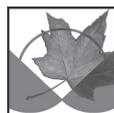


# Great Expectations

Opportunities and Challenges for Young  
Workers in Newfoundland and Labrador

Deatra Walsh, with Mary-Dan Johnston and Christine Saulnier





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# Executive Summary

IN NEWFOUNDLAND AND Labrador's current economic climate, both employers and potential workers are concerned about prospects for youth employment. While the province's economic performance has been steadily improving over the past several years, youth unemployment and subsequent outmigration remains a significant issue. This report draws on the experience and insights of youth and employers, and serves as a check-in on the extensive research previously undertaken to develop a *Youth Retention and Attraction Strategy* for the province. It identifies clear tensions between the needs and expectations of young workers and employers' ability to create opportunities and working environments to deal with such challenges.

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## Key Findings

### Accessing the Labour Market

- **Student debt loads make it difficult for young people to accept low-wage, precarious work.** Minimum wage, service-sector positions offer neither the financial rewards required to pay off student loans or the degree of job-satisfaction that young people, especially those with post-secondary education, expect. The absence of available stable, well-paid, full-time work deters young people from staying in the province and starting families.

- **Young people struggle to navigate pathways between higher education and career development.** The financial pressure of debt plays a significant role in raising graduates' expectations of the type of work they feel they are prepared to take on. At the same time, most young people concede the probability of multiple careers over the course of their working life, and so are less willing to invest a great deal of time in working their way up the ladder in any given workplace. Career development support is also lacking — available guidance is not always relevant or accessible to young workers, who feel there is a lack of clarity about potential employment and training options and opportunities.
- **Gender plays a significant role in women's labour market participation.** Lack of available and affordable childcare makes it difficult for women with young dependents to work, and can be act as a deterrent to families considering having or adopting children. Additionally, many occupations are still highly gendered: many struggle in workplaces where women's contributions are devalued. While many employers make a concerted effort to be proactive when it comes to meeting the needs of women workers, much work remains to be done.

### Experience, Skills, and Training

- **Work-experience requirements are a significant barrier to youth labour force participation.** Many employers require that potential employees have 3–5 years experience in a similar context, which can effectively exclude workers under the age of 30 (given that many young people spend their late teens and early twenties pursuing post-secondary education and other further training).
- **There is a lack of clarity about the level, type, and amount of training that employers are responsible to provide to their employees.** In the current employment climate, many employers are hesitant to invest in training employees. The demand for increasingly flexible labour, the prominence of short-term contracts and ensuing high turnover rates make dedicating resources to training a risky decision, especially for smaller businesses and organizations. However, young people may be deterred from even applying for positions if they do not anticipate receiving adequate training.

- **Employers expect potential workers to have soft skills already developed.** Numeracy, literacy, public speaking, the ability to fill out forms, proper dress, and acceptable work ethic were all identified as areas where employer and employee expectations did not align.

## Organizational Challenges

- **Small businesses and third sector organizations find it difficult to cultivate employee loyalty.** In the context of competitive local and extra-local wages, ‘job-jumping’ is common. However, some employers have found that more flexible employment arrangements (especially those that support employees in their personal endeavours and long-term plans) have bolstered loyalty and created a better working culture.
- **Small business owners and management at smaller non-profit organizations spend more time working *in* the business than working *on* the business.** Smaller scale firms seldom invest in human resources personnel who can focus on addressing employee needs. Their preoccupation with the requirements of day-to-day operation can make it difficult for them to take full advantage of the various forms of available public assistance for their organization or their employees (for example, grants designed to increase employers’ capacity to train new workers). Additionally, smaller organizations are challenged to devote resources to ensure sustainability.
- **Policy and programs designed to improve employment outcomes for young people are patchy and confusing to navigate.** While there are a multitude of human resource development and training programs available through the province, information about eligibility and the content of the programs can be difficult to find.
- **While union coverage raises wages and offers protections from wage and gender discrimination, it can, in some cases, hinder the integration of younger workers.** Closed-shop approaches can make it difficult for young workers to benefit from unionized work environments, and some informal rules can exclude women in particular.

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## Recommendations

Youth in Newfoundland and Labrador face an uncertain future in terms of new and quality employment opportunities. They are more highly educated than ever before and many are without satisfactory employment whether commensurate with their training and in terms of the nature of the work and the compensation offered, especially considering debt load and cost of living. While the problem of youth attraction and retention in the Newfoundland and Labrador labour market is, in some ways, a case of mismatched expectations (from both sides of the equation), there are plenty of possible steps that can be taken to rectify the situation. While it is true that young workers' expectations of high wages and rapid advancement in work they find fulfilling may be unrealistic given the current economic climate, so too are employers' expectations that young workers will be ready and able to commit to positions with little security and minimal training, especially if pay is low and benefits are absent. The report findings highlight the complexity of this issue, but also point to critical pathways for addressing youth employment, attraction and retention in Newfoundland and Labrador effectively.

- ***The Newfoundland and Labrador government must reprioritize action on youth retention and attraction, which must include meaningful youth engagement.*** The 2009 Youth Retention and Attraction Strategy should be revisited and updated, so as to inform the development of policies and programs. A gender analysis and one that pays attention to the diversity of workers' needs should figure prominently in future strategies to address youth retention and attraction. The province can build on strategies focused on the provision of affordable childcare, and other family-friendly policies, programs and services, as well as on affordable housing, all of which help address quality of life and cost of living issues facing youth in NL.
- ***There needs to be more accurate and timely labour market information made available in the province and indeed, the country.*** This information is needed in order to dispel myths and panic about labour shortages and the jobs-skills mismatch, which would help both employers and employees make better-informed decisions.
- ***Government, employers, and unions can learn best practices from other jurisdictions, both past and present (see Appendix B).*** These best practices will help solidify strategies to ensure that young workers have opportunities to meaningfully contribute to the

future of the province and that the province can benefit from their contribution. The experiences shared in this research sketch a road-map, complete with signs that should be heeded, and ideas that might be considered.

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## 10 Ideas for Youth Attraction and Retention in Newfoundland and Labrador

**1. Progressively reduce and eventually eliminate all tuition fees** (including ancillary fees) for all students (both domestic and international) at public post-secondary institutions in Newfoundland and Labrador. At the same time, expand the current needs-based grants system until a full system of grants is restored.

**2. Continue to shrink journey person to apprentice ratios** and consider enabling young, skilled workers to transfer accreditation hours earned in other jurisdictions to their home province.

**3. Consult with youth about career planning programming for high school students.** Programming should be accessible and informative, while addressing the concerns of young people preparing either to enter post-secondary education, further training, or the workforce.

**4. Reconsider experience requirements for young workers:** investigate the institution of a debt-forgiveness program, based on matching employers to workers looking for entry-level positions.

**5. Institute provincial standards for levels of required job training,** and ensure that such standards are properly communicated and upheld.

**6. Integrate personal development training in the curriculum at the secondary level:** ensure that young people have the opportunity to build soft-skills in an environment that makes sense for them.

**7. Offer incentives to employers to pursue unconventional recruiting and retention strategies,** such as offering flexible long-term contracts with built-in leave for personal project development or further education.

**8. Simplify and streamline programs and policies designed to improve employment outcomes for young people** in order to improve uptake of these services.

**9. Formalize requirements around human resources practices in smaller organizations.** Encourage small-business owners and third-sector employers to share information and best-practices around recruitment and retention.

**10. Ensure that young people are made aware of their rights as workers, and improve access to information about labour rights in secondary schools.**

# Introduction

YOUTH EMPLOYMENT, UNDEREMPLOYMENT and unemployment are recurrent themes in public discourse, government policy and programming, and academic research. In 2012, the CBC aired a documentary on the growing problem of youth unemployment and underemployment in Canada. *Generation Jobless*<sup>1</sup> tracks the lives of several young people following their completion of post-secondary education and reveals experts' perspectives on high youth unemployment and underemployment in Canada. It explores reasons why so many young Canadians find themselves in the same position: highly educated, yet without adequate, satisfactory, or, in some cases, any employment commensurate to their training. These trends are concerning because a generation risks losing out on key skill acquisition and confidence-building activities early in life. Their lifetime earnings will likely be lower, and they will most likely experience more periods of joblessness. All this may delay significant life decisions such as when they have children. Serious and prolonged youth unemployment and underemployment have consequences for everyone. It affects productivity in general and government revenue to support social programs.<sup>2</sup>

This report addresses youth attraction and retention as it relates to employment in Newfoundland and Labrador (NL), a province that is “experiencing a period of unprecedented economic prosperity, and for the first time in over 60 years, population growth.”<sup>3</sup> One of the challenges is to ensure that this prosperity is shared.<sup>4</sup> While there is small population growth for the province, there is still a net outmigration of young workers, and stark

differences by region with net loss in rural areas,<sup>5</sup> suggesting that increased prosperity alone will not solve all of the problems in the province.

Youth attraction and retention concerns are underscored by a panic surrounding jobs-skills mismatches. This mismatch (defined as an insufficient number of available workers with the needed skills to satisfy the number of available jobs)<sup>6</sup> has emerged as a major concern in recent public debates. Contrary to what we have been led to believe, there is very little evidence of a jobs-skills mismatch in Canada or a labour shortage.<sup>7</sup> However, there is a jobs-skills mismatch that is resulting in the underemployment of youth. According to the Parliamentary Budget Officer's 2014 Labour Market assessment, "literacy skills are higher among younger age groups, on average, than are required by the jobs they engage in."<sup>8</sup> This report takes a closer look at some of the fundamentals in the labour market for youth and asks young workers what their perspectives are on the challenges and opportunities that exist for them in the province today. It also asks employers about their perspectives on young workers and the labour market. This report also serves as a check-in on what has happened in the five years since the Province's Youth Retention and Attraction Strategy launched and subsequently (in 2012) disappeared from the government agenda.<sup>9</sup> For the purposes of this report, the youth category is broad, and includes individuals aged 18 to 35,<sup>10</sup> although some statistical data presented are limited to the 15–24 group.

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## Report Outline

The first section of the report considers the status of youth in the Newfoundland and Labrador labour market and examines key supply and demand issues using statistical data. The remainder of this report relies upon qualitative data to consider the perceptions and experiences of youth and employers. The second section outlines the key themes that emerged from the qualitative data. The final section discusses both the quantitative and qualitative data findings in light of what is known about labour market trends in Canada and how they play out in NL. Based on this analysis, recommendations are presented to highlight some ways to improve youth retention and attraction.

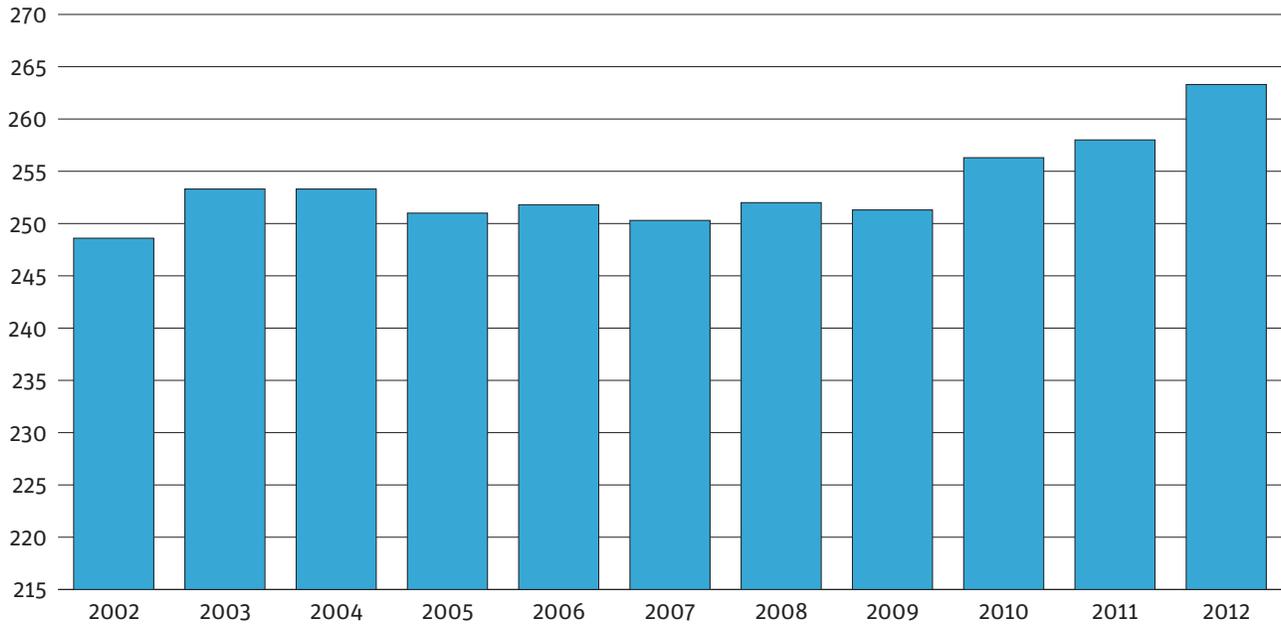
# Employment and Youth in Newfoundland and Labrador

THIS SECTION OF the report uses quantitative data to present an overview of supply and demand for youth in the Newfoundland and Labrador labour market in terms of participation, outmigration pressures, unemployment, and employment status (full-time).

