Hospitality and Tourism Sector Partnership

Labour Market Strategy

Bruce County and Grey County

Four County Labour Market Planning Board

November 27, 2017

Acknowledgments
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The Hospitality and Tourism Sector Partnership Advisory Committee includes:

Blue Mountain Village Association (Andrew Siegwart)
Four County Labour Market Planning Board
Georgian College (Lisa Wiley and Lynn Hynd)

Many additional stakeholders contributed to this study, including several employers, Employment Service providers, and other community stakeholders. We thank all participants for their contributions to this project.

This report has been prepared by Paul Knafelc and John Barber, Community Benchmarks Inc.

Executive Summary

Objective
The aim of the Hospitality and Tourism Sector Partnership Labour Market Strategy was to identify broad and specific labour market challenges affecting the Sector in Bruce County and Grey County, and make recommendations to address identified challenges. The following report was developed using a wide range of secondary and primary data sources. Local large employers, Employment Service providers, College representatives and the Hospitality and Tourism Advisory Committee were all consulted.

Labour Market Analysis
The analysis of secondary data revealed four key labour market findings affecting the Bruce and Grey Hospitality and Tourism Sector. They include:

- A rapidly shrinking labour force and employment base mainly due to population aging
- A constricted labour market, confirmed by consistently low unemployment rates in all age cohorts
- Substantial labour market churn with high rates of hiring, job leavers and job losers
- A lower skill gap, where jobs remain unfilled or hard to fill in lower skill or entry type positions despite people with these skill sets showing the highest rates of unemployment

Stakeholder Consultations
Bruce and Grey's largest Hospitality and Tourism employers were clear in identifying aggregate labour shortage as the most pressing issue within the region. This was not surprising. A recent survey of employers found that 65% of respondents from the Hospitality and Tourism Sector had experienced difficulty filling positions in the past 12 months. Importantly, employers asserted that training was not the key barrier to addressing labour demand. To quote one employer, 'We don't need more training. We don't need different training. We just need more people.'

While workforce attraction and retention are a logical response to regional labour scarcity, employers, Employment Service providers and supplemental secondary data identified a number of obstacles to successful attraction and retention, including;

- Affordable housing that matches labour force needs
- Transportation
- Low wages within many Sector occupations
- Weak local awareness of Sector employment opportunities and pathways
- Lack of pre- and post-employment support for youth and job seekers with high barriers
- Part time and seasonal nature of Sector employment

Recommendations and Actions
An effective sector-partnership strategy within Bruce and Grey will need to build regional capacity to support both employer workforce skill and labour needs and worker opportunities for meaningful and financially sustaining employment. The following recommendations target key Sector employment obstacles with specific actions. While efforts to remove obstacles cannot reverse the impacts of population aging, they can support and strengthen local employer's success in meeting labour force needs despite the challenge of aging. At the same time, initiatives to address employer needs can also enhance worker employment opportunities and overall quality of life.

Obstacle: Lack of Affordable Housing
Hospitality and Tourism employer insight revealed that the most pressing obstacle to workforce attraction and retention is a lack of affordable housing within Bruce County and Grey County. Further, lack of affordable housing may be one cause for observed net migration losses of lower income residents from Bruce and Grey. These migration losses are particularly relevant within Hospitality and Tourism, given the high number of Sector job vacancies in lower skill and wage entry type positions.

Action: Build a Comprehensive Regional Affordable Housing Strategy

- There is growing recognition that access to affordable housing is an important factor in workforce planning and economic development. While small communities face particular challenges in effectively responding to shortages of affordable housing, there are examples of effective responses within Canada and the United States. Some common themes are listed below. A full assessment of regional housing needs is recommended for Bruce County and Grey County. By including the needs of unemployed individuals, those employed with low to moderate incomes and seniors a full assessment would inform regional housing priorities and build wider community support for a housing strategy.
    - Make Affordable Housing for Local Employees a Regional Priority
    - Partnerships and Multi-stakeholder Collaboration
    - Inclusionary Zoning
    - Covenant and Eligibility Tools
    - Development Incentives
    - Housing Demand Supports

Obstacle: Lack of Adequate Transportation To and From Places of Employment
While substantial progress has been recently made in expanding employment transportation options, particularly to Blue Mountain Village, both employers and employment service providers indicated that adequate transportation continues to be an employment obstacle for many residents.

Action: Assess Sector and Region Wide Transportation Needs

- The concentration of sector employment within Blue Mountain Village and current limitations of public transit services to the Village present an obvious and immediate reason to assess whether expansion of service routes to the Village can be sustained. The opportunity to generate wider community benefits from expanded transportation options, including transportation for a growing seniors population, connecting residents to local commerce and achieving scale benefits by collaborating with neighbouring regions, warrant a region wide transit system assessment.

Action: Sector and Region Wide "Journey to Work Analysis"

- Custom tabulated data from the 2016 Census can be used to determine the commuting characteristics and patterns of Hospitality and Tourism workers, and workers from other sectors. This will provide a useful base from which to assess employment transportation needs and the potential for expansion of public or collective transportation options.

Obstacle: Local Awareness of Sector Employment Opportunities and Pathways
Sector employers and regional employer service providers indicated that a lack of local awareness regarding Sector employment and career pathway opportunities is limiting worker participation in the Sector.

Action: Create a Hospitality and Tourism Employment Opportunity Map

- An Employment Opportunity Map expands upon the concept of career ladders by integrating career pathways with detailed secondary and primary labour market data from labour market stakeholders. The Employment Opportunity Map would outline career pathways, occupational skill requirements, expected compensation, seasonality of opportunities and updated job vacancy data. The added labour market information within an Employment Opportunity Map should hold appeal across labour market stakeholders and provide a strong foundation for an effective Sector Partnership strategy.

