

Peel Halton



Workforce  
Development  
Group

# THE EXPERIENCE OF **UNDER**EMPLOYMENT

IN MISSISSAUGA  
AND BRAMPTON

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## Propeller Project

Toronto Pearson. Investing in Communities.

### About the Greater Toronto Airport Authority

The Greater Toronto Airports Authority operates Toronto Pearson International Airport – Canada's largest airport facility – in Mississauga, Ontario. Through the Propeller Project, the GTAA, strives to have a positive impact, investing in community-building initiatives, supporting organizations and projects working in local neighborhoods to create stronger, healthier and happier communities. Through the Propeller Project's Uplift Fund, the GTAA has sought to support projects that will address underemployment in the communities surrounding Toronto Pearson.

### About the Peel Halton Workforce Development Group

Peel Halton Workforce Development Group (PHWDG) is a community based, non-profit corporation. It is one of 25 local boards in the Province of Ontario, funded by the Ministry of Labour, Training and Skills Development (MLTSD). The Peel Halton Workforce Development Group consists of a volunteer Board of Directors representing business, labour, women, visible racial minorities, educators/trainers and other equity groups. Its main role in the community is to conduct a highly interactive process that results in the Local Labour Market Plan (LLMP). The report serves as a strategic tool for building community partnerships and addressing local workforce challenges.

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### The Experience of Underemployment in Mississauga and Brampton

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# Introduction

***The future of work may not be characterized by greater unemployment, but will it be one of greater underemployment***

To understand the nature of local labour markets and the labour force, there is an increasing need to not only understand who is employed, who is not employed, and why this is the case, but also to ensure that we understand the nature of the employment that the labour force is engaged in. Thus, the problem of underemployment must become a focus of our efforts to assess local economies and labour markets.

To support these efforts in the communities of Mississauga and Brampton, this study has been designed to gather a more detailed, experiential, perspective on underemployment among two specific segments of the population: new Canadians, and youth (age 18 to 29 years) who were not currently in school. The objectives of the project were (1) to build a detailed understanding of the workforce/employment experience of recent immigrants and youth who are underemployed, and (2) to use this understanding to assess gaps and barriers within the local workforce planning and service system.





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# Describing Underemployment

*Underemployment exists when an individual's employment is inadequate in relation to specified norms of employment, including an account of occupational skill and availability for work. The OECD, with input from national statistics organization, including Statistics Canada, has defined two primary types of underemployment: visible underemployment and invisible underemployment.*

**Invisible underemployment** occurs when an individual is working in a job where their skills, education, or experience are not adequately utilized or where the job is considered substandard due to wages or other employment characteristics .

**Visible underemployment** occurs when an individual is involuntarily working less than the normal duration of work that has been determined for the activity and who are seeking or are available for additional work.

Despite these definitions, consistent agreement on the idea and measurement of underemployment in Canada remains elusive.<sup>1</sup> A recent report on underemployment in Canada from Deloitte argues that measuring the extent of underemployment is challenging for multiple reasons, including the inconsistent implementation of relevant surveys by Statistics Canada, the tendency of surveys to be prescriptive and outdated, thus limiting the multidimensional view of underemployment, and the potential for existing tools to inadequately quantify the intersectionality and causes of underemployment.<sup>2</sup>

These limitations make it difficult to fully assess and appreciate the depth of underemployment in Canada, let alone at the local level in Mississauga and Brampton. By examining data on involuntary part time work and overqualification, it is possible to gain some limited insight into some proxy measures for underemployment at the national level in Canada, helping to understand a portion of the extent of the problem and its targeted impacts on the specific segments of the labour force that were the focus of this project: youth and new Canadians.

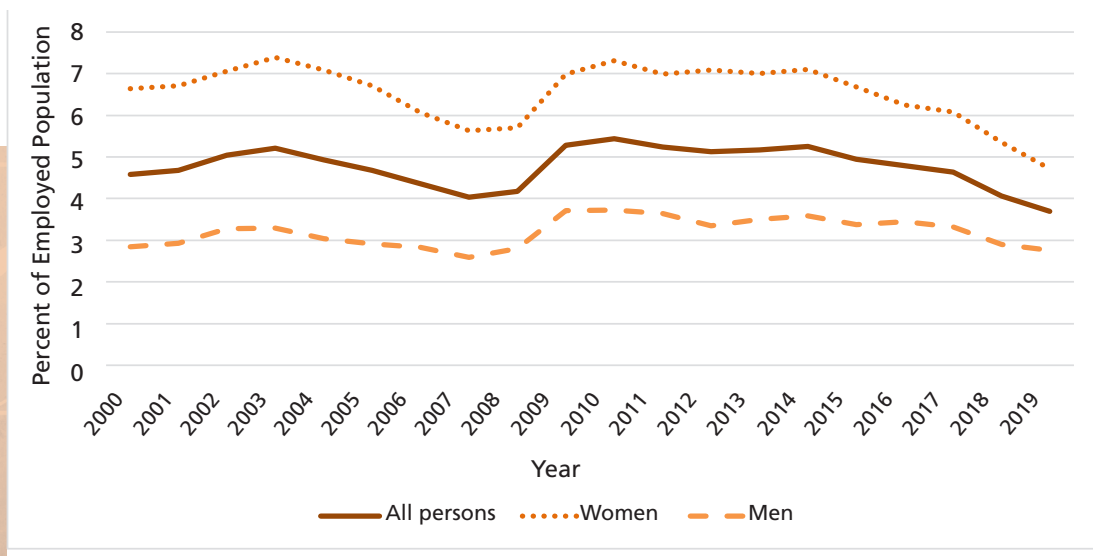
## Involuntary Part-time Work

A proxy measure for visible underemployment can be the percentage of the labour force that is employed part time involuntarily. That is, individuals who are working 30 hours or less per week, but who are available to work more.

Data collated by the Organization for Economic Cooperation and Development (OECD)<sup>3</sup> indicates that in 2019, 4% of the total employed labour force in Canada (704,000 individuals) was involuntarily employed part-time (Chart 1). Women are more likely to involuntarily work part time hours, with 5% of employed women in Canada (428,000 women) in 2019 working less hours than they are available to work (Chart 1). Youth are also much more likely to work fewer hours than they are available to work, with 7% of all employed youth (9179,000 individuals) in 2019 working less than they are available for, and 10% of youth women (102,000 individuals) in 2019 working less than their availability for work (Chart 2).

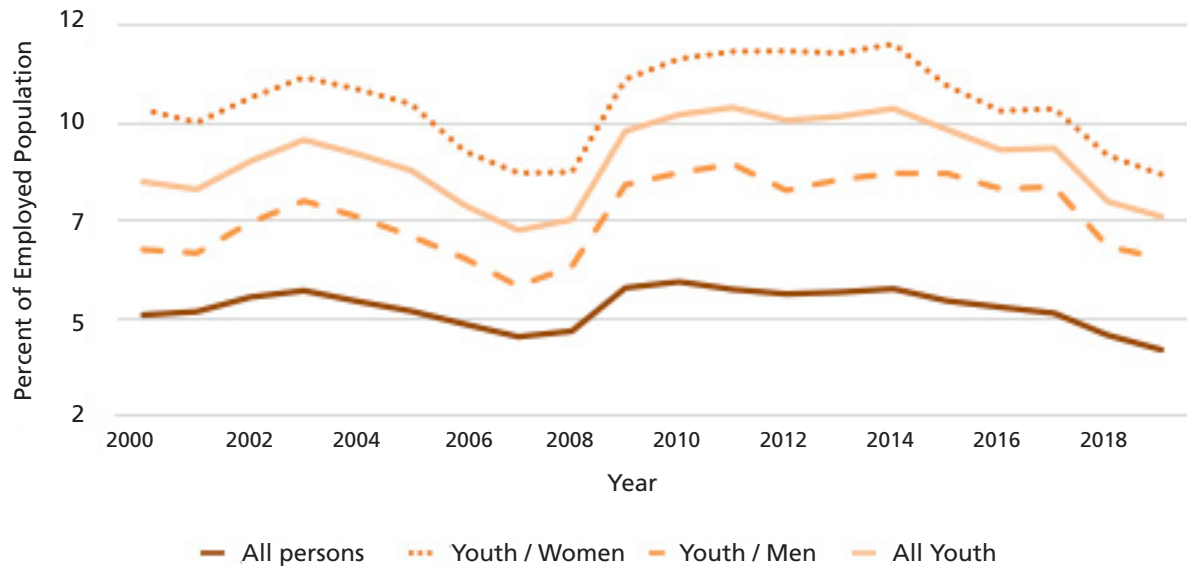
Of the labour force working part time hours in Canada in 2019, 20% were available to work more than 30 hours per week (Chart 3).

