



CEDEC

Concept Paper

**Workforce Development
Strategy (WDS) in Support of Quebec's
English-speakers**

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Introduction

The Community Economic Development and Employability Corporation (CEDEC)

The **Community Economic Development and Employability Corporation (CEDEC)** is a leading partner and driving force behind the economic development of Quebec's English-speaking communities. As Quebec's only province-wide organization with an economic and labour force development mandate, CEDEC helps English-speakers and their communities identify, assess, and prepare to act on economic and labour force development opportunities and issues.



Labour force development is an essential component of community economic development. Labour force development strategies (LFDS) provide relevant labour market information to industries, companies and individuals. They support the coherent development, direction and coordination of meaningful labour force development policies and programs. LFDS also inform and facilitate the education, training, professional development, and employment choices of individuals who are a) preparing to enter the labour market, b) entering the labour market, c) returning to/reintegrating the labour market, or d) moving within or between specific labour markets. In concrete terms, LFDS help

to match employment opportunities in specific geographic regions, industries, companies and occupations with individuals in the labour market who possess required skills and expertise.

In terms of addressing labour force issues and opportunities, CEDEC works with a number of strategic partners to identify the policies, programs and enablers which can enhance English-speakers improved participation in Quebec's labour market. CEDEC has already developed several proactive measures to ensure that the largest segment of Quebec's English-speaking labour force, i.e. mature workers 45 years and older, successfully adapt to the province's labour market.¹

Concept Paper on a More Comprehensive Labour Force Development Strategy (LFDS)

This Concept Paper is intended to help CEDEC build on its successes and move towards implementing a more comprehensive and forward-looking Labour Force Development Strategy (LFDS). The paper:

- Discusses contextual considerations (general economic and labour market facts and trends, existing labour market infrastructure, etc.) that could inform and affect the development of a more comprehensive Labour Force Development Strategy (LFDS);
- Provides a shared framework of key concepts and vocabulary that can facilitate more effective dialogue and interaction among stakeholders and partners;
- Outlines the main elements of a more comprehensive LFDS, including:
 - Rationale for the strategy;
 - Best practices;
 - Suggested guiding principles, goals and objectives, desired results and main strategies;
 - Potential benefits;
 - Implications for CEDEC.

1 Please see CEDEC's Mature Workers Initiative at <http://www.cedec.ca/strengthening-the-workforce/>

The concept paper proposes the development of a Labour Force Development Strategy (LFDS) that:

- Responds to current and projected economic and labour market - labour force trends, conditions and dynamics;
- Complements and takes advantage of existing public, private and not-for-profit labour force development and support initiatives;
- Strengthens current labour market integration and mobility strategies, especially those seeking to match employment opportunities in specific industries and individual companies with English-speakers.

The paper is intended to set the foundation for engaging partners, stakeholders and funders in working together to develop, implement, sustain, and continuously improve the quality of a more comprehensive LFDS.

Contextual Considerations

The following section of this paper provides a select overview of some basic economic and labour market/force development factors and considerations that need to be taken into account in developing a more comprehensive LFDS. It also provides a summary of the federal and provincial labour force development infrastructures that are currently in place and that will need to be drawn upon in developing and implementing the LFDS.

Some of Canada's Major Economic and Labour Force Challenges

In 2014, Canada's economy and the Canadian labour market continue to recover from the 2008-09 global recession. The economy and the labour market are affected by five principal forces of change:

- Globalization, including lingering fears of returning to recession conditions in many parts of the world;
- Domestic shifts in the economy (example: reduction in oil prices, the value of the Canadian dollar, etc.);
- Technological advances which are shaping how private, public and not-for-profit sectors and organizations develop, distribute and support their products, services and networks;
- Innovation, including disruptive innovations;
- Demographic shifts in the structure of the general population and therefore the labour force.

Even though the last recession impacted Canada less than in other western countries, economic growth remains modest. A number of groups, including the long-term unemployed, youth, women, disabled persons, immigrants, and older workers face a number of barriers to re-entering the labour market².

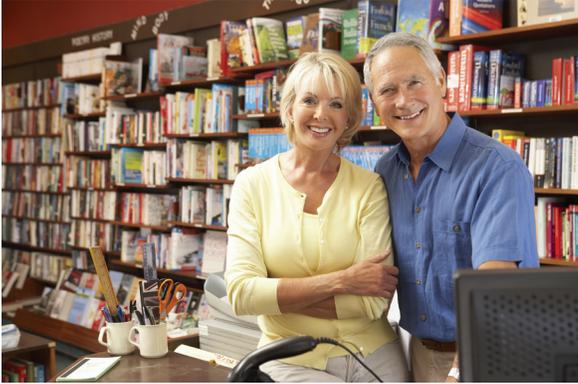
Canada continues to be confronted with some longer-term economic and labour market/force development challenges, including:

- How to continue to stimulate and grow the economy
- How to create more and better-quality jobs?
- How to match the labour force with the jobs that are currently available and will become available in the future?
- How to address regional economic disparities?

² Lapointe, M, Dunn, K, Tremblay-Coté, N, Bergeron, LP, and Ignaczak, L Looking-Ahead: A 10-Year Outlook for the Canadian Labour Market (2006-2015), Human Resources and Social Development Canada, 2006

Canada specifically faces the consequences and challenges of an aging population. The ratio of “working-age” people (aged 15-64) to seniors (aged 65 and older) continues to decline. The ratio is expected to drop from 4.9 in 2011 to 2.7 in 2031 and then to 2.3 in 2061³.

In this general context, a more comprehensive and forward-looking LFDS can contribute in an important way to addressing Canada’s and Quebec’s labour market development challenges, is both timely and relevant.