The Newfoundland and Labrador labour force has been growing over the last decade (from 2002 to 2012). *Figure 1* shows that participation rates are increasing and have more than recovered since the 2008 recession. Rates have gone from 56.2% in 2009 to a historical high of 61.3% (looking at data back to 1976). In 2013, the participation rate was 59.4%.<sup>11</sup> The provincial economy has been on the upswing, due largely to natural resource extraction and oil and gas development in particular. This development, along with the construction required for it and the services associated with it, have meant increased employment in the province. The place of young workers within this growing economy and growing labour force is somewhat complex.

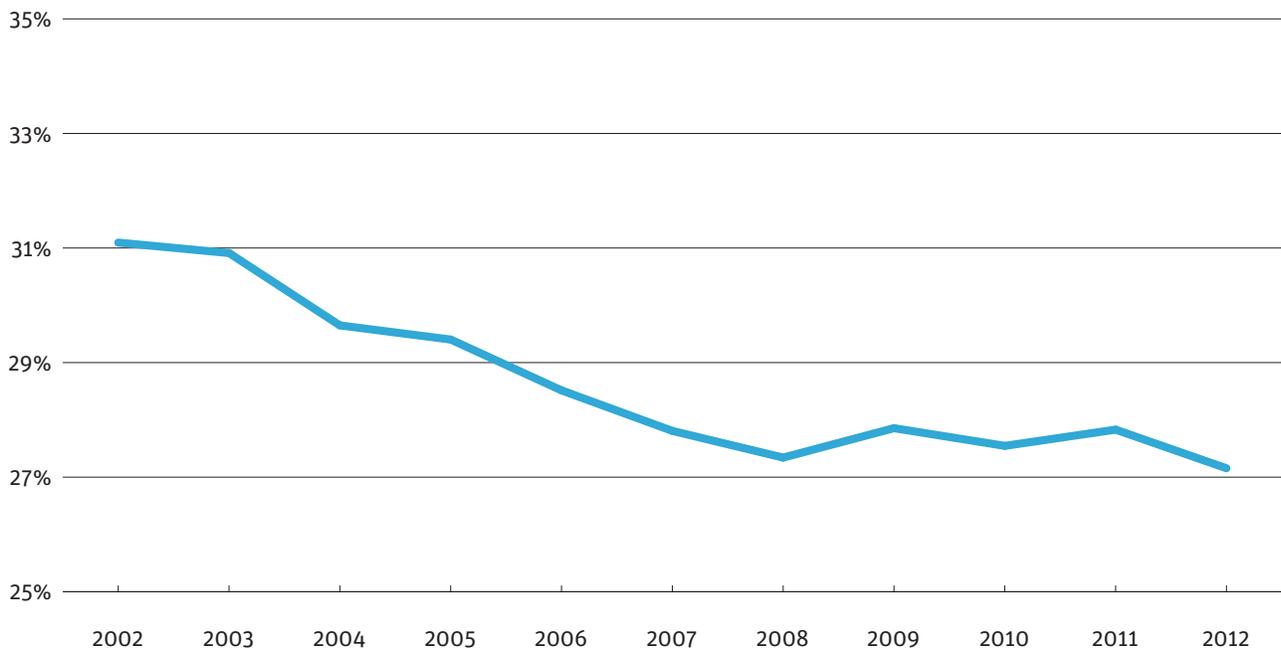
While the labour force has expanded, young people's (aged 20 to 34) representation in it has decreased (*Figure 2*). While it has not declined significantly over the last decade (from 31% in 2002 to 27% in 2012), young workers only represent about a quarter of the workforce. One of its peaks was in

**FIGURE 1** NL Labour Force, 2002–12



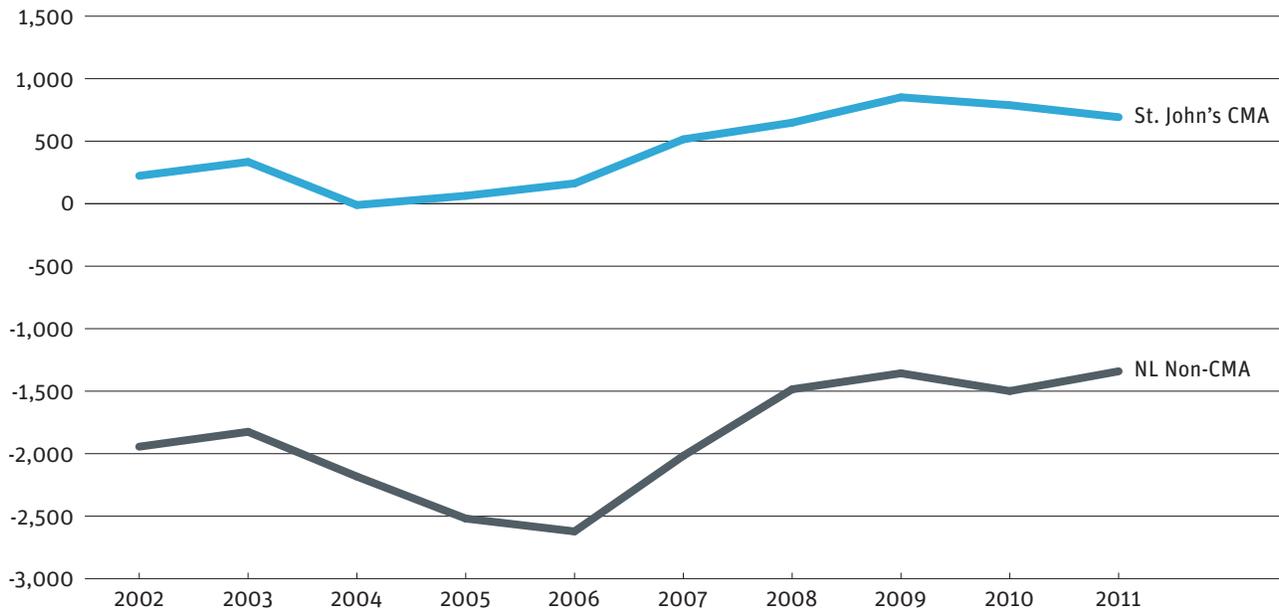
Source: Statistics Canada, Table 282-0002 Labour force survey estimates (LFS), by sex and detailed age group, annual (persons × 1,000)

**FIGURE 2** Young Workers (20–34) As Proportion of Total Labour Force, NL, 2002–12



Source: Statistics Canada, Table 282-0002 Labour force survey estimates (LFS), by sex and detailed age group, annual (persons × 1,000)(11,12)

**FIGURE 3** Net Youth Migration (18–24), NL, 2002–11



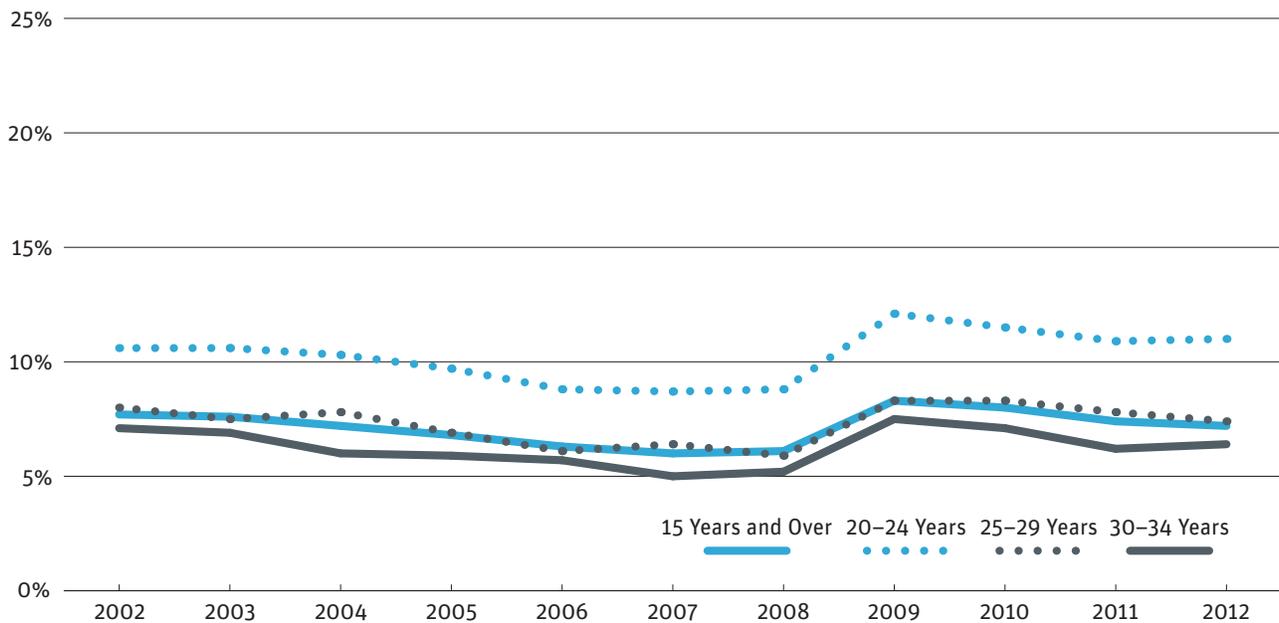
Source Table 111-0028 In-, out- and net-migration estimates, by provincial regions and age group, annual (number)

1990 when workers between the ages of 20 and 34 represented almost 45% of the labour.

The overall working population of 15–24 year olds declined by about 19% between 2002 and 2012.<sup>12</sup> This decline is largely due to substantial outmigration of youth over the same period – representing some 14,527 youth (see *Figure 3*). Young people have been and are on the move for a variety of reasons: to find work, to pursue further education to improve their labour market outcomes, to seek adventure and to pursue love and/or relationships.<sup>13</sup> They are also more willing to move for work. *Figure 3* shows that areas outside of St. John's have experienced a net-migration loss of young people aged 18–24. The same is not true of St. John's, which has maintained its youth population, and even experienced a net-growth of young people aged 18–24.

*Figure 4* shows unemployment rates in Canada for the whole labour force (15+) and for youth aged 20–24, 25–29, and 30–34. *Figure 5* shows the same, but for Newfoundland and Labrador youth unemployment rates in the province are higher when compared to Canada as a whole, although in both the province and the country, those aged 20 to 24 have the highest unemployment rates when compared to all age groups, and compared to youth aged 25–29 and 30–34. However, unemployment for all age groups in New-

**FIGURE 4** Unemployment, Canada, 2002–12



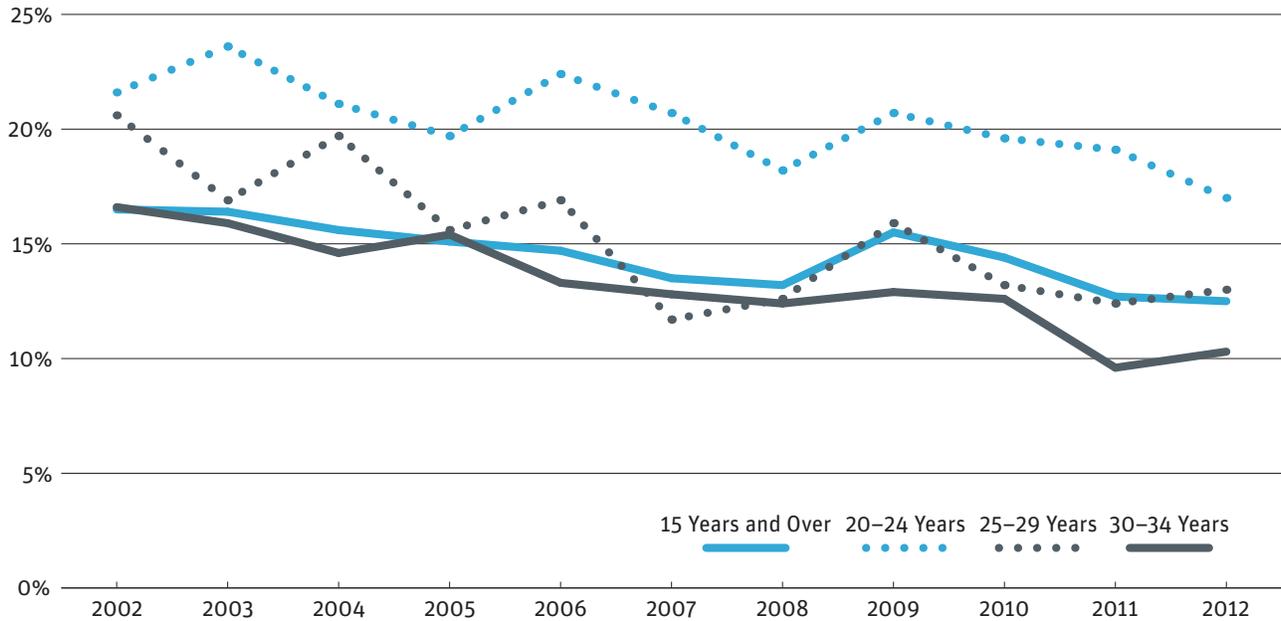
Source: Statistics Canada, Table 282-0002 Labour force survey estimates (LFS), by sex and detailed age group, annual

foundland and Labrador is on the decline, while comparative rates in Canada as a whole have remained the same and, in some instances, increased over the period from 2002 to 2012.