**Chart 1: Total population in Canada underemployed (visible) as a percentage of the total labour force, by sex (2000 – 2019)<sup>4</sup>**

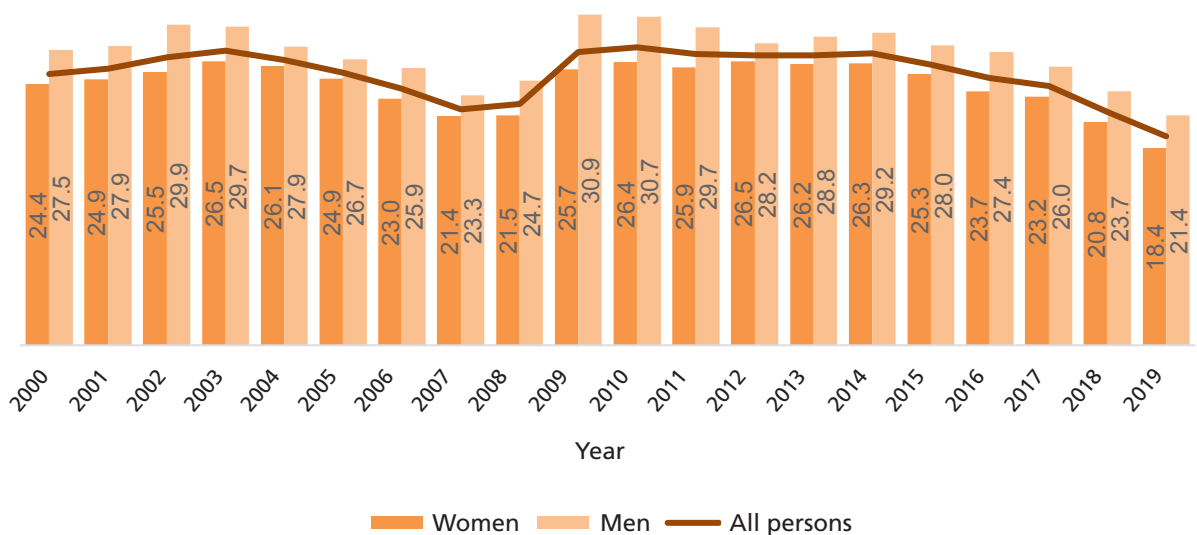




**Chart 2:** Youth (age < 25 years) population in Canada underemployed (visible) as a percentage of the total labour force, by sex (2000 – 2019)<sup>5</sup>



**Chart 3:** Total population in Canada underemployed (visible) as a percentage of the total part-time labour force, by sex (2000 – 2019)<sup>6</sup>



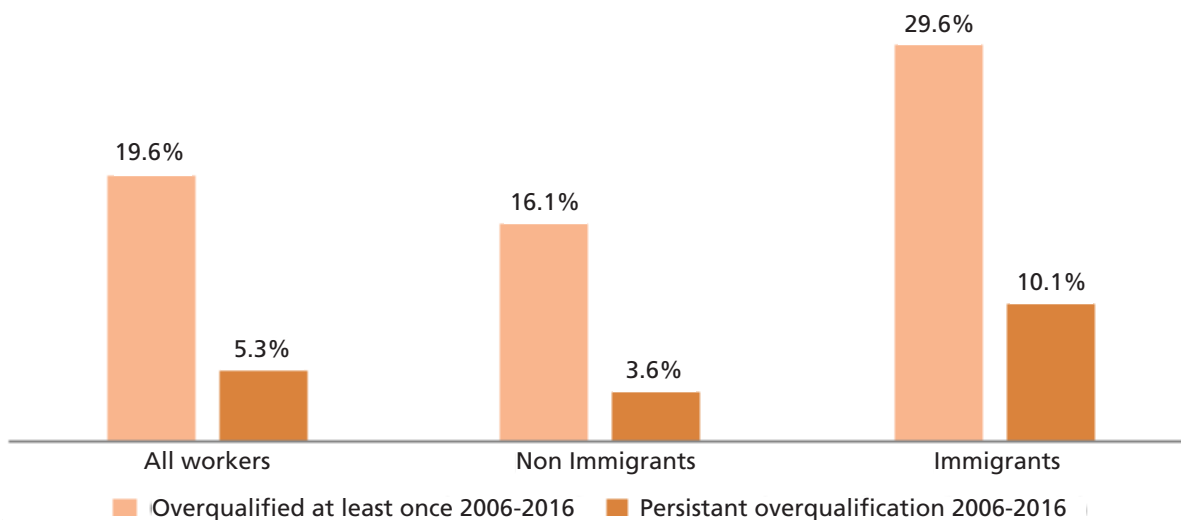
## Overqualification

A proxy measure for invisible underemployment can be the percentage of the labour force that is overqualified for the jobs that they currently hold. That is, individuals who are working in jobs that do not require the highest level of education that they have achieved.

In a recent report<sup>7</sup>, Statistics Canada has presented data on persistent overqualification<sup>8</sup> among the employed labour force between 2006 and 2016. The data indicate that 15.5% of the Canadian labour force age between 25 and 59 were overqualified in 2016 (Chart 4). Further, the data presented in the study indicates that 19.5% of the Canadian labour force experienced at least one period of overqualification over the observation years (2006 and 2016), and 5.3% of the labour force experienced persistent overqualification (that is, they were overqualified for their current job in both observation years).

As with involuntary part time work, women are more likely to be overqualified for the jobs that they hold, with 17.5% of non-immigrant women and 33.8% of immigrant women reporting being overqualified for at least one period over the reference years for the report.<sup>9</sup>

**Chart 4: Overqualification in the Canadian labour force, 2006-2016, non-immigrant and immigrant workers<sup>10</sup>**





## Project Overview

To develop a more detailed, experiential, perspective on underemployment in Mississauga and Brampton, Ontario, this project set out to engage two groups who are particularly susceptible to underemployment: recent immigrants to Canada and youth (age 18 to 29 years) who were not currently in school.<sup>11</sup> The project engaged these two groups in a detailed, in-depth, qualitative assessment of their experience as underemployed individuals. The project was intended to provide a more detailed, locally situated, and informed, understanding of the experience of these target populations. Specifically, the objectives of the project were:

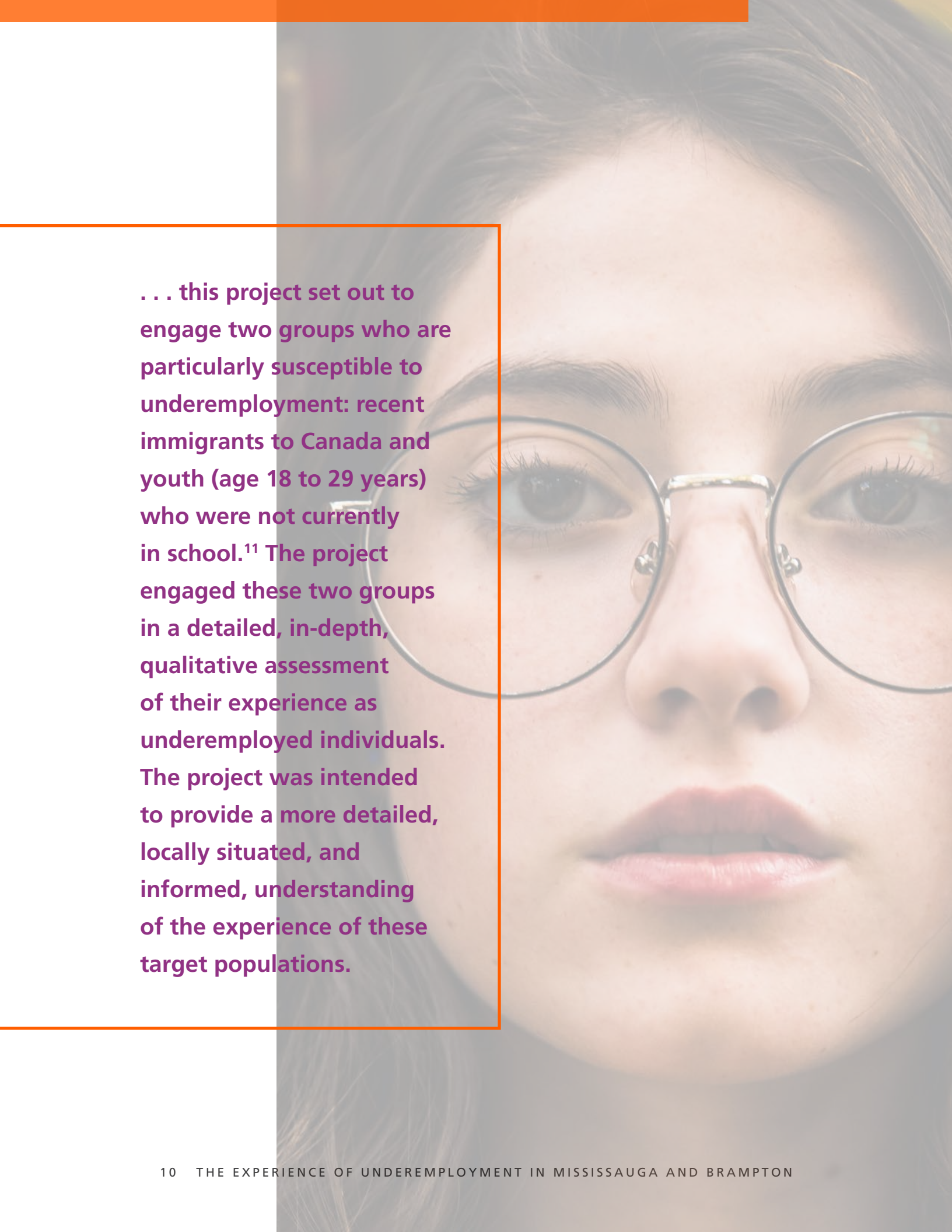
- 1) To build a detailed understanding of the workforce/employment experience of recent immigrants and youth who are underemployed and seeking improved employment opportunities in Mississauga and Brampton, and
- 2) To use this understanding to assess gaps and barriers within the local workforce planning and service system from an experiential and systems perspective and identify actions to address these gaps and barriers.