Obstacle: Lower Skill Gap

Secondary labour market data shows that Sector labour shortages are greatest in lower skill or entry type occupations. At the same time, regional and Sector specific unemployment rates are highest within segments of the labour force with skills that match those occupations. While housing affordability, transportation and lack of awareness of Sector employment opportunities are likely to be contributing factors to this labour market mismatch, employment barriers specific to individuals within the lower or entry skill labour force warrant additional intervention.

Action: Integration of Career Ladder Program into Sector Partnership Strategy

- Career ladder programs, in addition to supplying career, education and labour market information as described in the Employment Opportunity Map, aim to support employee progression through every stage in a career pathway. A Sector focused career ladder program could improve the capacity of job seekers to both secure and maintain employment. Employer and employment service provider feedback suggests that one particular area of support for lower or entry skill labour force participants would be around employment readiness skills. Another area of support for consideration would be around employee-sharing programs that coordinate part time and seasonal employer needs with employees seeking full time and year-round work.

Table of Contents

Introduction

The Hospitality and Tourism Sector within Bruce County and Grey County is a vital component of the local economy.

The Sector is an economic driver as it attracts people (customers) from outside the local area, thereby pulling money into the local economy and providing visibility into the opportunities and benefits of the area. It is also a significant local employer, consisting of 963 businesses including owner-operated, small, medium and large enterprises. While the Sector employs individuals with a wide range of skill sets – from accountants to cleaners – the number of employment opportunities provided for students, young people, and lower-middle skilled workers makes this Sector's contribution to the community particularly important.

The significance of this Sector locally justifies focused attention and effort on supporting its continued vitality. As such, the objective of the Hospitality and Tourism Sector Partnership Labour Market Strategy is to identify broad and specific labour market challenges affecting the Sector and to address obstacles to labour force attraction and retention.

The ultimate aim is to provide practical recommendations and actionable steps.

The document is organized as follows:

Part 1: Presentation and analysis of secondary data
Part 2: Presentation and analysis Employer- and Service-provided insights
Part 3: Overall analysis, recommendations and actions

Research Approach

The research approach is designed to identify overall and Sector-specific labour market challenges and issues. These aims are accomplished by employing secondary data and through stakeholder consultations.

Much of the secondary statistics for this report are drawn directly from Statistics Canada or are derived from Statistics Canada data. The Labour Force Survey is used to assess the general labour market conditions of the Stratford-Bruce Economic Region. Data from the Jobs Vacancy and Wage Survey is used to identify occupations where job vacancies exist within Bruce County and Grey County. Information from the National Household Survey (NHS) is used to identify what occupations work in Hospitality and Tourism. A Statistics Canada custom tabulation also provides insight into labour market churn, including statistics on job hiring and job loss rates, and job losers versus job leavers.

Another secondary data source is TalentNeuron (a web crawler), which is used to identify local job postings by occupation and skill. The research also drew on several surveys conducted by the Four County Labour Market Planning Board. These surveys include: Employer One, Skills Inventory – Employer Survey and the Skills Needs Survey.

It should be noted that this research uses the most current data available; however, depending on the variable examined, the year varies. In some cases, the most current data available is 2011, while in other instances data from 2017 is the most current available.

Analysis of the secondary data is used to help shape and focus consultations. Focus groups with the Hospitality and Tourism Sector's largest employers, service providers and college representatives were also conducted. The purpose of the focus groups is to identify labour market obstacles and discuss practical strategies and actions that may be used to alleviate constraints.

Geographic Area Defined
All efforts were made to examine data for the catchment area of this study, which includes Bruce County and Grey County. In some instances, data could only be obtained for the Stratford-Bruce Economic Region, which includes the Census Divisions of Bruce, Grey, Huron and Perth.

Hospitality and Tourism Sector Composition

Business Characteristics & Employment Trends

Hospitality and Tourism is a large and growing Sector within Bruce County and Grey County (see Table 1). As of June 2017, there were 963 businesses within Hospitality and Tourism, including one of the five largest employers locally.[1] Blue Mountain Village, which includes a number of tourist and hospitality firms, employs between 2,700 and 3,300 people depending upon seasonal needs**.** (See Appendix Table A1 for a more detailed industry classification breakdown of the Sector).

Secondary data indicates there has been growth in both the number of firms and total employment within the Hospitality and Tourism Sector. Specifically, over the past two and a half years, the total number of firms within the Sector grew by 7.2%, with the number of businesses employing between 100 and 499 employees increasing the most, at 25% (see Table 1). Labour Force Survey data indicates similar growth occurred in Sector related employment.[2]

Table 1: Hospitality and Tourism Firm Structure & Growth; Bruce County & Grey County, June 2017

	Number of Firms	Percent of Sector Total	Growth Rate (Since Dec 2014)
Total	**963**		**7.2%**
Without employees	474	49.2%	18.8%
Micro (1 -4 employees)	125	13.0%	-8.8%
Small (5 - 99 employees)	353	36.7%	-0.3%
Medium (100 - 499 employees)	10	1.0%	25.0%
Large (500 plus employees)	1	0.1%	0.0%

Source: Statistics Canada, Canadian Business Counts. Custom Table

[1] Hospitality and Tourism business count data was defined using the following NAICS codes; 71, 72, 485, 487

[2] While employment statistics are not available for the entire sector, data is available for the sub-industry group ' Accommodation & Food Services' (NAICS 72) within the larger Stratford-Bruce economic region. In 2016, employment within 'Accommodation & Food Services' had increased to 13,100 people, accounting for 9% of total employment within the Stratford-Bruce region (see Figure A1). In 2001, this same industry sub-group only accounted for 6% of total regional employment (8,800 people employed).