Although precariousness including a decrease in full-time work is prevalent among young workers in Canada,<sup>14</sup> labour force data indicates very little change in the number of youth who are full-time employees. In 2012, young workers (aged 20–34) working full-time in Newfoundland and Labrador comprised approximately 23.1% of the total employed labour force (Figure 6). In Canada, full-time young workers made up 25% of the employed labour force. The figure shows that the proportion of full-time young workers has decreased over the ten-year period from 2002 to 2012, although the differences when examining the interim years is not significant (comparing 2002, 2007, and 2012).

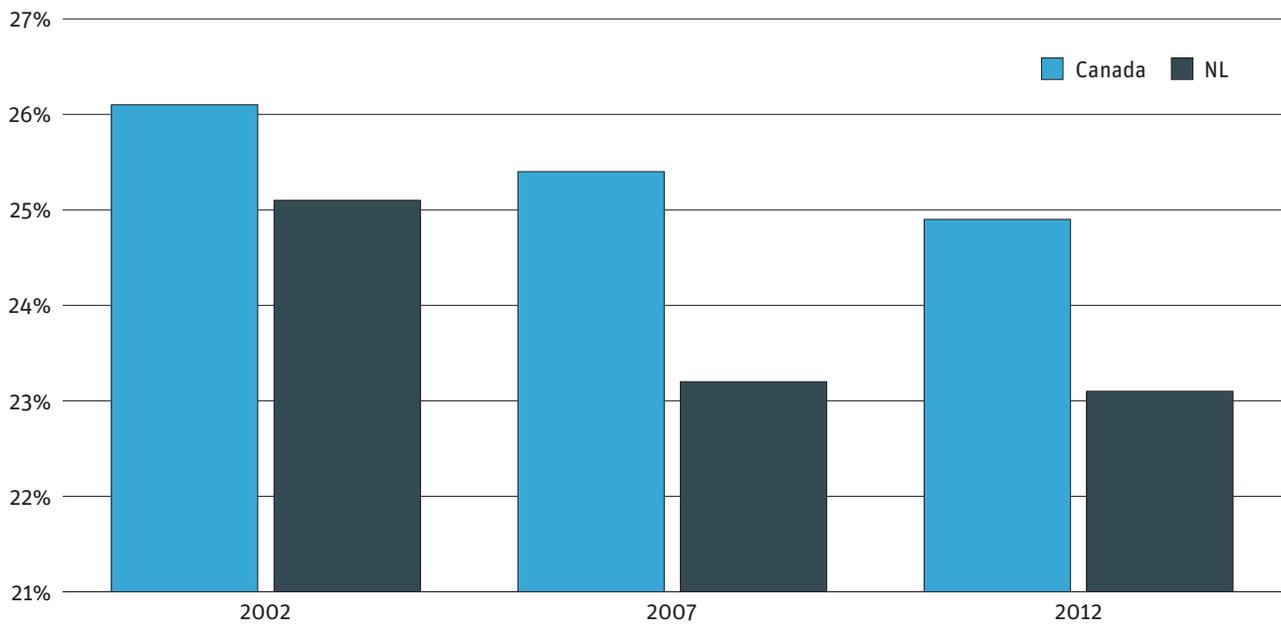
The quantitative data presented suggest that the picture for young workers in Newfoundland and Labrador is not all bad. The proportion of young people working full-time in the province has decreased since 2002, but not substantially. Youth unemployment is high, and higher compared to Canada as a whole, but it has been on the decline in the province since 2002. Though of course youth outmigration affects the unemployment rate. The overall un-

**FIGURE 5** Unemployment, NL, 2002–12



Source Table 282-0002 Labour force survey estimates (LFS), by sex and detailed age group, annual (11,12)

**FIGURE 6** Full Time Young Workers (20–34) As Proportion of Total



Source Cansim, Table 282-0002 Labour force survey estimates (LFS), by sex and detailed age group, annual (persons × 1,000)(11,12)

employment trends do indicate that the higher the education level, the lower the unemployment; only 6.1% of unemployed in Newfoundland and Labrador (in 2011) had university degrees, while 29% have less than high school.<sup>15</sup>

The government's own analysis of data for labour market trends and future outlook reveals a concerning trend: youth aged 18 to 29 are more likely to work in sales and service occupations which are more likely to be part-time positions.<sup>16</sup> However, in 2012, just under 20% of young people in Newfoundland and Labrador working part-time reported doing so involuntarily.<sup>17</sup> In addition, a recent report examining youth workers in Newfoundland and Labrador also found that Newfoundland's minimum wage distribution is skewing in the opposite direction from the rest of Canada. Compared to the Canadian average, fewer workers under 35 work for the minimum wage in NL, while more workers over 35 do. Since 2008, there has also been significant wage growth in the province that youth in rest of the country have not seen.<sup>18</sup> Young workers do, however, still earn a lower than average employment income, which likely reflects the impact of part-time work, the high proportion of employment in the sales and service occupations and entry level wages.<sup>19</sup>

The supply and demand issues related to skills and jobs do raise some concerns about youth underemployment and unemployment, but the trends are not straightforwardly negative as they appear to be in the rest of Canada. A closer look at how these play out on the ground is clearly important, especially when youth unemployment rates remain high and outmigration (while slowing) is still occurring.

# Qualitative Research

THE QUANTITATIVE DATA presented thus far only provide a snapshot of the story, and do very little to illuminate why and how youth attraction and retention remains an issue in the province, which was the role of the qualitative research. The primary research was conducted over a period from October 2013 to January 2014. Five key informant interviews were conducted between September 2013 and January 2014. The key informants (individuals who were working with employers, unions and/or youth) were identified and contacted through email and over the phone because of their knowledge of and involvement in youth employment issues in the province. In October 2013, a stakeholder consultation was held in conjunction with the Leslie Harris Centre for Regional Policy and Development at Memorial University. The stakeholder group included 35 participants from the governmental, non-governmental and, to a lesser extent, the private sector. Individuals working with unions, policy makers and politicians were also present. A youth focus group was held with eight arts and sciences students at Memorial University in October 2013. Finally, an employer focus group, coordinated through the labour market committee of the St. John's Board of Trade was held in January 2014. Employers present during the focus group predominantly represented larger firms in Newfoundland. However, employers from the non-governmental sector were also present. All key informant interviews, stakeholder consultations and youth and employer focus groups were semi-structured (see Appendix A for key informant and focus group discussion questions). Throughout the report, individuals are only

identified by virtue of their research participation status (i.e. whether they were a key informant, a stakeholder, a youth focus group participant or an employer focus group participant). Few other details were provided. This was an intentional choice by the report author to preserve their anonymity.

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## Employment Opportunities

Research participants commented on their perceptions of the changing nature of the Newfoundland and Labrador economy as well as the labour market itself.

### Jobs: The ‘Good’ and the ‘Bad’

As many of the research participants suggested, where once individuals struggled to get employment at all in the province, now there are ample, if not an overabundance of, available positions. However, a consultation stakeholder indicated that it is difficult to recruit workers into low-paying retail and service work and highly specific professions. According to consultation stakeholder and youth focus group discussions, retail, hospitality and food service opportunities are not appealing to contemporary youth, particularly those graduating from post-secondary institutions. A youth focus group participant indicated that she would simply not find service work fulfilling. Another said it is not stimulating work, nor does it offer real opportunities in terms of career growth. These youth were all undertaking arts and science degree programs at university, with aspirations of going on to do further specialized training in their fields because they anticipated not being able to find appropriate work in their chosen professions.

Beyond the unattractiveness of the “low-end” service sector, which participants acknowledged was employing many of their Bachelor of Arts degree-holding friends, the youth focus group participants admitted that with their student debt-loads, they could not contemplate accepting work at these wages. As one student noted, it is impossible to survive on minimum wage. Another added that debt is a significant barrier to homebuilding and starting a family, two key dimensions to setting down roots in a particular place. Without employment to pay off debt quickly, staying in Newfoundland and Labrador is not realistic, particularly at a time when the cost of housing is peaking.

A stakeholder agreed that youth do have concerns about debt and starting a family, two things that are addressed through well-paid and family friendly work. Traditionally, these opportunities did exist in the public sector, or with other permanent full-time work. But as a youth focus group participant also indicated, this is not the case anymore. Their experience is that opportunities in the public sector are as precarious as in the retail and hospitality sector, although they come with higher wages. One stakeholder identified the lack of permanent and steady employment in the core provincial service, and the difficulty getting in to this employment, as a particular obstacle for youth.

As one key informant noted, however, those trained in areas of technical skills seem to be doing better, particularly those who have pursued engineering and those engaged in apprenticeship training through the trades. However, she did note that there are still issues associated with journey-person to apprentice ratios and the ability to acquire and transfer hours from other jurisdictions.

### **Mismatched Expectations**

Mismatched expectations are prevalent surrounding issues of career development and advancement. As reported by employers and key informants working with employers, youth in the labour market have high expectations, both in terms of salary and advancement. As one employer stated, one of the biggest challenges is addressing the high salary expectation of individuals who are highly educated and who also anticipate that they will advance quickly through the organization, outpacing their older and more experienced counterparts. As another employer put it, one of the biggest challenges to retention is simply managing youths' career expectations.

### **Labour Market Information**

Youth participants expressed frustration with the information they have been given about the labour market itself, including what educational and career paths are appropriate for their best possible outcomes. As one stakeholder participant indicated, this disconnect occurs because young people expect a good job at the end of career skill training. In the past, the participant indicated, training seemed to lead more readily to jobs, but this is no longer the case. On the other hand, another stakeholder suggested that out-dated employer perceptions of individuals' career expectations are also problem-

atic. Employers, the participant suggested, still operate on a model that assumes that people are interested in a long career in a single field, when this is no longer a given. The participants shared that many young people desire multiple careers or simply concede the probability of multiple careers.

Among stakeholders and youth focus group participants, recognition of this disconnect between graduates and employment in their fields of study, was clear. The roots of this disjuncture, as it were, reach far beyond the day that students enter university, or any post-secondary institution for that matter. However, it is most often university students that are not finding direct pathways to opportunities. As one youth group participant said, there is no clarity, and no translation, concerning what degrees lead to which jobs. Career development support, during and before post-secondary training is not available according to these youth. And, while career development courses were offered to students in high school as part of the Newfoundland and Labrador curriculum, the youth indicated that the information presented was not useful, not helpful and not encouraging. Many participants argued that, given emergent economic relationships, employers now require as much help as employees in navigating youth career development.

### **Managing the Age-Gap**

According to one key informant, a significant age gap exists in the labour market. This age gap, she indicated, is a product of longstanding outmigration and the loss of key groups in the labour market over decades. As one key informant said, there is no “glue” in the middle of the labour market. Furthermore, it was suggested that age gaps create age-diverse workplaces where attitudes to work and work ethic diverge, simply because of the inability to find common communicative ground. Another key informant who works in an age diverse workplace and manages a staff person who is older than her said it is difficult to be a young person in such an environment, particularly in management.

### **Work-Life Balance**

Another key theme that was discussed by the participants related to work-life balance. Some employers are able to be more flexible around work-life balance. According to focus group testimonies, many employers relate being flexible when it comes to family care needs. They encourage women to ‘flex’ their time so that they can meet the demands of work and home. While

this is encouraging, not all employers, and smaller ones in particular, are able to provide such flexibility.

## **Gender Barriers**

The gendered nature of occupations emerged as a key point for one of the research participants. While more women are supported in their pursuits of traditionally male-dominated occupations by organizations and companies alike, one key informant noted that the male dominant culture in these workplaces and organizations remains pervasive and debilitating to many women.

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## **Experience, Skills, and Training**

### **Experience**

The experience-jobs conundrum (i.e. that you cannot get a job without experience, but you need a job to get experience) emerged as a particularly important point in the consultation with stakeholders. Participants identified work experience, or lack thereof, as a barrier to youth labour force participation. As another stakeholder participant indicated, experience requirements stipulated in job advertisements act as barriers. Minimum work experience requirements work to exclude people under 30, another stakeholder participant suggested, given that many youth have been in post-secondary institutions and therefore have not been working (and gaining experience) in their respective fields. Stakeholder participants also indicated that considerable demand exists for specialized and extensive work experience, something which many new entrants to the labour force simply do not have.

### **Training**

While work-terms and apprenticeships were noted as potential means to combat the inexperience problem and to assist with school- to-work transitions, training emerged as a complex barrier to hiring youth for many employers. Employer participants discussed a lack of clarity in terms of what types, how much and at what levels employers should be providing training for their employees. Furthermore, employer participants expressed concern as to whether they would be investing in their own organizational capacity through training, or whether they would just be training employees who

would then leave. The labour market is competitive; employees are mobile and, as several informants noted, cultivating workplace and organizational loyalty is difficult. As one consultation participant expressed it, inexperienced workers can cost firms money, but so can losing employees who have been trained within the organization.

