providers; and interviews with 16 employers from both the not-for-profit and private sectors. These interviews were supplemented by 12 interviews with researchers, experts, and public servants who work on issues of youth and immigrant employment in the GTA. By positioning their perspectives against an analysis of the labour market context, we are able to provide insights into the systemic challenges that impact how employers hire and job seekers obtain positions.

Given the diversity within each group, many of their perspectives and experiences in the GTA labour market are quite heterogeneous. Job seekers included university graduates as well as those without a high school diploma. Some youth are also new immigrants, and others have additional barriers, such as a criminal record. Employment service providers included those focused on a specific group, such as youth or skilled immigrants, as well as those serving a range of populations.

While all service providers were at least partially funded by at least one government program, funding structure and stability varied, which may affect both outlook and operations. Employers ranged from those with thousands of employees in the GTA to those with only a handful of employees. Sectors represented included healthcare, IT, retail, manufacturing, financial services, management consulting, and charities.

⁶ City of Toronto. 2012. "Working As One: A Workforce Development Strategy for Toronto." Toronto: City of Toronto.

The inability to access opportunities in this labour market is costly, not only for new immigrants and youth themselves, but also for the economy more broadly.

2

Current landscape

2.1 Labour market supply

The Greater Toronto Area's (GTA) labour market is an increasingly complex and competitive environment for new immigrants and youth. For new immigrants, accessing sustainable employment is impeded by barriers such as soft skills deficits, requirements of Canadian work experience, poor recognition of foreign credentials, and discrimination.⁷ For youth, barriers include employers' expectations of specialized skills, higher education qualifications, and experience.⁸ These issues are exacerbated by a growing divide between high-value, knowledge-based jobs and low-skill, precarious employment, as well as changes in sectors which historically provided secure, high-wage employment.

The inability to access opportunities in this labour market is costly, not only for new immigrants and youth themselves, but also for the economy more broadly. The Conference Board of Canada estimates that failing to recognize the qualifications and experience of immigrants costs Canada \$3.42 to \$4.97 billion a year, and the Toronto Board of Trade estimates that approximately \$1.5 to \$2.25 billion of this yearly loss is in the Toronto region.⁹

TD Economics has estimated that the long-term cost of youth unemployment from the recession will be approximately \$10.7 billion over the next three years in lost wages alone, with wage-scarring¹⁰ increasing the total impact on the economy in the longer term.¹¹ These costs do not include social assistance or expenditures by governments to train job seekers. Ensuring that these funds are having an impact for employers, job seekers, and the economy is essential.

Immigrant unemployment

Immigrant unemployment has long been a topic of concern, along with related issues such as underemployment and persistent lower outcomes in relation to the Canadian-born population.¹² The issue is of particular significance in the Toronto Census Metropolitan Area (CMA), where 48.3 per cent of the labour force consists of landed immigrants.¹³

The unemployment rate of recent immigrants is consistently much higher than that of people born in Canada, as reflected in Figure 1 (next page), despite selective federal and provincial immigration policies.¹⁴ While unemployment rose for all groups

7 Alboim, N., Finnie, R., and R. Meng. 2005. "The Discounting of Immigrants' Skills in Canada: Evidence and Policy Recommendations," in IRPP Choices, Vol. 11, No. 2. Montreal: Institute for Research on Public Policy; See also: Alexander, C., Burleton, D., and F. Fong. 2012. "Knocking Down Barriers Faced By New Immigrants To Canada: Fitting the Pieces Together." Special Report. February 7, 2012. Toronto: TD Economics.

8 Certified General Accountants Association of Canada. 2012. "Youth Unemployment in Canada: Challenging Conventional Thinking?" October 2012. Certified General Accountants Association of Canada.

9 Toronto Board of Trade. 2010. "From World-Class to World Leader: An Action Plan for the Toronto Region." Toronto: Toronto Board of Trade, p. 28.

10 "Wage-scarring" refers to the impact of a period of unemployment (at the time of entry to the labour market) on subsequent earnings. Wages may be persistently lower than otherwise expected in the years following this period of unemployment.

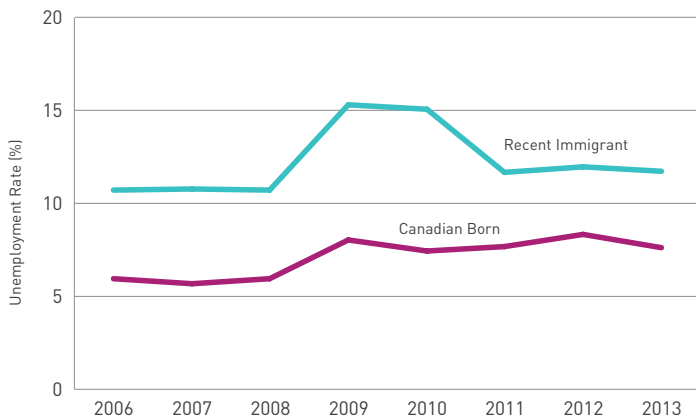
11 Schwerdtfeger, M. 2013. "Assessing the Long-Term Cost of Youth Unemployment." Special Report. January 29, 2013. TD Economics, p. 4.

12 See Desjardins and Cornelson 2011; Tufts et al 2011; Alexander et al 2012; Picot and Sweetman 2012.

13 Statistics Canada. Table 282-0101—Labour force survey estimates (LFS), by immigrant status, age group, Canada, regions, provinces and Montreal, Toronto, Vancouver census metropolitan areas, 3-month moving average, unadjusted for seasonality, monthly (persons unless otherwise noted). CANSIM (database). [Given the complexity of immigration status, this percentage of landed immigrants is lower than the total percentage of foreign-born individuals in the Toronto CMA labour force].

14 Statistics Canada. Table 282-0106—Labour force survey estimates (LFS), by immigrant status, educational attainment, sex and age group, Canada. CANSIM (database).

FIGURE 1
Unemployment rates of recent immigrants versus Canadian-born



Source: Prepared from Statistics Canada, Labour Force Survey (2013)-Special Tabulation—Provided by the City of Toronto, Economic Development and Culture Division
Note: “Recent” immigrants are defined here as those who have been in Canada for less than 10 years.

during the recent recession, this increase has been larger and more sustained for immigrants.¹⁵ Of particular concern is the fact that despite comparatively higher education levels, recent immigrants exhibit the same lack of progress as earlier cohorts of immigrants in closing the gap (in both earnings and percentage employed) with the Canadian-born population.¹⁶

The explanations for immigrant unemployment are varied and complex. Some suggest that the divergence between Canadian-born and immigrant outcomes may result from skill differences as well as obstacles such as inadequate English/French language skills, discrimination, lack of credential recognition, and skills mismatch, which may preclude immigrants from fully utilizing their skills.¹⁷

The economic benefits of diversity, however, are well-documented. In the increasingly competitive global economy, workforce diversity can provide organizations with important advantages.¹⁸ Immigrants bring skills that complement those of the domestic labour force, introduce additional investment, and can help to facilitate trade with their home

15 Kelly, P., Park, S., and L. Lepper. 2011. “Economic Recession and Immigrant Labour Market Outcomes in Canada, 2006-2011.” TIEDI Analytical Report 22.

16 Desjardins, D. and Cornelson, K. 2011. “Immigrant labour market outcomes in Canada: The benefits of addressing wage and employment gaps.” December 2011. RBC Economics—Research.

17 See Albaugh and Seidle 2012, Elgersma 2012, Block and Galabuzi 2011, Desjardins and Cornelson 2011, Oreopoulos 2011, Guo 2007, Kustec et al 2007, Alboim et al 2005.

18 See Cities of Migration 2012.

countries.¹⁹ In the United States, immigrant entrepreneurs have had a distinct impact on the economy: more than 40 per cent of 2010 Fortune 500 companies were founded by immigrants or their children, and the newest Fortune 500 companies are more likely to have an immigrant founder.²⁰

When immigrants’ skills are not effectively utilized, the losses are multiple. At the individual level, skill deterioration may lead to a spiral of low incomes and sub-optimal outcomes.²¹ For businesses, opportunities for innovation or productivity growth may be lost. An important client and consumer base is also restricted, as unemployed immigrants buy fewer goods and services. Poverty and increased dependency on social assistance are further consequences of immigrant unemployment. For skilled immigrants who cannot find employment commensurate with their qualifications, working poverty is a reality that has far-reaching consequences.²²

Youth unemployment

High youth unemployment has long been an issue, and increases during the recent recession have persisted. In addition to the challenging global economic climate, the Greater Toronto Area (GTA) has become an increasingly competitive and knowledge-based economy. Finding entry points to jobs that are skill- and interest-appropriate, suitably compensated, and secure is an arduous task for youth in the GTA.

As reflected in Figure 2 (next page), the unemployment rate for Canadians aged 15 to 24 years old was approximately 12 per cent in 2006. At the height of the economic downturn in 2009, the rate was about 15 per cent, and as recently as in 2013, it remained above pre-recession levels at around 14 per cent.²³ In the Toronto region, the impact has been even more severe, and in 2013, youth unemployment reached approximately 17 per cent in the Toronto CMA, and almost 18 per cent in the City of Toronto.²⁴

19 Alexander, C., Burleton, D., and F. Fong. 2012. “Knocking Down Barriers Faced By New Immigrants To Canada: Fitting the Pieces Together.” Special Report. February 7, 2012. Toronto: TD Economics; See also: Bitran, M., and Tan, S. 2013. “Diaspora Nation: An Inquiry into the Economic Potential of Diaspora Networks in Canada.” Toronto: Mowat Centre.

20 Partnership for a New American Economy. 2011. “The ‘New American’ Fortune 500.” June 2011. Partnership for a New American Economy.

21 Stapleton, J., Murphy, B., and Y. Xing. 2012. “The ‘Working Poor’ in the Toronto Region: Who they are, where they live, and how trends are changing.” Toronto: Metcalf Foundation.

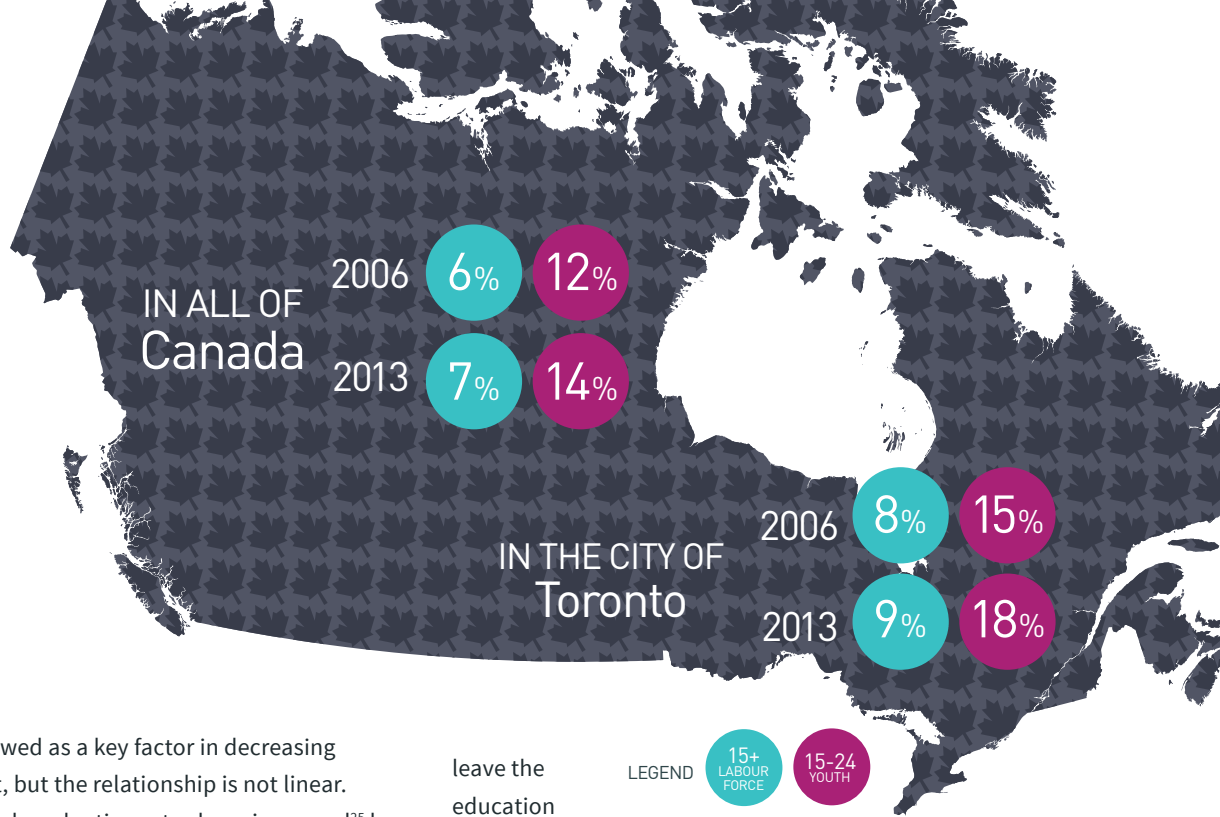
22 Ibid.