Occupation & Employment Structure

Occupations found in Hospitality and Tourism reflect a wide range of labour force skills and types of employment. Employer surveys of the region indicate that 45% of employees in Hospitality and Tourism are employed on a part time basis, and 60% are employed seasonally (see Appendix Table A2).[3] The Sector also contains a relatively higher proportion of workers below the age of 25 (see Appendix Table A3). The National Household Survey suggests that 25.2% of the Hospitality and Tourism related labour force falls below the age of 25, compared to 15.6% across all industries within the region.[4]

There are 10 or more people employed in 53 different occupations within the Sector.[5] Table 3 lists the top ten occupations by share of total employment. Statistics Canada classifies occupations by skill types using education and skill criteria for each occupation (see Appendix, Table A4 for descriptions of all skill types). The majority of Hospitality and Tourism related occupations in Bruce and Grey are evenly distributed across three skill types: 1) skilled trades and college diploma - B skill type; 2) high school and job specific training - C skill type; and 3) exclusively job specific training - D skill type (see Table 2).

Table 2: Hospitality and Tourism Employment by Occupational Skill Type, Bruce County & Grey County

Skill Type	Percent of Total Sector Employment
0 - Management	15.5%
A - Usually require university degree	3.3%
B - Technical/Trade skills or college diploma	28.2%
C - High school and/or job specific training	24.2%
D - Job specific training	28.9%

Source: NHS 2011

Table 3: Hospitality and Tourism Employment by NOC 4 Digit Occupation Group; Bruce County & Grey County

NOC 4 Digit Occupation	Skill Type	Percent of Total Sector Employment
6711 Food counter attendants, kitchen helpers and related support occupations	D	15.7%
6322 Cooks	B	10.3%
6513 Food and beverage servers	C	10.3%
0631 Restaurant and food service managers	D	8.0%
5254 Program leaders and instructors in recreation, sport and fitness	B	4.5%
8612 Landscaping and grounds maintenance labourers	D	4.2%
6731 Light duty cleaners	D	3.8%
7512 Bus drivers, subway operators and other transit operators	C	3.1%
6611 Cashiers	D	2.9%
6321 Chefs	B	2.6%

Source: NHS 2011

[3] Based on results from 2017 EmployerOne survey of Bruce, Grey & Huron County.

[4] A 2017 employer survey of the region indicated that as much as 36% of the sector labour force fell below 25 years old, while for other industries only 11.7% were below 25 years old (see Appendix Table A3).

[5] Based on National Household Survey, NHS, 2011. National Occupation Classification, NOC, 4 digit occupation level. Hospitality and Tourism related occupations were identified using NAICS codes 71, 72, 485, 487

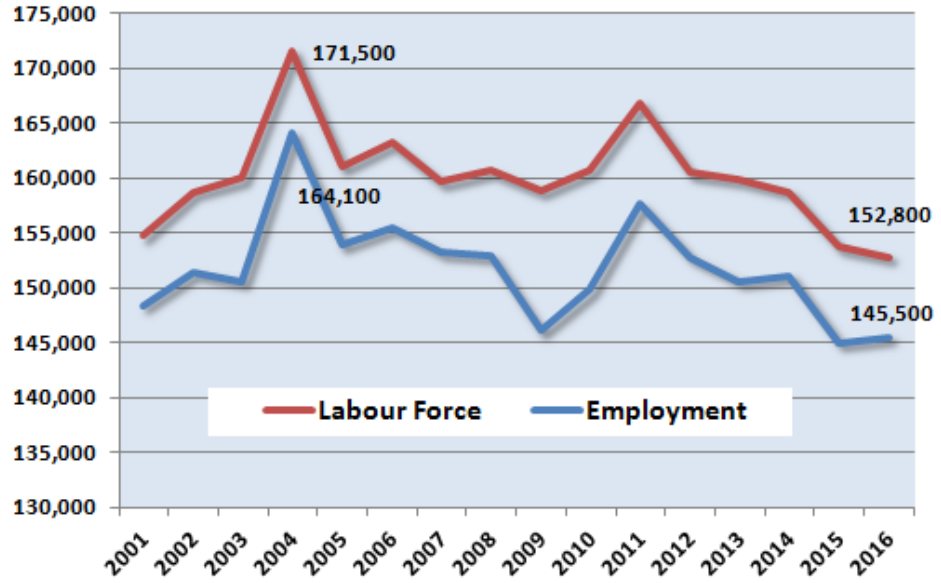
Part 1: Labour Market Analysis

Labour Market Overview

Labour Force & Employment Trends

The most notable labour market trend in the Stratford-Bruce Economic Region has been the steady decline in both the labour force and employment numbers from peak levels in 2004 (see Figure 1).[6] The region is experiencing a substantial shrinking of its available workforce. In 2016, the total labour force for the region was 152,800, which had dropped by 11% or 18,700 people from 2004. Similarly, the total number of people employed in the region has also declined by 11% over the same period, dropping in 2016 to 145,500.

Figure 1: 15 Years Plus Labour Force & Employment Estimates; Stratford-Bruce Economic Region, 2001 - 2016



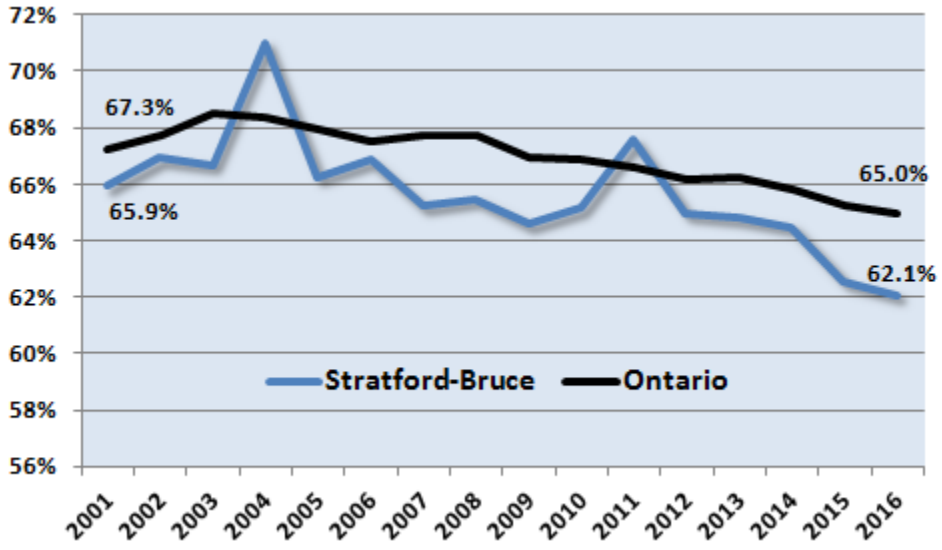
Source: Statistics Canada, Labour Force Survey. Custom Table