Employers who participated in the research perceived training as a risky endeavour. One key informant noted that smaller businesses throughout St. John's have struggled with training and staff turnover, to the extent that one local business owner cited the constant training cycle as a reason for retirement. In the non-governmental sector, where salaries tend to be lower, this is particularly problematic. Another employer stated that employee retention is a key issue. Lower salaries do not keep most people in the sector, even though as one NGO employer indicated, their organizational mandates (often rooted in aspects of environmental and social justice, and equality) are appealing for young people. As soon as individuals attain skills in the sector, they leave. Turnover is therefore high and training has to occur on a continuous basis.

## **Employability Skills**

While employers reported being reluctant to train, or, at the very least, wary of expending resources on training, they do still expect that employees will come to work knowing what they need to know and ready to work right away. Research participants indicated that some of the biggest training obstacles, and subsequent mismatched expectations between employees and employers as it relates to training, are in “soft” skills. Soft skills are generally understood to be basic skills necessary for employability, such as numeracy, literacy, public speaking and, according to informants, filling out documents, proper dress, and acceptable work ethic.<sup>20</sup> As one key informant asked, are we teaching young people the things they need to know – referring not necessarily to on-the-job training but the training that arguably should have preceded it at the secondary and post-secondary level? If soft skills are lacking among employees, and potential employees, then the question becomes who is responsible for addressing this gap? In other words, are employers expecting that youth should have already developed these skills? In most instances, employers who participated in this research do not feel as though it is or should be their responsibility to cover these skills. This lack of basic employability skills is occurring across the youth labour force, from individuals with barriers and challenges to entry-level employment to recent highly skilled, highly educated graduates.

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## Organizational Challenges

### Loyalty

Another attraction and retention issue identified by research participants is the problem of cultivating loyalty among employees. As several key informants noted, employers cannot get the same kind of loyalty and attachment from employees as in the past. Employers themselves acknowledge this difficulty. The context has shifted, a key informant said, explaining that there is increased job jumping now in the labour force. Cultivating loyalty is difficult in the context of competitive local and extra-local wages, and regular job jumping. As another key informant noted, part of the problem is that employers are not accustomed to this type of environment. The participant expressed that addressing what to do about it is equally challenging, particularly for smaller businesses, which are often without ample human and financial resources. Despite this, participants did share some success stories. As a key informant noted, one employer approaches hiring from the perspective of support and fit. He supports employees in their endeavours, and works with them on their long-term plans, including plans to leave their work for periods of time, and thus return. As a result, he creates a staff culture whereby change is normal and can be incorporated into the business plan.

### Size, Location, and Sector

According to the participants in this study, size, location and sector matter. The participants felt that rural small businesses struggle more than larger corporations located in urban environments. Informants and employers alike identified that it is more difficult to recruit in rural areas. Likewise, smaller businesses find it more difficult to respond to change, and to address the changes that need to happen for greater success. As one key informant noted, smaller business owners are too busy working *in* the business to work *on* the business. In other words, they do not have time to research and develop new approaches, or take advantage of opportunities and other available supports. In this research, smaller business owners and non-governmental organizations report that they cannot compete with high salaries, large incentives and widespread promotional/career opportunities that other companies offer. They do not have these resources and it is unlikely that they ever will. Furthermore, as one key informant noted, larger companies have human resource departments and the capacity to address changing employee needs. The differences between the capacity of larger companies

with multiple opportunities for advancement and employee flexibility and that of smaller organizations, particularly in the non-governmental sector, was also clear through the employer focus group.

### **Unions and Labour Rights**

In the research consultations and interviews, study participants did not always look favourably upon unions. Employers expressed the sentiment that unions act as employment obstacles. According to one key informant, unions act as wage inflators, thus making it difficult for smaller businesses to compete for employees. Other stakeholders and informants indicated that employees and potential employees report that they are excluded from work opportunities because of closed-shop union approaches, and union politics. One key informant said that the informal rules and buddy systems characteristic of unions in the province can exclude younger workers, especially women.

### **Connecting Employers, Employees and Policy**

The need to connect employers, employees/potential employees and labour market development programs and policy emerged from some of the discussions as an area requiring further discussion. As noted previously, small and medium-sized enterprises are challenged by a lack of capacity to access or learn about the government programs of which they can avail. One key informant noted that the new federal Canada Jobs Grant program, which rolled out across the country in 2014, would support employers in training employees. Employers, she said, need to be educated about these types of programs. Related to this, another key informant said that businesses do not know about the ways to connect with young people, or to make use of the supports offered through the province, nor do they really care. She added that there are a multitude of available human resource and training programs. However, she said that they are “all over the place” and need to be consolidated. While employers may not know of programs, they are equally unwilling to make changes to address their needs in a changing labour market. As one key informant said, businesses are not doing enough to address their challenges; few smaller businesses have succession plans and even when educational opportunities are offered to businesses about the labour market, not a lot of uptake occurs. She added that keeping communication lines open is critical for businesses and that many business owners need human resource persons to navigate the available programs.

# Youth Labour Market Challenges and Opportunities

Discussion and Recommendations

IT IS A challenging time for youth in the labour market, in Canada and elsewhere. As Maria de Hoyos and Anne Green note, “from a labour market perspective, it is important to consider the types of jobs being created in terms of the skills required and the availability of these among the economically active — or potentially active — population”.<sup>21</sup> Recent reports suggest that Canada is among the worst performers in the developed world when it comes to producing high quality, high paying jobs.<sup>22</sup> Precarious employment, characterized by job insecurity, a lack of regulatory protections and, in many cases, low wages have become the norm for workers, and the typical mode of operation for many employers.<sup>23</sup> Gone are the days of the standard employment relationship (SER) where a worker could expect to have one job, one place of work, and one-employer over the duration of his/her career.

The following section delves a little deeper to analyze the status of these trends in the Newfoundland and Labrador context given the labour market data presented in the first section of this report, as well as what youth and employers shared in the second section of the report.

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## Higher Education, Employment Expectations and Student Debt

Youth in Canada are more highly educated than they ever have been. The proportion of Canadians aged 20 to 24 participating in post-secondary study has seen a steady increase over the past 20 years, rising from 25% in 1990 to 37% in 2009.<sup>24</sup> There has also been a cultural shift wherein youth are socialized to seek higher education in order to achieve better employment outcomes and to become more upwardly socially mobile.<sup>25</sup> A disjuncture between the level and type of education and available jobs does seem to be present in Newfoundland and Labrador, at least in the urban area where the job growth has been and where youth have migrated to. University was presented to many youth in Newfoundland and Labrador (and in Canada more generally) as the only option, or the most desirable option for their careers. This is especially true for women and rural women in particular.<sup>26</sup>

Socialization concerning higher education has augmented youth's expectations of appropriate labour market outcomes. Increasingly, a differentiation exists between what is considered to be a good job — often permanent, full-time, well-paid, and with benefits — and a bad job. Bad jobs are typically low-wage, low-skill, precarious positions. In Newfoundland and Labrador, positions that were once considered good jobs — fish plant employment, local hospitality and retail sector employment — are now considered bad jobs. This is especially the case for youth who do not aspire to work at what they consider to be low-skill and low-paying jobs.<sup>27</sup>

Many of the education-related issues facing young people across the country were relevant to the youth surveyed for this study. For the young people who participated in this research, a combination of issues around higher education made it difficult to stay in Newfoundland and Labrador. Tuition fees and ensuing student debt made it difficult for many young people to consider taking a lower-wage job in the province: with a great deal of debt to pay off, many found it difficult to commit to further financial obligations, such as a mortgage or a car loan. Although many reported that they desired a feeling of rootedness, those students who were not able to pay for their education upfront were more likely to leave in search of better-paying work. Additionally, many of the younger research participants testified that they had not received adequate career development information before embarking upon a post-secondary degree. Youth are searching for pathways to long-term, fulfilling employment in Newfoundland and Lab-

rador, but they are struggling to find their way, often with out-dated maps and broken compasses.

Together, these trends have contributed to higher employment expectations for educated youth in particular, and have resulted in additional challenges. As noted by the participants, in the process of achieving higher education and staying in post-secondary education longer, youth have taken on significant student debt. In Canada, student debt is, on average, \$26,000.<sup>28</sup> Debt loads combined with poor job prospects have increased the earnings gap between young and old workers.<sup>29</sup> The NL government has made important strides freezing tuition fees, implementing debt-reduction initiatives and expanding student grant programs.<sup>30</sup> It remains the case however that debt load and wage levels for available jobs continues to make entry into an already relatively hostile labour market difficult for young people in Newfoundland and Labrador.

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## Experience, Skills, and Training

Related to the socialization changes, the changing relationship between employees and employers is another point of interest. The millennial discourse that has been taken up by academics, newsmakers and individuals alike, suggests that businesses and potential employers must be attentive to the needs of Generation Y: those born between 1980 and 2000 now entering the labour force.

Generation Y individuals are described in a myriad of ways, especially in the context of work, and work ethic. Some of the more prominent negative portrayals include entitled and lazy, and the referral to them as the “me generation” On the other hand, a more positive portrayal describes those in Generation Y as innovative, hard-working, confident and self-aware. Generation Y graduates thrive on challenging work. They are highly educated and they want to use the knowledge they have obtained in their degrees. They have high expectations of their employers (sometimes argued to be unrealistically high) and they want supportive, open and positive bosses who offer immediate feedback and recognition for work well done.<sup>31</sup> These are not necessarily negative characteristics. Writing for *The Globe and Mail*, Barbara Moses states that she “would have never expressed her right to be treated respectfully so assertively.”<sup>32</sup> Popular and HR sources, which provide tips for working with and managing Gen Y workers, suggest ways in which employers can build upon the positives of the Gen Y work ethic. Not

surprisingly, these writers emphasize the importance of feedback, reassurance, communication, fun, a sustainably and socially conscious business ethic, and technology. While job security is not necessarily an expectation of the Gen Y workers, the expectation of high salaries remains.<sup>33</sup> In addition, the research participants did flag intergenerational tensions that could be tackled. When compared to Canada, Newfoundland and Labrador has a higher proportion of middle age workers (40 to 49).<sup>34</sup> Perhaps the issue is not necessarily “glue” in the middle that is lacking as the participants perceived there to be fewer middle aged workers, but rather experience and a management approach that is effective when dealing with younger workers.

While some key informants from this study echoed the main findings in the national literature, their desire for workplace training and support did not come across as a demand for immediate feedback and constant positive recognition and rewards, as described above. Instead, they sought adequate guidance at work, and were willing to admit that, in many cases, their post-secondary education had not prepared them for the career paths on which they found themselves. However, some of the employers who participated in the study revealed that investing in training new employees could be a risky business decision, especially for those who had high turnover rates. These competing concerns could be pushing young people to leave Newfoundland and Labrador.

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## **Employment and Unemployment, Security and Insecurity**

Canadian data show that proportions of youth working in non-permanent employment has risen significantly, nearly doubling from 6.9% in 1997 to 11.6% in 2011.<sup>35</sup> Some authors argue that because of these unstable economic and employment conditions, many youth will find themselves locked into precarious employment over their lifetimes. Others, arguing against this, suggest that youth is a characteristically precarious phase and as such, youth themselves do not willingly choose permanent employment. Rather, youth choose to avail themselves of precarious employment opportunities in an effort to be more flexible.<sup>36</sup> However, despite these debates, evidence suggests that youth bear the mark of a labour market that has shifted away from providing stable employment opportunities.<sup>37</sup>

While some of these trends are apparent in the province, there is evidence that in some ways, things are better in Newfoundland and Labrador

than elsewhere in Canada for young workers. However, there are still significant challenges. Though there are fewer younger workers working part-time involuntarily than elsewhere in Canada, many young workers identified the lack of full-time, well-paying positions (in both public and private sectors) as a barrier to staying in Newfoundland and Labrador. Others testified that those job prospects that did offer some security did not provide sufficient wages to meet their needs. This was especially relevant for participants living in urban areas, where the cost of living is much higher. These informants complicate the conversation about precarious work: it is not only job security that is missing from the picture — wages are an important part of the equation as well.

In the current labour force there is some evidence that there are fewer ‘good jobs’ and more ‘bad jobs.’ There is some concern about the availability of good public sector jobs when there has been a significant decline in the last few years, leading to a loss of thousands of public sector jobs between 2012 and 2014.<sup>38</sup> Some of this is due to cuts and attrition in the provincial public service (approximately 1000 net losses)<sup>39</sup>; the initial cuts appear to have had a ripple effect, with employees also leaving voluntarily. The federal government also made some cuts in the province that may amount to about 1000 jobs lost.<sup>40</sup> Regardless of why, these losses represent the elimination of jobs with very good wages and benefits. Combine that with the fact that the largest employment sector is retail,<sup>41</sup> and young workers will struggle to find good paying jobs with benefits. It is also the case, however, that employers will have difficulty, as they do now, filling low-wage, and low-skill positions. It will be exceptionally difficult to fill these positions with youth who are highly educated, unless these individuals are so embedded in place that they cannot and will not seek employment elsewhere, or unless employers address wage levels or provide other benefits, and training to address ‘soft skills’ as outlined in this report. As for high-wage, high-skill positions, where there is not an abundant supply, labour market information connected to training will alleviate some of the labour shortage pressures. Moreover, in the case of non-technical specific positions, they should consider widening the screening process so that other candidates are considered but who may not fit the exact screening criteria, but can be trained.