23 Statistics Canada. Table 282-0002—Labour force survey estimates (LFS), by sex and detailed age group, annual (persons unless other noted). Special tabulation provided by the City of Toronto, Economic Development and Culture Division. CANSIM (database).

24 Ibid. See also Beltrame, J. 2013. “What recovery? For young Canadians, labour market as bad as during the recession.” CTV News. May 10, 2013. At: <http://www.ctvnews.ca/business/what-recovery-for-young-canadians-labour-market-as-bad-as-during-the-recession-1.1276158> (Accessed August 2013); Antunes, P., and Macdonald, A. 2013. “The Young and the Jobless.” Conference Board of Canada, Hot Topics in Economics Blog. July 15, 2013. At: http://www.conferenceboard.ca/economics/hot_eco_topics/default/13-07-15/the_young_and_the_jobless.aspx (Accessed September 2013).

FIGURE 2
Youth unemployment in
the City of Toronto and
across Canada

Source: Prepared from Statistics Canada, Labour Force Survey (2013)-Special Tabulation— Provided by the City of Toronto, Economic Development and Culture Division. Percentages have been rounded to the nearest whole per cent.



Education is often viewed as a key factor in decreasing youth unemployment, but the relationship is not linear. Since 2005, high school graduation rates have improved²⁵ by approximately two percentage points annually, increasing the graduation rate of Ontario’s youth from 68 per cent in 2005 to 82 per cent in 2012.²⁶ Post-secondary educational attainment also increased during this period. The percentage of youth with a bachelor’s degree increased from around 6% in 2006 to 8% in 2013 in Ontario, with a similar trend in the Toronto CMA as well.²⁷

Despite these increased levels of education, unemployment rates reflect the importance of other factors, as well as the segmented nature of the GTA labour market, which will be discussed further below. As reflected in Figure 3 (next page), while more individuals are graduating from high school, those who are not are having a much more difficult time finding employment. Some of those who complete high school and some post-secondary education are also struggling to find employment.

It may be that those who are not graduating from high school face additional barriers, while those who do graduate are facing greater competition from the now larger number of their peers with similar levels of education. Other explanations are also possible. For example, youth may

leave the
education
system

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unprepared for the labour market, resulting in higher youth unemployment rates and large shares of youth working in sectors unrelated to their studies.²⁸ In other words, simply increasing one’s level of education does not necessarily improve one’s chances of landing employment.

Youth may also encounter challenges due to employer preferences for trained employees. Overall, Canada’s record for employer investment in training is poor,²⁹ which may disproportionately affect youth with little or no previous work experience. For example, the Canadian Council on Learning found that employer-sponsored training “was virtually stagnant between 1997 and 2002” and that one third of Canadian workers felt that there were unmet needs for training within their workplaces.³⁰

According to the 2010 World Competitiveness Yearbook, Canada ranks 25th among 59 countries in the importance that organizations place on workforce training. Whereas US firms spent 2.25 per cent of their payroll on training, Canadian firms spent only 1.5 per cent in 2005-2006.³¹ Canadian employers are reluctant to spend money on employee training and development programs for a number of reasons: fear of talent poaching, perceived or real lack of government assistance, lack of awareness of current

25 While high school graduation rates have significantly increased in Ontario, the increase has not been realized for all youth. Currently about 40 per cent of Black students do not graduate from Toronto District School Board secondary schools. Youth belonging to some other ethno-cultural and racial groups also experience lower educational attainment, such as Portuguese-speaking students, who have a high school graduation rate 10 per cent lower than the Toronto District School Board cohort graduation rate (Presley and Brown 2011).

26 Fullan, M. 2013. “Great to Excellent: Launching the Next Stage of Ontario’s Education Agenda.” At: http://www.edu.gov.on.ca/eng/document/reports/FullanReport_EN_07.pdf (Accessed February 2013), p. 3.

27 These percentages refer to those with a bachelor’s degree as the highest level of education attained. Statistics Canada, Labour Force Survey (2012)—Special Tabulation— Provided by the City of Toronto, Economic Development and Culture Division.

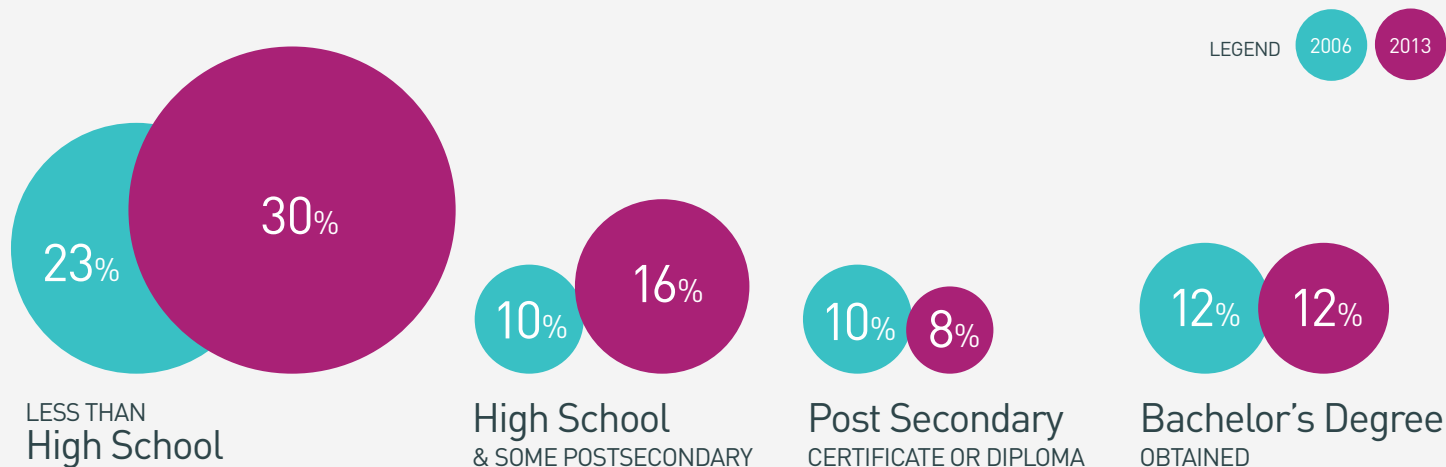
28 Scarpetta, S. and Sonnet, A. 2012. “Investing in Skills to Foster Youth Employability—What Are the Key Policy Challenges?” *OECD Intereconomics*. Vol. 47, No. 1. Jan/Feb 2012.

29 Sandell, N. 2012. “Skills shortage a self-inflicted wound.” *The Toronto Star*, Atkinson Series. At: http://www.thestar.com/news/canada/2012/12/07/atkinson_series_skills_shortage_a_selfinflicted_wound.html (Accessed January 2013).

30 Miner, R. 2010. “People Without Jobs, Jobs Without People. Canada’s Labour Market Future.” April 2010. Toronto: Miner Management Consultants, p. 16.

31 Ibid.

FIGURE 3
Youth unemployment rate by level of education in 2006 and 2013



Source: Prepared from Statistics Canada, Labour Force Survey (2013)-Special Tabulation-Provided by the City of Toronto, Economic Development and Culture Division. Percentages have been rounded to the nearest whole per cent.

supports, time investment, difficulty of quantifying return on investment, high cost of customized training programs, and a perceived lack of employee interest.³² Rather than develop talent, companies increasingly aim to recruit “already trained, experienced employees on a just-in-time basis,” and this practice adds to the barriers youth face in obtaining employment.³³

Similar to immigrant unemployment, youth unemployment is damaging both to individuals and to the economy more broadly. A period of unemployment early in one’s career can have a harmful effect on one’s career trajectory and long-term earning potential. A reduction in the quality of a young person’s first job, perhaps due to underemployment, can also explain up to 40 per cent of initial earnings losses.³⁴ In addition, erosion of skills that may occur due to unemployment can impact productivity and the quality of the workforce.³⁵

More broadly, a 2013 TD Economics study of the long-term cost of youth unemployment estimated that the net present value of the earnings loss caused by youth unemployment in Canada is equivalent to 0.6 per cent of GDP, or \$10.7 billion.³⁶ It also found that the 18-year projected wage scarring effect of youth unemployment caused by the recent recession is equivalent to 0.7 per cent of GDP, or \$12.4 billion.³⁷ These numbers estimate wage loss alone, but the total impact is likely much larger, not only in terms of foregone value added to the economy and lowered consumption of goods and services, but also in terms of increased reliance on social services and deterioration of health standards.³⁸ Importantly, these estimates also only relate to those jobs lost by youth during the recession and thus largely underestimate the full cost, even in lost wages, of all youth unemployment.

32 Sandell, N. 2012. “Skills shortage a self-inflicted wound.” *The Toronto Star*, Atkinson Series. At: http://www.thestar.com/news/canada/2012/12/07/atkinson_series_skills_shortage_a_selfinflicted_wound.html (Accessed January 2013).

33 Ibid. Also see recent debates on training and labour market preparation of youth by educational institutions versus employers:

Blouw, M. 2013. “Universities should educate—employers should train.” September 3, 2013. *The Globe and Mail*. At: <http://www.theglobeandmail.com/commentary/universities-should-educate-employers-should-train/article14078938/#dashboard/follows/> (Accessed September 2013); See also:

Schirle, T. 2013. “No need for universities to become job-specific skills trainers.” September 9, 2013. *The Globe and Mail*. At: <http://www.theglobeandmail.com/report-on-business/economy/economy-lab/no-need-for-universities-to-become-job-specific-skills-trainers/article14185696/#dashboard/follows/> (Accessed September 2013).

34 Oreopoulos, P., von Wachter, T., and A. Heisz. 2006. “The Short- and Long-Term Career Effects of Graduating in a Recession: Hysteresis and Heterogeneity in the Market for College Graduates.” NBER Working Paper No. 12159. Issued in April 2006.

35 Congressional Budget Office. 2012. “Understanding and Responding to Persistently High Unemployment.” February 16, 2012. Washington DC: Congressional Budget Office, Congress of the United States.

36 Schwerdtfeger, M. 2013. “Assessing the Long-Term Cost of Youth Unemployment.” Special Report. January 29, 2013. TD Economics, p. 4. This study assumes that jobs lost during the recession will be recovered by 2016.

37 Ibid.

38 Ibid.

2.2 Labour market dynamics: polarized and precarious

The challenges that youth and new immigrants encounter in obtaining employment intersect with the evolving dynamics of the labour market itself. There is increasing polarization between low- and high-skilled jobs, and those positions available are often precarious.³⁹

The Toronto Workforce Innovation Group's *An Economy Out of Shape* (2010) and *Sifting Through the Sands* (2011) outline the way in which Toronto's and Ontario's labour markets have become segmented into high-wage/high-skill and low-wage/low-skill jobs—effectively an “hourglass” shape.⁴⁰ Specifically, jobs in the knowledge economy are increasingly at the top of the hourglass and often require a university or college degree. Jobs at the bottom are entry-level, require basic education and little training, and often provide low wages. The smaller middle section consists of jobs that require some prior work experience or a specific skill.