This project was informed by three perspectives that helped to situate the research, findings and recommendations.

## Experiential Perspective

An experiential perspective takes the approach of understanding a phenomenon from the daily perspective of those impacted by the phenomenon in question. The purpose of this approach is to complete a more detailed assessment of the individual impacts and experiences of actors within a system, allowing for a time-bound analysis of community experience. This allows for deep, reflexive observations, providing insights into the impacts and outcomes of a given system on individuals and groups.

Applied to this project, an experiential perspective allowed for an analysis of the experiences and interactions of those from our target populations who are underemployed. This has led to the identification of narrative themes that provide a description of the experience of underemployment at the local level.



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## Systems Perspective

A systems perspective recognizes that social and economic phenomena, and their causes and solutions, are complex, dynamic, and interrelated. This differs from more conventional thinking that attempts to find linear, cause and effect, relationships between social and economic problems and the solutions applied to them. This perspective acknowledges complexity and allows for a more appropriate and effective understanding of social and economic problems.

Underemployment is a complex labour market experience that impacts a diverse segment of the workforce in various ways. It is also the result of complex interactions between collective and individual circumstances. As a recent report from Deloitte notes, the experience of underemployment “can be shaped by several economic, social, and structural circumstances, as well as [personal] circumstances.”<sup>12</sup> It is the interaction of these circumstances that lend themselves to a systems perspective to understanding both the experience of underemployment, as well as the possible interventions that may be deployed to address it. By taking this approach, individual circumstances and experiences of underemployment may be situated within the systems that impact labour market and workforce development at the local level, and more appropriate interventions may be identified.

Applied to this project, as systems perspective is used to place the experiences of participants, contributing to an understanding of the emerging themes and the recommendations provided.



## Implications of the COVID-19 Pandemic

This project was originally designed in late 2019 and was set to be implemented in early 2020, prior to the onset of the global COVID-19 pandemic. Prior to initiating the project, adjustments were made to project design and methodology to account for the existing (at that time) and potential impacts that the pandemic and the associated lockdown procedures may have on the potential participant population.

From a methodological point of view, the project moved to online interview methodologies to allow for the safe deployment of research activities. In addition, due to the significant impact that the pandemic had on the labour market, and in particular, on the two target populations of this study (detailed in the next section), the participation criteria was adjusted to allow for the fact that someone who was generally underemployed, may now be unemployed due to the pandemic. Details on how this affected participation criteria are outlined in the Methodology section.

## Impacts on Employment

In general, we know that the pandemic led to a rapid decline in the active workforce across Canada. In the immediate aftermath of the pandemic lockdown, employment in Canada dropped by one million jobs in March 2020 and by two million jobs in April 2020.<sup>13</sup> At the same time, 2.5 million working Canadians reported working less than their usual number of hours over in April 2020.<sup>14</sup> These declines were most acute in major economic regions, including the Toronto CMA, where the communities that are the focus of this study are located. From February to March 2020, 539,000 jobs were lost in the Toronto CMA, or 18% of all jobs lost in Canada over this period.<sup>15</sup>

While no direct measures of the impacts on underemployment are available, a review of labour market data from the period immediately following the onset of the pandemic shutdowns in March 2020 can offer some insights into the potential impacts that significant declines in the national economy can have on those who are underemployed in general, and on both new Canadians and youth, who were the focus of this study.

The sectors most affected by the immediate pandemic lockdown were wholesale and retail trade, accommodation and food services, and manufacturing.<sup>16</sup> These are sectors where a majority of underemployed new Canadians and youth work, so the pandemic would have had a significant and immediate impact on the employment of the populations that were are focused on in this study.



Youth experienced the most rapid decline in employment at the outset of the pandemic lockdown, with 873,000 Canadian youth (34.2%) losing their jobs from February to April 2020.<sup>17</sup> In addition, 385,000 youth reported that while they remained employer, they lost the majority of their working hours over this period.<sup>18</sup>

New Canadians were also hit hard, with a 23.2% decrease in employment of very recent immigrants (those in Canada 5 years or less) from February to April 2020, compared to 14% for their Canadian born counterparts.<sup>19</sup> Overall, immigrant workers were impacted more than their Canadian colleagues over this period, with an 18% decline in employment for immigrants overall from February to April 2020.<sup>20</sup> One reason for these declines is that immigrants are more likely to be employed in the hardest hit sectors, such as accommodation and food services. These are also industries more likely to have an underemployed workforce.

From these trends we can see that the pandemic may have acted to increase the breadth of underemployment for many Canadians. In particular, new Canadians and young people have been acutely and disproportionately impacted by pandemic related labour market shutdowns.

Through this study, the backdrop of the COVID-19 pandemic was present, and where appropriate, applied to our understanding of our participants experiences.





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# Methodology

This project used a serialized qualitative methodology, engaging research participants in multiple in-depth interviews and a follow up focus discussion to build an understanding of their experiences being underemployed.

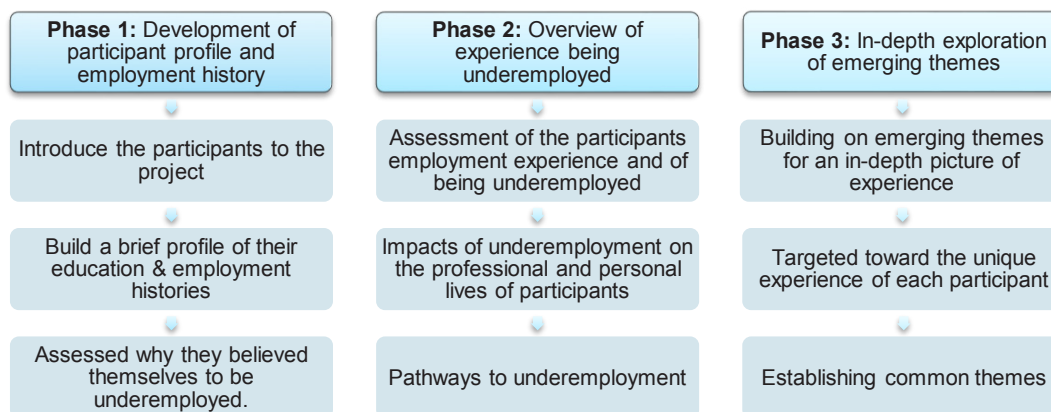
Participants were selected through a targeted recruitment process, facilitated by community partners and service organizations that serve Mississauga and Brampton. A general call for participants was circulated, and a screening process was undertaken to assess participant fit and availability to participate in the full three phase interview process.

**Table 1: Experience of Underemployment Participation Profile Criteria**

NEW CANADIANS	YOUTH
<ul style="list-style-type: none"> <li>Age 18 years or older</li> <li>Arrived within the past 10 years</li> <li>A resident of Mississauga or Brampton</li> <li>Identified as underemployed prior to economic downturn</li> <li>Willing and able to participate in three follow on interviews and final focus discussions over 9 month periods</li> </ul>	<ul style="list-style-type: none"> <li>Age 18 to 29 years</li> <li>Not currently enrolled in school</li> <li>A resident of Mississauga or Brampton</li> <li>Identified as underemployed prior to economic downturn</li> <li>Willing and able to participate in three follow on interviews and final focus discussions over 9 month period</li> </ul>

This process was divided across three distinct interview phases, each comprised of a one-hour in-depth interview, and conducted from June – December 2020. Phase 2 and Phase 3 built from the findings of the previous phase, allowing for the establishment and testing of themes.