There are additional concerns that should be flagged, including higher unemployment rates for young women who face an 18% unemployment rate in NL compared to 11.9% for their Canadian counterparts.<sup>42</sup> Sectors and occupations in the province remain gendered in particularly important ways. Resources, and the high salaries that go with them, remain male dominat-

ed territory.<sup>43</sup> Participants also expressed some concerns about continued gender barriers, and others were worried about barriers to accommodating family needs, and difficulties for employers to do so. A gender analysis and one that pays attention to the diversity of workers' needs should figure into future strategies to address youth retention and attraction.

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## Role of Unions

While study participants expressed concerns about the role of unions, there is evidence that unions do make a difference in NL. In 2013, the union advantage for young workers (aged 15 to 24) in Newfoundland and Labrador was \$7.12/hour, while unionized women earn \$8.46 an hour more than their nonunionized counterparts.<sup>44</sup> In Canada, union coverage rates are highest in Newfoundland and Labrador (38%) and Quebec (37%), compared to the Canadian unionization rate of 30%.<sup>45</sup> In 2012, in Newfoundland and Labrador, 17% of youth workers (aged 15 to 24) were unionized compared to 15% of their Canadian counterparts.<sup>46</sup> There is ample evidence across Canada and internationally about the important role of unions in the labour market; unions are responsible for protecting workers, ensuring that their rights are upheld, advocating for fair wages and benefits, and addressing issues of gender inequality.<sup>47</sup> It is concerning that participants' experiences with and perceptions of unions were so negative, which suggests that unions have not done enough work internally to promote the integration of young workers or make way for them with their policies and practices. There is also a question about whether unions have done enough to educate or engage with young workers about the benefits of unionization.

The victory on pension reform in NL includes the protection of a defined benefit pension plan for new (young) workers,<sup>48</sup> which may help begin to reverse the tide of negotiating two tier agreements with new workers receiving fewer benefits and less pay.<sup>49</sup> The NL labour movement can learn best practices from unions who, despite being under attack, are finding ways to better to address young workers' interests as young workers themselves have defined them.<sup>50</sup>

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## Organizational Capacity

Younger workers, argues Amundson, want autonomy and responsibility, but at the same time look for mentorship, recognition and community at

the workplace.<sup>51</sup> They desire training and development opportunities, attention to work-life balance on the part of their employers and they want to be included in decision-making processes that affect the organizations for which they work.<sup>52</sup> In short, employee recognition, development and training, along with effective employer-employee communication, work flexibility and attention to work-life balance, “fit”, and the opportunity for employee engagement in company/organization activities are all critical to attracting and retaining employees.<sup>53</sup> Effective communications strategies, especially ones that involve social media, have been identified by HR and communication professionals as something needed but largely non-existent.<sup>54</sup>

Many of the key informants who participated in this research pointed to employers’ inability to address human relations issues in general, and recruitment and retention in particular as major problems. Several participants understood that smaller employers in both the private and public sectors found it difficult to invest time and energy in human resources, and as such, were not able to offer the kind of support that young people need to stay in the province. While stakeholders from smaller organizations reported their difficulties in cultivating employee loyalty, both employers and young workers agreed that small business owners and management at smaller non-profit organizations spend more time working *in* the business than *on* the business. Although in many cases justified, this preoccupation with day-to-day functions can prevent employers from taking advantage of government policy and programs designed to improve employment outcomes for young people (although many participants did note that access to such programs needs to be improved).

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## **Mismatches: Soft Skills, Preferences and Expectations**

This report opened with a concern that there has been an unfounded fervour about jobs-skills mismatch, which has largely blamed workers for lacking skills. The combination of the qualitative data with what we can discern from the supply and demand data tells a much more complex story for youth in Newfoundland and Labrador. It is the case that the NL labour market is beginning to tighten generally as women account for the bulk of the new employment and labour force growth.<sup>55</sup> While there may be some regional tightening of the labour market in rural areas, there is no acute shortage.<sup>56</sup> Indeed, there are likely some regional mismatches because the province is urbanizing, with a shift in population (including the youth population) into the

St. John's area. Moreover, according to the Community Federation of Newfoundland and Labrador, "80 per cent of the population of the province lives within an hour of the Trans-Canada Highway."<sup>57</sup> However, job growth has predominantly occurred in St. John's (Avalon Peninsula), which saw a 31% increase in jobs between 1987 and 2004 and a 12% increase between 2004 and 2011, compared with job losses almost everywhere else in the province from a range of -17% (1987–2004) and -14% (2004–11) in South Coast-Burin Peninsula.<sup>58</sup> Indeed, 80% of the job growth in Atlantic Canada since 1987 has been in the urban areas.<sup>59</sup>

Demand for skills has been increasing alongside the skills of youth.<sup>60</sup> The government estimates that "approximately 66.7% of all job openings in the 2011 to 2020 period will be in management occupations or will require some form of post-secondary education."<sup>61</sup> At the time of the 2006 Census, 27.2% youth aged 18 to 29 have a post-secondary Certificate or Diploma, while 13.9% have a university Degree.<sup>62</sup> If there is a mismatch happening in Newfoundland and Labrador, it is related to young workers possessing education credentials that are too high for job availability that are most readily open to them and has to do with their lack of some of the 'soft-skills'.<sup>63</sup> Indeed, with retail sales topping the job availability and growth numbers, it does seem that higher education levels have in turn driven the demand for increased credentials, particularly for jobs that do not necessarily require those skills.

The most prevalent mismatch to emerge in this research is sometimes referred to as a 'preference mismatch.' A 'preference mismatch' refers "to a misalignment between the types of jobs that unemployed people are willing to accept and existing vacancies. Those out of work are unwilling to take up certain types of work because of factors such as inadequate compensation or status despite the fact that such jobs match their qualifications and skills profile, and are located in the relevant geographical region."<sup>64</sup> However, the mismatch discussed in this research points to something more complex than 'preferences.'

In our research, mismatched expectations affect how youth approach job searches, job interviews, work ethic and their employers. They also affect how employers approach recruitment, hiring, and training. Finally, they influence how employers and employees interact and relate (or not) to one another in the workplace.

It is true that educated youth do not want to work in low-wage service jobs (where demand is high in Newfoundland and Labrador). But educated youth with little or no job experience will have difficulty working in spe-

cialized, highly paid occupations where minimal job experience requirements are a must. Youths' expectations that they can work wherever they want and advance quickly within organizations are misplaced. Similarly, employers' expectations that young workers will be employment-ready, not require training and be loyal regardless of pay and benefits are unfounded.

This mismatch of expectations is underscored by a lack of information and a lack of training. Indeed, the rates for the province of businesses engaging in formal job-related training and employer-supported formal training were the lowest in the country at 29.5% and 19.9%, respectively.<sup>65</sup> Increased flexibility on the part of employers is required; employers and employees need to find ways to cultivate more loyalty in the work place, but on the other hand, employers should accept that employees need the option to be mobile. Employers should prepare for mobility and find ways to strategize around it, rather than resist it. Employers and employees should be better connected to government programs and policies that could assist in attraction and retention. Finally, employers and employees must address their mismatched expectations, and find ways to communicate their mutual needs in the workplace to find compromises.

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## **Prioritizing and Valuing Young Workers' Contributions**

In Newfoundland and Labrador, political attention has continuously been paid to the problem of losing young people to opportunities elsewhere. In more recent times (and in the last decade especially) a provincial policy environment<sup>66</sup> emerged to encourage and facilitate youth attraction and retention. In 2009, the province launched its Youth Retention and Attraction Strategy (YRAS) suggesting that youth make Newfoundland and Labrador a "province of choice". The initiative, which supported extensive youth and employer engagement, communication and public relations, identified key present and persistent challenges and opportunities for Newfoundland and Labrador youth. The extensive, independent, research and consultation work<sup>67</sup> to develop the strategy produced 41 action items and eight policy directions for a three year period to 2012, supported by a Youth Advisory Committee and prioritized by the Office of Youth Engagement. These policy directions included: strengthening youth engagement; promoting the province; increasing access to affordable, quality education, and to quality jobs and workplaces; making quality of life and service access a priority for youth engagement; promoting diversity and culture in the province;

strengthening Labrador's role in the province, and finally providing incentives for young people to stay and to return.<sup>68</sup> In 2012, only a few of the 41 action items from the strategy had been addressed. Since then, goals related to youth engagement have been subsumed under the Office for Public Engagement and youth retention and attraction is not the primary focus.<sup>69</sup> The strategy's timeframe may have passed, but both the research input into the strategy, and the action items remain relevant, and should be revisited. It is a positive sign that the current government has posted a request for participants for the Youth Advisory Committee,<sup>70</sup> because youth must be meaningfully engaged in this process.

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## Recommendations

- ***The Newfoundland and Labrador government must reprioritize action on youth retention and attraction, which must include meaningful youth engagement.*** The 2009 Youth Retention and Attraction Strategy should be revisited and updated, so as to inform the development of policies and programs. A gender analysis and one that pays attention to the diversity of workers' needs should figure prominently in future strategies to address youth retention and attraction. The province can build on strategies focused on the provision of affordable child care, and other family-friendly policies, programs and services, as well as on affordable housing, all of which help address quality of life and cost of living issues facing youth in NL.
- ***There needs to be more accurate and timely labour market information made available in the province and indeed, the country.*** This information is needed in order to dispel myths and panic about labour shortages and the jobs-skills mismatch, which would help both employers and employees make better-informed decisions.
- ***Government, employers and unions, can learn best practices from other jurisdictions, both past and present (see Appendix B).*** These best practices will help solidify strategies to ensure that young workers have opportunities to meaningfully contribute to the future of the province and that the province can benefit from their contribution. The experiences shared in this research sketch a road-map, complete with signs that should be heeded, and ideas that might be considered.

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## 10 Ideas for Youth Attraction and Retention in Newfoundland and Labrador

**1. Progressively reduce and eventually eliminate all tuition fees** (including ancillary fees) for all students (both domestic and international) at public post-secondary institutions in Newfoundland and Labrador. At the same time, expand the current needs-based grants system until a full system of grants is restored.

**2. Continue to shrink journey person to apprentice ratios** and consider enabling young, skilled workers to transfer accreditation hours earned in other jurisdictions to their home province.

**3. Consult with youth about career planning programming for high school students.** Programming should be accessible and informative, while addressing the concerns of young people preparing either to enter post-secondary education, further training, or the workforce.

**4. Reconsider experience requirements for young workers:** investigate the institution of a debt-forgiveness program, based on matching employers to workers looking for entry-level positions.

**5. Institute provincial standards for levels of required job training,** and ensure that such standards are properly communicated and upheld.

**6. Integrate personal development training in the curriculum at the secondary level:** ensure that young people have the opportunity to build soft-skills in an environment that makes sense for them.

**7. Offer incentives to employers to pursue unconventional recruitment and retention strategies,** such as offering flexible long-term contracts with built-in leave for personal project development or further education.

**8. Simplify and streamline programs and policies designed to improve employment outcomes for young people** in order to improve uptake of these services.

**9. Formalize requirements around human resources practices in smaller organizations.** Encourage small-business owners and third-sector employers to share information and best-practices around recruitment and retention.

**10. Ensure that young people are made aware of their rights as workers, and improve access to information about labour rights in secondary schools.**

# Conclusion

THE DATA PRESENTED in the report suggest that the picture for young workers in Newfoundland and Labrador is not all bad.<sup>71</sup> The proportion of young people working full-time in the province has decreased since 2002, but not substantially. Youth unemployment is high and is higher compared to Canada as a whole, but it has been on the decline in the province since 2002. But, despite the fact that the provincial economy is growing and there are arguably more opportunities for young people, youth outmigration and related youth attraction and retention remains a pressing issue for employers.

This report shows how the demand for and supply of young workers in Newfoundland and Labrador is generally a positive backdrop to the issues of youth attraction and retention. However, the experience on the ground is heavily influenced by a shift in culture related to post-secondary education, and to what are ‘good jobs’ and ‘bad jobs.’ Young workers also point to the problem of low wages for the jobs that are more available given requirements for work experience combined with student debt loads. Mismatched *expectations* from both young workers and employers are clearly a central problem in the attraction/retention equation.

In many ways, the young workers’ experience mirrors those in *Generation Jobless*: they are more highly educated than ever before and many are without satisfactory employment whether commensurate with their training and in terms of the nature of the work and the compensation offered. The issue of how youths’ interests are represented (or not) within workplaces and among employers is critical to consider. Youth face an uncertain fu-

ture in terms of new and quality employment opportunities. The question remains as to who or what groups are best equipped to address youth employment attraction and retention issues and how.