This segmentation can be better understood by looking at the evolution of the labour market over the past decades. Tom Zizys has analyzed the shift from the 1950s model of a career-for-life with steady upward progression at a single firm to the current models shaped by new technology and increased globalization and outsourcing. As firms have moved from integrated to networked models, previous entry level positions may now be filled by separate companies that specialize in providing low skill and/or temporary labour, thus changing the possibilities for the upward career progression of the individuals employed. Many opportunities in the middle have also been outsourced.⁴¹

The current labour market is particularly challenging for youth and new immigrants to access. Youth may be able to obtain low-wage, low-skilled jobs in the bottom half of the hourglass, but it may be challenging to progress upwards,

given the dearth of training provided and increasing competition for fewer opportunities in the middle.⁴²

Immigrants who arrive in Canada with international qualifications face many challenges in parlaying their skills into available opportunities in a competitive labour market with fewer appropriate entry points, particularly in the middle of the hourglass.

Increasingly, getting a job is only part of the challenge, as the prevalence of precarious employment means that economic and social returns to employment are lower than expected. Even if youth and new immigrants are able to surmount the hurdles and land a position, that position may be insecure, short-duration, and/or without benefits, which also limits career progression. Precarious employment has become common in the GTA labour market, as only around half of those working have permanent, full-time positions with benefits and some employment security.⁴³ Immigrants are more likely than their Canadian-born peers to be in precarious employment⁴⁴ and youth are disproportionately likely to be in temporary and other non-standard forms of employment.⁴⁵

Not only does precarious employment affect household well-being and community connections,⁴⁶ but it can inhibit one from reaching other, more stable opportunities, as “immigrants whose initial jobs in Canada [are] in precarious work [tend] to remain in such work.”⁴⁷ A recent report from the Toronto East Local Immigration Partnership highlights some of the challenging economic realities that immigrants face, including very low incomes, substantial stress, few opportunities for career advancement, bullying and/or harassment on the job, and a high tendency to work outside of their previous fields.⁴⁸ Thus, when immigrants and youth do manage to find employment within the GTA hourglass labour market, it is not necessarily likely to be secure or to bring with it opportunities for advancement and greater economic and social development.

39 Precarious employment lacks the benefits and/or security of more traditional employment arrangements. It may be temporary, part-time, inconsistent, and/or have other characteristics that make it difficult to rely on the earnings and/or schedule of the given job.

40 Zizys, T. 2010. “An Economy Out of Shape: Changing the Hourglass.” Toronto: Toronto Workforce Innovation Group.

Zizys, T. 2011. “Sifting Through The Sands: Unpacking The Hourglass.” Toronto: Toronto Workforce Innovation Group.

41 Zizys, T. 2011. “Working Better: Creating a High-Performing Labour Market in Ontario.” Toronto: Metcalf Foundation. This changing model of the economy—and its intimate link with labour force dynamics—is discussed extensively elsewhere as well: Fong, F. 2013. “Three steps toward correcting youth un(der)employment.” *Financial Post*. August 13, 2013. At: http://business.financialpost.com/2013/08/13/three-steps-toward-correcting-youth-underemployment/?__lsa=61f8-cb1f regarding youth unemployment (Accessed August 2013); Grant, T. 2013. “The continuing decline of the ‘middle skill’ worker.” *The Globe and Mail*. June 3, 2013. Business Section, B2; Institute for Competitiveness and Prosperity and the Martin Prosperity Institute. 2013. “Untapped Potential: Creating a Better Future for Service Workers.” At: http://www.competeprosper.ca/work/working_papers/working_paper_17 (Accessed October 2013).

42 Herbert-Copley, B. 2013. “Why thirty-somethings are still in entry-level jobs.” *The Globe and Mail*. August 12, 2013.

43 Poverty and Employment Precarity in Southern Ontario (PEPSO) Research Group. 2013. “It’s More than Poverty: Employment Precarity and Household Well-being.” McMaster University and United Way, Toronto. At: <http://pepsouwt.files.wordpress.com/2013/02/its-more-than-poverty-feb-2013.pdf> (Accessed April 2013).

44 PEPSO 2013; Law Commission of Ontario 2012; also see Institute for Competitiveness and Prosperity and the Martin Prosperity Institute 2013.

45 Law Commission of Ontario. 2012. “Vulnerable Workers and Precarious Work.” Toronto: Law Commission of Ontario. p. 27.

46 PEPSO 2013.

47 Law Commission of Ontario. 2012. p. 122.

48 Akter, N., Topkara-Sarsu, S., and Dyson, D. 2013. “Shadow Economies: Economic Survival Strategies of Toronto Immigrant Communities.” Toronto East Local Immigration Partnership workgroup (Action for Neighbourhood Change—Taylor Massey, Bangladeshi-Canadian Community Services, Chinese Canadian National Council—Toronto Chapter, Neighbourhood Link, Riverdale East African Association, WoodGreen Community Services). Toronto: Wellesley Institute.

2.3 Labour market demand

Given the challenges for youth and new immigrant job seekers on the supply side of the labour market, how are employers faring in the current labour market context? Are they benefiting from a large and diverse pool of available human capital?

Recent reports seem to indicate the contrary: employers are searching for talent and many report having a hard time finding it. The Conference Board of Canada conducted an Ontario Employer Skills Survey of 1,500 employers in the province and found that those in manufacturing, health care, professional, scientific and technical services, and the financial industry are having a difficult time finding employees with the skills they require.⁴⁹ Employers surveyed indicated that they “most need” employees who are post-secondary graduates in science, engineering, technology, business, and finance and are particularly looking for those with college diplomas (57 per cent), four year degrees (44 per cent), and trades (41 per cent).⁵⁰ The Canadian Chamber of Commerce has also identified the “skills crisis” as one of the top ten barriers to competitiveness through its consultations with employers in Ontario as well as across Canada.⁵¹

A recent survey of small business owners across Canada also found that “almost three-quarters (74%) believe it is getting harder to find good employees” and many are also anticipating shortages of qualified job applicants in the future.⁵² Some of this concern relates to expected retirements. However, most note that they do not yet have plans in place to deal with this issue.⁵³

49 Stuckey, J., and Munro, D. 2013. “The Need to Make Skills Work: The Cost of Ontario’s Skills Gap.” Ottawa: Conference Board of Canada.

50 Ibid.

51 Canadian Chamber of Commerce. 2012. “Canada’s Skills Crisis: What We Heard. A Canadian Chamber of Commerce report on cross-country consultations in 2012.” Ottawa: Canadian Chamber of Commerce.

52 American Express Small Business Monitor. 2011. “Top talent getting harder to find, Canada’s small business owners say” December 12, 2011, CN. At: <http://www.news-wire.ca/en/story/893519/top-talent-getting-harder-to-find-canada-s-small-business-owners-say> (Accessed September 2013).

53 Ibid.

2.4 Examining the evidence: interface between labour supply and demand

To assess the evidence for a possible mismatch or gap between skills available and those required, Benjamin Tal at CIBC has analyzed vacancy rates and wage growth for specific occupations. If employers encounter difficulties in filling positions, one could expect that they will raise the wage offered to attract job seekers to these roles.⁵⁴ Tal suggests that such an approach is more reliable than surveys of employers, as an increased wage may signal the severity of the problem, and unemployment rates should be falling in sectors where labour is in high demand. Using this approach, Tal finds skill shortages in the Canadian labour market in health-related occupations, the mining industry, advanced manufacturing, and business services.⁵⁵ However, Tal does not examine the situation specifically in Ontario or the GTA.

Others disagree that there is either a skills shortage or mismatch. Economist Don Drummond has recently stated that he does not find evidence for a skills shortage. He cites Statistics Canada data that shows 6.3 unemployed people for each vacancy, an absence of wage increases in the skilled trades, information technology, or scientific, professional and technical services, and also notes that the federal government has insufficient data and unreliable projections in this area.⁵⁶

The Bank of Montreal (BMO) finds scant evidence for a skills mismatch, noting that only a quarter of those companies that participated in the Bank of Canada’s latest business outlook survey reported challenges in finding qualified workers.⁵⁷ While some might interpret these challenges as a skills gap, BMO notes such a finding is “10 percentage points below the 15-year average of 35 per cent,”⁵⁸ meaning that there may be less of a “mismatch” now than in the past.

To investigate this possible skills shortage and/or mismatch, TD Economics recently identified six common perceptions and then analyzed the “relatively limited available

54 Tal, B. 2012. “The Haves and Have Nots of Canada’s Labour Market.” Toronto: CIBC.

55 Ibid.

56 Goar, C. 2013. “Is Canada’s great skill shortage a mirage?” *The Toronto Star*. August 26, 2013. At: http://www.thestar.com/opinion/commentary/2013/08/26/is_cana-das_great_skill_shortage_a_mirage_goar.html# (Accessed September 2013); also see Drummond et al 2009.

57 CBC. 2013. “Skilled labour gap exaggerated, BMO says.” CBC News. April 3. At: <http://www.cbc.ca/news/business/story/2013/04/03/business-labour-skill-bmo.html> (Accessed April 2013).

58 Ibid.

data” to support each.⁵⁹ The perceptions include the following: potential employees lack soft skills, including communication and leadership skills; graduates’ knowledge is in fields not in demand; there are structural barriers in the labour market that prevent certain groups from fully participating; workers do not have current technological skills; workers are being left behind by a shift in Canada’s industrial mix, and; labour mobility is geographically constrained.

In this examination of Canada-wide data, TD Economics finds “no evidence of an imminent crisis.”⁶⁰ While there do appear to be some mismatches across some occupations and provinces, “the sparse, non-time series data prevent us from saying whether the situation today is worse than in years past.”⁶¹

In terms of the labour market information tools that are available, the Canadian Occupational Projection System (COPS)⁶² provides some useful information, though at a fairly aggregated level. Employment and Social Development Canada (ESDC) uses COPS to provide projections of general (non-annual) trends in labour demand and supply by broad skill level and occupation, though “there have been concerns expressed by provincial governments about its reliability and timeliness.”⁶³ The Labour Force Survey is also used as a tool to reflect job growth or loss, but some suggest that large standard errors make it less than reliable, particularly at the regional level.⁶⁴ Other data-related concerns include an unemployment rate released by Statistics Canada that does not count those who are underemployed or involuntarily employed part-time.⁶⁵

In the highly publicized debates about labour market gaps and mismatches, what is missing is a focus on what is actually known—and not known. It is well-documented that the quality of labour market information (LMI) in Canada is poor,⁶⁶ but this fact has not been well-connected to the recent alarm over gaps, shortages, and mismatches. As TD Economics has noted, “when it comes to labour market information, we are currently operating in a data vacuum and flying in the fog without instruments.”⁶⁷

59 Burleton, D., Gulati, S., McDonald, C., and S. Scarfone. 2013. “Jobs in Canada: Where, What and For Whom?” Toronto: TD Economics. p. 3

60 Ibid, p. 1.

61 Ibid.

62 <http://www23.hrsdc.gc.ca/w.2lc.4m.2@-eng.jsp>

63 Drummond et al 2009, also Simon 2013. Also, to note: COPS is based on information organized by National Occupational Classification (NOC) codes, which classify job titles/positions into relatively specific categories of workers. While this can be a useful organizing principle, there are a number of newly created jobs and emerging sectors that are not adequately captured by these codes.

64 Tencer, D. 2013. “Canada Job Boom? Labour Force Survey’s ‘Margin of Error’ Calls Its Usefulness into Question.” *Huffington Post*. June 7, 2013. At: http://www.huffingtonpost.ca/2013/06/07/labour-force-survey-canada_n_3404139.html (Accessed August 2013); see also Boshra, S., and MacEwen, A. 2013. “Canada doing a poor job of measuring the skills shortage problem.” *The Globe and Mail*. December 17, 2013. At: <http://www.theglobeandmail.com/report-on-business/economy/economy-lab/canada-doing-a-poor-job-of-measuring-the-skills-shortage-problem/article16003796/> (Accessed January 2014).

65 As Neil Sandell notes in his research on youth unemployment, “If you are discouraged and have given up looking for work, you don’t count as unemployed. You are deemed ‘not participating’ in the workforce. If you are a PhD who can only find work driving a taxi, you count as employed. If you work part-time, you count as employed even if you would prefer full-time work.” Sandell, N. 2012. “How did we create such bleak job prospects for Canada’s youth?” *The Toronto Star*. November 30, 2012. At: http://www.thestar.com/news/canada/2012/11/30/how_did_we_create_such_bleak_job_prospects_for_canadas_youth.html (Accessed August 2013).

66 Drummond, D., Beale, E., Koby, K., Loiselle, M., and R. Miner. 2009. “Working Together to Build a Better Labour Market Information System for Canada: Final Report.” Advisory Panel on Labour Market Information.