**Figure 1: Description of three phases of the interview process**



The general approach was community-driven and participatory. That is, all research activities were set in the local community and service context, and were informed by input from local, relevant, stakeholders. In practice, therefore, in addition to GTAA and PHWDG stakeholders, the research team engaged employment, literacy, income support, community, and health service providers (among others) from the outset of the project, to help inform all aspects of research design, implementation, and data analysis.

## Participants

There was a total of 22 participants selected to participate in the interview process, with 19 completing all three phases of interviews. Of the 19 who completed all three phases:

- 11 were attributed as New Canadians
  - Of the New Canadians:
    - 8 were female, 3 were male
    - 9 came from South Asian countries, 2 came from Latin American countries

- 9 were attributed as youth<sup>21</sup>
  - Of the Youth:
    - 7 were female, 2 were male
    - 6 had South Asian heritage, 2 had Caribbean heritage, 1 had European heritage

This participant profile reflects some of the groups who are disproportionately impacted by underemployment and precarious employment generally. Women, and especially immigrant women, are generally at a higher risk of being involuntarily part-time employed when compared to men overall. For this reason, it is not surprising that women were more likely to participate in this study.

This being said, this study does have some limitations that result from the participant profile. These are noted below and address in the recommendations.



## Limitations

As a qualitative study of experience, this research presents a snapshot of the experience of a group of participants in the community at a specific point in time. While the findings are important in helping develop a more in-depth and nuanced understanding of underemployment, there may be limits on their general application to everyone who is underemployed in Mississauga and Brampton.

In addition, while an important perspective has been presented, the fact that most participants were both female and of South Asian heritage may present limits on the application of findings to other populations in the community. The themes presented are those that emerged across the participant interviews and are intended to deliberately present a generalized view of these experiences.

Despite these limitations, this study presents a sound picture of the experience of underemployment for two groups within the population in Mississauga and Brampton. The recommendations are used at the end to suggest next steps that may be undertaken to address these limits and add to the findings presented here.



## Research Findings

From the interviews, the following key themes have emerged regarding the experience of being underemployed in Mississauga and Brampton. Where appropriate, findings that have a unique dimension for either youth or new Canadians are discussed.

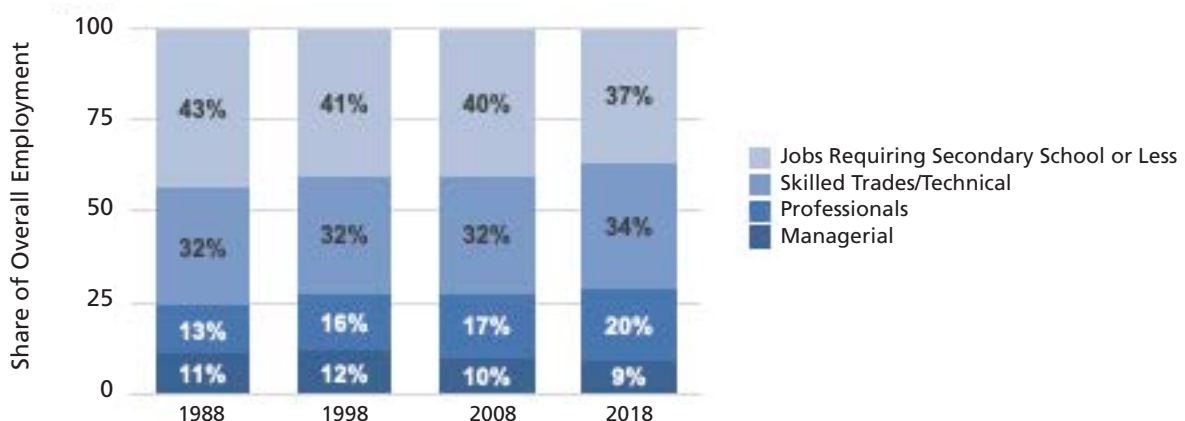
### Underemployment and the Changing Nature of Work

***The changing nature of work has impacted the environment in which participants experience employment, and subsequently, underemployment. These shifts can have a disproportionate impact on those new to the Canadian labour market.***

There are several structural shifts that are changing the nature of the Twenty-first Century labour market globally.<sup>22</sup> In Canada, the shifts of primary concern to labour market development include changing population demographics - driven by an aging population - advancing technology and the rise of a high-skilled workforce, and the globalization of labour markets and the economy.<sup>23</sup> These shifts are leading to several challenges and opportunities for the Canadian labour market, including three that have clear implications for those who are underemployed or who may become so: (1) technology driven labour market polarization, and (2) increased non-standard work arrangement contributing to employment precarity.

**Technology driven labour market polarization<sup>24</sup>** is the trend whereby there is a decrease in demand for a workforce who have skills that can be efficiently replaced by technology, and, at the same time, the demand for a workforce who have “advanced cognitive skills, sociobehavioural skills, and skill combinations associated with greater adaptability”<sup>25</sup>, are increasing (Figure 2). This has the resultant effect of declining demand for middle skill workers relative to the increase in demand for both highly skilled and low skilled workers.<sup>26</sup>

**Figure 2: Share of Employment by Skill Level, Canada<sup>27</sup>**



The implications of labour market polarization for underemployment can be significant. In a recent report on the future of work in Canada, the OECD reported that, “growth in high-skill occupations has outpaced growth in middle- and low-skill occupations, shifting the overall labour market distribution towards higher-skill jobs. The changing relationship between skills and income classes means that middle-skill workers are now more likely to be in lower-income classes than middle-income classes.”<sup>28</sup>

### Increased non-standard work arrangement contributing to employment

**precarity** is the trend whereby workers are either permanently employed part-time, are self-employed, or have temporary employment arrangements. Many workers who fall into the categories of non-standard employment consider themselves to be underemployed (this was reflected in the employment make up of study participants).

While statistics in Canada on non-standard employment remained relatively stable in the period of 1998 to 2018 (Figure 3), there are some notable shifts in the composition of non-standard work and employer practices that may have future implications for underemployment. For example, there was a rise over this period in workers who have temporary employment<sup>29</sup>. In addition, over the three-year period of August 2016 to August 2019, there was a 110% increase in the number of Canadian employers who were seeking online freelance labour<sup>30</sup>. The latter two trends can be indicative of a rise in working conditions that can contribute to conditions like employment precarity<sup>31</sup> and underemployment.

**Figure 3: Share of Employment by Type of Non-Standard Work, Canada, 1998 - 2018<sup>32</sup>**



The impacts of these trends on those who are new to the Canadian labour market can be a contributing factor to both short-term and sustained underemployment. The experience of study participants indicates several specific areas of concern for new Canadians and youth that relate to these trends.

First, those new to the Canadian labour market, especially those who end up underemployed, have limited access to high skill labour markets, or even the shrinking middle skill labour markets that may create career pathways. This limited access is the result of lower social and professional capital and a general lack of familiarity with local employers and labour markets.

Second, those new to the Canadian labour market have limited access to the required training they may need. For New Canadians, a lack of short-term wherewithal for more education, resulting from a need to concentrate on the processes of immigration and settlement, may delay efforts to upskill or reskill to meet local labour market demands.

Similarly, youth who are recently out of education or training programs, who do not immediately access appropriate employment, may not have the immediate personal or financial resources to return to training.

Finally, the experience of study participants indicates that many who are underemployed are those who increasingly make up the group of non-standard workers, and that they are generally in these kinds of roles for sustained periods. For example, several youth participants in the study indicated that they had undertaken freelance work online for multiple years, while trying to leverage these experiences into a more full-time career opportunities, without success. In addition, several New Canadian participants were in the group of workers who undertook part-time work to meet financial responsibilities and have found themselves permanently relegated to these hours.

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**Expectations of work and how they interact with the realities of the labour market, are a factor in underemployment, and how participants experience being underemployed.**

While it is broadly recognized, even by study participants, that the nature of work has changes, and thus the experience of employment has shifted accordingly, there was an apparent lack of congruence between expectations of work, and its realities.