A Quick Look at Canada’s Labour Market

Canada’s labour market has outperformed those of other Group of Seven (G-7) economies since 2006, with close to 1.6 million net new jobs created across the country.⁴ As mentioned above, Canada continues to be affected by large shifts in population composition, continued globalization and increased skill requirements resulting from technological advancements. Meeting labour market requirements in the coming years calls for the development of a more skilled, mobile, adaptable and flexible labour force in Quebec and across the country.

Historically, economic growth was the main driver behind labour force growth. In the next decade or so, the replacement of retiring members of the labour force will become the major driver of labour demand in Canada. While slowing population growth will result in weaker labour market demand, increasing retirements will drive the need for replacement workers. It is estimated that 6.4 million jobs will open up in the next ten years and that 70% of these jobs will be due to replacement demand. Comparatively, 2 million new jobs will be created as a result of economic expansion. Industries like mining, fuels, professional, scientific, technical services, and health care will lead this expansion. Public administration, educational services, and manufacturing industries will be below average. Employment growth in the service sector (1.2%) will continue to outpace that in the goods-producing sector (0.8%), continuing a long running trend.⁵

Available jobs will be filled by Canadian-born labour-market participants (both new entrants and those re-entering the job market), new immigrants and foreign nationals in Canada working on a temporary basis. The match between labour market demand and labour force supply in Canada is expected to be reasonably balanced.

Specific labour market pressures are expected to continue in the health sector as a result of increased service demand and the emergence of new health services. Without an adjustment to labour market strategies there will continue to be a misalignment between the skills of the unemployed and the skills required by labour markets. Higher job vacancy rates are also expected in the skilled trades and science-based occupations.

Specific groups will continue the established trend of not reaching their full potential in the labour market, including less-skilled individuals, recent immigrants, Aboriginal peoples, persons with disabilities and older Canadians. In addition, Canada is producing fewer graduates proportionally with university degrees in high-demand fields such as science, mathematics and engineering than in many other OECD countries. Canada is also lagging behind other OECD countries in developing business skills.⁶

3 Statistics Canada, Population Projections for Canada, Provinces and Territories, 2009 to 2036, medium growth scenario (M1), Statistics Canada Catalogue No. 91-520-X, Ottawa, 2010.

4 Department of Finance, Canada, The State of the Canadian Labour Market, Ottawa, 2014. .

5 Lapointe, M, Dunn, K, Tremblay-Coté, N, Bergeron, LP, and Ignaczak, L Looking-Ahead: A 10-Year Outlook for the Canadian Labour Market (2006-2015), Human Resources and Social Development Canada, 2006

6 Ibid

There is uncertainty about economic growth in Western Canada. How will the current economic situation in the oil patch affect demand for labour and skilled trades across Canada, including Quebec?

Despite specific ups and downs, the overall labour market picture in Canada is looking reasonably good, with specific concerns being raised in identifiable sectors of the economy and with regard to the development of targeted skills and expertise. The future suggests a relatively positive picture for new highly educated labour market entrants – including immigrants.⁷ The picture is less rosy for addressing and resolving persistent structural labour force issues identified in the last few years.



A Quick Look at General Economic and Labour Market/Force Considerations in Quebec

Over the next two years, employment growth in Canada will be moderate but slightly higher than that expected for Québec. The number of jobs in Quebec should increase on average by 0.7% per year (2012-2016). This is a much slower rate than in the last ten years, i.e. 1.4% annually.⁸ Between 2014 and 2021, it is expected that 1.4 million jobs will become available in Quebec. 20% (264,000) of these jobs will be a result of economic development and 80% (1.1 million) will be retirement replacement jobs.⁹

Opportunities to enter, return to, or move within Quebec's labour market are considered good over the next ten years. Quebec's youth (currently between 5 and 24 years of age) will occupy 56% of jobs becoming available in the next ten years. Immigration will provide 17%, ongoing labour market participation of those currently in the labour market will provide an additional 7%, and the unemployed will contribute 7%.¹⁰

An important factor that consistently affects the development of Quebec's labour force is the dependence of the provincial economy on external trade with the United States and Europe. Between 2013 and 2015, employment growth in Quebec will be influenced by slower than anticipated growth in the US and Europe, as well as slow growth in emerging economies.¹¹

A recent labour force survey indicates that employment growth in Quebec is quite neutral. Five economic regions have experienced employment declines in the last 12 months.

- Bas-Saint-Laurent (-9.7%);
- Saguenay-Lac-Saint-Jean (-4.2%);
- Estrie (-3.5%);
- Laurentides (-3.5%);
- Montérégie (-3.3%).

Five regions recorded stronger employment growth in the last 12 months.

- Mauricie (3.3%);
- Laval (6.9%);
- Abitibi-Témiscamingue (4.2%);
- Lanaudière (4.1%);
- Capitale-Nationale (4.1%).

7 See discussion of key labour market trends in Canada in Kustec, Stan, Citizenship and Immigration Canada, The Role of Migrant Labour Supply in The Canadian Labour Market, Ottawa, June 2012

8 Service Canada, Environmental Scan, Quebec Region, March 2013

9 Emploi Québec, Le marché du travail au Québec - Perspectives à long-terme 2012-2021, Québec, 2012

10 Ibid

11 Service Canada, Environmental Scan, Quebec Region, March 2013

Gaspésie-Îles-de-la-Madeleine has highest unemployment rate in the province (19.9%), followed by Bas-Saint-Laurent (13.8%) and Mauricie (10.7%). Conversely, the lowest unemployment rates are in the Chaudières-Appalaches (4.5%) and Capitale-Nationale (5.1%) regions.¹²



Balancing labour supply and demand in Quebec will not be easy. Not only will the province have to confront the economic risks resulting from fluctuating international trade, it is also faces a decrease in its domestic labour supply. In fact, demographics will increasingly be a major factor in determining Québec's growth potential.