67 Burleton, D., Gulati, S., McDonald, C., and S. Scarfone. 2013. “Jobs in Canada: Where, What and For Whom?” Toronto: TD Economics, p. 42

What may be needed is a new approach to the well-known problems that builds on existing resources.

3

Navigating the GTA labour market: Perspectives from employers, job seekers, and employment service providers

It is risky—and potentially very expensive—to make policy or create new programs based on a “mismatch” or “gap” unless there is better information available on both supply and demand. Given the poor data available, the insights shared by job seekers, employment service providers, and employers themselves may be particularly useful in understanding what may be working effectively in the GTA as well as where there may be opportunities for improvement.

During the interviews conducted for this project, many of the challenges mentioned were those already well-known by those working on these issues—and are those which existing programs are already working to address. Key points are summarized below.

Perspectives from job seekers

CHALLENGES	SUCCESSSES
<ul style="list-style-type: none">» Both youth and new immigrants identified the requirement for experience as a challenge they face, though the levels of experience held by these job seekers varied greatly.⁶⁸» Some job seekers also mentioned the need for certifications, such as those relevant to the food and beverage industry, early childhood education, and licenses related to the trades.» Many mentioned finding a number of advertisements for open positions in their areas of interest as well as skill and educational levels, but encountered challenges in obtaining these jobs.» Some immigrant job seekers expressed frustration with the fact that when they applied for their Canadian visas, their qualifications (including education and professional certifications) and previous work experience were reviewed and approved. However, upon arrival, these qualifications and experiences were insufficient for them to acquire meaningful employment.» Both youth and new immigrant job seekers cited access to information as a barrier to their successful navigation of the GTA labour market. Immigrant job seekers mentioned this in the context of both pre-arrival resources as well as those available once in Canada. Many described a job search that was a continual search for information and support in multiple places, and a number of job seekers remained unaware of and/or unsure of how to access resources that might help them obtain a job.	<ul style="list-style-type: none">» When youth job seekers were asked what they think will be most helpful in landing a job, answers varied greatly. A number were unsure, others pointed to employment supports such as resume and interview preparation workshops, and many noted the importance of networking.

⁶⁸ The Ontario Human Rights Commission issued their policy on removing the “Canadian experience” barrier in July 2013; interviews with job seekers occurred both before and after this policy was instituted, but many had been searching for a suitable position for an extended period. Youth job seekers interviewed included those who had completed work experience as part of co-op programs as well as others who had never held a job. Immigrants included those with decades of experience elsewhere, but with little work experience in Canada.

Perspectives from employers

CHALLENGES	SUCCESSSES
<ul style="list-style-type: none"> » Some employers mentioned that certain positions within their organizations are more challenging to fill. Frequently these included positions that require specific technical skills and/or managerial capabilities. These employers were frequently looking for individuals with blended skill-sets and experience, such as those with both technical skills and managerial expertise, and this combination seemed more elusive. » Slow turnaround times and poor screening of candidates were noted as barriers to using resources available from employment service providers. » Other employers noted awareness of some government-funded supports but were unsure how to access them or had little knowledge of what might be available. » Employers noted that it would be useful if information about employment support programs and subsidies was consolidated, and some mentioned that it would be helpful if there was a centralized place to post advertisements for open positions, as they currently interact separately with a range of universities, colleges, and other websites/organizations to do this.⁶⁹ 	<ul style="list-style-type: none"> » Employers did not uniformly sound an alarm over missing skills, despite the fact that employers interviewed included those from sectors in which gaps and/or mismatches have been reported. » A number of employers mentioned that they do not encounter challenges in hiring, with some noting that they do not need to advertise but instead hire solely on a referral basis, and others noting tremendous responses to their postings of open positions. » Most noted that they do not experience challenges in hiring for entry-level positions. » With regard to positions that are difficult to fill, a number of employers indicated that they used resources that might introduce them to additional talent pools, such as employment service providers. This was particularly the case for those employers looking for technical skill-sets, and some noted that they had successfully been introduced to and hired immigrant employees through engagement with employment service providers. » Those who successfully hired through employment service providers had often built a strong relationship with one particular organization over a period of years. Those employers felt that the service provider understood their organization and hiring needs well and sent them well-screened candidates who were ready to be interviewed and hired.

Perspectives from service providers

CHALLENGES	SUCCESSSES
<ul style="list-style-type: none"> » Although service providers are connectors in the labour force, they mention that they face a number of barriers to collaboration. » Service providers seek to educate both job seekers and employers about available programs and services, but are not necessarily incentivized or well-placed to communicate information on all other programs and services available across the market. » Government funding structures are starting to encourage some degree of collaboration between providers, but to a large extent each organization continues to be evaluated on metrics such as the number of individuals that it directly places in employment.⁷⁰ » Service providers noted that access to information on which employers are hiring and which positions are available would greatly facilitate their work. 	<ul style="list-style-type: none"> » Some service providers mentioned well-developed relationships with employers who repeatedly hire the job seekers they identify as suitable for work placements, internships, and/or jobs. » Service providers noted that they frequently have important success in helping job seekers progress along the spectrum toward employment. However, this success is not always rewarded by funding bodies if it does not result in immediate employment.

⁶⁹ While partial, a list of key employment programs and services is provided in Appendix 1.

⁷⁰ Under Employment Ontario, service providers mentioned that they receive “a partial credit” when they refer an individual to other services, but that such collaboration is still not valued by funders as much as their individual work in directly matching a job seeker with a job.

When interviewees were asked what works well—to find a job, to find an employee, to match a job-seeker and an employer—the responses ranged widely and were often context-specific. What worked once was not always what worked the next time or in a different situation. Many did not attribute success to a specific program or service, but rather to an iterative process of identifying and implementing different strategies.

Thus, it is not surprising that when successful interventions were mentioned, these were frequently initiatives that made the process itself easier. For example, opportunities for networking were cited by job seekers, service providers, and employers alike as a method that was often useful in connecting more quickly and effectively.⁷¹ Employers noted almost universally that at least some portion of their hiring is done via individuals they know either personally or professionally. Many new entrants to the labour market have yet to acquire the requisite social and professional networks, and therefore find it challenging to connect to available positions. Boxes 1 and 2 present two brief, illustrative examples of organizations that have initiatives to help job seekers and employers connect more easily.

While these are brief examples of initiatives to help both job seekers and employers navigate the search for jobs and for talent, respectively, the process remains challenging. There does not, however, appear to be a loud call to solve a yawning gap or grave mismatch between the skills available and those demanded in the GTA labour market. What may be needed is a new approach to the well-known problems that builds on existing resources. In the next section, we discuss these resources in the GTA and the opportunity for a new approach.

71 While formal networking programs are often targeted to highly skilled job seekers/employers, interviewees offering or seeking positions at multiple skills levels and in diverse sectors noted the importance of making these connections—whether by directly showing up at an employer's store or factory or via organized networking receptions and similar.

BOX 1 ACCES Employment

ACCES Employment, a not-for-profit organization, views its role as “making connections” for skilled immigrants. The organization provides bridge training programs for highly-skilled job seekers, as well as mentoring services, workplace communication skill training, and occupation-specific programs that focus on sector-specific job search strategies. It also holds Speed Mentoring™ events for skilled immigrants, and an employer interviewed for this project noted specifically that a recent event at ACCES was very useful. These programs help provide job seekers with opportunities and skills to become part of the networks that employers in their sectors will tap when searching for employees.

BOX 2 Toronto Region Immigrant Employment Council (TRIEC)

The Toronto Region Immigrant Employment Council (TRIEC) has set up Professional Immigrant Networks (PINs), an online community as well as a program of strategic initiatives that strengthens networks. TRIEC works with those in the PINs to support them in marketing themselves to employers.

TRIEC, in partnership with employment service providers, also operates the Mentoring Partnership to help recent immigrants build professional networks and reduce the time to achievement of meaningful employment.⁷² Drawing on networks of people who are active participants in their industries helps new entrants become familiar with specific sectoral professional culture and norms. Being in well-connected networks also ensures that information, such as employment opportunities and job leads, is disseminated to those who need it.

72 See www.thementoringpartnership.com as well as ALLIES 2012.

These programs, services, and working relationships are also the key foundation from which new approaches can be pursued.

4

Identifying the foundation

The GTA has a number of important existing resources, not only in terms of programs and services, but also with regard to relationships between agencies and other entities that aim to integrate youth and recent immigrants into the GTA labour market. At present, these resources are not able to fully address the twin challenges of unemployment and the search for talent. Nor are they able to provide sufficient labour market information to help us understand whether the challenges faced are due to a skills mismatch or shortage or neither. However, these programs, services, and working relationships are also the key foundation from which new approaches can be pursued.

Intra- and inter-governmental collaboration

There has been talk of collaboration within and between levels of government for decades, and a number of important initiatives address this issue. For example, the 2006 **Canada-Ontario-Toronto Memorandum of Understanding on Immigration and Settlement**, a provision of the Canada-Ontario Immigration Agreement, provided a framework to engage federal, provincial, and municipal partners on issues of access to employment, education, training, and other services for immigrants, as well as citizenship and civic engagement.⁷³

The City of Toronto, the Ontario Ministry of Training, Colleges and Universities (MTCU), and the Ontario Ministry of Citizenship and Immigration (MCI) have also created **Integrated Local Labour Market Planning (ILLMP)** pilots in six Toronto neighbourhoods.⁷⁴ The goal of these pilots was to integrate planning and service delivery at the neighbourhood level and ensure that these services respond to the needs of the local community.⁷⁵

These initiatives are an acknowledgement that multiple levels of government need to collaborate on labour market planning and integration, but do not go far enough in creating a sustained mechanism for engagement and collective action. While collaborative efforts may be viewed as important initiatives, a culture of collaboration has not yet permeated into strategic decision-making and broader government planning.

Within governments, there have also been attempts to collaborate. For example, **Employment Ontario (EO)** works to integrate employment services that were delivered through multiple programs across 11 ministries.⁷⁶ EO also utilizes the Employment Ontario Information System—Case Management System (EOIS-CAMS), into which data on all job seekers (who seek EO services) is entered, regardless of the provider through which they are accessing services.

This centralized system prevents service duplication, enables the funder to monitor service providers, and provides information on the achievement of performance metrics, such as the number of individuals successfully placed in jobs. As part of its integration and consolidation of services, EO has also implemented a “no wrong door” policy, meaning that job seekers

⁷³ <http://www.cic.gc.ca/english/department/laws-policy/agreements/ontario/can-ont-toronto-mou.asp>

⁷⁴ City of Toronto. 2012. “Working As One: A Workforce Development Strategy for Toronto.” Toronto: City of Toronto, p. 38. At the time of interviews in Spring 2013, there were six pilots underway, according to an employee at the City of Toronto.

⁷⁵ City of Toronto. 2012. “Working As One: A Workforce Development Strategy for Toronto.” Toronto: City of Toronto.

⁷⁶ Ministry of Training, Colleges, and Universities. 2012. “Canada-Ontario Labour Market Agreement. 2012-13 Annual Plan” At: http://www.tcu.gov.on.ca/eng/training/labmark/LMA_Plan2012_13.html (Accessed May 2013).

can access services from any provider, regardless of the individual's specific demographic characteristics. Youth may be served by the same providers as immigrants of all ages and across all communities.

While this initiative is an important step toward integrating services and providing clearer entry points to employment services, it is not yet a fully connected system. For example, EO is operated by MTCU, while bridging programs continue to be the purview of MCI, meaning that job seekers, employers, and employment service providers continue to deal with multiple ministries in order to access the full range of supports they may require.

Multi-stakeholder collaboration

In addition to collaborative efforts within and between levels of government, joint efforts between government, not-for-profit agencies, the private sector, and others have also created important resources as well as patterns of working together.

The **Toronto Region Immigrant Employment Council (TRIEC)** convenes employers, regulatory bodies, professional associations, educational institutions, government, labour, community groups, professional associations and immigrants in order to develop solutions for the better integration of immigrants in the GTA labour market. TRIEC connects employers to resources to assist them in recruiting and retaining immigrants, helps immigrants grow and strengthen their professional connections through Professional Immigrant Networks (PINs) and mentoring programs, and also develops learning tools and curriculum.