For New Canadian participants, expectations of work revolved around the Canadian promise of immigration. That is, New Canadians arrive in Canada with expectations of security and prosperity, since they bring with them a high level of skill, education, and international experience. For those New Canadians who are underemployed, this expectation has not become a reality. They are generally unable to apply their education, training, and experience to labour market opportunities, and are forced into work that is below both their education and their experience level. As one New Canadian participant remarked, *“my degree was supposed to matter in Canada... I was rewarded in the immigration system because I have a Master’s degree, one that is needed in Canada. I have skills and time employed. But it does not matter, it got me nothing since I got here.”*

The reality that these New Canadians are facing is one driven by the need for opportunity to access appropriate and life-long education and training to ensure that their skill set is up-to-date and relevant. Study participants lacked these apparent opportunities and did not gain access to them after that took on low-skill work. As one participant said, *“I do not feel like my school matters anymore, it has been too long. But what chance do I have about doing anything now. I can’t go back; I can only stay here and not improve.”*



Youth who participated expressed similar expectations to New Canadians. However, when probed in many cases, it emerged that they were largely expressing expectations that had been conditioned by external influences. That is, for young people, the ideas about what work should be appeared to more extrinsic, driven by the expectations expressed by parents, counselors, teachers, and other influential adults in their lives. In some cases, this emerged through the choices that the participant had made about their path through education. For example, one participant stated, *"I was really good at art and design in high school so I always thought I might do that in college. But my parents really had the idea that I needed to go to university for something practical. So, I did a commerce, that was okay."*

For some of these youth, who were now on the other side of their initial education experience, there was a sense of listlessness. They had done what was expected, and they were struggling to find the next step, at least the next step that felt right. As one youth participant stated, *"I am not sure what I want to do now that I am done school. The past few years have just been about getting it done, but I never really thought of what I would do next. So, I have just kept my job [a part time job as a server] and have no real plan yet."* Others had figured out the next step, and it generally diverged from the expectations that had been placed on them. For example, one participant who had taken a business program was now working as a part-time art instructor at a non-profit and was exploring ways to make this a more permanent job and possible career. They said, *"I really like what I am doing now at the kid's programs. We are doing it online right now, but it is still fun. I just do not know if it can be my real job, it would need to be more than part time. But I am enjoying it now."*

For participants who were experiencing a difference in expectations of work and the reality of their current employment situation, there was a recognition that their career would be very different from the one laid out, by themselves, or by others. This realization was either expressed as a barrier to be overcome, or an opportunity to be embraced. For those participants who saw it as a barrier, there was an expression of frustration that things were not what they should be and that they needed to work to overcome this. In general, those participants who felt this way were New Canadians who had come to Canada with a strict idea of what they were to expect and of what was expected of them. For those participants who saw this dissonance as an opportunity to be embraced, there was less frustration and more ambition to figure it out. In general, these participants were young people, some of whom were also New Canadians, who, having not been out of school for long had fewer rigid experiences of work and thus were prepared to start somewhere new.

**The pandemic is perceived to have had a negative impact on the nature of work that participants are experiencing, and, at very least, will have set back any progress that had been made toward gaining more fulsome employment.**

In general, participants feel that the pandemic has, at best, stalled their progress toward more appropriate employment, and at worst has set back any progress that they had made. For example, a participant who had recently come to Canada with 20 years of teaching experience stated, *"I have used the time over the pandemic to do the courses I need for the College of Teachers. I have not been allowed in a classroom, so I can't keep volunteering like I wanted, but I can still make progress toward my goal."* Another participant, who had recently graduated from an esthetician program was less optimistic, *"I really need experience if I want to get a good job or start my own business, but there is nothing for me to do now. I can't even do events or work at Sephora. I really worry that I am going to lose time and go backward."*

The experiences and perceptions of study participants are back up by recent labour market data from Statistics Canada. This data from March 2021 shows that the pandemic has had a disproportionate impact on both young people and New Canadians.<sup>33</sup>



## Pathways to Underemployment

As Deloitte notes in their report, *Uncovering Underemployment*<sup>34</sup>, “An individual’s experience in the workforce can be shaped by several economic, social, and structural circumstances, as well as their own circumstances. Additionally, structural and individual circumstances can reinforce each other.” As this study was focused on individual and community experience of two groups, new Canadians and youth who are out of school, the identified themes relate to the pathways to underemployment, and barriers to more appropriate employment experienced by these groups.

In general, new Canadians and youth are new to the Canadian labour market, and this, combined with other social and structural circumstances, make these groups particularly vulnerable to underemployment [REF]. These challenges can be exacerbated in times of economic downturn and slowed growth. During these periods, the number of available jobs for highly skilled workers may decline, which can have a more significant impact on those who are new to the labour market as they lack relevant experience to compete with a larger population of available and more experienced workers.<sup>35</sup> In addition, the experience of prolonged unemployment can lead to individuals taking on any job that is available to them to meet their financial obligations. This latter scenario was generally expressed as the entry point to underemployment for new Canadians who participated in this study, and to a lesser degree, youth as well. Given the current context of the COVID-19 pandemic and its impacts on the economy and labour market, these pathways are of increased concern to the populations who participated in this project.

In addition to these general experiences, the following themes emerged as key to the local experience of underemployment for youth and new Canadians.

### **New Canadians who are underemployed continue to face barriers related to credential recognition and a lack of Canadian experience.**

The issue of foreign credential recognition as a barrier to full labour market integration for new Canadians has been a priority policy issues for successive governments in Ontario<sup>36</sup>. New Canadians and youth who are underemployed generally lack significant or appropriate social and professional capital required to navigate the local labour market and find appropriate employment.

New Canadian participants in this study who are underemployed continued to express concern over the recognition of both their credentials earned outside of Canada, the apparent need to undertake redundant training and reskilling, and the lack of recognition of work experience earned prior to their settlement in Canada.



One participant, a teacher with 20 years of experience lamented the fact that she was forced to undertake multiple training courses that seemed to be remedial based on her actual classroom experience, *"I understand that I should need to learn about how we teach in Ontario, the curriculum. But I do have some knowledge, I do have a lot of experience teaching children. Sometimes I feel like this is not understood."*

Another participant who worked in IT for 9 years before moving to Canada stated that they were *"frustrated that they had to start at the beginning, doing basic coding work as a new team member,"* they went on to say, *"I don't want to be the boss right now, but I also have more to offer to the team, and I deserve more than just a contract. You can't plan a life on a contract."*

**Youth who are underemployed expressed frustration over a lack of relevant guidance, including access to appropriate mentors or work-related experiential learning opportunities.**

The issue of guidance was a key concern for youth who participated in the study. After probing into this concern with these participants, the following concern was defined:

*While there is a plethora of education and career advice available as youth start to make decisions about enrollment in training programs, there is significantly less guidance provided on how to apply the skills and experience developed through training and how to navigate the current, dynamic, labour market that youth are entering.*

For example, one participant said, *"My college program was great at teaching me how to do my job, but it did not teach me how to get that job. There was very little professional advice, or even information on what the actual industry looked like."*

Youth participants who are underemployed viewed this a key factor to their current situation and felt that this was a significant barrier to them moving on into more appropriate employment. As one participant who had been out of school for 5 years at the time of the study stated, *"I feel like I am just now figuring out how to talk to people who work in my field. Up to now, I have really struggled not knowing how to do this and it really holds me back."*

While this issue does indicate that there are concerns with how we support youth as the move through post-secondary education and into the labour market, it is not an issue of available programs or services. Rather, it is an issue of purpose and substance of the services and resources provided to youth as they make these transitions. As one participant said, *"It is not that I don't think that there were services. My school had a career department. But they are focused on getting me a job, not guiding my career... the problem I had was that I did not know what I don't know about this, and so I did not know what to ask them for help."*

**The design and desired outcomes of employment services have, in some circumstances, contribute to underemployment.**

While there are many robust and strong services available to help new Canadians and youth navigate the labour market and secure employment, at times these programs can act to encourage underemployment. This is because some programs are driven by limited metrics that relate to job placement rather than career placement or development. To be clear, this is not the case for all programs and services, nor is it the experience of all participants in these programs, many of whom have successful experiences<sup>37</sup>.

However, for those who are underemployed, these services may have contributed to their situation by guiding them into inappropriate employment situations. In some cases, this was the result of poor job development planning, in other cases it was a case of poor follow up once initial employment was obtained<sup>38</sup>.

A new Canadian participant in the study who had a background in financial services and insurance noted that, *“the services were good for me when I first needed to organize my search for a job. But the only jobs they helped me find were very basic, and only a few were related to what I do. I did not want to work in a warehouse or go to a Home Depot job fair. But this seemed to be the only jobs that were available.”*

A youth participant who had studied social work stated, *“I went to the employment services at my school, and they were not very helpful in helping me find even entry level jobs in something related to my degree. I did not expect to be the CEO of a non-profit right away, but I did know what I wanted to do and what I did not want to do... I just needed some help finding a way in.”*

Another new Canadian participant who worked in IT said, *“[the program] did help me find a job that was related to IT but was very basic and only temporary. After I got the job, they were not very supportive. I think they were too busy for me, and they really did not have something that I thought would help me grow. Now I do still work in IT, but only on contracts, and these were stopped when COVID started.”*



## Underemployment and Training

**While training and education programs have generally kept pace with the technical requirements of industry, it has not kept the same pace with the changing nature of work as experienced by the labour force.**

According to the OECD, Canada ranks high among developed countries in the alignment of education and training with the skills requirements of industry<sup>39</sup>. This is positive, as it implies that those trained in Canada have the technical skills required by the labour market that they are entering and navigating.