The *Institut de la statistique du Québec* (ISQ) expects that natural growth in Québec will become negative by 2029. It is estimated that the active population (population aged 15 years and older) will become negative around 2015-2016. The decrease in the

active population will initially be weak but will progressively grow over the years. This means that Québec could experience increasing difficulties to meet needs related to both worker replacement and economic growth.¹³

A more comprehensive LFDS will need to carefully factor these trends and their implications into its major thrusts.

Federal and Provincial Labour Market – Labour Force Development Infrastructure

At the federal level, labour market and social policy is the primary responsibility of Employment and Social Development Canada (ESDC). The Department promotes the development of a skilled, adaptable, and inclusive Canadian workforce. In terms of activation policies¹⁴, the federal government negotiates bilateral Labour Market Development Agreements (LMDAs) and Labour Market Agreements (LMAs) with each province and territory.

In Quebec, *l'Agence de développement économique du Canada* (DEC) (a member of the Industry Canada portfolio) promotes economic development via three major programs:

- The Quebec Economic Development Programme which supports entrepreneurship, business performance, regional mobilisation and investment;
- The Community Futures Programme which supports local economic development and strengthens the ability of local communities to achieve their full potential in a sustainable way;
- Infrastructure programmes which help to achieve a stronger economy, a cleaner environment, and more prosperous - safer communities.

In Québec, the province is divided into 17 administrative regions. These regions provide the administrative framework for designing and delivering the Government of Quebec's economic and labour force development policies and programs. Historically, each region has had a *Conférence régionale des élus* which served as a consultative and regional planning body composed of key stakeholders. In 2014, the Provincial government announced changes to this structure that had been seen as the Government's chief liaison in matters of regional development as each conférence régionale developed a local economic and labour force development action plan for their region, i.e. *un plan local d'action pour l'économie et l'emploi*. In future, these responsibilities will fall unto the municipalities.

¹² Service Canada, Labour Market Bulletin, March 2014

¹³ As quoted in Service Canada, Environmental Scan, Quebec Region, March 2013

¹⁴ Activation policies seek to improve economic self-reliance and societal integration, instead of joblessness and benefit receipt.

Another important actor in Quebec is Emploi-Québec. This government agency was created in 1998 following the establishment of the first Labour Market Development Agreement between the federal government and the province. Emploi Québec works to promote employment and workforce development, as well as fight unemployment, social exclusion and poverty. It operates 150 *centres locaux d'emploi*. It has 17 regional directorates, which plan and co-ordinate the employment services delivered by the local employment centres in their respective administrative regions. It also collaborates with 400 community resources and 110 Youth Employment Centres (CJEs).

Finally, in terms of critical infrastructure in Québec, La *Commission des partenaires du marché du travail* is a consultative body at the provincial level that brings together business, labour, education, community organisations and specific departments that deal with economic or social issues. Members seek to improve the effectiveness of public employment services and foster labour force skills development.

English-Speaking Labour Force in Quebec

The following section touches upon some of the basic data related to the English-speaking labour force in Quebec. Information on this subject is spotty and disjointed. This situation will be the focus of one of the major recommendation contained in this paper.



Some Initial Facts

Statistics Canada notes that there is no established definition of English-speakers in Quebec.¹⁵ The number of English-speakers varies depending upon how the population is defined (mother tongue, home language, first official language spoken, etc.). The population can vary between 1,427,855 (if measured by home languages) and 599,225 (if measured by sole home language). The Government of Canada regularly uses First Official Language

Spoken (FOLS) to measure the population of English-speakers in Quebec. The use of FOLS results in an estimated Official Language Minority population of 1,058,250 (2011) which represents 13.5 % of the overall population of Quebec.¹⁶

Between 2001 and 2011, most of Québec's administrative regions witnessed a growth in English-speakers. Four regions grew by about 50% in this period (Chaudière Appalaches, Laval, Lanaudière, Nord du Québec). In 2011 there were 611,004 English-speakers in Montreal, comprising 32.8% of the population. Between 1996 and 2011, the number of English-speakers in Montreal grew by 50,192 which represents a net gain of 8.9%.

Historically, the English-speaking communities of Quebec were distinguished by their high levels of educational attainment. The 2006 provincial statistics show that this educational advantage among English speakers is disappearing and is now largely the result of high levels of educational attainment within the older demographic group. Today, younger English speakers are not achieving the same high level of educational accreditation as their predecessors. Across Quebec, there were 373,040 English speakers (age 15+) with a high school diploma

15 Statistics Canada, Portrait of Official-Language Minorities in Canada: Anglophones in Quebec, Catalogue No. 89-642-X – No. 002, Ottawa, 2010.

16 Department of Canadian Heritage, Demographic Evolution of Official language Minority Communities Administration Regions, Québec, 1996-2011.

or less as their highest level of educational accreditation. This group accounted for 44.7% of this segment of the English-speaking population.¹⁷

Generally, the unemployment rate of English-speakers does not differ substantially from the French-speaking population (8.7% and 8.4 % respectively in 2012).¹⁸ The literature makes the same observation regarding the employment rate.