Federally funded **Local Immigration Partnerships (LIPs)** facilitate coordination of not-for-profit agencies and government entities in their provision of services to new immigrants. While such services are not restricted to employment services, these are a key feature. In Toronto, there are currently four quadrant-based LIPs (North, East, South, West) comprised of neighbourhood-level LIPs, as well as a city-wide LIP, which is the City-run Toronto Newcomer Office. Agencies in each LIP meet regularly in order to coordinate their work.

The City of Toronto's **Youth Employment Partnerships (YEP)** is a neighbourhood-based network of youth employment agencies. This initiative identifies and works to fill coordination gaps. YEP agencies have a sharing agreement regarding vacant job leads, and YEP also helps agencies connect with larger employers.

The **Partnership to Advance Youth Employment (PAYE)**, a joint private sector, City of Toronto, and community sector partnership, seeks to identify and champion solutions to youth unemployment and connect new entrants to employment opportunities. PAYE is guided at the strategic level by a group of employers who comprise the PAYE Board, and its recruitment initiatives are delivered by TESS and community-based employment services providers. In 2011, PAYE and TRIEC formed a partnership to extend PAYE Learning Forums⁷⁷ to immigrant job seekers, thus diversifying the candidate pool to which participating employers have access. This partnership now involves the Consortium of Agencies Serving Internationally-trained Persons (CASIP), which is able to channel appropriate candidates to these events.

Working actively to link employers, job seekers, service providers, and training institutions in a specific sector, the **Centre of Excellence in Financial Services Education (CoE) at the Toronto Financial Services Alliance** facilitates information flows between supply and demand in the financial services sector. Established in 2001 and funded by financial sector companies, the City of Toronto, and the Ontario Government, the CoE has identified "career clusters" in which there is demand for talent. The CoE works with job seekers and community agencies, as well as with guidance officers and career counselors at colleges and universities, to provide information about jobs available in these clusters. It also holds targeted, invitation-only networking events. The CoE has convened roundtables with companies in the sector to learn more about the qualifications they are seeking and has implemented a cross-sectoral workforce survey to obtain information on the current size of the sector in the Toronto CMA and the mobility anticipated by employers.

While all of the organizations and initiatives above represent important efforts at collaboration, it is not yet possible to easily navigate between them or among the additional programs and services provided by their respective partners. However, even though not yet connected, the outreach and multi-stakeholder approaches that characterize each initiative are an important foundation for establishing these relationships on a broader scale.

⁷⁷ Held twice a year for job seekers and employers interested in customer, financial, and corporate service opportunities, PAYE Learning Forums include presentations from employers about opportunities in their sectors as well as networking exercises between employers and tables of job seekers.

Examples from elsewhere

Other major metropolitan areas are recognizing the need for collaboration in workforce development services, and several models have been launched by Toronto's peers. Here we will highlight three promising examples.

In **New York City**, a 2011 review of programs helped move the city toward consolidation of the employment services it provides, which were previously governed by three separate deputy mayors.⁷⁸ The collaborative work of these deputy mayors has included “convening interagency working groups, interviewing local and national experts, and hiring a consulting firm, Public Consulting Group, to conduct an inventory of the current services and offer recommendations for improvement.”⁷⁹ In April 2013, the Workforce Strategy Group also released a strategy paper for the city's next mayor, Bill de Blasio, that made ten recommendations to continue to build on the reforms made. Recommendations included a common set of metrics for evaluating outcomes, a blending of funding streams and rewards for long-term outcomes, and building capacity on producing labour market data.⁸⁰

In **Vancouver**, the BC Centre for Employment Excellence was set up in 2012 through the Canada-British Columbia Labour Market Development Agreement as a division of the Social Research and Demonstration Corporation. This Centre was created to strengthen the employment services sector and the employer community in British Columbia. It collates information on available services for employment service providers (career practitioners) and employers respectively and also provides labour market information tools as well as a comprehensive list of employment programs by target population.⁸¹

In the **United Kingdom**, “Whole Place Community Budgets” are being piloted in order to improve long-term social and human capital outcomes while also achieving fiscal savings. Through these pilots, local and central government officials are working together to coordinate investment, reduce administrative duplication, and improve procurement practices.⁸² An early evaluation conducted by Ernst & Young of all four pilot sites noted that the potential 5-year net

benefit amounts to £9-20 billion. A randomized controlled trial from the Greater Manchester pilot also found that improved citizen outcomes are being achieved as a result of more collaboration, rather than due to the separate interventions.⁸³

These initiatives reflect strong efforts to coordinate multiple stakeholders, though none yet fully represents a holistic, multi-level, place-based approach to workforce development that connects all relevant partners. A system-wide, collaborative approach would reinforce shared goals and be comprised of all players working on complementary initiatives as part of the same roadmap. While a challenging task, Toronto has the opportunity to lead in this area by building on existing collaborative efforts in the region.

Remaining challenges

Given the collaborative structures, initiatives, and working relationships that have been built over the years in the GTA, why is there not yet a coordinated, system-wide response to the challenges of high unemployment and prolonged searches for talent?

While the **rhetoric around collaboration is generally quite positive, many of the incentives that influence it are negative**. That is, while many agree that collaboration would be useful, those same individuals and organizations have a number of reasons not to work together.

In the public sector, there are incentives for employees to closely guard the information they hold, and performance evaluation metrics may not always encourage them to see their experience, skills, or collaborative working relationships with other entities as valuable.⁸⁴ Territoriality is often rampant, particularly if a given individual has been responsible for a file for an extended period. Rather than leveraging that experience and long-term working relationships, individuals may “develop a sense of ownership that [is] more attached to the continuation of a particular project than to the policy goal that the project was originally meant to advance.”⁸⁵ Thus, even if governments agree that collective action may do more to advance an issue than isolated efforts, professional incentives limit their movement toward collaborative approaches.

78 New York City. 2011. “One System for One City: The State of the New York City Workforce System, Fiscal Year 2010.” State of the NYC Workforce Report.

79 Ibid, p. 1.

80 New York City Workforce Strategy Group. 2013. “Re-Envisioning the New York City Workforce System.” New York City: New York City Workforce Funders and The Clark Foundation.

81 <http://www.cfeebc.org/knowledge-clearinghouse/>

82 Ontario Chamber of Commerce and Mowat Centre, 2014, p.4.

83 Ibid.

84 Galley, A., Gold, J., and S. Johal. 2013. “Public Service Transformed: Harnessing the Power of Behavioural Insights.” Toronto: Mowat Centre and KPMG.

85 Ibid, p. 18.

Many employment support services have been designed based on the premise of “isolated impact,” whereby a discrete program addresses a given challenge, relies on incremental funding, and is evaluated in such a way that credits the program with the change created.⁸⁶ Such a model may both result from and reinforce notions of ownership around the given file or program. The theory behind this approach is that if successful interventions can be identified, these can then be scaled to address the issue on a broader scale.⁸⁷ While such an approach may help resolve more straightforward challenges, it is unlikely to be effective in an area as complex as improving labour market functioning.

In addition, programmatic silos may remain due to **funding structures that encourage competition rather than collaboration**. This may be the case between government departments as use and delivery of budgets are evaluated. Similarly, service providers also encounter this challenge as they deliver government-funded programs and aim to maximize their opportunities for repeat funding in an environment where funding is scarce and “impact” strictly defined and attributed.

Changing the culture and organizational structures that inhibit collaboration is a shared opportunity. While federal, provincial, and municipal governments have jurisdiction in providing services, supports, and funding in the GTA, there is not a single body that is charged with coordinating both government and non-governmental actors in order to deliver a regional strategy. However, all relevant departments and agencies can work internally to create collaborative environments that affect the external “connective tissue” of employment services planning and delivery. In the next section, we discuss how to create this new approach.

86 Kania, J., and Kramer, M. 2013. “Embracing Emergence: How Collective Impact Addresses Complexity.” *Stanford Social Innovation Review*. January 21, 2013. At: http://www.ssireview.org/blog/entry/embracing_emergence_how_collective_impact_addresses_complexity?utm_source=Enews&utm_medium=email&utm_campaign=ten_gifts (Accessed December 2013).

87 Ibid.

Changing the
current approach
requires changing
the structures—
and culture—
that support and
reinforce it.

5

Collective impact model

The GTA has a number of important resources and assets in place to address the well-known challenges of job seekers, employers, and employment service providers. Yet, high unemployment rates persist for youth and new immigrants, and challenges remain for employers seeking to hire. It is not clear that these challenges result from a mismatch or shortage between the skills available and those demanded in the GTA labour market. A new approach to youth and immigrant unemployment, as well as recruitment and hiring challenges, may yield better results.

Under a collective impact model, all relevant actors work toward, and are measured against, the same common goals, in addition to metrics specific to their programs and services. With new system-wide evaluation measures in place, all actors have an incentive to support one another and collaborate to achieve system-wide goals, such as higher employment rates and better retention rates for new immigrants and youth. Moving toward such a process will require internal change within governments as well as external change in how governments relate to each other and to other stakeholders.

Internal change

Changing the current approach requires changing the structures—and culture—that support and reinforce it. Moving to a collective impact model would require new incentives for individuals and organizations to interact and collaborate.

Public sector managers have the opportunity to create this change within their units and departments by changing the way they evaluate and promote their staff. For example, employees can be encouraged to set annual goals for collaborative work and can include cross-departmental, inter-governmental, and/or cross-sectoral activities as part of their plans for the year ahead.⁸⁸ Performance measurement at the individual, program, and departmental levels can include metrics for joint work, building networks, and sharing information. These measures leverage insights from the behavioural sciences into how people think—such as the value of making inter-personal commitments—and represent low-cost, potentially high-impact ways to influence behavior.

Such internal change may present other opportunities as well. For example, possibilities for service integration may have been missed due to incentives to maintain “turf.” However, when the internal environments within organizations change, it may be possible to explore lessons from the growing body of program delivery innovations that involve service integration.⁸⁹ Although governments in the GTA may not be ready for or designed for integrated service delivery, programs and services that support labour market integration may benefit from an examination and application of the principles used in successful service integration models.

⁸⁸ Galley, A., Gold, J., and S. Johal. 2013. “Public Service Transformed: Harnessing the Power of Behavioural Insights.” Toronto: Mowat Centre and KPMG, p. 19.

⁸⁹ Gold, J., and Dragicevic, N. 2013. “The Integration Imperative: Reshaping the Delivery of Human and Social Services.” Toronto: Mowat Centre and KPMG; also Gold, J. with Hjartarson, J. 2012. “Integrating Human Services. A Shifting Gears Report.” Toronto: Mowat Centre and KPMG.

External change

A collective impact model is a significant opportunity to reduce unemployment, strengthen the economy, and use government resources effectively. However, it will not arise on its own. Building this framework will require concerted effort by all relevant actors—often beyond traditional comfort zones and ways of working.

Internal cultural change within government agencies and departments may significantly increase willingness and ability to collaborate externally—across departments or ministries, with other levels of government, and with other stakeholders such as employers and employment service providers. In addition, a formal tripartite agreement is one mechanism available to ensure that federal, provincial, and municipal actors are equally engaged. Such an agreement could be a first step in bringing all partners to the table, outlining a common vision, agreeing on shared measurements, and aligning funding.

To help build this strategy, it may be useful to examine the model of the tripartite urban development agreement that has been used successfully in Winnipeg and Vancouver to deliver services in challenging urban environments.⁹⁰ A tripartite agreement for some neighbourhoods in Toronto was negotiated by the federal, provincial and municipal governments in 2005 but was never implemented by the federal government. Toronto was also involved in the 2006 Canada-Ontario-Toronto Memorandum of Understanding on Immigration and Settlement as part of the Canada-Ontario Immigration Agreement. Tripartite agreements are most successful when they include strong leadership by a champion, involvement of senior staff with decision-making authority, community engagement, concrete objectives and outcomes, and a clear assignment of roles and responsibilities to all parties involved.⁹¹

Other strategic intergovernmental mechanisms could also be pursued to ensure that all government and community partners are working together on a new approach. The key is to pursue an approach through which all partners identify and work toward the same shared goals that are reinforced by robust evaluation measures and clear funding structures. A long-term vision with a roadmap toward measurable success is crucial.