Addressing youth employment attraction and retention in Newfoundland and Labrador effectively will require that all of the players step up and avoid worsening any pockets of labour shortages. Employers, despite their size, must find ways to address the needs of young workers. Employer organizational approaches to dealing with human resource management as well as on the job training and professional development opportunities must change. Other considerations for employers include the need to increase wages, as well as provide other kinds of benefits including flexible, family-friendly work arrangements. Addressing youth attraction and retention will also require unions to strengthen their role to ensure youths' interests are represented. Educators have a role to play as well. The role of government policy in particular, cannot be underestimated in terms of addressing youth attraction and retention.

# Appendix A

## Interview and Focus/Consultation Group Discussion Questions

### **For everyone:**

What are the employment opportunities for youth in NL? Are youth attracted to them? Why, or why not?

### **For youth, policy makers, union leaders, individuals working in non-governmental sector:**

What are youths' experiences with recruitment for local employment opportunities?

### **For businesses:**

What are the main obstacles for NL based firms to recruit and retain youth?

What are examples of firm-based best practices used to recruit and retain youth?

\*Key informant interviews will also include contextual/background questions regarding the individuals' association/experience with youth attraction and retention.

# Appendix B

## Youth Employment Policy and Programming, Including Retention and Attraction Initiatives

Jurisdiction/Organization	Policy, Strategy, Practice and/or Initiative	Notes/Key Findings	Links
<b>INTERNATIONAL</b>			
<b>European Commission</b>	Youth Guarantee	A program that has uptake in several EU countries. The objective is that within four months of unemployment, or completion of formal education, a young person (under 25) should be offered a decent job placement, more education, an apprenticeship or a skills training placement.	<a href="http://ec.europa.eu/social/main.jsp?catId=1079">http://ec.europa.eu/social/main.jsp?catId=1079</a>
<b>United Nations</b>	Young Professionals Program	The program is designed to promote mobility; recruits are offered mobility training and career support.	<a href="https://careers.un.org/lbw/home.aspx?viewtype=NCE">https://careers.un.org/lbw/home.aspx?viewtype=NCE</a>
<b>NATIONAL</b>			
<b>Government of Canada</b>	Youth Employment Strategy	Includes three programs: Skills Link, Career Focus and Summer Work Experience. Federal Government services for youth also included directed links for aboriginal youth, youth with disabilities, unemployed youth, and newcomers.	<a href="http://www.youth.gc.ca/eng/common/yes.shtml">http://www.youth.gc.ca/eng/common/yes.shtml</a>
<b>PROVINCES AND TERRITORIES</b>			
<b>Government of British Columbia</b>	Get Youth Working Program	Program provides a \$2,800 hiring incentive to hire eligible youth 15 to 29 years of age. Additional funds may be requested for training (up to \$1,000). Program is designed for non EI eligible recipients who are also not students.	<a href="http://www.getyouthworking.ca/">http://www.getyouthworking.ca/</a>
	BC Skills for Growth Labour Market Strategy to 2020	Includes key priorities and action items related to youth and to youth transitions into the labour force.	<a href="http://www.workbc.ca/WorkBC/media/WorkBC/Documents/Docs/Skills_for_Growth_Strategy.pdf">http://www.workbc.ca/WorkBC/media/WorkBC/Documents/Docs/Skills_for_Growth_Strategy.pdf</a>

Jurisdiction/Organization	Policy, Strategy, Practice and/or Initiative	Notes/Key Findings	Links
Government of Alberta	Online site with links to programs and services specific to youth. Included in this is a link to financial resources for youth. Listings include links to and information for transitioning to work and PSE; as well as particular links for underrepresented groups (women, aboriginals and persons with disabilities).		<a href="http://www.programs.alberta.ca/Living/678.aspx?N=770+177">http://www.programs.alberta.ca/Living/678.aspx?N=770+177</a>
	The Department of Jobs, Skills, Training and Labour's 10-year labour force strategy entitled Building and Educating Tomorrow's Workforce is the Alberta government's provides priority action areas and strategies based on public consultations	Specific strategies exist for key sectors.	<a href="http://work.alberta.ca/skills/betw.html">http://work.alberta.ca/skills/betw.html</a>
	Alberta Human Services releases quarterly Calgary and Area Labour Market Reports, which include labour market and economic information and analysis, community and industry profiles, and results from supplemental questionnaires done with underrepresented groups (persons with disabilities and youth).	A special report on retention and attraction with youth was released in 2013. The research surveyed 801 companies of varying sizes and across industries regarding youth attraction and retention. Larger employers are more likely to employ youth and to engage in youth attraction and retention strategies. These strategies were also industry specific. Youth had higher representation in food and accommodation, wholesale and retail trade and construction industries. The most common strategies used to attract youth included: offering intern/apprenticeship/co-op training opportunities, attending youth job fairs, partnering with education institutions to develop entry-level job opportunities, offering summer student opportunities and making presentations to students at schools/post-secondary Institutions. Specific strategies used depended on employer size (and thus reflects capacity and resources). The most common retention strategies included most common strategies used to retain youth include providing mentorship, providing flexible work measures and providing learning/growth opportunities specifically for youth.	<a href="http://humanservices.alberta.ca/services-near-you/2395.html">http://humanservices.alberta.ca/services-near-you/2395.html</a> <a href="http://humanservices.alberta.ca/documents/youth-recruitment-and-retention-practices-2013-employer-survey.pdf">http://humanservices.alberta.ca/documents/youth-recruitment-and-retention-practices-2013-employer-survey.pdf</a>
	Alberta Human Services offers a Staff Attraction Incentive Allowance to assist child care programs to attract higher levels of certified staff	The program offers funding up to \$5,000 (\$2,500/year over two years) to help recruit trained staff with at least six months of child care experience but who have not worked in the child care field for at least six months.	<a href="http://humanservices.alberta.ca/family-community/child-care-providers-staff-attraction-incentive-allowance.html">http://humanservices.alberta.ca/family-community/child-care-providers-staff-attraction-incentive-allowance.html</a>
	Alberta's Workforce Initiative Branch	Responsible to develop, fund and implement innovative programs and pilot projects that connect employers to appropriate local, provincial, national and international labour pools. HR personnel within this branch are responsible for connecting with organizations that work with aboriginal peoples, youth, immigrants and industry associations in the identification of employment issues and implementation of career development initiatives.	See for example: <a href="https://www.jobs.alberta.ca/pprofile/pp1025632.htm">https://www.jobs.alberta.ca/pprofile/pp1025632.htm</a>

Jurisdiction/Organization	Policy, Strategy, Practice and/or Initiative	Notes/Key Findings	Links
	Alberta's Rural Development Division's report on attraction and retention to rural Alberta	Includes specific reference to following groups: immigrants and migrants; youth; retirees; professionals and artists. It provides a literature review and useful resources for each subsection/group. Some of these are also noted here.	<a href="http://www1.agric.gov.ab.ca/\$Department/deptdocs.nsf/all/csi14329/\$FILE/Attracting-and-Retaining-people.pdf">http://www1.agric.gov.ab.ca/\$Department/deptdocs.nsf/all/csi14329/\$FILE/Attracting-and-Retaining-people.pdf</a>
	Alberta Human Services workforce partnerships program.	Under the workforce partnerships program, the Workforce Attraction and Retention Partnerships provides finite funding for pilot projects to assist employers and employer associations to attract and retain workers. One recent project example (2013) is the Edmonton Chamber of Commerce's Aboriginal Youth Initiative (AYI). Through the project, the Chamber will connects youth serving organizations to employers and organize and facilitates youth presentations focused on employer expectations, resume development and employability (soft) skills.	<a href="http://humanservices.alberta.ca/AWonline/ETS/4329.html">http://humanservices.alberta.ca/AWonline/ETS/4329.html</a> <a href="http://edmontoncommercenews.com/2013/06/workforce-attraction-and-retention-program/">http://edmontoncommercenews.com/2013/06/workforce-attraction-and-retention-program/</a>
<b>Government of Saskatchewan</b>	Online site with links to programs and services specific to youth.	Subsequent site provides information to job seekers, businesses, employers, employees and investors on living, working, playing and the public service (i.e. government) in Saskatchewan	<a href="http://www.gov.sk.ca/services/youth/">http://www.gov.sk.ca/services/youth/</a> <a href="http://www.saskatchewan.ca/work">http://www.saskatchewan.ca/work</a>
	The Government of Saskatchewan's Graduate Retention Program (GRP)	The GRP provides graduates who live in SK and who file a Saskatchewan income tax return with a rebate of up to \$20,000 of tuition fees.	<a href="http://ae.gov.sk.ca/grp">http://ae.gov.sk.ca/grp</a>
	Youth Career Discovery site also provides information to youth, including tips on choosing careers and job search strategies.		<a href="http://www.education.gov.sk.ca/youth-career-discovery/">http://www.education.gov.sk.ca/youth-career-discovery/</a>
	The Department of Education's Career Development Action Plan for Schools briefly describes the need for additional career direction that highlights opportunities and possibilities in the province.	No additional links are provided and no more information is given.	<a href="http://www.education.gov.sk.ca/career-development-action-plan">http://www.education.gov.sk.ca/career-development-action-plan</a>
	Student Summer Works Program	This labour market development program is designed to connect students with quality full and part-time employment. The goals of the program are to improve the ability for students to finance their education; to provide them with work experience; to "link future graduates to potential long-term employers in Saskatchewan" and create opportunities that can help employers with capacity and succession planning	<a href="http://economy.gov.sk.ca/ssw">http://economy.gov.sk.ca/ssw</a>
	Provincial Youth Advisory Committee – no longer active and/or in existence.	In 2002, the Government of Saskatchewan established the PYAC to advise "Government on youth attraction and retention, education, leadership, employment and training". The committee was comprised of 25 positions with a diverse representation of youth (14–29) from urban, rural, northern, First Nations and Metis communities as well as visible minority youth and with disabilities. The committee no longer exists.	<a href="http://publications.gov.sk.ca/details.cfm?p=58102">http://publications.gov.sk.ca/details.cfm?p=58102</a>

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	Youth Economic Engagement Council – unclear if it is still existent	Launched in 2009, the council aimed to provide recommendations designed to increase youth entrepreneurship, as well as achieving higher levels of general economic engagement among Saskatchewan's youth through preparation for employment such as apprenticeship and access to meaningful education and strategies – facilitated through third-party service provider, Enterprise Saskatchewan.	<a href="http://www.gov.sk.ca/news?newsId=990690b0-2c30-485d-8950-528e36898ce7">http://www.gov.sk.ca/news?newsId=990690b0-2c30-485d-8950-528e36898ce7</a>
	Lieutenant Governor of Saskatchewan's Leadership Forum – unclear if it is still an active forum.	A forum that accepted 18 students (from grade 11 and 12) per year for a 10-day experience focused on exposing them to career opportunities available in Saskatchewan.	<a href="http://www.canada.com/reginaleaderpost/news/story.html?id=593be31a-96ed-4667-99e1-f86657ba7a20">http://www.canada.com/reginaleaderpost/news/story.html?id=593be31a-96ed-4667-99e1-f86657ba7a20</a>
<b>Government of Manitoba</b>	MB4Youth	Works with employers to facilitate hiring of youth up to 29 and provides the single source of information for all youth programs and services – a portal to the career development site for Manitoba including: apprenticeships, career development, finding a job, high demand careers, internships, self-employment, summer and student employment. Links also available to funding for PSE, leadership and volunteering. The site provides direct links to resources and programs for youth	<a href="http://www.gov.mb.ca/cyo/youth/index.html">http://www.gov.mb.ca/cyo/youth/index.html</a> <a href="http://www.gov.mb.ca/opportunities/careers.html">http://www.gov.mb.ca/opportunities/careers.html</a>
	Northern Aboriginal Youth internship Program	Delivered through a third-party service provider, the program aims to connect aboriginal high school students with available careers in Manitoba; to stay in school and to provide a platform for students and employers to engage.	<a href="http://www.gov.mb.ca/cyo/youth/employers/nayip.html">http://www.gov.mb.ca/cyo/youth/employers/nayip.html</a>
	Black Youth Internship Program		
	Career Focus	A partnership with employers and educators in Manitoba to facilitate career work experience opportunities where students can earn while they learn (employers are subsidized through the programming).	<a href="http://www.gov.mb.ca/cyo/youth/employers/careerfocus.html">http://www.gov.mb.ca/cyo/youth/employers/careerfocus.html</a>
	STEP Services	STEP Services is the official student employment placement service for the Government of Manitoba. Eligible students can find full and part-time jobs with government departments, agencies, and Crown corporations throughout the year in various locations across the province	<a href="http://www.gov.mb.ca/cyo/studentjobs/">http://www.gov.mb.ca/cyo/studentjobs/</a>
	Green Teams	Summer jobs for students focused on communities; scholarships are awarded to participants who show how project benefited the community	
	Manitoba Youth Job Centres	Resource centres for youth that provide employment referral. Open from May to April each year and delivered throughout communities by community organizations.	
	Provincial Nominee Program	Manitoba has been particularly successful with its provincial nominee program. A report by the Institute for Research on Public Policy (Carter, Pandey and Townsend, 2010) found that Manitoba drew success from its history with immigrant communities and the fact that it assumed control of settlement services, thus allowing for policy and practice to be guided by experience and engagement with recent immigrants.	<a href="http://irpp.org/wp-content/uploads/assets/research/diversity-immigration-and-integration/the-manitoba-provincial-nominee-program/IRPP-study-no10.pdf">http://irpp.org/wp-content/uploads/assets/research/diversity-immigration-and-integration/the-manitoba-provincial-nominee-program/IRPP-study-no10.pdf</a>