There are, however, some specific labour force concerns related to English-speakers. In terms of income and labour force activity, low-income and high unemployment are increasingly evident among Quebec's English-speaking communities across all regions of the province. According to the 2006 Census, 218,835 English-speakers were living below the low income cut-off (LICO), which represented 22% of the total English-speaking population of the province. In relative terms, English-speakers were 38% more likely to be living below LICO than the French-speaking majority population. In Montreal, 172,690 or 26% of English speakers lived below LICO, which is higher than the provincial rate.¹⁹

There were 230,365 English speakers, aged 15 and over (27.6% of the total English-speaking population) with an annual individual income of under \$10,000. In relative terms, English speakers were 18% more likely than French speakers to be in this income bracket.



According to the 2006 Census, 47,645 English-speakers (age 15+) or 8.8% of the total English-speaking population were unemployed. Compared to the French-speaking population, English speakers were 33% more likely to be unemployed.²⁰ In 2006, 29.5% of English language youth aged 15-24 residing in Montreal were living below the low income cut off compared to 22.7% of the majority youth of the same age.²¹ 25.95% were living below LICO compared to 18.6% of French-speakers (same age).

The socio-economic profile of English-speaking “leavers and stayers” suggests that the upwardly mobile young and well-educated are seeking economic opportunities elsewhere. Data suggests that those who left the province tend to perform very well in the labour market outside Quebec - lower unemployment rates than other Canadians and higher tendencies to be in the high income bracket. This loss of human capital within the minority language population is worrisome. In addition, the traditional perception that English-speaking Quebecers earn more than their French-speaking counterparts is no longer true for virtually every region and municipality in Québec.²²

The LFDS will need to be able to focus on addressing some of the observations.

17 Community Health and Social Services Network, Improving Access to Health and Social Services for Quebec's English-speaking Population, 2013

18 Statistics Canada, The Situation of Official Language Minorities in the Labour Market, 2012

19 Community Health and Social Services Network, Improving Access to Health and Social Services for Quebec's English-speaking Population, 2013

20 Ibid

21 Community Health and Social Services Network, Building Youth Resiliency and Community Vitality within Montreal's English Language Population - The YES Experience with Youth seeking to Improve their Work Situation , 2013

22 Jedwab, Jack, Busting the Myth that Quebec Anglophones Earn More than Francophones, 2010

Labour Market Participation

Compared to their French-speaking counterparts, English-speakers have:

- A strong presence in the following sectors²³: a) management of companies & enterprises (800 persons), b) wholesale trade (33,010), c) professional, scientific & technical services (41,200), d) information & cultural industries (14,935), e) real estate, rental & leasing (9,340), f) administrative & support-waste management & remediation services (21,065).



- A moderate presence in the following sectors: a) transportation & warehousing (24,670), b) educational services (37,940), c) finance & insurance (20,410), d) accommodation & food services (34,265), e) manufacturing (64,235), f) arts, entertainment & recreation (9,965).

- A weak presence in the following sectors: a) other services (except public administration) (21,975), b) retail trade (46,610), c) health care & social assistance (41,850), d) construction (16,675), e) public administration (16,385), f) mining, & oil & gas extraction (950).

In general, English-speakers are overrepresented in certain employment sectors including a) finance, b) insurance, c) real estate d) leasing e) accommodation and food services and f) professional, scientific and technical services. They are underrepresented in public administration (7%) and construction (5%).

Opportunities and Barriers to Labour Market Participation

The increasing bilingualism of the English-speaking labour force is a fundamental asset to build upon. Data shows that the rate of bilingualism among English-speakers rose from 37% in 1971 to 67% in 2001. It continues to rise, especially among young English-speakers (15-24 years), where the rate is currently more than 80%.²⁴

The Conference Board of Canada has indicated that both theory and empirical evidence suggest that trade leads to prosperity. Countries that share a common language trade more with each other. It follows then that being bilingual will help to boost trade among a larger variety of countries, thereby contributing to greater prosperity. Knowledge of more than one language helps to increase the number of potential trade partners.²⁵

A recent stakeholder survey²⁶ related to English-speaking mature workers indicates that rising levels of bilingualism are not equally distributed across all groups. The survey states that among the many critical factors affecting this group's capacity to find employment, the most important is a lack of French language skills. Other factors identified included: a) unrealistic salary expectations; b) lack of technological (mostly computer) skills; c) resistance to change, and; d) unwillingness to work long hours or overtime.

Language skills and proficiency have been and continue to be important factors that must be considered in fashioning an LFDS for Quebec's English-speakers, especially some identifiable sub-groups.

23 Carleton Centre for Community Innovation, *Where do Anglos Work?*, 2010

25 Conference Board of Canada, *Canada, Bilingualism and Trade*, 2013

26 CEDEC, *Employment Practices and the Employability of the Hidden Talent Pool*, 2012

Supporting Effective Dialogue About Labour Force Development

A PRIMER ON COMMON FRAMES OF REFERENCE AND VOCABULARY

The development of a formal, more comprehensive and effective LFDS will require the effective engagement of a wide variety of public, private, not-for-profit, and community sector interests and resources. Building shared frames of reference enhances the possibility of meaningful dialogue among all of these actors. The following section of this concept paper provides a short *Primer* on key labour force/market concepts and terms. It is intended to facilitate effective dialogue in building the LFDS.

Key Concepts Related to a Labour Force Development Strategy (LFDS)²⁷



Labour is the aggregate of human physical and mental effort used in the creation of goods and services.²⁸ Labour is the most highly valued production input in the world. This is especially true in a knowledge-based economy driven by the highly educated knowledge workers.