Participation and Employment Rates

Over the same period that labour force and employment numbers were dropping, regional participation and employment rates also declined. In other words, the available regional labour force has been declining both in aggregate numbers and relative to population size. In 2016, the regional participation rate, 62.1% (see Figure 2), and the employment rate, 59.1% (see Appendix Figure A2) were at their lowest levels going back to 2001. Further, the 2016 regional rates for participation and employment were well below provincial rates.

[6] Unless otherwise stated, labour market statistics in this section were generated using Statistics Canada Labour Force Survey data which is available for the Stratford-Bruce Economic Region, including the counties of Bruce, Grey, Huron and Perth. While this area exceeds the project boundary by including Huron and Perth, it is assumed the general conditions observed will equally apply to the region, less Huron and Perth County.

Figure 2: Participation Rate - 15 Years Plus; Stratford-Bruce Economic Region & Ontario, 2001 - 2016

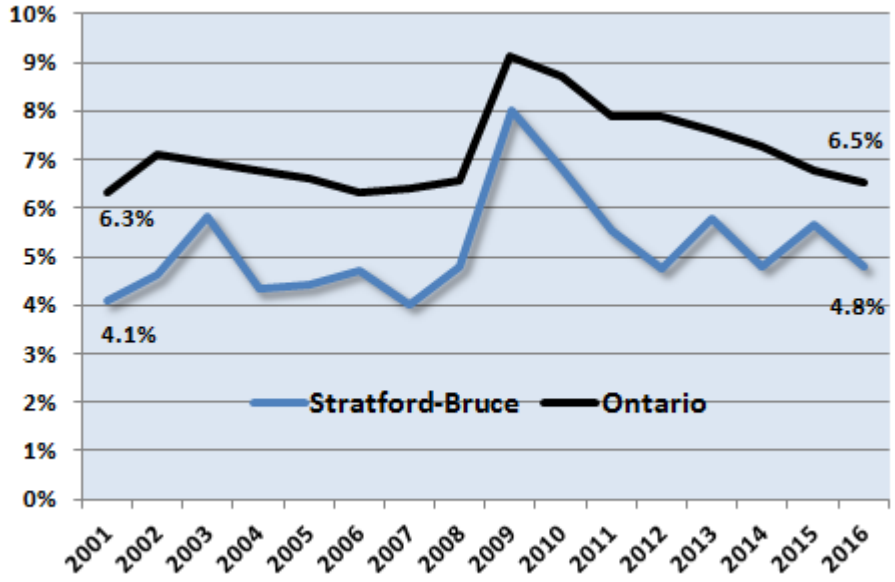


Source: Statistics Canada, Labour Force Survey. Custom Table

Unemployment Rates

Importantly, declines in the total number of people employed and the regional employment rate have not been accompanied by rising levels of unemployment. In 2016, the unemployment rate for Stratford-Bruce at 4.8% had returned to pre-2009 recession levels and was well below the provincial rate of 6.5% (see Figure 3). In Stratford-Bruce, most people looking for work are able to find it. The single exception to this observation can be seen in the relatively higher rates of unemployment for youth aged 15 to 24 years (see Table 4), an issue that will be explored further below. Even for youth, regional unemployment is well below the province's rate.

Figure 3: Unemployment Rate - 15 Years Plus; Stratford-Bruce Economic Region & Ontario, 2001 - 2016



Source: Statistics Canada, Labour Force Survey. Custom Table

Table 4: Unemployment Rates by Age Cohort, Stratford-Bruce & Ontario, 2016

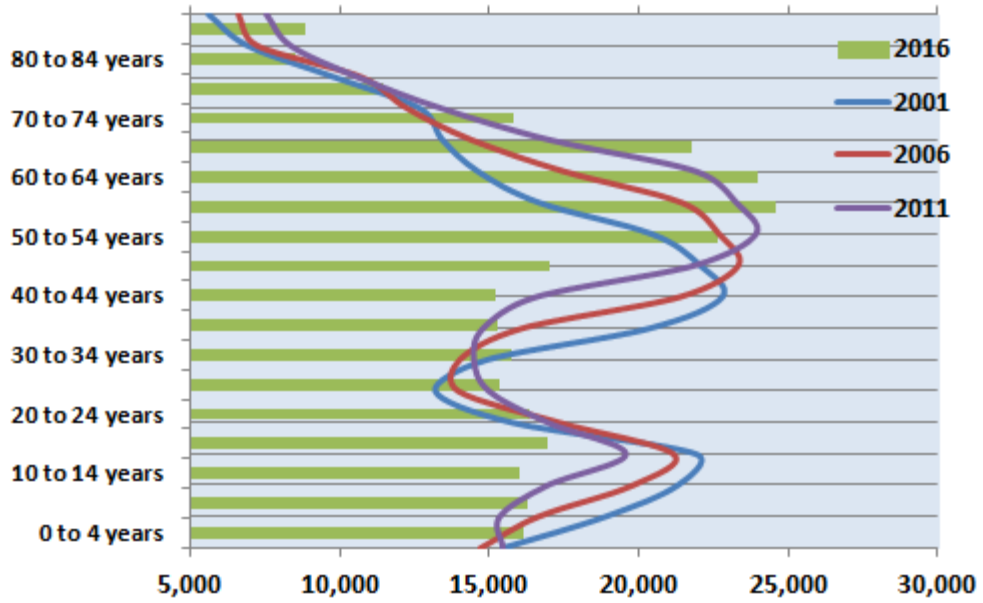
	Stratford-Bruce	Ontario
15 years and over	**4.8%**	**6.5%**
15-24 years	9.5%	14.0%
25-44 years	4.0%	5.7%
45-54 years	2.9%	4.9%
55-64 years	3.4%	5.3%
65 years and over	4.0%	3.3%