90 Western Economic Diversification Canada. 2010. "Evaluation of the Vancouver Agreement." Western Economic Diversification Canada, Audit and Evaluation Branch. Ottawa: Government of Canada. At: http://www.wd.gc.ca/images/cont/12531_eng.pdf (Accessed December 2013); also Bradford, N. 2008. "Rescaling for Regeneration? Canada's Urban Development Agreements." Paper prepared for Canadian Political Science Association Annual Meetings, Vancouver B.C. June 4-6, 2008. At: <http://www.cpsa-acsp.ca/papers-2008/Bradford.pdf> (Accessed Jan. 2014).

91 Slack, E., and Rowe, M. 2005. "Tri-Partite Agreements: Challenges and Opportunities." Enid Slack Consulting Inc. and MWR and Associates for the Urban Affairs and Stakeholder Relations Branch, Ministry of Municipal Affairs and Housing, Government of Ontario, p. 33.

Applying the collective impact model to the GTA

The five key elements of collective impact are sketched out below,⁹² as well as a discussion of the GTA's assets and opportunities in each area.

1. COMMON AGENDA	
Collective impact necessitates that all entities share the same vision, including a unified understanding of the problem and a shared approach to solving it. ⁹³	
ASSETS	OPPORTUNITIES
<p>» As discussed above, the GTA has a number of collaborative initiatives already in place, including entities such as TRIEC, PAYE, LIPs, YEP, CoE at TFSA, among others. Leaders of these initiatives are well-placed to work together and build a system-wide, shared vision, given their past experience in convening stakeholders with diverse perspectives as well as coordinating with each other.</p>	<p>» Inter- and intra-governmental working groups as well as multi-stakeholder roundtables could help ensure that all labour market actors are included in shaping the common agenda to be outlined in a tripartite agreement or similar mechanism. The design and operation of a system-wide approach to employment services will need to include labour market actors on their own terms and according to their own ways of doing business.</p> <p>» Funders can help organizations align their activities toward common goals and can also reward their collaborative work. A tripartite agreement could coordinate funding by all levels of government to provide adequate resources for the goal identified, as well as for the roadmap to achieve it.</p> <p>» In formulating a common agenda, inputs such as a review of existing assets and identification of both labour market supply and demand will be important. While a long term challenge, incremental steps to build better labour market information could be identified.</p>

⁹² Kania, J., and Kramer, M. 2013. "Embracing Emergence: How Collective Impact Addresses Complexity." *Stanford Social Innovation Review*. January 21, 2013. At: http://www.ssireview.org/blog/entry/embracing_emergence_how_collective_impact_addresses_complexity?utm_source=Enews&utm_medium=email&utm_campaign=ten_gifts (Accessed December 2013); See also: Kania, J. and Kramer, M. 2011. "Collective Impact." *Stanford Social Innovation Review*. Winter 2011. At: http://www.ssireview.org/articles/entry/collective_impact (Accessed December 2013).

⁹³ Kania, J. and Kramer, M. 2011. "Collective Impact." *Stanford Social Innovation Review*. Winter 2011. At: http://www.ssireview.org/articles/entry/collective_impact (Accessed December 2013).

2. MUTUALLY REINFORCING ACTIVITIES

While not all actors will carry out the same types of supports or activities, “the coordination of their differentiated activities through a mutually reinforcing plan of action” is essential to success.⁹⁴

ASSETS	OPPORTUNITIES
<p>» The GTA has established a wide range of resources for those job seekers and employers who need different types of support. Mentoring programs, bridging programs, and initiatives such as TRIEC’s Professional Immigrant Networks (PINs) help “job ready” immigrants connect with the labour market. Other services, such as language training, support those who may need additional help in moving toward employment. Employers can utilize wage subsidies and government-supported internship programs to “try out” employees, thus lowering the risk involved in hiring someone from a new talent pool. A number of these programs can interact: a new immigrant may benefit from language training, a mentoring program, and then may be hired by an employer who has accessed a wage subsidy.</p>	<p>» At present, multiple inventories of employment programs and services in the GTA exist, and there is no comprehensive, updated, accessible database of resources.⁹⁵ Identification and review of existing initiatives is essential to ensuring that all programs and services are in place to achieve the agreed upon common goal—and that duplication is avoided.</p> <p>» Connecting existing assets remains a challenge, and there is friction in finding information on available programs and services, much less moving through a continuum of supports. A collective action model could ensure that these multiple activities—and other new activities identified—reinforce each other and are better connected.</p> <p>» A number of web portals exist to link job seekers and employers. A technology solution that links these portals could ensure that collective impact dissolves isolated islands of information.⁹⁶</p> <p>» In identifying activities, governments also have the opportunity to adopt lessons from the growing body of program delivery innovations that involve service integration.⁹⁷</p>

3. SHARED MEASUREMENT

A short list of agreed-upon metrics that measure progress toward the common vision ensure that organizations’ actions are aligned and that all are held accountable for their contributions.⁹⁸

ASSETS	OPPORTUNITIES
<p>» While system-wide metrics have not been established, there have been efforts to coordinate programs and institute common evaluation metrics. For example, Employment Ontario (EO) integrates employment services previously delivered through multiple ministries, tracks participating organizations and job seekers through an integrated case management system, and evaluates service providers transparently through metrics available on this system.</p>	<p>» Agree on metrics to evaluate the work of diverse organizations that may undertake a wide variety of activities. These could be enshrined in a tripartite development agreement, and funding could be channeled accordingly.</p> <p>» Use shared measurement to incentivize achievement of common goals, both within and across organizations. For example, performance appraisals could reward individuals for their collective impact work both within and between departments and institutions.⁹⁹ Funders could also directly reward collaboration within and across sector-specific units.</p>

94 Ibid.

95 Appendix 1 provides a list of employment programs but is likely incomplete. The City of Toronto’s *Working as One* (2012) document also provides a useful set of appendices that includes highlights of employment planning initiatives, integrated service delivery partnerships and an aggregated map of the employment and services planning landscape. In addition, the City of Toronto’s *Employment Services Review* (2013) provides an inventory of agencies that deliver programs funded by the respective municipal and provincial funders in Toronto.

96 Alexander et al (2012) recognized that the proliferation of services for both employers and job seekers has resulted in a piecemeal and scattered approach to supporting both sides of the labour market equation. One of the solutions the authors recommend is a single portal that integrates access to all available services. Both employers and job-seekers could utilize this portal to find solutions – whether training programs for employers or credential recognition services for job-seekers. The authors also recognize that better communication of needs, particularly from employers, is key to providing the talent that they are seeking. Drummond et al 2009 also calls for an integrated portal in order to provide better LMI: “The best way to end the confusion over the availability of LMI and to facilitate access for all Canadians is for the FLMM to make sure that a one-stop single portal entry for LMI is established. The site should, following the example of the workingincanada.ca website, be user friendly and have extensive links to pull in information from other LMI sites, but it would do it in a much more user friendly way that would provide customized LMI.” (p. viii)

97 Gold, J., and Dragicevic, N. 2013. “The Integration Imperative: Reshaping the Delivery of Human and Social Services.” Toronto: Mowat Centre and KPMG; See also Gold, J. with Hjartarson, J. 2012. “Integrating Human Services. A Shifting Gears Report.” Toronto: Mowat Centre and KPMG.

98 Kania, J. and Kramer, M. 2011. “Collective Impact.” *Stanford Social Innovation Review*. Winter 2011. At: http://www.ssireview.org/articles/entry/collective_impact (Accessed December 2013).

99 Galley, A., Gold, J., and S. Johal. 2013. “Public Service Transformed: Harnessing the Power of Behavioural Insights.” Toronto: KPMG and Mowat Centre.

4. CONTINUOUS COMMUNICATION

Many successful collective impact initiatives are characterized by regular, in-person meetings among organizational CEO-level leaders to ensure that learning is shared and problems can be solved by engaging the multiple activities of respective organizations.

ASSETS	OPPORTUNITIES
» As discussed above, a number of organizations are recognizing the need for collaboration and have initiated efforts to communicate about their common activities. For example, the Local Immigration Partnerships (LIPs) facilitate the coordination of not-for-profit agencies and government entities in their provision of services to new immigrants and have regular meetings within their quadrants of Toronto (North, East, South, West).	» Hold regular meetings that include wider sets of high-level stakeholders, including employers, federal, provincial, and municipal government representatives, employment service providers, educational institutions, and job seekers.

5. BACKBONE SUPPORT/SECRETARIAT

Coordination of collective impact initiatives is often best handled by dedicated staff not directly connected to organizations involved. These individuals "...plan, manage, and support the initiative through ongoing facilitation, technology and communications support, data collection and reporting, and [handle] the myriad logistical and administrative details needed for the initiative to function smoothly."¹⁰⁰

ASSETS	OPPORTUNITIES
» The GTA has existing organizations that provide backbone support to other initiatives, such as Tides Canada, and could possibly use one of these organizations to provide the backbone support for the coordination of a collective impact initiative on employment services.	<ul style="list-style-type: none"> » Identify an organization and/or staff to provide support. » Fund the backbone infrastructure through a tripartite agreement or similar mechanism.

Adopting a collective impact model can provide many opportunities. As acknowledged in *Working as One*, the employment services system shares "common customers" (employers and jobseekers), but design, planning, and delivery are often done separately "...because services are mandated through a number of different provincial ministries and federal departments, and increasingly delivered under various funding arrangements by local governments and a wide range of contracted agencies and organizations."¹⁰¹ A tripartite agreement that serves as a strategy for collective impact can provide a collective mandate, align funding models, and provide a structure for working together.

A new approach presents opportunities for many other beneficial outcomes as well. For example, those individuals and organizations involved in a collective impact process could decide that stronger "connective tissue" between different levels of government and types of stakeholders is a priority—and could take steps together to build this infrastructure. It may also be decided that better labour market information is an essential tool for achieving the collective goal—and thus those involved may construct systems and invest in data collection efforts to produce better labour market information. A new process can unleash many possibilities.

If we continue doing what we are doing, it will be hard to move beyond outcomes that are simply the sum of the individual parts. Individual programs will continue to be evaluated on separate metrics, and many job seekers and employers will continue to fall through the cracks. Governments, employers, service providers and other stakeholders in the GTA have the opportunity to make a different choice: to think about employment services as a system rather than as a series of programs and services delivered by different governments and agencies to different clients. The next step is look both internally and externally to create the changes necessary to actualize a new approach. By doing so, the GTA has the opportunity to reduce unemployment for youth and immigrants and strengthen the economy by more fully utilizing the human capital of all its residents.

100 Kania, J. and Kramer, M. 2011. "Collective Impact." *Stanford Social Innovation Review*. Winter 2011. At: http://www.ssireview.org/articles/entry/collective_impact (Accessed December 2013).

101 City of Toronto. 2012. "Working As One: A Workforce Development Strategy for Toronto." Toronto: City of Toronto, p. 34.