The labour market is the environment/forum where employers and employees meet to satisfy job requirements within the economy or marketplace. The labour market denotes the interaction between the supply (number of persons available for work) and the demand (number of jobs available), and the wage rate²⁹. In Canada, labour-markets are defined nationally, provincially/territorially, regionally, locally, by industry, and by occupation. Labour market demand and labour force growth/decline create the essential dynamics of any labour market. The nature of the dynamics in any particular labour market can result in high levels of employment, underemployment or unemployment.

Labour market analysis is the capacity to analyze and answer critical labour market and labour force questions:

- Which labour markets are growing and which ones are decreasing?
- How do specific labour markets function?
- What are the specific dynamics of the labour market that a specific population group participates in?
- What does labour force currently look like – demographics?
- What are labour market/force trends? – What is the alignment between the two?
- What is current labour force demand - What is projected labour force demand?

Labour demand refers to the number of hours of hiring that an employer is willing to do based on various external variables (example: wage rate, unit cost of capital, market-determined selling price, etc.).

Labour supply refers to the total number of hours that labour is willing and able to supply at a given wage rate.

²⁷ A good reference for many of the terms included in this Section is Statistics Canada, Glossary, <http://www.statcan.gc.ca/pub/81-004-x/2012001/gloss-eng.htm>, accessed on September 4, 2014.

²⁸ Business Dictionary, <http://www.businessdictionary.com/definition/labor.html> accessed September 4, 2014

²⁹ Historica Canada, Labour Market, <http://www.thecanadianencyclopedia.ca/en/article/labour-market>, accessed September 2, 2014, <http://www.esdc.gc.ca/eng/jobs/lmi/index.shtml>, accessed September 6, 2014



Labour market information (LMI) is a critical notion in the development and implementation of an effective LMDS. It is the foundation for matching employment opportunities with currently available and projected man power. LMI can be broadly defined as the information needed by individuals and organizations to make informed decisions about the labour market. In narrower terms, LMI is synonymous with data about the supply of and demand for labour within a certain labour market. As mentioned, LMI may be thought of as the “grease” that allows the “wheels” of the labour market to operate efficiently and effectively. In order for individuals to respond in a timely fashion to market signals such as wage changes and job opportunities, a certain threshold of knowledge is required.

The creation and dissemination of accurate LMI performs the critical task of creating informed labour market participants. LMI addresses questions such as:

- What are the highest paying occupations?
- What geographic regions have the brightest employment prospects?
- How are different segments of the population faring in the labour market?
- What jobs are employers having difficulty filling?
- What types of training and education do employers require of prospective employees?
- At what age does the typical worker retire?
- What occupations are projected to grow the fastest?³⁰

Labour mobility refers to the freedom of workers to practice their occupation wherever opportunities exist in Canada. Every year, approximately 200,000 Canadians relocate to a different province or territory and look for work.³¹

The labour force means individuals 15 years of age and over who are employed or unemployed (i.e. without work, available for work, actively seeking work). Together, the employed and unemployed constitute Canada’s labour force.³²

Labour shortage is defined as an insufficient number of workers available to meet the number of available jobs (assuming the presence of some frictional and structural unemployment), independent of skill requirements).

Employment refers to persons who did any work at all at a job or business, that is, paid work in the context of an employer-employee relationship, or self-employment.

Employment growth refers to additional employment positions that did not exist in the previous year.

The employment rate refers to the number of employed persons expressed as a percentage of the population 15 years of age and over. The employment rate for a particular group (age, sex, marital status, province, etc.) is the number employed in that group expressed as a percentage of the population for that group (example: the employment rate of the English-speaking individuals in Quebec).

An employee is a person who is hired by an employer to perform work or supply services for compensation such as wages or salary.

30 Government of Ontario, Ministry of Training, Colleges and Universities, Guide to Using labour market Information in Ontario, Toronto, 2005

31 Employment and Social Development Canada, labour market Information,

32 Statistics Canada, <http://www.statcan.gc.ca/pub/81-004-x/def/4153361-eng.htm>, accessed September 2, 2014

An employer is a person or company that is responsible for hiring an employee. The employer has the responsibility to assign the work to be performed by the employee as well as the collection and deduction of applicable taxes and benefits from the employees' pay.

Essential skills are those skills that people need to effectively participate in a labour market. They include reading text, document use, numeracy, writing, oral communication, thinking, working with others, computer use and continuous learning.

An occupation refers to a person's main job or business done to earn a living. In Canada, there are two types of occupations, regulated and non-regulated occupations. The National Occupational Classification (NOC) classifies over two million job titles in Canada's labour market.³³

Skills mismatch refers to an insufficient number of workers with the needed skills available to satisfy the number of available jobs. It should be noted that some skills mismatch will always exist due to, for example, technological change rendering some skills obsolete.

Unemployment is when an individual is available for work, but is currently without work.

Under-employment refers to a measure of employment and labor utilization in the economy. It measures how well the labor force is being utilized in terms of skills, experience and availability to work.



Workforce development and planning refers to the strategic coordination of policies, planning and activities which shape the development of a specific workforce in a particular economy, region, industry, etc. **Labour force planning** ensures an adequate supply of suitably trained, qualified, skilled, experienced, adaptable and competent personnel who meet the labour force demands/needs of an identified economy. It facilitates the ability of an economy to meet its growth potential and remain competitive in a context of global markets. Labour force planning and development must be conceptualized within the broader

economic, political, social and cultural dynamics that can enhance or hamper the creation and implementation of labour force development strategies. Labour force planning and development is strongly influenced by population policy, migration, health and retirement policies, as well as industrial and human resource policies.

Key Considerations Related to a Labour Force Development Strategies (LFDS)

Labour market development strategies (LMDS) are active initiatives that fall within and/or relate to a broader category of employment development and sustainability policies which include economic development, industrial development, regional economic development, man power training and development, etc.