Source: Statistics Canada, Labour Force Survey. Custom Table

Aging Population

The cause of declining employment and participation statistics within the region is the result of aging within the population. As Figure 4 depicts, the past decade and a half has seen the 'Baby Boomer' generation shift from age cohorts with traditionally high participation rates (cohort peak at ages 40 to 44 years in 2001) towards retirement age cohorts with much lower participation rates (cohort peak at ages 55 to 59 in 2016). This population shift into age cohorts with lower participation and employment rates is causing overall rates to decline. Importantly, in the absence of offsetting migration, the region can expect continued reductions in its labour force as the Baby Boomer cohort enters full retirement.

Figure 4: Stratford-Bruce Economic Region Age Profile, 2001 - 2016



Source: Statistics Canada, Census Profiles: 2001, 2006, 2011, 2016

Table 5 compares the impact that population aging and participation rate changes have had upon regional labour force numbers between 2007 and 2016. The impact of population aging can be estimated by holding participation rates constant at 2007 levels. As shown in the column 'Amount Due to Population Change', population reduction alone between 2007 and 2016 would have reduced the total labour force by 10,300 people (see Table 5). The impact of changes to age-specific participation rates can be estimated by holding population constant at 2016 levels. Using this method, it can be

shown that participation rate changes within age cohorts actual produced a net increase in labour force numbers. As shown in the column 'Amount Due to Participation Rate Change', participation rate changes partially offset the impact of population declines, adding 3,400 people to the total labour force.

Table 5: Source of Labour Force Change; Stratford-Bruce Economic Region, 2007 - 2016

	Change in Labour Force from 2007 to 2016	Amount Due to Population Change	Amount Due to Participation Rate Change
Stratford-Bruce			
15 Years Plus	**-6, 900**	**-10, 300**	**3, 400**
15 – 24 Years	1, 800	2, 700	-900
25 – 44 Years	-8, 300	-8, 200	-100
45 – 54 Years	-9, 100	-8, 900	-200
55 – 64 Years	3, 700	2, 800	900
65 Years Plus	5, 000	1, 200	3, 800

Source: Statistics Canada, Labour Force Survey. Custom Table

A more detailed description of the impact that population aging is having upon regional labour force can be found in the Appendix (see 'Detailed Analysis of Population Aging and Labour Force', Tables A5 to A8).

Attraction and Retention Characteristics

In and Out Migration

The tendency of a region to attract or lose residents has important consequences for regional labour markets. While the capacity to attract or lose residents will directly impact total labour force statistics, the specific characteristics of movers – such as age, gender and skill types – can also have an important influence upon labour market conditions. Available migration data suggests that Bruce County and Grey County have a capacity to attract and lose residents at comparable rates to provincial averages. Both counties experience small annual net migration gains. Bruce and Grey diverge from the province in their annual migration losses of residents falling within the 18 to 24 and 25 to 44 years age cohorts. Importantly, population loss within key working age cohorts from migration can be expected to intensify the effects of population aging upon the labour force. Finally, Bruce County and Grey County also exhibit substantial net migration loss of residents who earn less than $30,000 within a year after migration, suggesting the region is losing lower-waged workers.

Bruce County and Grey County exhibit a capacity to attract and lose residents that is comparable to other regions across the province. Between 2010 and 2014, counties across Ontario experienced an annual average in-migration rate of 4.2% (see Table 6).[7] Over the same time period, annual in-migration for Bruce and Grey was 4.2% and 3.8% respectively. Out-migration rates followed a pattern similar to in-migration. Both counties had annual out-migration rates – Bruce 3.7%, Grey 4.0% – that were only slightly above the provincial average of 3.5%. As can be seen from migration totals in Table 6, movement in and out of both counties was significant. For example, between 2010 and 2014 an average of 4,009 people moved in, and 3,756 people moved out of Grey County every year. Overall, annual net-migration within Bruce County (0.1%) and Grey County (0.3%) was only slightly below the provincial average net-migration rate of 0.6%.

Table 6: In and Out Migration in Bruce County & Grey County, 2010 - 2014

	In-Migration	Out-Migration	Net-Migration
Ontario Average	**4.2%**	**3.5%**	**0.6%**
Bruce	3.8%	3.7%	0.1%
Grey	4.2%	4.0%	0.3%
Average Numbers per Year			
Bruce	2,582	2,540	42
Grey	4,009	3,756	252

Source: Statistics Canada. Custom Table

While overall migration patterns for Bruce and Grey were comparable to provincial averages, county migration patterns for specific age cohorts exhibited important differences from the province (see Table 7). Both counties showed net migration loss for the age cohorts 18 to 24 years and 25 to 44 years. In contrast, the province showed average net-migration gains for these age cohorts. Regional migration loss is particularly high for the 18 to 24 age cohort.

Population loss in 18 to 24 and 25 to 44 years age cohorts has important implications for regional labour markets. With regional labour force statistics already declining due to population aging, migration loss within key working age cohorts (18 to 24 and 25 to 44 years) will intensify market pressures due to

[7] In-migration rate equals the number of in migrants as a percent of total population for a given year.

labour force reductions. On the other hand, both counties exhibited a capacity to attract people within the 45 to 64 years age cohorts. As it is unclear whether people within this age cohort are moving into the region to retire, the labour market impact of net migration gain is also unclear.