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Appendix 1

Selected Employment Programs and Services

PROGRAM NAME & DESCRIPTION	TARGET GROUP			SERVICE		FUNDER			DELIVERY AGENT		
	TARGETED TO YOUTH	TARGETED TO IMMIGRANTS	OTHER TARGET GROUP	PROVIDES WORK EXPERIENCE	PROVIDES TRAINING	FEDERAL FUNDER	PROVINCIAL FUNDER	MUNICIPAL FUNDER	DELIVERED BY GOVERNMENT	DELIVERED BY COMMUNITY AGENCY	DELIVERED BY OTHER
Federal Student Work Experience Program allows students to apply for temporary student jobs within the federal public service of Canada. http://jobs-emplois.gc.ca/fswep-pfete/index-eng.php	X			X	X	X			X		
“ Skills Link is a client-centered program that provides funding for employers and organizations to offer eligible activities to youth facing barriers to employment” and is part of a host of programs from the Youth Employment Strategy. http://www.servicecanada.gc.ca/eng/epb/yi/yep/newprog/skillink.shtml	X				X	X			X		
“ Heads UP program offers employment training for youth and young adults with an identified disability.” http://www.ymcagta.org/en/who-we-work-with/funders/federally-funded-programs/index.html	X				X	X				X	
KickStart is for youth 15 to 30 years of age, out of school, unemployed, not collecting Employment Insurance. http://www.ymcagta.org/en/who-we-work-with/funders/federally-funded-programs/index.html	X				X	X				X	
“ Youth Careers matches motivated and committed individuals to employers in their field of interest.” http://www.ymcagta.org/en/who-we-work-with/funders/federally-funded-programs/index.html	X				X	X	X			X	
The Sectoral Career Focus Program “provides post-secondary graduates with practical career-related work experience to supplement their academic skills for careers in the private and non-profit sectors” and is part of the Youth Employment Strategy. http://www.servicecanada.gc.ca/eng/epb/yi/yep/newprog/career.shtml	X				X	X	X		X		
“ First Nations and Inuit Summer Work Experience Program provides youth with opportunities for summer employment, so that they can gain work experience, and develop or enhance essential employability skills” and is part of a host of programs from the Youth Employment Strategy. http://www.aadnc-aandc.gc.ca/eng/1100100033610/1100100033615	X				X		X		X	X	
“ Young Canada Works for Aboriginal Urban Youth (YCWUAY) supports Aboriginal youth, aged 16 to 30 inclusive, to explore career choices” and is part of a host of programs from the Youth Employment Strategy. http://www.aadnc-aandc.gc.ca/eng/1333030244859/1333030359999	X				X	X	X		X	X	
“ The Language Instruction for Newcomers to Canada (LINC) Program provides free basic French and English language courses to adult permanent residents.” http://www.cic.gc.ca/english/department/partner/bpss/LINChome.asp	X				X	X			X		X
“ The First Nations and Inuit Skills Link Program supports initiatives that help young people to acquire the essential skills that will help them gain employment and function well in the workplace, and to learn about various career options. Another goal is to promote the benefits of education to labour force participation.” It is part of a host of programs from Canada’s Youth Employment Strategy. http://www.aadnc-aandc.gc.ca/eng/1100100033627/1100100033637	X				X	X	X		X	X	
Housing Internship Initiative for First Nations & Inuit Youth is part of the Youth Employment Strategy initiative which “provides work experience and on-the-job training for First Nations and Inuit youth to assist them in pursuing long-term employment in the housing industry.” http://www.cmhc-schl.gc.ca/en/ab/noho/noho_007.cfm	X				X	X	X		X	X	
Career Focus Program helps fund agricultural internships for Canadian Graduates, and is a participating program in the Youth Employment Strategy. http://www.agr.gc.ca/eng/?id=1280434970527	X				X	X	X		X	X	X
Young Canada Works at Building Careers in Heritage provides eligible students with internships in heritage fields like museums, archives, and libraries, and is a participating program in the Youth Employment Strategy. http://www.pch.gc.ca/eng/1359403390195/1359403460900#h2	X				X	X	X				X
Young Canada Works at Building Careers in English and French provides international work-related internships to develop French and English language skills through project sites such as educational institutions and language schools, translation firms, and organizations in the performing arts. It is part of Canada’s Youth Employment Strategy. http://www.pch.gc.ca/eng/1359403390195/1359403460900#h1	X				X	X	X				X
“ The International Youth Internship Program (IYIP) is a program for Canadian graduates (ages 19 to 30 inclusive), part of the Career Focus stream of the Government of Canada’s Youth Employment Strategy (YES). Canada’s YES provides Canadian youth with tools and experience they need to launch successful careers.” http://www.acdi-cida.gc.ca/IYIP	X				X		X				X

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	TARGETED TO YOUTH	TARGETED TO IMMIGRANTS	OTHER TARGET GROUP	PROVIDES WORK EXPERIENCE	PROVIDES TRAINING	FEDERAL FUNDER	PROVINCIAL FUNDER	MUNICIPAL FUNDER	DELIVERED BY GOVERNMENT	DELIVERED BY COMMUNITY AGENCY	DELIVERED BY OTHER
The National Environmental Youth Corps aims “to provide graduates with internships from 6 to 12 months, within the environmental sector. The program helps students get the work experience, knowledge, skills and information they need to prepare for and participate in the world of work.” It is part of Canada’s Youth Employment Strategy. https://www.ec.gc.ca/financement-funding/sv-gs/search_results_e.cfm?action=details&id=151&start_row=1&all_records_details=region&region=nat	X			X		X				X	X
International Environmental Youth Corps offers similar internships as the National Environmental Youth Corps program but additionally offers international opportunities for learning and working, and is a participating program in the Youth Employment Strategy. http://www.ec.gc.ca/financement-funding/default.asp?lang=En&n=923047A0-1#international	X			X		X				X	X
“ Environment Canada’s Science Horizons program is a collaborative effort with Canadian universities, the private sector and other non-governmental organizations that offers promising young scientists [...] hands-on experience working on environmental projects under the mentorship and coaching of experienced scientists” and is part of the Youth Employment Strategy. http://www.ec.gc.ca/financement-funding/default.asp?lang=En&n=923047A0-1#science	X			X		X			X		
“ Career Focus provides funding for employers and organizations to create career-related work experiences for post-secondary graduates [and] aims to help post-secondary graduates gain advanced employability skills and facilitate their transition into the labour market.” It is part of Canada’s Youth Employment Strategy. http://www.servicecanada.gc.ca/eng/epb/yi/yep/newprog/career.shtml	X			X	X	X			X		
The Technical Work Experience Program (TWEPE) , works with Computers for Schools to provide recent graduates with a background in IT paid, and area-specific work experience in computer refurbishment. It is a participating program in Canada’s Youth Employment Strategy. http://www.ic.gc.ca/eic/site/cfs-ope.nsf/eng/h_00107.html	X			X	X	X			X		
NRC Industrial Research Assistance Program is part of the Youth Employment Strategy and “provides financial assistance to innovative small and medium-sized enterprises in Canada to hire post-secondary science, engineering, technology, business and liberal arts graduates. Graduates [may] participate in research, development and commercialization of technologies.” http://www.nrc-cnrc.gc.ca/eng/irap/services/youth_initiatives.html	X			X		X			X		
“ The Science and Technology Internship Program (STIP) provides an opportunity to recent graduates in science or engineering to gain relevant and meaningful work experiences within their field of studies.” and is a participating program in the Youth Employment Strategy. http://www.nrcan.gc.ca/careers/10	X			X		X			X		X
Young Canada Works in Heritage Organizations program of Canada’s Youth Employment Strategy allows participants to improve their skills while acquiring practical knowledge in areas of heritage preservation, conservation, research, interpretation, promotion or new media by working in a museum, archive, library, cultural centre or heritage site. http://www.pch.gc.ca/eng/1359484003285/1359484079115#a3	X			X	X	X					X
Young Canada Works in Building Careers in Heritage “provides Canadians with internship experiences in Canadian Heritage sites, such as museums, archives, or libraries, in programs for the conservation sciences, or in arts administration. Museum internships are offered around the globe.” It is a participating program in the Youth Employment Strategy. http://www.pch.gc.ca/eng/1359403390195/1359403460900#h2	X			X	X	X					X
“ Canada Summer Jobs provides funding to help employers create summer job opportunities for students. It is designed to focus on local priorities, while helping both students and their communities.” It is part of Canada’s Youth Employment Strategy. http://www.servicecanada.gc.ca/eng/epb/yi/yep/programs/scpp.shtml	X			X	X	X			X		
Career Edge is for “[r]ecent graduates from accredited Canadian colleges and universities who do not have significant work experience in their chosen field, and are looking for a paid internship within a non-regulated business function” https://www.careeredge.ca/en/home	X			X	X	X	X			X	
Ability Edge Program is aimed towards “[g]raduates with self-declared disabilities from accredited Canadian colleges and universities who do not have significant work experience in their chosen field, and are looking for a paid internship within a non-regulated business function” https://www.careeredge.ca/en/job-seekers/ability-edge	X			X	X	X	X			X	
Youth Employment Fund connects unemployed youth with employers in Ontario. The program offers job placements (four to six month positions) for job seekers as well as skills training, with the possibility of funding. http://www.tcu.gov.on.ca/eng/employmentontario/youthfund/	X			X	X	X			X		

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Jobs for Youth program targets youth ages 15-18 in identified neighbourhoods. This program is delivered through Youth Employment Services (YES) and helps youth obtain part-time and after-school jobs during the academic year. http://www.yes.on.ca/jobs-for-youth/	X			X	X		X			X	
“Aboriginal Youth Work Exchange program provides Aboriginal youth with summer jobs over three summers, and focuses on resource management projects, job skills training, and personal development.” http://www.mnr.gov.on.ca/en/Business/Youth/2ColumnSubpage/STEL02_163398.html	X			X	X		X		X	X	
The Summer Company program assists students in starting summer businesses and provides professional advice and coaching. Up to \$3,000 can be provided to kick start a new company. Targeted to students 15-29 years old who are returning to school in the Fall. http://www.ontario.ca/business-and-economy/start-summer-business-students	X				X		X		X		
The Articling and Summer Law Student Program allows “[l]aw students [to] apply to work for the Ontario government—as either a summer law student or an articling student. “ Those who are experienced in Aboriginal Law may apply to work in that field. http://www.attorneygeneral.jus.gov.on.ca/english/about/artcl/	X			X			X		X		
Employer Hiring Incentive is for “private, not-for-profit or broader public sector employer[s] offering a summer job in Ontario to students age 15 to 30 who are returning to school in the fall[.] [...] [Eligible participants may] qualify for a \$2-per-hour hiring incentive.” http://www.tcu.gov.on.ca/eng/document/brochure/hiringincentive.html	X			X			X		X		
“The Ontario Youth Apprenticeship Program (OYAP) is a school-to-work transition program offered through Ontario secondary schools” and is offered through Employment Ontario (EO). http://www.tcu.gov.on.ca/eng/eopg/programs/oyap.html	X			X	X		X		X		X
“Pre-Apprenticeship Training Program helps potential entrants to the apprenticeship system develop their job skills and trade readiness so that they will be prepared to find work as apprentices” and is offered through EO. http://www.tcu.gov.on.ca/eng/apprentices/pre_apprent.html	X			X	X		X		X		X
Summer Job Search Services is a “[f]ree job-search and self-marketing support [...] available through EO Summer Jobs Services agencies to help students find summer jobs. A \$2-per-hour-per-student hiring incentive is available for eligible Ontario employers to create summer job placements.” This program is offered through EO. http://www.tcu.gov.on.ca/eng/eopg/programs/sjs.html	X			X	X		X		X		
“The Youth Opportunities Program (YOP) provides out-of-school immigrant and newcomer youth in Ontario with leadership, mentorship and community activities to help them build marketable skills while providing them with opportunities for meaningful community engagement.” http://www.citizenship.gov.on.ca/english/grantsandfunding/yop_projects.shtml	X				X		X			X	
“Summer Jobs for Youth Program [...] [p]rovides young people who are 15–18 years of age with summer jobs so they can get real work experience. The program includes six weeks of employment and a week before to learn about resumes, interviews and other useful life skills.” http://www.tcu.gov.on.ca/eng/document/brochure/youth.html	X			X	X		X			X	
“Youth in Policing Initiative [p]rovides opportunities for youth between the ages of 15 to 18 to work with police departments in different areas across Ontario so they can develop skills that could lead to a possible career in policing.” http://www.torontopolice.on.ca/yipi/	X			X	X		X		X		
YouthConnect.ca is an online web portal for youth that provides resources and advice for youth for furthering their education and gaining work experience. http://www.youthconnect.ca/htdocs/english/work/index.asp	X				X		X		X		
The \$195M Youth Employment Fund is a fund established by the Ontario Ministry of Finance that “would create new job opportunities for youth across Ontario.” http://news.ontario.ca/opo/en/2013/04/jobs-and-opportunity-for-youth.html	X				X		X		X		
The \$45M Youth Entrepreneurship Fund developed by the Ontario Ministry of Finance is an employment initiative that “supports the next generation of entrepreneurs through mentorship, start-up capital and outreach.” http://news.ontario.ca/opo/en/2013/04/jobs-and-opportunity-for-youth.html	X				X		X		X		
Established by the Ontario Ministry of Finance, the \$30M Youth Innovation Fund “supports youth to lead and manage industrial research, development and commercialization. It would also support young entrepreneurs at universities and colleges.” http://news.ontario.ca/opo/en/2013/04/jobs-and-opportunity-for-youth.html	X				X		X		X		
The \$25M “Business-Labour Connectivity and Training Fund [aims] to bring together business, labour, educators and youth to better prepare young people to develop the skills they need to succeed.” It is funded by the Ontario Ministry of Finance. http://news.ontario.ca/opo/en/2013/04/jobs-and-opportunity-for-youth.html	X				X		X		X		