They are specifically related to Active Labour Market Policies (ALMPs) which seek to:

- Create employment;
- Help job seekers match up with employment opportunities;
- Invest in human resources development;
- Improve working conditions;
- Encourage labour force mobility;
- Forecast future labour force requirements by jurisdiction, sub-jurisdiction, industry, occupation, etc.³⁴

33 Employment and Social Development Canada,, national Occupational Classification, <http://www.esdc.gc.ca/eng/jobs/lmi/noc/index.shtml>, accessed September 4, 2014

34 OECD, Better Policies for Better Lives- The OECD at 50 and Beyond, Paris, 2011

Labour force development strategies (LFDS) aim at stimulating labour force participation in specific jurisdictions, regions, communities, sub-population groups, etc. and overcoming barriers that might prevent such participation. LFDS help individuals move into, out of, and within labour markets.

The literature indicates that successful labour market development strategies focus on:

- Information exchange about labour market demand and labour market supply;
- Job matching;
- Adjusting supply through education, skills training and professional development;
- Stimulating labour market demand.³⁵

The literature also indicates that producing desired labour force development outcomes can be improved by striking a better balance between the centralization and decentralization of labour force development services. A more balanced approach increases the chances of successful implementation³⁶. OECD studies echo this point of view. They emphasize, for example, that local strategies boost skills and job creation. In fact, place-sensitive labour force development strategies enable local communities to play a lead role in promoting skills, quality job creation, and economic development.³⁷

In addition, labour market development strategies at the regional and local levels allow for identifying and addressing regional/local labour market and labour force development challenges, problems and barriers which might otherwise be missed if operating in a purely centralized labour force development model. Regional and local programming provides for flexibility and the opportunity to adjust more strategic initiatives to regional/local needs and realities. The ability to address local labour market dynamics by adjusting labour market development strategies enhances labour market efficiency.³⁸

The bottom line is that effective labour force development strategies need a good balance between strong central coordination to achieve overall results and appropriate decentralisation to permit and facilitate the adaptation of strategic goals to regional and local realities.³⁹



Successful labour market/force development strategies require the participation of many different actors across employment, training, economic development, and social welfare portfolios. At a minimum, the labour force development efforts of all of relevant actors working on behalf of a specific population group need to be known. This facilitates information and experience exchange, improves ongoing communication and dialogue, and supports the initiation of partnership development. In an optimal manner, improved coordination and structured collaboration assist in helping multiple actors in being more analytical, strategic, targeted and coherent in their collective labour force development efforts. Coordination and collaboration enable the leveraging of expertise, services and resources. They optimize impact on targeted population groups, avoid duplication, and enhance the affordability of a more comprehensive continuum of labour force development services.

35 Martin, J.P. (2000). What works among Active Labour Market Policies: Evidence from OECD countries' experiences, OECD Economic Studies, No. 30, 2000/1.

36 Lundin, M. & Skedinger, P. (2000). Decentralisation of active labour market policy: The case of Swedish local employment service committees. Working Paper Series 2000:6. IFAU - Institute for Labour Market Policy Evaluation

37 OECD, Employment and Skills Strategies in Canada, 2014

38 Giguère, S. (2005). Local employment development, decentralization, governance and the role of government. In S. Giguère & Y. Higuchi (Eds.), Local Governance for Promoting Employment: Comparing the Performance of Japan and Seven Countries (Chapter 3). Japan Institute for Labour Policy and Training.

39 OECD (2003), Managing Decentralisation. A New Role for Labour Market Policy, OECD Publishing, Paris.

Towards the Development of a More Comprehensive Labour Force Development Strategy (LFDS) to Support English-Speakers in Quebec

Rationale



The demographic, economic, labour market and labour force trends identified in this paper will impact Quebec's English-speakers as much as the broader Québec population. These trends represent both opportunities for greater labour force participation by English-speakers in Quebec, as well as certain obstacles to the same. English-speakers must strengthen their analytical, information sharing, and collaborative partnership efforts if they are to take optimal advantage of the opportunities that these trends will provide, while mitigating some of the negative impacts that they could produce.

As members of Québec's labour force, English-speakers have specific strengths, assets, needs and vulnerabilities. A more comprehensive and forward-looking LFDS should consider focussing on:

- Improving labour force analytics about English-speakers in relation to Quebec's economic and labour market development strategies;
- Facilitating entry level transition into Quebec's labour market;
 - Retaining better educated youth;
 - Addressing the employment prospects of the less educated, less mobile, more impoverished components of the English-speaking labour force.
- Improving the creation and/or distribution of labour market information (LMI) among English-speakers and their community institutions and groups;
- Strengthening the matching of employment opportunities with potential workers;
 - Continue to address the needs of mature workers and manage the employment expectations of this group.

The development of a more comprehensive Labour Force Development Strategy (LFDS) is a tangible and attractive way for English-speakers and their community organizations and institutions to work together in common cause. It represents an important opportunity to support broader efforts to enhance the province's economic development and prosperity. It offers the possibility to reinforce and expand working relationships with a multitude of public, private and not-for-profit sector actors from across Quebec. In this regard, it is important to emphasize that labour market development in Quebec is primarily a matter of provincial jurisdiction. Labour force development planning and service delivery for English-speakers must be formulated from this perspective.

Challenges

The first challenge in developing a more comprehensive LFDS is the establishment of a solid analytical function capable of undertaking labour force information and data gathering, analysis, forecasting and modelling, and the development of prospective matching scenarios between emerging employment opportunities and the future labour supply of English-speakers.