Table 7: Net Migration by Age Cohort; Bruce County & Grey County, 2010 - 2014

	0-17 Years	18-24 Years	25-44 Years	45-64 Years	65+ Years	Total
Ontario	**0.7%**	**0.7%**	**1.2%**	**0.2%**	**0.2%**	**0.6%**
Bruce	0.9%	-2.9%	-0.2%	0.9%	-0.5%	0.1%
Grey	0.7%	-1.7%	-0.1%	1.0%	0.0%	0.3%
Average Number per Year						
Bruce	118	-167	-24	184	-70	42
Grey	123	-140	-23	289	3	252

Source: Statistics Canada. Custom Table

Movers by Employment Income

Migration within Bruce County and Grey County has a distinct socio-economic pattern (see Tables 8 and 9). Aggregate in and out migration for both counties is higher for people with incomes below $30,000 in the year after they migrate. Further, both counties experience their highest net-migration loss for the same income class – a net loss of 240 people between 2009 and 2013 for Bruce, and loss of 420 people for Grey. On the other hand, Bruce and Grey had net migration gains for people with annual incomes above $60,000 in the year after moving. Overall, migration data suggests the region is attracting higher income earners and losing lower income earners.

Table 8: Migration by Employment Income; Bruce County, 2009 - 2013

Income Group	In-Migration	Out-Migration	Net Loss/Gain
Less than $30,000	2,750	2,990	-240
$30,000 to $59,999	1,310	1,350	-40
$60,000 or more	1,290	870	420
Total	**5,350**	**5,210**	**140**

Source: Statistics Canada. Custom Table

Table 9: Migration by Employment Income; Grey County, 2009 - 2013

Income Group	Number of People Attracted	Number of People Who Left	Net Loss/Gain
Less than $30,000	4,240	4,660	-420
$30,000 to $59,999	2,000	2,230	-230
$60,000 or more	1,340	1,250	90
Total	**7,580**	**8,140**	**-560**

Source: Statistics Canada. Custom Table

Labour Market Churn

Labour market churn describes the amount and specific characteristics of workforce turnover within a labour market, including hires, layoffs, quits, dismissals and retirements. An analysis of labour market churn can identify important labour market trends and patterns that are unobservable using aggregate or net statistics such as total employment or total number in the labour force. For example, a region may record zero net employment growth and yet experience considerable upheaval in the form of job gains (hires) and job losses (including job leavers and losers).

Stratford-Bruce labour markets exhibit considerable churn.[8] Between 2007 and 2016, average annual new hires within the region equaled 14.7% of the existing the job base (see Table 10).[9] New hires do not include employer-employee combinations that existed the previous year and thus exclude planned hires due to seasonal employment. In 2016, an estimated 21,389 new hires took place in the region. A considerable number of people are also permanently laid off every year in the region (see Table 10). A permanent layoff excludes layoffs in which the employee is rehired the following year, and thus removes seasonal layoffs.[10] Over 2007 to 2016 an average of 4.3% of the employed workforce was laid off permanently – an estimated 6,289 people in 2016.

Table 10: Hiring and Permanent Layoff Rates; Stratford-Bruce, 2007 - 2016

	All Industries
Hires	
Average Hiring Rate ; 2007 - 2016	**14.7%**
Total Estimated Hires ; 2016	**21,389**
Permanent Layoffs	
Average Layoff Rate ; 2007 - 2016	**4.3%**
Total Estimated Layoffs ; 2016	**6,289**

Source: Statistics Canada. Custom Table

While Sector specific hiring and layoff rates were not available for Hospitality and Tourism, specific age-related layoff rates were available (see Table 11).[11] Regional layoff rates are substantially higher for workers aged 15 to 24 years (9.5% layoff rate) compared to all ages (4.5% layoff rate for ages 15 years plus).[12] Of note, regional age-specific layoff rates were comparable to provincial rates. Provincial layoff rates for ages 15 to 24 years were also significantly higher than ages 15 years plus layoff rates. Given that Hospitality and Tourism employ a disproportionately high number of workers in the 15 to 24 age

[8] Labour churn data was only available for Stratford-Bruce economic region, which includes Grey, Bruce, Huron and Perth counties.

[9] New hires equal the number of jobs (defined by an employer-employee pairing) observed in a firm in years t and t+1but not in t-1. Thus, planned seasonal rehires would be excluded. The hiring rate equals the number of hires divided by the number of jobs observed at some point in year t.

[10] Layoffs equal the number of jobs ended by a permanent layoff in year t (and not found in the same firm in year t+1). The layoff rate equals the number of permanent layoffs divided by the number of jobs observed at some point in year t.

[11] Unlike the previous data, permanent layoffs from the Labour Force Survey include seasonal layoffs.

[12] The layoff rate was calculated using LFS data and equals permanent layoffs divided by the total employment for each age cohort.

cohort, higher observed layoffs for this cohort are likely to be relevant, and indeed some supporting evidence from employers was provided during primary data collection (see Employer Insight section).

Table 11: Permanent Layoffs as Percent of Population, 2016.

	15 – 24 Years	25 -54 Years	15 Plus Years
Ontario	**9.9%**	**3.4%**	**4.4%**
Stratford-Bruce	9.5%	3.3%	4.5%

Source: Statistics Canada. Labour Force Survey. Custom Table
Note: Permanent layoff means no plan to rehire by employer and includes seasonal layoffs if there is no fixed commitment to rehire.

Finally, labour market churn data shows that retirement rates in Stratford-Bruce are higher than provincial retirement rates (see Table 12). Of note, 10.3% of employed people in the region aged 55 to 64 years retired in 2016, compared to only 6.1% in Ontario. For the 65 years plus cohort, the regional retirement rate of 3.5% was still higher but much closer to the provincial rate of 2.4%. High retirement rates clearly have important implications for labour force participation, particularly within the earlier discussed context of population aging. In Stratford-Bruce, relatively more people than seen provincially are approaching retirement age, and a higher percentage of those people are choosing retirement.