However, a review of the experience of participants indicates that education and training may be falling short in how it meets the career planning and development needs of the labour force; of individuals who are seeking employment. Individuals who are underemployed express concerns over job search readiness, their ability to adapt and learn, or knowledge of how to develop and market transferable skills.

More concerning may be the fact that the limited guidance that new Canadian and youth who are underemployed receive is based on outdated modes of employment, career pathways, and job search methodologies. There is limited development of skills required to navigate a dynamic labour market that may include the integration of multiple part-time, contract, or gig opportunities with sporadic permanent roles across a 40-year career pathway.

**According to the OECD, Canada ranks high among developed countries in the alignment of education and training with the skills requirements of industry<sup>39</sup>. This is positive, as it implies that those trained in Canada have the technical skills required by the labour market that they are entering**

**Those who are underemployed tend to work in environments where there is a lack of access to professional and career development or training.**

How well an individual can adapt to the shifting nature of a technology driven high skill labour market depends on the readiness and availability of lifelong education and training opportunities. According to the OECD, Canada generally performs well when it comes to continuous learning and adult education<sup>40</sup>. Canada scores high in the alignment of training programs and the needs of the labour market, and in the overall coverage of adult education<sup>41</sup> (i.e., the general level of access that Canadian workers have to ongoing training opportunities).

However, despite the general positive outlook for adult education in Canada, there are notable gaps that have a direct impact on those who are underemployed or who become underemployed. Where Canada scores lower in the OECD analysis is in inclusion. In particular, the participation rate in ongoing training, upskilling, or reskilling, is relatively low among workers in low skill or low wage jobs, those who are currently unemployed, and those who are in temporary work<sup>42</sup>. In fact, Canada has one of the largest training disparities (28 percentage points) between the high/medium skill labour force and the low skill labour force among OECD countries<sup>43</sup>. Thus, despite having a greater need for training that would allow for improved employment circumstances, Canadian workers in low skill jobs receive less training than those in higher skilled jobs.

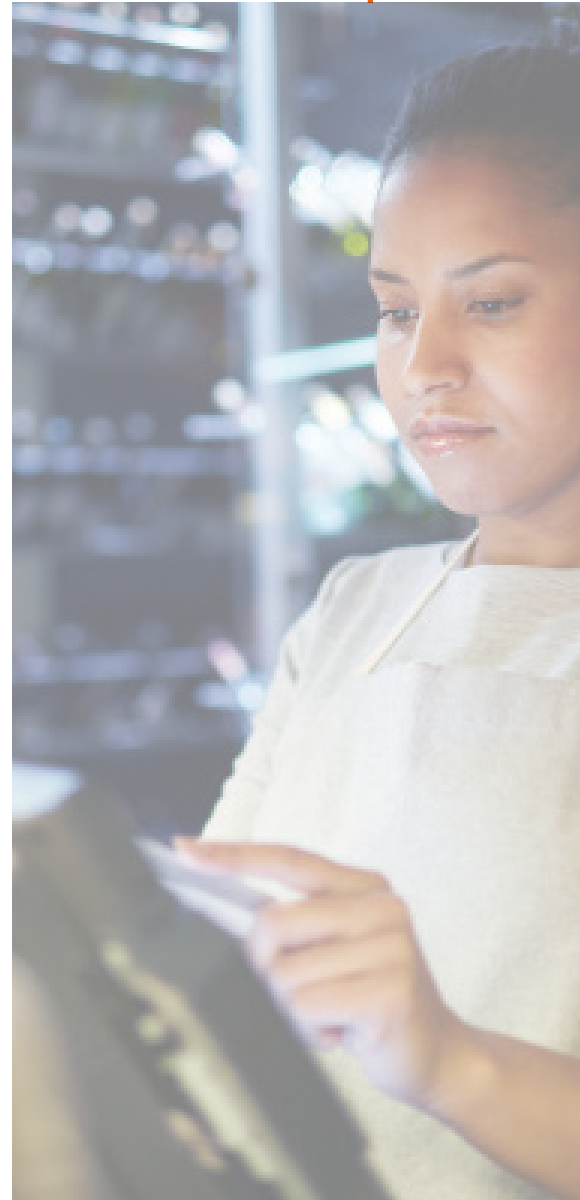
This data was reflected in the experience of participants in this study, who, despite having higher baseline skillsets, were working in lower skill occupations and industries. These participants pointed out the lack of offered on the job training or opportunity to undertake classroom learning that would help them maintain and build their skill sets. Thus, the longer these workers were in low skill jobs, the greater the gap in their achieved skill set and the one required by employers in their chosen industry.

## Impacts of Underemployment

Past research undertaken by the Peel Halton Workforce Development Group has shown that those who are underemployed express worse feelings of poor physical and mental health than some of those who are unemployed completely<sup>44</sup>. This finding relates to feelings of despair and hopelessness that stem from a sense of being trapped in a job that is required but not wanted.

The experience of participants in this study reinforces this finding, as participants across the two groups expressed that underemployment contributed significantly to feelings of stress and worry, and lead to increased pressures on the financial, family, and social aspects of their lives. This is understandable as well educated and trained individuals struggle to match their career aspirations and expectations with the realities of their working situation. As one newcomer participant who had worked in logistics for 15 years before moving to Canada said, *"I worked really hard to get an education and then when I got a job, I worked hard to do it well and keep learning. I have a lot to offer, I have a lot of good experience, and I just want to contribute somewhere. I am not doing that now... I am just working."*

This sentiment was also echoed by the experience of a youth participant who had a human resources background who said, *"I really thought that I would excel in this. I was good at it from the start, I liked my classes, I did well. I was supposed to get an opportunity to grow and develop. Instead, I have had a few contract roles that don't go anywhere, and I don't know what to do."*





**Underemployment can also have an impact on other household earners and their career development by creating a situation where a spouse or partner is unable to make job changes or take risks to advance their own career because of household income requirements.**

This was a concern expressed primarily by new Canadian participants who had spouses or partners who were not underemployed. These participants expressed concern that their own situation was impacting these partners by forcing them to take less risk in their own career pathway because they needed to provide a stable income for the household.

As one participant who worked in IT, and whose husband also worked in IT said, *“Because he is older than me, he had more experience when we arrived in Canada. He also knew people that he had worked with who helped him find a job. He has done well. But I know that he has looked at other opportunities, at other companies, and he never goes for them. I worry that because I am only contract he worries that he can’t do something new because we need his money for our family.”*

**When underemployment is combined with aspects of part-time and precarious work, there may be additional pressures placed on other members of the household, family, or even friends who are tasked with providing support and care giving.**

Similar to the above theme, participants who were underemployed in precarious work situations (e.g. part-time, shift work, low wage) expressed concerns over the impact that their situation was having on those closest to them, parents, siblings, and even close friends, who were all enlisted to provide support. This generally took the form of either shared expenses associated with common living arrangements, or the provision of care work that allowed the participant to maintain their employment.

As one participant who worked in retail prior to the pandemic stated, *“I am a single mom and no day care centre has the same hours that I work. So, I need help in the evening and on weekends. But I can only afford to pay for a sitter sometimes, so my mom helps a lot... I feel bad that I am taking advantage of her, but I don’t know what to do. I need to work.”*

## Underemployment, Youth and New Canadians

**While many of the themes noted so far have been discussed in terms of how they impact the two target populations of this study, there were some findings that were unique to each group. These are detailed here.**

### Youth

**Young people leaving school who are underemployed are finding out that they are not prepared for the labour market.**

Youth who are either underemployed or who fall into NEET status (Not in Employment, Education or Training) are generally express feelings of uncertainty about their level of readiness for work or a career path<sup>35</sup> [REF p. 24]. This was clear among youth participants in this study who variously expressed concerns about (1) a lack of preparedness for how to seek and secure employment, (2) a lack of networking support and contacts (3) a lack of understanding of how to apply and market learning and training (career paths not always clear), and (4) a lack of preparedness to develop and market transferable skill sets.

**The pandemic has further distanced many young people from the labour market and has significantly delayed their career entry.**

Research on the impacts of youth unemployment after the last major economic downturn in 2008-2009 showed that there were significant long-term implications for Canadian youth who were displaced from the labour market or who experienced delays in career path entry because of the recession. This concern was apparent among youth participants of this study.