Such an analytical capacity will enable CEDEC, its partners and its stakeholders to:

- Better understand the labour force development situation of English-speakers in Quebec (at the provincial, regional, local, industry and occupational levels):
 - More effectively communicate and convey the strengths, needs and vulnerabilities of this component of Quebec's labour force.
- Plan more accurately to improve labour force participation for English-speakers in Quebec over the next 10 to 15 years;
 - Identify the matching potential and gaps between the current and projected labour force situation of English-speakers in Quebec and emerging employment opportunities in the Quebec labour market resulting from the replacement and economic development drivers in the province;
 - Better target labour force development initiatives and interventions, making the best investments in labour force development strategies with limited resources.
- Enhance the continuum of labour force development services and products that respond to the various needs of English-speakers and support them in their labour force participation efforts:
 - Identify the continuum of current labour force development services and supports;
 - Identify any gaps/weaknesses in the labour force development service continuum;
 - Identify current and possible roles and responsibilities of different actors along a more comprehensive labour force development service continuum.
- Identify areas requiring enhanced collaboration, cooperation, and partnership among labour force development actors and provide recommendations on how best to proceed to effectively engage and mobilize stakeholders and partners;
 - Assist in improving the labour force development infrastructure for the English-speaking labour force in Quebec.
- Establish labour force participation baselines and continuously monitor and report on the performance of selected labour force development strategies and initiatives;
 - Demonstrate the impact of the LFDS by comparing future labour force participation situations to established participation baselines.



A second challenge in developing a more comprehensive LFDS will be the need to keep partners and stakeholders focussed on achieving specific economic and labour force development participation targets, while linking the LFDS to broader community and social development initiatives. Staying focussed on the objectives and desired results of the LFDS will help to produce tangible impacts that make a real difference in the labour force participation situation of English-speakers.

A third challenge will be scoping the key elements of the labour force development strategy, i.e. being clear about objectives, desired results, constraints, assumptions, specific initiatives, resource requirements, etc. It will require a rigorous alignment of strategies, objectives, results and enablers with financial resource requirements. A key enabler that will be required is expanded collaboration with the Quebec Government.

A fourth challenge is related to engaging and rallying support across the English-speaking communities, institutions and groups for a broader and more comprehensive LFDS. An updated LFDS will require active and ongoing stakeholder and partner support and participation to be successful. In practical terms, this means creating and sustaining a broad network of public, private, not-for-profit, community and research/academic interests that agree to actively work together to support a more comprehensive LFDS.

Key Components of Labour Force Development Strategy for Quebec's English-speakers

The following section of this concept paper suggests some key components that could be included in a more comprehensive LFDS.



Suggested CEDEC Policy Statement for LFDS

A policy statement should set out CEDEC's intentions regarding the development and implementation of a more comprehensive LFDS. It should express what CEDEC wants to influence and accomplish. The policy statement should focus on what needs to be done, as opposed to how it will be done.

Suggested LFDS policy statement:

CEDEC is committed to creating an environment that actively supports the successful matching of Quebec's English-speaking labour force with current and prospective employment opportunities in the province's labour market. It is committed to engaging and working with a wide variety of political, public, private, not-for-profit, and community sector stakeholders to coordinate and continuously improve the labour force participation of English-speakers in the province. The ultimate outcome of its labour force development work is to harness the valuable contribution that English-speakers can make to Quebec's ongoing economic development and prosperity.

Suggested Guiding Principles for the LFDS

Guiding principles are the accepted rules or standards that will support the development and continual improvement of a more comprehensive LFDS. They are specifically crafted to inform and guide ongoing decision-making under the LFDS.

Suggested LFDS guiding principles:

GP 1

Evidence-based and state-of-the-art analytics are used to plan and sustain the LFDS.

GP 2

A broad network of political, public, private, academic/educational, skills development and training, and community sector interests across Quebec actively collaborate to inform and support the development and implementation of a more comprehensive, forward-looking LFDS.

GP 3

Provincial, regional, community-focussed, industry/company-specific, and occupational labour force development considerations, opportunities and challenges are balanced in the design and implementation of the LFDS.

GP 4

The LFDS is based upon providing English-speakers with access to a comprehensive continuum of labour force development services, products and supports. In this regard, current labour force development programs, efforts and resources are creatively integrated, coordinated and leveraged within the LFDS.

GP 5

Sustainable, long-term and adequate funding is a *sine qua non* condition for developing and implementing a more comprehensive, forward-looking LFDS.

GP 7

Extended and consistent collaboration with the Government of Quebec is essential to successful LFDS development and implementation.

Suggested Goals of the LFDS

Goals express the purpose toward which a strategy is directed.

Suggested LFDS goals:

- Foster labour market awareness among English-speakers to assist them in making better educational, skills training, and employment choices related to participating in Quebec's labour market.
- Increase the opportunities for English-speakers to make successful transitions into and within different labour markets in Quebec.
- Provide English-speakers with a comprehensive and coordinated continuum of labour market development services, products and supports.
- Enhance collaboration and coordination among a broad network of interests to develop, implement and measure the effectiveness of a more comprehensive LFDS.

Suggested Results of LFDS

Results (outcomes) are external consequences (impacts) attributed in whole or in part to an organization, policy, program, strategy or initiative.

Suggested LFDS results aligned with identified objectives:

- Greater awareness among English-speakers of Quebec's labour market characteristics, trends and opportunities, as well as specific labour market opportunities that English-speakers can take advantage of.
- Greater alignment between the labour requirements and demands of Quebec's labour market (provincially and regionally) and the supply of Quebec's English-speaking human resources.
- Increased participation of English-speakers in Quebec's labour market.
- Higher levels of employment within Quebec's English-speaking population, both generally and in terms of specific sub-population groups targeted by the LFDS.
- Active collaboration within a broad network of political, public, private, academic and training institutions and programs, and community interests to develop, implement, monitor and continuously improve an LFDS.