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“The Ontario Internship Program (OIP) hires up to 100 interns each year and offers two one-year paid contracts in a wide range of ministries and agencies across the Ontario Public Service (OPS). This entry-level program is open to people who have graduated with a recognized degree, post-graduate certificate or a diploma.” https://www.internship.gov.on.ca/mbs/sdb/intern.nsf/LkpWebContent/ePublishedHOME	X			X	X		X		X		
The Ministry of Natural Resources Internship Program provides participants with skills and learning opportunities to assist in the transition from school to a professional environment. Focus is also on supporting the sustainable management of Ontario’s natural resources for future generations. http://www.mnr.gov.on.ca/en/Business/Youth/2ColumnSubPage/STEL01_130142.html	X			X	X		X		X		
“The First Nations Natural Resources Youth Employment Program is coordinated and administered in partnership with Confederation College and industry partners” for Aboriginal youth aged 16-18 who are interested in getting work experience and training in forestry and Northern development. http://www.mnr.gov.on.ca/en/Business/Youth/2ColumnSubPage/STEL02_163401.html	X			X	X		X		X		X
“The Partnership to Advance Youth Employment (PAYE) is a joint initiative between private sector employers and the City of Toronto. A group of business leaders has been working since 2007 to increase access to economic opportunities for youth and to connect employers to a pool of talented young candidates.” http://www.torontopaye.ca/	X			X	X			X	X		X
“ Youth Employment Partnerships (YEP) - is an initiative established to create and support a network of non-profit youth employment agencies that offer job placement services to employers across Toronto at no cost.” http://www.toronto.ca/yep/how.htm	X			X	X			X	X		
The Youth Employment Toronto (YET) “program provides an outreach service to youth aged 16-29 in the City who are currently out of school and out of work and require support to develop and reach their vocational goals.” http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=d38320083f711410VgnVCM10000071d60f89RCRD&vgnextchannel=a319f40f9aae0410VgnVCM10000071d60f89RCRD	X				X			X	X		
Toronto Youth Job Corps (TYJC) “is a full time, 21 week paid employment preparation program for youth especially those who are facing difficult life situations.” http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=ff7a20083f711410VgnVCM10000071d60f89RCRD&vgnextchannel=a319f40f9aae0410VgnVCM10000071d60f89RCRD&vgnextfmt=default	X			X	X			X	X		
The Toronto Urban Fellows Program provides talented new professionals with an intensive introduction to the governance, operations and administration of Canada’s largest city through a combination of full-time work experience and a series of seminars, tours, and workshops. http://www.toronto.ca/urbanfellows	X			X	X			X	X		
“ Enhanced Language Training (ELT) programs provide job-specific, advanced-level English training to adult newcomers.” http://www.settlement.org/sys/faqs_detail.asp?faq_id=4001181		X		X*	X	X	X			X	X
“ Canadian Immigrant Integration Program (CIIP) informs, guides and supports immigrants in their home country, helping them arrive better prepared to join Canada’s workforce.”		X			X	X					X
“ Local Immigration Partnerships (LIPs) are the mechanism through which CIC supports the development of local partnerships and community-based planning around the needs of newcomers.” http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=adb8f40f9aae0410VgnVCM10000071d60f89RCRD		X		X	X	X			X	X	X
“The Mentoring Partnership brings together recent skilled immigrants and established professionals in occupation-specific mentoring relationships.” http://www.thementoringpartnership.com/		X			X	X				X	X
“ Professional Immigrant Networks (PINs) is an initiative of [...] TRIEC [...] working collaboratively with professional immigrant networks to increase their capacity to connect their skilled immigrant members to meaningful employment.” http://www.networksforimmigrants.ca/about-us		X			X	X				X	
“The Federal Internship for Newcomers Program (FIN) provides newcomers with valuable temporary Canadian work experience and training opportunities with federal government departments and agencies and private sector organizations.” http://www.credentials.gc.ca/jobs/what-you-can-do/internship-program.asp		X		X	X	X			X		X
Career Bridge is for “[i]nternationally qualified professionals who have been in Canada for less than three years, [...] and do not yet have Canadian work experience in their chosen professional field.” https://www.careeredge.ca/en/job-seekers/career-bridge		X		X	X	X	X			X	

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<p>“Ontario Bridge Training programs help skilled newcomers get their license or certificate in their profession or trade, so that they find employment commensurate with their skills and experience in Ontario.” The Governments of Canada and Ontario help fund academic institutions, employers, and community organizations that offer bridge programs across a variety of occupational divisions. http://www.citizenship.gov.on.ca/english/keyinitiatives/bridgetraining.shtml Additionally, Bridging Participant Assistance bursaries are available through MTCU in order to help eligible professionals participate in MCI programs. http://www.tcu.gov.on.ca/eng/adultlearning/faqs.html</p>		X		X	X	X	X			X	X
<p>Training and Careers is a website from Service Canada for resources to help individuals in their job search. http://www.jobsetc.gc.ca/eng/</p>			X	X	X	X			X		
<p>Training and Employment Initiatives is delivered through Employment and Social Development Canada and “supports several Employment Programs to help unemployed and underemployed Canadians, including those facing barriers to employment.” http://www.servicecanada.gc.ca/eng/epb/ebsm/index.shtml</p>			X	X	X	X			X		
<p>Ontario Targeted Wage Subsidies program provides on-the-job work experience to unemployed people. http://www.tcu.gov.on.ca/eng/employers/wageSubsidy.html</p>			X	X		X			X		
<p>“[The] Aboriginal Skills and Employment Training Strategy (ASETS) [operates] through agreements with Aboriginal organizations, [and] provides funding for employment programs and services that help Aboriginal people prepare for, obtain and maintain employment.” http://www.hrsdc.gc.ca/eng/jobs/aboriginal/assets/index.shtml</p>			X		X	X			X	X	
<p>The Job Search Workshop program (JSW) “assist[s] newcomers [in developing their] knowledge and skills to better understand the strategies, business perspectives, and next steps of the job search process.” www.jswontario.org</p>			X		X	X				X	
<p>The “Federal Apprenticeship Job Creation Tax Credit (AJCTC) is a non-refundable tax credit equal to 10% of the eligible salaries and wages payable to eligible apprentices in respect of employment after May 1, 2006. The maximum credit an employer can claim is \$2,000 per year for each eligible apprentice.” http://www.cra-arc.gc.ca/tx/ndvdl/tpcs/ncm-tx/rtrn/cmptng/ddctns/Ins409-485/412/jctc-eng.html</p>			X	X		X			X		
<p>Job Creation Partnerships (JCP) is a program that links individuals who want to develop skills and gain meaningful work experience with relevant employers. The objective of the JCP is to provide unemployed individuals with work experience that would lead to long-term employment. http://www.tcu.gov.on.ca/eng/eopg/programs/jcp.html</p>			X	X			X		X		
<p>The Provincial Employer Signing Bonus and Apprentice Assistance “encourages employers in the trades to register new apprentices in sectors where there is a high demand for skilled workers. This initiative will assist employers to hire and register apprentices who have left school and require upgrading to meet the registration standards for apprenticeship training” and is offered through EO. http://www.tcu.gov.on.ca/eng/employers/emp_bonus.html</p>			X	X	X		X		X		
<p>“Ontario Apprenticeship Training Tax Credit (ATTC) is a refundable tax credit. It is available to employers who hire and train apprentices in certain skilled trades. The Canada Revenue Agency (CRA) administers the program on behalf of Ontario through the federal income tax system.” http://www.fin.gov.on.ca/en/credit/attc/</p>			X		X		X		X		
<p>“The Ontario Disability Support Program helps people with disabilities who are in financial need pay for living expenses, like food and housing.” http://www.mcsc.gov.on.ca/en/mcss/programs/social/odsp/</p>			X		X		X		X		
<p>Employment Ontario (EO) has services across Ontario that helps provide information about training, skills, and experience, and helps job seekers connect with employers. http://www.tcu.gov.on.ca/eng/employmentontario/</p>			X	X	X		X		X		

Appendix 2

Description of Key Groups of Interviewees

Employers

- » For the purposes of this project, employers are defined as people or organizations that hire workers.
- » Those consulted include small, medium, and large organizations, and those that are both for-profit as well as not-for-profit.
- » In some cases human resources personnel were interviewed, but in the case of smaller businesses, it was more frequently the owner/president or other senior management staff who participated in the interview.

Employment service providers

- » Employment service providers are defined as the community support organizations and services that provide links between employers and job seekers.
- » Many community agencies also provide additional services such as settlement services, skills training, and other support services and programs to help job seekers become job-ready.
- » Several of the agencies interviewed focus on youth, but many provide services to both youth and immigrants.¹⁰²
- » Some employment service providers interviewed for this project provide only employment services, rather than a broader range of settlement services.
- » A subset of the employment service provider interviews were with job developers. Job developers, who are often employed by service providers, work to connect job seekers and employers, often by promoting the former to the latter. They screen candidates for open positions, coach job seekers to prepare them for employment, and provide follow-up monitoring to ensure that both employers and new hires are appropriately matched.

New entrants

- » New entrants to the Toronto labour market include recent immigrants and youth who are actively seeking employment and are new to employment in Toronto.
- » Recent immigrants are considered to have landed in Canada within 10 years or less.
- » Youth are between the ages of 15 and 30 years old.

Experts

- » Experts included academics, government agencies/departments, and other institutions that work on issues of youth and immigrant employment in the GTA.

¹⁰² A large number of service providers interviewed are at least partially funded by Employment Ontario and thus offer “no wrong door” services to a broad range of job seekers. Some of these agencies previously specialized in either youth or new immigrants but are now adjusting their structures to provide services to all.

Appendix 3

Interview and Focus Group Questions

New Labour Market Entrants

1. Are you between 15-30 years old?
2. How long have you lived in Canada?
All your life, 10+ years, 5-10 years, less than 5 years, less than 1 year?
3. How are you finding out about available jobs?
eg. Personal networks, job search websites, employment agencies, etc.
4. Are you finding open positions that ask for the skills and experience that you have?
Or do you usually find that you are overqualified/underqualified?
5. Are you currently involved in any training, educational, or job search assistance programs?
eg. Workshops to assist with resume writing, interview skills etc?
6. What do you think will help you the most to get a job?
eg. Advice on application from employment agency, job readiness programs like resume writing, interview skills, etc.

Service Providers

1. How do you decide which services to provide, and to whom?
Is this based on which services are funded/not funded? Is this based on what is demanded by employers/job seekers? How are these demands communicated? How are needs assessed? How do you decide what is a need for that client? Eg. through your knowledge of what prospective employers in their identified sector may need, etc.
2. What are your strategies for matching job seekers with appropriate employers, and employers with appropriate job seekers?
What works well and what doesn't? Do you use collaborative approaches? What challenges do you have in serving your clients?

Job Developers¹⁰³

1. How do you find out about available jobs and what employers need? Where do you get your information?
2. What are your strategies for matching job seekers with appropriate employers, and employers with appropriate job seekers?
What works well and what doesn't? Do you use collaborative approaches? What challenges do you have in serving your clients? Do you try to match jobs to job seekers, or job seekers to jobs? Do you have the right tools, and enough support and capacity, to tailor your services to the complex needs of different youth and newcomers who come to you with varied backgrounds and experience?
3. How do you define and measure job readiness as it relates to employers, job seekers, and your funders?
How is job readiness valued or compensated? How do you define and track success in your role as providing service to newcomers and youth?

Employers

1. How many people do you currently employ?
2. How do you find employees?
3. Do you have a hard time finding employees with the right skills, education, and experience for the positions you need to fill?
If so, which types of skills or experience are frequently missing/harder to find?
4. Do you encounter challenges with replacing workers who may be retiring?
5. Are there positions that you would like to create but which you are not creating because you are concerned about finding the right person/people? What would make it easier for you to create those jobs?
6. What would help you hire and retain youth or immigrants (new labour market entrants)?

¹⁰³ While job developers are often employed by service providers, questions were targeted to them specifically, and interviews often held separately, in order to learn more about their specific strategies for matching employers and job-seekers.