As one youth who recently graduated from a commerce program said, *"I wonder about how this will impact my career down the road. Will I still do what I want? Or will COVID impact my whole life? I am not sure; I just worry that I am losing something everyday right now."*

This sentiment was shared across youth participants who all expressed concern that the pandemic would have a lasting impact on their employment and their ability to build a career.

There were some youth participants who also saw some opportunity in the current situation. They felt that the pandemic had allowed them to take a step back and look at other opportunities. This was allowed because the extrinsic pressure to find a job was lifted, at least temporarily, allow for room to explore what may be next.



**Entrepreneurship, short-term contracts, gig work and volunteerism are all strategies employed to build experience and a career foundation by the youth who participated in this study. However, financial pressures are a concern, often limiting an individual's ability to fully embrace these opportunities and risks.**

Young people who are underemployed, specifically those who are more recently out of school, seem to be more inclined to explore nonstandard opportunities for employment and career development. Participants in this study spoke about the role that volunteerism played in their career planning, with one participant with a passion for art both volunteering and doing paid teaching of art classes for a youth focused non-profit organization. Another participant who was taking a gap year between a college program and further post-secondary education when the pandemic started had turned a love of reading into an online bookselling business using Amazon's community platforms. While in both examples the participant did still consider themselves to be underemployed, they were using strategies to both earn an income and build a portfolio of experience that may be applied to later career development.

The limiting factor for youth in pursuing these opportunities was generally financial and other work had to be engaged at times to allow for income. In general this meant that positive opportunities to gain experience or build a business were interspersed with employment in precarious work opportunities in retail or food service.

## New Canadians

### **New Canadians who are underemployed express a sense of being “trapped” by their circumstances.**

Unlike the youth who participated in this study, the general sense from new Canadians about their current situation was one of being trapped on a dead-end pathway. This discordant experience was an outcome of differing expectations, the level at which new Canadians were attempting to enter the labour market, and the personal and family responsibilities that new Canadian participants had that youth did not. Simply, new Canadians who are underemployed are generally at a more advanced stage of their career and personal lives, so the pressures to work and provide are more apparent.

As one new Canadian participant who worked in accounting before coming to Canada said, *“when you leave home you are setting up expectations; for yourself, but also for everyone who is still home. You need to do well, you need to use what you have gained to build something. The pressure is tough to take sometimes.”* This same participant expressed the strong sense of being trapped that his counterparts felt, noting, *“I really would like to do something new. More like what I was doing at home. But how? I have a job, I have to go to work, I have stuff to take care of. I am not sure how to do it differently.”*

**“when you leave home you are setting up expectations; for yourself, but also for everyone who is still home. You need to do well, you need to use what you have gained to build something. The pressure is tough to take sometimes.”**

**New Canadians who are underemployed for longer periods expressed concern over the gap in their career related work and experience and a belief that it has a negative impact on their ability to find appropriate employment.**

Like youth, new Canadians who participated in this study expressed concerns over the impacts that a gap in their career would have on their long-term success. As they were generally working in low-skill jobs outside of the industry that they trained for, or, at best, were working in nonstandard, lower skill jobs in their sector of choice, there was a real concern about staying relevant to employers. As one participant who was a teacher said, *"the longer I am not with the kids, the harder it will be for me. You need to practice to be a teacher, and right now all I can do is take the classes to get certified. Then I hope someone will hire me."*

This concern was particularly true for new Canadian women (as it is for women in general), who are also more likely to have a career gap created by care work. In the case of one participant who works in an entry level IT job, she stated, *"I had been at home for the whole year before we came to Canada to care for our son, and then I was home for another year after we came to help get him settled and take care of our home. I have been home for a long time, and now I am worried about what it means. I have a contract now, but it is very small. I am not sure if I was not working for too long."*





## Recommendations

**From these findings, the following recommendations can be made.**

1. Workforce planning organizations need to work closely with labour market information and statistics agencies to build an accurate and relevant metric, or metrics, for consistently measuring underemployment in Canada.
2. Adult education and reskilling programs need to be made more accessible and inclusive so that those who are underemployed can benefit from them fully. These shifts should include education institutions, service providers, and employers ensuring that programs are available and accessible for those who may not be attached to an employer, or who are working in low-skill occupations. In addition, clear skill development and training pathways for specific sectors need to be established.
3. Community services, employers, and education institutions need to be prepared and supported in the development of targeted programming to support those who have been displaced in the labour by the COVID-19 pandemic. These service responses need to consider the unique challenges faced by both youth and new Canadians.
4. Work needs to be undertaken by workforce planning organizations and their research partners to understand the shifting nature of nonstandard work more fully at the local level in Mississauga and Brampton. This work needs to be undertaken so that the community can more fully understand the challenges and opportunities that may arise from these trends, as well as to establish an appreciation for who is most impacted by them.
5. The dynamic of being new to the Canadian (thus local) labour market that is experienced by new Canadians and youth needs to be more fully understood and integrated into program and service delivery for these communities.
6. The dynamics and trend of online freelance work and how it may impact local labour markets need to be assessed more completely. This needs to be from multiple perspectives, including the view from employers who are increasingly using these services, local gig workers who are obtaining work using these platforms, and from the perspective of local impacts and implications of engaging a readily available, relatively cheap, and continuously available global workforce.
7. The financial burdens of underemployment are significant, and there is a need to consider how existing and new income support programs may be deployed to address these concerns. This may include an exploration of how the current EI or social assistance systems may be adjusted to be able to better support those who are underemployed. It may also include the exploration of a basic income as a more modern and appropriate income security program that would automatically support those who are underemployed.

8. Workforce planning and employer groups need to work together to ensure that there is improved alignment between the local needs and realities of the labour market and the expectations generated by the education and immigration systems.
9. There needs to be continued and persistent advocacy for improved processes for the assessment and recognition of new Canadian's training credentials.
10. Work needs to be done at the secondary and post-secondary levels to ensure that students, parents, teachers, and guidance counsellors have the tools, relevant information and supports required to accurately guide education and career development and planning.
  - a. This guidance needs to be extended into post-graduation supports to help ensure that students have the resources required to transition from school fully and properly to employment.
11. The intersecting pathways to underemployment for both new Canadians and youth need to be more fully explored and understood in order to help provide more targeted programming, service, and policy supports.
12. Education programs need to integrated programming to help students fully understand the nature of the labour markets that they are entering, from the perspective of their program of training or education.
  - a. This needs to include more emphasis on experiential learning and mentorship.
13. Support for youth entrepreneurship needs to continue to be encouraged but should be expanded to include guidance on how to navigate self-employment and personal marketing.

## Notes

- <sup>1</sup> Deloitte, 2019, Uncovering Underemployment: Tapping into the potential of our workforce, Online at: <https://www2.deloitte.com/content/dam/Deloitte/ca/Documents/public-sector/ca-en-uncovering-underemployment-aoda.pdf>
- <sup>2</sup> Deloitte, 2019, Uncovering Underemployment: Tapping into the potential of our workforce, p. 6, Online at: <https://www2.deloitte.com/content/dam/Deloitte/ca/Documents/public-sector/ca-en-uncovering-underemployment-aoda.pdf>
- <sup>3</sup> Data Source: OECD.stat ([https://stats.oecd.org/index.aspx?DataSetCode=INVPT\\_D#](https://stats.oecd.org/index.aspx?DataSetCode=INVPT_D#))
- <sup>4</sup> Data Source: OECD.stat ([https://stats.oecd.org/index.aspx?DataSetCode=INVPT\\_D#](https://stats.oecd.org/index.aspx?DataSetCode=INVPT_D#))
- <sup>5</sup> Data Source: OECD.stat ([https://stats.oecd.org/index.aspx?DataSetCode=INVPT\\_D#](https://stats.oecd.org/index.aspx?DataSetCode=INVPT_D#))
- <sup>6</sup> Data Source: OECD.stat ([https://stats.oecd.org/index.aspx?DataSetCode=INVPT\\_D#](https://stats.oecd.org/index.aspx?DataSetCode=INVPT_D#))
- <sup>7</sup> Cornelissen, L. and Turcotte, M, 2020, Insights on Canadian Society Persistent overqualification among immigrants and non-immigrants, Statistics Canada, Online at: <https://www150.statcan.gc.ca/n1/pub/75-006-x/2020001/article/00004-eng.htm>.
- <sup>8</sup> The report determines overqualification by comparing the occupational skill requirements of Canadians with the level of education that they have achieved. The study focuses on individuals who have completed at least a Bachelor's degree.
- <sup>9</sup> Cornelissen, L. and Turcotte, M, 2020, Insights on Canadian Society Persistent overqualification among immigrants and non-immigrants, Statistics Canada, Online at: <https://www150.statcan.gc.ca/n1/pub/75-006-x/2020001/article/00004-eng.htm>.
- <sup>10</sup> Cornelissen, L. and Turcotte, M, 2020, Insights on Canadian Society Persistent overqualification among immigrants and non-immigrants, Statistics Canada, Online at: <https://www150.statcan.gc.ca/n1/pub/75-006-x/2020001/article/00004-eng.htm>.
- <sup>11</sup> Youth not in school include youth who have graduated from secondary or post-secondary programs and were not currently enrolled in another education program or had plans to enroll in a new education program at some point during the duration of the project (i.e. the next 6 to 9 months).
- <sup>12</sup> Deloitte, 2019, Uncovering Underemployment: Tapping into the potential of our workforce, p. 6, Online at: <https://www2.deloitte.com/content/dam/Deloitte/ca/Documents/public-sector/ca-en-uncovering-underemployment-aoda.pdf>
- <sup>13</sup> Statistics Canada, 2020, Labour Force Survey, April 2020, Online at: <https://www150.statcan.gc.ca/n1/daily-quotidien/200508/dq200508a-eng.htm>
- <sup>14</sup> Statistics Canada, 2020, Labour Force Survey, April 2020, Online at: <https://www150.statcan.gc.ca/n1/daily-quotidien/200508/dq200508a-eng.htm>