Suggested Strategies

Strategies are the main orientations/directions that an organization or network will undertake to pursue its goals and generate its desired outcomes in a specific environment (example: Quebec's economy and labour market). Strategies help to pursue priorities and configure resources and actions to achieve these.

Suggested LFDS Strategies:

STRATEGY 1: PULL THE DATA TOGETHER AND ANALYZE THE EVIDENCE.

- Focus on consolidating and growing a robust evidence base on Québec's English-speaking labour force:⁴⁰
 - Determine the labour market and labour force information and data required to support and sustain a more comprehensive and forward-looking LFDS and action plan over the next five years;
 - Consolidate, acquire and pool labour market and labour force information and data from multiple partner and stakeholder sources.
- Develop a robust analytics capacity, including labour force analysis, forecasting, and modelling;
 - Quantify, qualify, map, analyze, compare and measure the socio-demographic, economic, educational, and skills development characteristics, trends and challenges related to Quebec's English-speaking labour force (from provincial, regional, local, industry and occupational perspectives);
- Identify and profile disadvantaged sub-populations and groups within the English-speaking population of Quebec.
 - Link broader provincial labour market and labour force trends, characteristics and challenges to the data related to the development of the English-speaking labour force;
 - Identify key labour force development research questions related to English-speakers and pursue the necessary knowledge development activities to answer them;
 - Measure the relevance, utility, quality, and delivery of the labour force information that is produced and disseminated to Quebec's English-speakers on an ongoing basis;
 - Create a network of internal/external labour force experts who can provide research and data development support;
 - Support the development of evidence-based labour force development strategies and initiatives;
 - Support the performance management, continuous improvement and evaluation of the LFDS.

Strategy 2 DEVELOP A CONTINUUM OF LABOUR FORCE DEVELOPMENT SERVICES, PRODUCTS, AND SUPPORTS THAT CAN PROVIDE THE FRAMEWORK FOR AN INTEGRATED, NETWORK APPROACH TO LABOUR FORCE DEVELOPMENT.

Range the continuum across a) data collection and analyses, b) insight development, c) labour market information (LMI) creation and dissemination, d) entry and reintegration into labour markets, as well as exits from these markets, e) provision of support services to various target groups, f) impact analyses, and g) continuous LFDS improvement.

40 For a more fulsome discussion of developing relevant labour force information, see Vincent, A and Voyer, JP, Improving Labour Market Information to Help Canadians Make Better-Informed Decisions, Social Research and Demonstration Corporation, 2007.

STRATEGY 3: BUILD A LABOUR FORCE DEVELOPMENT NETWORK TO SERVE ENGLISH-SPEAKERS ACCORDING TO THE LABOUR FORCE DEVELOPMENT CONTINUUM.

- Identify network members - build a network support structure;
 - Engage network members in validating the initial LFDS;
 - Mandate the network to strengthen the ongoing development implementation, monitoring and continual improvement of a sustainable LFDS;
 - Use the network to secure political, public, private, and community stakeholder.
- Identify and communicate the labour force development roles and responsibilities of different network members – use the labour force development continuum as a basic frame of reference.
- Examples:
 - CEDEC focusses on coordination of LFDS;
 - Public sector focusses on providing adapted services that improve matching between the English-speakers and employment opportunities in Québec;
 - Educational and academic intuitions focus on disseminating labour force information and developing specific competencies that will enhance participation in Quebec’s labour market;
 - Community resources focus on identifying specific employment opportunities in their communities and support labour market retraining, reintegration and mobility;
 - Etc.
- Inform and educate network members about the labour force situation in Quebec’s English-speaking communities.

STRATEGY 4: FOCUS ON INTEGRATED AND COORDINATED ACTION.

- Take an integrated and life-long learning approach to labour force development - concentrate on key labour force transitions:
 - From formal education to first, full-time entry into the labour force;
 - From unemployment to reintegration into the labour force;
 - From under-employment to greater employment in the labour force;
 - From less well-paying employment in the labour force to better paying employment;
 - From active labour force participation to reduced participation or exiting the labour market.
- In all of these key life-long labour force transitions concentrate on;
 - Promoting labour market opportunities in Quebec to English-speakers in a targeted manner;
- Matching English-speakers with concrete labour market opportunities.
 - Strengthening the alignment between forecasted labour market demand in Québec and forecasted supply from Quebec’s English-speaking labour force (provincially, regionally, locally, by industry and by occupation);
 - Education, professional development, training and retraining.
- Develop an LFDS network approach that centralizes analytics and strategy development and coordination and decentralizes labour market information dissemination and service provision.

Finally, recognize that there is no one solution that will ensure optimal labour force participation via the matching of labour market demand with labour force supply. Encourage and facilitate the emergence of various, complementary and innovative initiatives.

Implications of LFDS for CEDEC

CEDEC should position itself as the principal intermediary organization supporting a broad network of stakeholders and partners that plan and coordinate a more comprehensive labour force development strategy to serve English-speakers. This positioning builds on CEDEC's current knowledge, networks, expertise, and experience. CEDEC will need to provide the leadership and support to secure adequate funding before going too far with the development of the LFDS. It should build a robust business case and commit the LFDS to ongoing evaluation and results reporting.



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CEDEC

Mission

A volunteer-driven organization, CEDEC sparks economic innovation in building forward-looking, prosperous and confident communities across Quebec through sharing expertise, knowledge and building partnerships.

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