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<b>Government of Ontario</b>	Youth and New Professionals Secretariat	Within the Ontario Public Service; designated programming and links to programs and funding for youth, including aboriginal youth and immigrant youth-youth with foreign qualifications. Staffing position associated with this: a senior program consultant	<a href="http://www.gojobs.gov.on.ca/JumpStart.asp">http://www.gojobs.gov.on.ca/JumpStart.asp</a> <a href="http://www.gojobs.gov.on.ca/PDR.aspx?JobID=16700">http://www.gojobs.gov.on.ca/PDR.aspx?JobID=16700</a>
	Youth Jobs Strategy	A series of programs designed to assist youth, many of them are associated with employer hiring incentives.	<a href="https://www.ontario.ca/jobs-and-employment/youth-jobs-strategy">https://www.ontario.ca/jobs-and-employment/youth-jobs-strategy</a>
	Youth employment Fund	Provides employer incentives for wages and training and covers costs to youth such as transportation. Available for youth aged 15 to 29 who are unemployed and out of school. Special attention is focused on youth on social assistance, Aboriginal youth, youth with a disability, youth a history of poor educational attainment or employability, and youth in communities with high youth unemployment.	<a href="http://www.tcu.gov.on.ca/eng/employmentontario/youthfund/">http://www.tcu.gov.on.ca/eng/employmentontario/youthfund/</a>
<b>Government of Quebec</b>	Quebec Youth Policy	Policy developed to address four priority areas: generational renewal, better labour market outcomes for youth, belonging, and enabling youth to reach their full potential.	<a href="http://www.saj.gouv.qc.ca/documentation/publications/documents/Politique-anglais.pdf">http://www.saj.gouv.qc.ca/documentation/publications/documents/Politique-anglais.pdf</a>
<b>Government of New Brunswick</b>	Youth Employment Fund	Fund targeting unemployed youth aged 18 to 29. Beginning in April 2015, youth will be placed with employers for six-month work placements that can include two months of training.	<a href="http://www2.gnb.ca/content/gnb/en/news/news_release.2014.10.1191.html">http://www2.gnb.ca/content/gnb/en/news/news_release.2014.10.1191.html</a>
	New Brunswick's Labour Force and Skills Development Strategy 2013–2016	Includes priorities related to youth acquisition of essential skills and youth post-secondary attendance through funding assistance.	<a href="http://www2.gnb.ca/content/dam/gnb/Departments/petl-epft/PDF/LabourForceAndSkillsDevelopmentStrategy.pdf">http://www2.gnb.ca/content/dam/gnb/Departments/petl-epft/PDF/LabourForceAndSkillsDevelopmentStrategy.pdf</a>
	Workforce Expansion program and the One-Job Pledge initiative	The One-Job Pledge initiative provides wage subsidies to employers if they hire a recent post-secondary graduate for a permanent full-time position (40hrs/week) at a minimum salary of \$14/hour.	<a href="http://www2.gnb.ca/content/dam/gnb/Departments/petl-epft/PDF/PopGrowth/NBPG_Strategy_2013-18.pdf">http://www2.gnb.ca/content/dam/gnb/Departments/petl-epft/PDF/PopGrowth/NBPG_Strategy_2013-18.pdf</a> <a href="http://www2.gnb.ca/content/gnb/en/services/services_renderer.201311.Wage_Incentive_-_One-Job_Pledge_.html">http://www2.gnb.ca/content/gnb/en/services/services_renderer.201311.Wage_Incentive_-_One-Job_Pledge_.html</a>
<b>Government of Nova Scotia</b>	Youth Secretariat and Youth Secretariat Act	Mandated and devoted to addressing, responding to youth needs, including programming.	<a href="http://novascotia.ca/coms/families/youthsecretariat/">http://novascotia.ca/coms/families/youthsecretariat/</a>
	Nova Scotia Youth Secretariat –Youth Engagement Grant Program	Grants of up to \$5000 for youth community capacity building.	<a href="http://novascotia.ca/coms/families/youthsecretariat/CapacityBuildinggrants.html">http://novascotia.ca/coms/families/youthsecretariat/CapacityBuildinggrants.html</a>
	Student Employment Program	Wage subsidy program to encourage student-employer partnerships and to secure employment for post-secondary students after graduation	<a href="http://www.novascotia.ca/econ/sep/">http://www.novascotia.ca/econ/sep/</a>
<b>Government of Prince Edward Island</b>	Jobs for youth		<a href="http://www.gov.pe.ca/fard/jobsforyouth">http://www.gov.pe.ca/fard/jobsforyouth</a>
	NEXT Network	Network and job information site for youth	<a href="http://nextnetwork.ca/">http://nextnetwork.ca/</a>
	Career Prep Program	Program designed to help link PSE students with jobs through part-time employment and employer financial assistance to train and employ students.	<a href="http://www.skillspei.com/">http://www.skillspei.com/</a>
	Information for youth	Linkage site to connect youth to other sites and information	<a href="http://www.gov.pe.ca/index.php3?number=1038381&amp;lang=E">http://www.gov.pe.ca/index.php3?number=1038381&amp;lang=E</a>

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<b>Council of Atlantic Premiers</b>	MOU on apprenticeship harmonization	MOU commits the Atlantic Provinces to harmonizing 10 trades and collaboration on training, marketing efforts around the attraction and retention of skilled workers and skill development of youth.	<a href="http://www.gov.pe.ca/index.php3/mvr/law/premier/newsroom/newsroom/index.php3?number=news&amp;newsnumber=9646&amp;lang=E">http://www.gov.pe.ca/index.php3/mvr/law/premier/newsroom/newsroom/index.php3?number=news&amp;newsnumber=9646&amp;lang=E</a>
<b>Government of Yukon</b>	Yukon Career Summer Placement Program	Provides summer employment for youth	<a href="http://www.youth.gov.yk.ca/ps_employment.html">http://www.youth.gov.yk.ca/ps_employment.html</a>
	Youth Employment Centre	Designed to help youth gain the skills they need to attain employment	<a href="http://www.youth.gov.yk.ca/ps_employment.html">http://www.youth.gov.yk.ca/ps_employment.html</a>
	Student work experience programs	Series of programs devoted to assisting youth attain work experience and employment	<a href="http://www.employment.gov.yk.ca/workexperienceprograms.html">http://www.employment.gov.yk.ca/workexperienceprograms.html</a>
<b>Government of Northwest Territories</b>	Public service strategic Plan 2013714	Priorities identified that include youth retention	<a href="http://www.hr.gov.nt.ca/sites/default/files/results_report_2013-2014.pdf">http://www.hr.gov.nt.ca/sites/default/files/results_report_2013-2014.pdf</a>
<b>Government of Nunavut</b>			
<b>MUNICIPALITIES</b>			
<b>Town of Qualicum Beach, BC</b>	Youth and Young Families Attraction and Retention Strategy (YFRAS) Resource Group	Group formed in 2012 with objective to frame recommendations for council. Set of themed recommendations with specific attention to a youth attraction and retention lens.	<a href="https://qualicumbeach.civicweb.net/document/3236/Recommended%20Strategies%20for%20Youth%20_%20Young%20Families%20Retention%20_%20Attraction.pdf?handle=643D8B1ACF194B8BABC24B6C866075FA">https://qualicumbeach.civicweb.net/document/3236/Recommended%20Strategies%20for%20Youth%20_%20Young%20Families%20Retention%20_%20Attraction.pdf?handle=643D8B1ACF194B8BABC24B6C866075FA</a>
<b>OTHER ORGANIZATIONS/GROUPS</b>			
<b>Federation of Canadian Municipalities</b>	Report on the municipal role in immigrant settlement	Highlights the need for long-term funding and greater involvement of municipal voice in immigration policy. Municipalities assume the fiscal and social responsibility of welcoming and support new immigrants, and providing infrastructure for them to succeed but also when they do not or cannot.	<a href="http://www.fcm.ca/Documents/reports/Starting_on_Solid_Ground_Municipalities_and_Immigration_EN.pdf">http://www.fcm.ca/Documents/reports/Starting_on_Solid_Ground_Municipalities_and_Immigration_EN.pdf</a>
<b>Public policy forum</b>	Report entitled the road to retention	Report is based on a series of workshops held between February and December of 2009. In total, about 300 young Canadians between the ages of 18 and 30 participated. Workshop results indicated that young people want mentoring, but mentoring is challenging in environments where intergenerational communication is difficult and sometimes non-existent. Young people have an interest in profit but also corporate responsibility and the environment. They also expressed the need for flexibility, and for building relationships with managers, and for opportunities to grow within the organization. The importance of creativity in the workplace and in work was recognized; and youth expressed the desire to want to be part of the organization as a means to create loyalty. Report also indicated that unions need to engage youth perspectives for renewal, something which doesn't currently exist. The traditional business of union activities is not interesting to young people. Set of 10 recommendations pertaining to findings.	<a href="http://www.ppforum.ca/sites/default/files/The_Road_to_Retention_EN_web.pdf">http://www.ppforum.ca/sites/default/files/The_Road_to_Retention_EN_web.pdf</a>

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<b>Saskatchewan's School Boards Association</b>	Research report on aboriginal recruitment and retention guide	Produced in the late 2000s, the guide details resources and best practices for aboriginal recruitment and retention. The importance of unions and union involvement for workforce representation is noted.	<a href="http://www.saskschoolboards.ca/old/ResearchAndDevelopment/ResearchReports/HumanResources/09-02.pdf">http://www.saskschoolboards.ca/old/ResearchAndDevelopment/ResearchReports/HumanResources/09-02.pdf</a>
<b>Peel Children and Youth Initiative's Youth Advisory Council</b>	An advisory council of 15 youth (aged 14–24) who support and inform the PCYI's research, policy and strategic initiatives.		<a href="http://www.pcyi.org/youth-engagement">http://www.pcyi.org/youth-engagement</a>
<b>Youth employment services</b>	A registered charity based in Manitoba that assists young people (aged 16 to 29) enter the labour market.	Youth employment services delivers employment assistance services to youth to help them enter the labour market; it runs the youth now project directed specifically to low-income youth or youth facing multiple barriers to employment; it also runs the Building Futures pilot project which focuses on independent living skills for individuals facing barriers to employment.	<a href="http://www.youthemploymentservices.com/">http://www.youthemploymentservices.com/</a>
<b>Ontario Trillium Foundation</b>	Provides funding to support innovative projects, particularly youth projects and ones specific to attraction and retention	The most recent launched in Windsor-Essex with support to a WEexplore project and a task force devoted to youth retention and attraction. A previous project – NEXT Niagara targeting youth 15–35 and focused on a youth attraction and retention strategy.	<a href="http://www.choosewindsorsex.com/sites/default/files/files/2013MEDIA%20RELEASE%20WEPROSPER%20FNL.pdf">http://www.choosewindsorsex.com/sites/default/files/files/2013MEDIA%20RELEASE%20WEPROSPER%20FNL.pdf</a> <a href="http://niagaraworkforceboard.ca/care/">http://niagaraworkforceboard.ca/care/</a>
<b>One Nova Scotia Coalition</b>	Coalition established to address priorities, visions and goals set out through the OneNS Commission Report.	The report highlights priorities for youth, including an increase in youth employment, focused effort on youth retention, support for youth entrepreneurship and training, and improved youth school-to-work transitions. OneNS has outlined specific immigrant attraction and retention policies.	<a href="http://onens.ca/about/">http://onens.ca/about/</a>
<b>StudentsNS</b>	Group mandated to represent students' interests in Nova Scotia.	Report recommendations that employers, especially large employers hire more youth and invest in youth, that government should implement policy changes to help youth access more employment programs and that PSE institutions implement more experiential learning to connect youth with available and relevant employment.	<a href="http://farewelltonovascotia.ca/wp-content/uploads/2014/09/2014-09-16-employment-report-FINAL.pdf">http://farewelltonovascotia.ca/wp-content/uploads/2014/09/2014-09-16-employment-report-FINAL.pdf</a>
<b>Enterprise Saint John</b>	Agency responsible for facilitating the True Growth model.	Has a working group on labour force attraction, readiness and retention. The working group produced a report in 2013.  Students petition NS Premier to address high youth unemployment in the province.	<a href="http://www.enterprisesj.com/labour_force_attraction">http://www.enterprisesj.com/labour_force_attraction</a>  <a href="http://www.change.org/p/province-of-nova-scotia-act-on-post-secondary-education-affordability-and-youth-retention-and-attraction">http://www.change.org/p/province-of-nova-scotia-act-on-post-secondary-education-affordability-and-youth-retention-and-attraction</a>
<b>Greater Charlottetown Chamber of Commerce</b>	Advanced Island Task Force	Task force focused on entrepreneurship and immigration. Report indicates specific priorities for youth and support of youth entrepreneurship.	<a href="http://www.charlottetownchamber.com/uploads/Island%20Advance%20Task%20Force%20Report%20(July%205%202013).pdf">http://www.charlottetownchamber.com/uploads/Island%20Advance%20Task%20Force%20Report%20(July%205%202013).pdf</a>
<b>UNIONS</b>			
<b>Unifor</b>	Youth Activist Education Course	A five day course designed for members aged 35 and younger to develop skills so that they can be active in the union, with particular focus to how the union can be used to bring about “meaningful and progressive change”	<a href="http://www.unifor.org/en/member-services/education/youth-activist">http://www.unifor.org/en/member-services/education/youth-activist</a>