Table 12: Retirements as Percent of Population, 2016

	Ontario	Stratford-Bruce
55 - 64 Years	**6.1%**	10.3%
65 Years Plus	**2.4%**	3.5%

Source: Statistics Canada. Labour Force Survey. Custom Table

Sector Specific Labour Market Characteristics

Job Vacancies and Average Wages

Since 2015, Statistics Canada has collected job vacancy and wage data through the Job Vacancy and Wage Survey (JVWS) of employers. The JVWS defines vacancies as a job position that is vacant, that an employer is actively seeking to fill, and has associated tasks that require being completed no less than a month from the time of the survey. Job vacancies can be interpreted as an indication of potential labour supply shortage relative to demand within a labour market. By including occupation classifications, the JVWS allows for the identification of specific occupations in which shortages exist. The job vacancy rate adjusts for employment prevalence by dividing the number of vacancies by the number of total employees plus vacant positions. The vacancy rate allows for labour shortage comparisons across occupations and geographic regions. Importantly, while JVWS vacancy data can indicate the presence of labour shortages, it does not provide insight into the causes of shortages, which could include amongst other factors: skill gaps, inefficiencies in recruitment methods, barriers to employment such as transportation access, employee value proposition/wages or simply a shortage in available labour.

Hospitality and Tourism Job Vacancies

Table 13 provides Hospitality and Tourism related occupational job vacancies, vacancy rate and average wage statistics for Stratford-Bruce Economic Region and Ontario.[13] Occupation groups were selected if they fell within the top ten occupations of the Hospitality and Tourism industry in Bruce County and Grey County (see Appendix Table A9 for the top ten list).

Table 13: Hospitality and Tourism Vacancy Rates for Stratford-Bruce Econ. Region and Ontario, 2016

2 Digit NOC Occupation Groups	Skill Type	Stratford-Bruce			Ontario
		Average Vacancies per 3 Months	Vacancy Rate	Average Wage	Vacancy Rate
All Occupations			**2.5%**	**$24.15**	**2.6%**
67 Service support and other service occupations, n.e.c.	D	376	7.4%	$14.65	4.5%
75 Transport and heavy equipment operation and related maintenance occupations	C	223	5.8%	$19.65	4.2%
65 Service representatives and other customer and personal services occupations	C	220	4.9%	$16.75	4.3%
63 Service supervisors & specialized service occupations	B	211	4.6%	$19.00	3.2%
66 Sales support occupations	D	138	2.6%	$15.50	3.3%
86 Harvesting, landscaping and natural resources labourers	D	90	10.2%	$17.40	7.4%
01-05 Specialized middle management occupations	0	40	0.5%	$33.60	1.9%
12 Administrative and financial supervisors and administrative occupations	B	25	0.3%	$23.20	1.0%
4 Digit NOC Occupation Groups					
Food counter attendants, kitchen helpers and related support occupations [6711]	D	243	8.5%	$13.05	5.6%
Transport truck drivers [7511]	C	128	5.7%	$19.75	6.2%
Cooks [6322]	B	88	8.2%	$13.40	4.4%
Cashiers [6611]	D	75	2.0%	$14.90	2.8%
Store shelf stockers, clerks and order fillers [6622]	D	70	4.9%	$16.25	4.5%

Source: Statistics Canada. Job Vacancy and Wage Survey. Custom Table

[13] Occupation specific data at a regional level was limited by issues of data suppression and reliability.

Three key observations can be made from Table 13. First, Stratford-Bruce's vacancy rate for all occupations, 2.5%, is comparable to the province's at 2.6%. This suggests that aggregate regional labour shortages for employers are not greater than those for the province.[14]

Second, high vacancies, vacancy rates and relatively low wages tend to cluster within sector occupations that require high school and/or job specific training (C and D skill types). These same occupations also tend to have vacancy rates above provincial rates for the same occupations. For example, occupation group '67 Service support and other service occupations', which has the highest number of vacancies within the sector, has a vacancy rate of 7.4%, which is well above the Ontario rate for the same occupation (4.5%) and the regional 'All Occupation' rate of 2.5% (see Table 13). The average wage for this occupation group is $14.65 an hour, well below the regional average wage of $24.15. Of note, the more detailed NOC 4 digit occupation sub-group 'Food counter attendants, kitchen helpers and related support occupations [6711]' had an even higher regional vacancy rate of 8.5% and was also above the provincial rate for the same occupation (5.6%). The average regional wage for 'Food counter attendants, kitchen helpers and related support occupations [6711]' workers was $13.05.

On the other hand, the lowest vacancy rates and highest wages for sector-related occupations were found in management and supervisory positions. For example, the regional vacancy rate for NOC 2 digit occupation group '01-05 Specialized middle management occupations' was 0.5%, and the average occupational wage was $33.60.

The final key observation emerging from vacancy data is that, while regional sector job vacancies and vacancy rates are highest for occupations which require high school and/or job specific training, where data was available relative labour shortages could also be observed for occupations that require additional training. For example, the NOC 4 digit occupation group 'Cooks [6322]' had a regional vacancy rate of 8.2%, almost double the provincial rate of 4.4% for the same occupation. Of note, the average regional wage for cooks was $13.40. Unfortunately, identification of additional detailed occupation shortages and associated wages was limited by data availability.

[14] A comparison of vacancy rates by skill level between Stratford-Bruce and Ontario shows a similar pattern; in general, in both Stratford-Bruce and Ontario vacancy rates are highest for A and D skill types. Stratford-Bruce vacancy rate for management occupations is below that of the province.