<sup>15</sup> Statistics Canada, 2020, Labour Force Survey, April 2020, Online at: <https://www150.statcan.gc.ca/n1/daily-quotidien/200508/dq200508a-eng.htm>

<sup>16</sup> Statistics Canada, 2020, Labour Force Survey, April 2020, Online at: <https://www150.statcan.gc.ca/n1/daily-quotidien/200508/dq200508a-eng.htm>

<sup>17</sup> Statistics Canada, 2020, Labour Force Survey, April 2020, Online at: <https://www150.statcan.gc.ca/n1/daily-quotidien/200508/dq200508a-eng.htm>

<sup>18</sup> Statistics Canada, 2020, Labour Force Survey, April 2020, Online at: <https://www150.statcan.gc.ca/n1/daily-quotidien/200508/dq200508a-eng.htm>

<sup>19</sup> Statistics Canada, 2020, Labour Force Survey, April 2020, Online at: <https://www150.statcan.gc.ca/n1/daily-quotidien/200508/dq200508a-eng.htm>

<sup>20</sup> Statistics Canada, 2020, Labour Force Survey, April 2020, Online at: <https://www150.statcan.gc.ca/n1/daily-quotidien/200508/dq200508a-eng.htm>

<sup>21</sup> Of the youth who participated, 3 were themselves also new to Canada.

<sup>22</sup> For more discussion of these trends see: (1) Labour Market Information Council. (2018a). "The Future of Work in Canada: Bridging the Gap", LMI Insights, 2, Online at: <https://lmic-cimt.ca/wp-content/uploads/2018/09/LMI-Insights-Issue-2-EN.pdf>, (2) World Bank Group, 2019, The Changing Nature of Work, Online at: <https://documents1.worldbank.org/curated/en/816281518818814423/2019-WDR-Report.pdf>, and (3) Statistics Canada, 2020, The changing nature of work, Online at: <https://www.canada.ca/en/employment-social-development/corporate/reports/briefing-binder-2019/book-1/changing-work.html>. For a detailed discussion how shifts in technology and automation are impacting the labour force in Peel and Halton Regions, see the Peel Halton Workforce Development Groups 2020 report, Age of Automation: Technology and the Restructuring of the Labour Market in Peel and Halton, Online at: <https://www.peelhaltonworkforce.com/wp-content/uploads/2020/07/Age-of-Automation1.pdf>.

<sup>23</sup> Statistics Canada, 2020, The changing nature of work, Online at: <https://www.canada.ca/en/employment-social-development/corporate/reports/briefing-binder-2019/book-1/changing-work.html>.

<sup>24</sup> Halton Workforce Development Group, 2020, Age of Automation: Technology and the Restructuring of the Labour Market in Peel and Halton, Online at: <https://www.peelhaltonworkforce.com/wp-content/uploads/2020/07/Age-of-Automation1.pdf>. This report found that labour market polarization is a key concern for the changing labour marketing in Peel Region.

<sup>25</sup> World Bank Group, 2019, The Changing Nature of Work, Online at: <https://documents1.worldbank.org/curated/en/816281518818814423/2019-WDR-Report.pdf>, p. 6

<sup>26</sup> OECD, 2020, Preparing for the Future of Work in Canada, Online at: [https://www.oecd-ilibrary.org/employment/preparing-for-the-future-of-work-in-canada\\_05c1b185-en](https://www.oecd-ilibrary.org/employment/preparing-for-the-future-of-work-in-canada_05c1b185-en).

<sup>27</sup> Statistics Canada, 2020, The changing nature of work, Online at: <https://www.canada.ca/en/employment-social-development/corporate/reports/briefing-binder-2019/book-1/changing-work.html>.

<sup>28</sup> OECD, 2020, Preparing for the Future of Work in Canada, Online at: [https://www.oecd-ilibrary.org/employment/preparing-for-the-future-of-work-in-canada\\_05c1b185-en](https://www.oecd-ilibrary.org/employment/preparing-for-the-future-of-work-in-canada_05c1b185-en)., Section 3.1.3.

<sup>29</sup> Statistics Canada, 2020, The changing nature of work, Online at: <https://www.canada.ca/en/employment-social-development/corporate/reports/briefing-binder-2019/book-1/changing-work.html>.

<sup>30</sup> Statistics Canada, 2020, The changing nature of work, Online at: <https://www.canada.ca/en/employment-social-development/corporate/reports/briefing-binder-2019/book-1/changing-work.html>.

<sup>31</sup> For more on employment precarity see McMaster University's project, Poverty and Employment Precarity in Southern Ontario, Online at: <https://pepso.ca/>

<sup>32</sup> Statistics Canada, 2020, The changing nature of work, Online at: <https://www.canada.ca/en/employment-social-development/corporate/reports/briefing-binder-2019/book-1/changing-work.html>.

<sup>33</sup> Statistics Canada, 2021, Labour Force Survey, March 2021, Online at: <https://www150.statcan.gc.ca/n1/daily-quotidien/210409/dq210409a-eng.htm>

<sup>34</sup> Deloitte, 2019, Uncovering Underemployment: Tapping into the potential of our workforce, Online at: <https://www2.deloitte.com/content/dam/Deloitte/ca/Documents/public-sector/ca-en-uncovering-underemployment-aoda.pdf>, p. 6.

<sup>35</sup> Deloitte, 2019, Uncovering Underemployment: Tapping into the potential of our workforce, Online at: <https://www2.deloitte.com/content/dam/Deloitte/ca/Documents/public-sector/ca-en-uncovering-underemployment-aoda.pdf>, p. 7.

<sup>36</sup> Meadow, J. and Sheldrick, O., 2020, Integrating Newcomers into Ontario's Economy: A Strategy for Professionally Immigrant Success, Online at: <https://on360.ca/policy-papers/integrating-newcomers-into-ontarios-economy-a-strategy-for-professionally-skilled-immigrant-success/>.

<sup>37</sup> Some of these kinds of concerns may be addressed by the Province of Ontario's Transformation of Employment Services (details at <http://www.tcu.gov.on.ca/eng/eopg/programs/est.html>). This shift in the structure and approach to employment services in the province is currently being piloted in three communities, including Peel. While the pilot and evaluation of these shifts are not complete at the time of this report, the changes could help to ensure that services are more targeted to the unique job and career development and planning needs of clients.



<sup>38</sup> This latter concern will be addressed in new programming models under Ontario's Transformation of Employment Services that will have follow up built into the client engagement experience.

<sup>39</sup> OECD, 2020, Workforce Innovation to Foster Positive Learning Environments in Canada, Online at: <https://www.oecd-ilibrary.org/sites/2b95c0dc-en/index.html?itemId=/content/component/2b95c0dc-en>, Figure 1.10.

<sup>40</sup> OECD, 2020, Workforce Innovation to Foster Positive Learning Environments in Canada, Online at: <https://www.oecd-ilibrary.org/sites/2b95c0dc-en/index.html?itemId=/content/component/2b95c0dc-en>.

<sup>41</sup> OECD, 2020, Workforce Innovation to Foster Positive Learning Environments in Canada, Online at: <https://www.oecd-ilibrary.org/sites/2b95c0dc-en/index.html?itemId=/content/component/2b95c0dc-en>, Figure 1.10.

<sup>42</sup> OECD, 2020, Workforce Innovation to Foster Positive Learning Environments in Canada, Online at: <https://www.oecd-ilibrary.org/sites/2b95c0dc-en/index.html?itemId=/content/component/2b95c0dc-en>.

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# THE EXPERIENCE OF **UNDER**EMPLOYMENT

IN MISSISSAUGA  
AND BRAMPTON



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