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	Presentation to the Standing Committee on Finance on youth employment	Recommendations to the committee included the need for a: national, multi-stakeholder retail and hospitality sector work standards and training council; developed thresholds for youth employment in public infrastructure projects; better federal wage subsidy programs directed at long-term employment rather than apprenticeships or temporary/seasonal employment.	<a href="http://www.unifor.org/sites/default/files/submission_youth_employment_study_to_standing_committee_on_finance.pdf">http://www.unifor.org/sites/default/files/submission_youth_employment_study_to_standing_committee_on_finance.pdf</a>
	Hosting of Enough with Un(der)employment forum in September 2013.		Link to video about the day: <a href="https://www.youtube.com/watch?v=8NB8N2O53VO">https://www.youtube.com/watch?v=8NB8N2O53VO</a>
<b>Public Services International</b>	Young workers are a focus. A variety of resources, publications and campaigns noted on the site for young workers	PSI also partners with other organizations and chapters to organize workshops and information sharing/organizing campaigns on youth. One example is a recent trade union organizing campaign in the Philippines. Youth identified that being a member of a union is a good thing; that union youth committees are needed; and that the young workers' network needs to be strengthened in the union, that there needs to be increased education and campaigns among young workers to build capacity and that thresholds of young worker participation in union activities should be established.	<a href="http://www.world-psi.org/en/issue/young-workers">http://www.world-psi.org/en/issue/young-workers</a> <a href="http://www.world-psi.org/en/young-workers-and-trade-union-organising-campaign">http://www.world-psi.org/en/young-workers-and-trade-union-organising-campaign</a>

# Notes

- 1** This is a Dreamfilm’s production for the CBC; Generation Jobless, CBC Doc Zone, Season 2012–13, Episode 17, Aug 21, 2013 and aired August <http://dreamfilm.ca/film/generation-jobless/>
- 2** Karen Foster, 2012, Youth Employment and Un(der) *employment* in Canada. More than a Temporary Problem? Canadian Centre for Policy Alternatives. <http://www.policyalternatives.org/sites/default/files/uploads/publications/National%20Office/2012/10/Youth%20Unemployment.pdf> and see also: Julian Beltrame. “Boomers feeling strain of ‘boomerang kids’ – survey.” Canadian Press. May 7, 2013. (<http://www.ctvnews.ca/business/boomers-feeling-financial-strain-of-boomerang-kids-survey-1.1270696>); and <http://www.vitalsignscanada.ca/en/vitalyouth>
- 3** Community Foundation of Newfoundland Labrador (CFNL), Newfoundland and Labrador’s Vital Signs, 2014. <http://www.vitalsignscanada.ca/en/localreports-143-newfoundland-labrador-2014-community-foundation>
- 4** Diana Gibson and Greg Flanagan, *Newfoundland and Labrador: Options for a Strong Economy* (Ottawa: Canadian Centre for Policy Alternatives, 2014) [https://www.policyalternatives.ca/sites/default/files/uploads/publications/National%20Office/2014/11/Newfoundland\\_Labrador\\_Options.pdf](https://www.policyalternatives.ca/sites/default/files/uploads/publications/National%20Office/2014/11/Newfoundland_Labrador_Options.pdf)
- 5** While St. John’s saw a 10% increase between 2006 and 2011, see CFNL, Ibid.
- 6** Parliamentary Budget Officer, Labour Market Assessment 2014 (Ottawa: Office of the Parliamentary Budget Officer) [http://www.pbo-dpb.gc.ca/files/files/Labour\\_Note\\_EN.pdf](http://www.pbo-dpb.gc.ca/files/files/Labour_Note_EN.pdf)
- 7** The Canadian Press, “Budget Watchdog Finds Little Evidence of Labour-Skills Shortages”, March 25, 2014. <http://www.cbc.ca/news/politics/budget-watchdog-finds-little-evidence-of-labour-skills-shortages-1.2585468>;
- 8** PBO, Ibid, p. 14.
- 9** Province of Newfoundland and Labrador, Press Release: “Youth Retention and Attraction Strategy Officially Launched” <http://www.releases.gov.nl.ca/releases/2009/exec/1105n03.htm> The strategy can no longer even be found on the government website.
- 10** An exact age bracket for the youth phase continues to be debated. The UN definition is based upon an age range from 15 to 24, while the African Youth Charter defines youth as being between

15 and 35. See Furlong, A. 2013. *Youth Studies: An Introduction*. New York: Routledge; Tyyska, V. 2014. *Youth and Society: The long and winding road*, 3<sup>rd</sup> ed. Toronto: Canadian Scholars Press Inc. and <http://www.un.org/esa/socdev/documents/youth/fact-sheets/youth-definition.pdf>.

**11** NL Community Counts, 2014, Labour Force Annual Averages: Youth (15–24 Years) by Gender, Newfoundland and Labrador 1976 to 2013, Annual Averages (Government of NL)

**12** Statistics Canada, Table 282-0087, Labour force survey estimates (LFS), by sex and age group, seasonally adjusted and unadjusted monthly, Newfoundland and Labrador

**13** Homan, G., Hedric, J., & Dick, J. (2010). Factors that Influence Youth Retention in Northwest Ohio. *NACTA Journal*, 54(2) and Walsh, D. 2013. “High mobility among young rural Canadian women.” *Norsk Geografisk Tidsskrift–Norwegian Journal of Geography* 67(5): 304–311.

**14** Foster, Ibid.

**15** David Chaundy, with contributions from Fred Bergman and Ryan MacLeod, *Meeting the Skills Challenge: Five Key Labour Market Issues Facing Atlantic Canada* (Atlantic Provinces Economic Council, October 2012), p. 43.

**16** Newfoundland and Labrador Department of Human Resources, Labour and Employment, (2011), *Newfoundland and Labrador Labour Market Outlook 2020* (Government of Newfoundland Labrador)

**17** Statistics Canada, CANSIM Table 282-0014

**18** These increases happened within the context of a spectacular rise in median wages in Newfoundland and Labrador (which were more than \$3.00 lower than the Canadian median hourly average from 2000–06), which have since converged with the Canadian median hourly wage. Erika Shaker, (2014) *Young Workers in Newfoundland and Labrador: Sinking, Swimming, or Treading Water?* Canadian Centre for Policy Alternatives, Ottawa. p. 25.

**19** Newfoundland and Labrador Department of Human Resources, Labour and Employment (2011), p.53–54.

**20** Taylor, Anthea. 2005. “What employers look for: the skills debate and the fit with youth perceptions.” *Journal of Education and Youth*. 18:2(201-) See also McKinsey, 2014. “Education to employment: Getting Europe’s youth into work” [http://www.mckinsey.com/insights/social\\_sector/converting\\_education\\_to\\_employment\\_in\\_europe](http://www.mckinsey.com/insights/social_sector/converting_education_to_employment_in_europe).

**21** De Hoyos, M., & Green. Recruitment and retention issues in rural labour markets. *Journal of Rural Studies*, 27(2), 171–180. 2011, p. 172. Hutchings et al. 2011

**22** The Huffington Post Canada, Canada Among World Leaders for creating crappy jobs: Morgan Stanley (CHART). September 24, 2014. [http://www.huffingtonpost.ca/2014/09/24/low-paying-jobs-canada-morgan-stanley\\_n\\_5877084.html?utm\\_hp\\_ref=tw](http://www.huffingtonpost.ca/2014/09/24/low-paying-jobs-canada-morgan-stanley_n_5877084.html?utm_hp_ref=tw).

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**32** Moses, B. Coddled, confident and cocky: The challenges of managing Gen Y. *The Globe and Mail* (Canada) March 11, 2005 Pg. C1.

**33** Broadbridge et al. 2009.

**34** Statistics Canada, Cansim 282-0002, Labour force survey estimates (LFS), by sex and detailed age group annual (persons x 1,000)

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**36** Morgan, G., Wood, J., & Nelligan, P. 2013. Beyond the vocational fragments: Creative work, precarious labour and the idea of ‘Flexploitation’. *The Economic and Labour Relations Review*, 24(3), 397–415.

**37** R. MacDonald. Precarious work: Risk, choice and poverty traps. P.167–175 in A. Furlong (ed.) *Handbook of Youth and Young Adulthood: New Perspectives and Agendas*. New York: Routledge. 2009.

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**40** Michael Bourgeois, Joanne Hussey, Christine Saulnier and Sara Wuite, Public Disservice: the impact of Federal Public Sector Job Cuts in Atlantic Canada, 2012 <http://www.policyalternatives.ca/publications/reports/public-disservice>

- 41** CFNL, *ibid.*
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- 44** Canadian Labour Congress (CLC), Newfoundland and Labrador’s Union Advantage for Young Workers, Canadian Labour Congress, 2013, <http://www.canadianlabour.ca/sites/default/files/nfl-large.jpg>
- 45** The long term trend has seen a decline in unionization rates, which generally peaked in the 1980s; In 1981, the unionization rate in Newfoundland was 45% rate, see Diane Galarneau and Thao Sohn. “Long-term trends in unionization.” *Insights on Canadian Society*. Statistics Canada. November 2013. <http://www.statcan.gc.ca/pub/75-006-x/2013001/article/11878-eng.htm#a3>
- 46** CLC, *ibid*
- 47** See for example, Matthew Behrens, Editor (for the Canadian Foundation for Labour Rights). *Unions Matter: Advancing Democracy, Economic Equality and Social Justice*. Toronto. Between the Lines. 2014.
- 48** Hans Rollman, UP! How the NL government and its unions solved their pension problem, *rabble.ca*, October 16, 2014 <http://rabble.ca/news/2014/10/how-nl-government-and-its-unions-solved-their-pension-problem>
- 49** Nora Loreto, *From Demonized to Organized: Building the New Union Movement* (Ottawa: CCPA, 2013). <https://www.policyalternatives.ca/demonized-organized>
- 50** H.G. Watson, Young workers are organizing at the CLC, *Rabble.ca*, May 7, 2014 <http://rabble.ca/news/2014/05/young-workers-are-organizing-clc>
- 51** Amundson 2007, p.158.
- 52** Broadbridge et al. 2009
- 53** Amundson, 2007; and see also De Hoyos, M., & Green.
- 54** Ray, C. October 19, 2009. Rewards outweigh risks of social media. *Canadian HR reporter*. 22(18): 18.
- 55** *Ibid*, p. iii.
- 56** Higher unemployment for youth in Atlantic Canada do tend to be in urban areas, see Chaundy,*Ibid*, p. 43)
- 57** CFNL, *Ibid*.
- 58** Chaundy, *Ibid*, p.10.
- 59** Chaundy, *Ibid*.
- 60** Newfoundland and Labrador Department of Human Resources, Labour and Employment, *ibid*.
- 61** *Ibid*.
- 62** *Ibid*, p. 53.
- 63** There may be some more acute issues in rural NL with literacy and numeracy profiles, but much more research would need to be done to consider these issues more closely. See CFNL, *ibid*.
- 64** D. Burleton et al., *Jobs in Canada: Where, What and For Whom?* (TD Economics, October 22, 2013)
- 65** Newfoundland and Labrador Department of Human Resources, *Ibid*, p.51.

**66** It was beyond the scope of this report to address the influence of federal labour market policy.

**67** Canadian Policy Research Network, Newfoundland and Labrador, Province of Choice (Ottawa: CPRN, 2008) <http://www.cprn.org/doc.cfm?doc=1958&l=en>

**68** Government of Newfoundland, Creating a Province of Choice: A Youth Retention and Attraction Strategy, 2009 Downloaded here: <http://youthcore.ca/download.php?id=112>

**69** See <http://www.nlyouth.ca/>.

**70** Newfoundland and Labrador Youth Advisory Committee <http://www.nlyouth.ca/programsservices/yac.html>

**71** This research did not address the diversity of needs in the province including for youth in Labrador, Aboriginal Youth and immigrants, which requires closer examination.



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