Job Postings: Hospitality and Tourism Related Occupations

Advertisements for job openings can provide a useful indication of labour demand within a region. Job openings or labour demand can be driven by a range of causes, including employer expansion and growth or workforce turnover due to seasonal fluctuations, quits, retirements, layoffs and dismissals. Table 14 summarizes Hospitality and Tourism related job posting data from TalentNeuron for the Stratford-Bruce Economic Region. TalentNeuron collects job posting data from on-line job advertisements.[15] Table 14 occupations were selected if they fell within the top ten occupation groups for the Hospitality and Tourism sector within Bruce County and Grey County (see Table A9 for the top ten list). Occupations were then placed in descending order by the total number of postings[16]. Table 14 includes the total number of job postings by occupation between January 1, 2016 and August 31, 2017, the percentage share of total job postings by occupation and the percentage share of total regional employment by occupation. Employment share was included for comparative purposes. If an occupation's share of job postings was substantially higher than that occupation's employment share this may indicate relatively high demand for the occupation within the labour market.[17] In addition, Table 15 provides job posting counts for more detailed NOC 4 occupation groups related to Hospitality and Tourism. Regional employment statistics were unavailable for comparison at the NOC 4 digit level.[18]

Table 14: Hospitality and Tourism Related NOC 2 Digit Occupations by Number of On-line Job Postings

NOC 2 Digit Occupation Group	Skill Type	Number of Postings	Percent of Total Postings	Occupation Employment as Percent of Total Employment
65 Service representatives and other customer and personal services occupations	C	848	7.7%	4.1%
67 Service support and other service occupations, n.e.c.	D	739	6.8%	7.7%
75 Transport and heavy equipment operation and related maintenance occupations	C	706	6.5%	3.6%
63 Service supervisors and specialized service occupations	B	613	5.6%	3.4%
66 Sales support occupations	D	331	3.0%	4.0%
12 Administrative and financial supervisors and administrative occupations	B	291	2.7%	2.4%
01-05 Specialized middle management occupations	0	211	1.9%	0.8%
06 Middle management occupations in retail and wholesale trade and customer services	0	113	1.0%	4.2%
52 Technical occupations in art, culture, recreation and sport	B	96	0.9%	1.2%
86 Harvesting, landscaping and natural resources labourers	D	16	0.1%	1.0%

Source: TalentNeuron. Custom data: January 1, 2016 and August 31, 2017.

[15] TalentNeuron data exclude job advertised using other methods, including word of mouth. For example, the 2017 EmployerOne survey indicated that only 35% of Hospitality and Tourism related respondents used on-line job postings for recruitment.

[16] While occupations are Hospitality and Tourism related, actual posting data is specific to the occupation and not the industry. Thus, job postings will include openings for a specific occupation across all industries.

[17] As noted above, high demand may reflect many factors within the labour market; growth, turnover etc.

[18] Occupations were selected by pulling available posting data from Hospitality and Tourism related NOC 4 digit occupations identified using NHS 2011 data.

Consistent with the occupational structure of the Hospitality and Tourism sector, Table 14 shows substantial labour demand across a number of occupations and skill types, particularly B, C and D types. NOC 2 digit occupations in '65 Service representatives and other customer and personal services occupations', '75 Transport and heavy equipment operation and related maintenance occupations' and '63 Service supervisors and specialized service occupations' all accounted for a high share of on-line postings relative to their regional employment share. Similarly, general labour (D skill type), '6711 Food counter attendants, kitchen helpers and related support occupations ' and skilled positions (B skill type), '6322 Cooks', accounted for the two highest number of postings for detailed NOC 4 digit occupation groups (see Table 15).

Table 15: Hospitality and Tourism Related NOC 4 Digit Occupation Job Postings

NOC 4 Digit Occupation Group	Skill Type	Number of Postings
6711 Food counter attendants, kitchen helpers and related support occupations	D	334
6322 Cooks	B	243
6611 Cashiers	D	218
6311 Food service supervisors	B	183
6731 Light duty cleaners	D	159
6513 Food and beverage servers	C	147
7512 Bus drivers, subway operators and other transit operators	C	124
6525 Hotel front desk clerks	C	70
6321 Chefs	B	39
6722 Operators and attendants in amusement, recreation and sport	D	18

Source: TalentNeuron. Custom data: January 1, 2016 to August 31, 2017.

Unemployment by Skill Level

As discussed above, job vacancy data indicates that the areas with the highest number and rate of unfilled positions in Hospitality and Tourism are in lower (C or D) skilled occupations. Surprisingly then, labour force participation and employment data suggest that these same occupations have the highest unemployment rates.[19] Table 16 provides participation and employment rates for sector related occupations by skill level for Bruce County and Grey County. The difference between the participation and employment – which is a measure of unemployment – is highest for D skill occupations. For D skill occupations, the difference between the participation and employment rate was 9.8% in Bruce and Grey. For comparative purposes the difference between sector participation and employment rates for Ontario is also provided in Table 16. The difference for D skill sector occupations in Ontario was high also, though lower than in Bruce and Grey. Of note, sector unemployment for management positions was extremely low – a 1.5% difference between participation and employment rates in Bruce and Grey.

In an efficiently functioning labour market, job seekers should be able to connect with existing job openings for positions that match their skills. High vacancy rates and high unemployment in Hospitality and Tourism for the same occupations suggest the presence of labour market inefficiencies or barriers.

Table 16: Hospitality and Tourism Participation and Employment Rates by Skill Level; Bruce County & Grey County, NHS 2011

Skill Type	Participation Rate	Employment Rate	Percentage Point Difference	Difference - Ontario
0 - Management	93.7%	92.2%	1.5%	3.0%
A - Usually require university degree	90.9%	85.2%	5.6%	3.7%
B - Technical/Trade skills or college diploma	88.9%	82.8%	6.1%	5.9%
C - High school and/or job specific training	91.8%	85.7%	6.1%	6.6%
D - Job specific training	86.2%	76.4%	9.8%	8.1%

Source: Statistics Canada, NHS 2011

[19] NHS 2011 data was the most recent available. Participation and employment rates are likely to have changed and an updated analysis using 2016 data is advised.

Key Labour Market Findings

Four key findings can be drawn from secondary labour market data and are described below.

Rapidly Shrinking Labour Force

Labour force contraction is the primary and overarching factor shaping regional labour markets. Employer insights confirmed that labour shortage has become a pressing issue within Hospitality and Tourism. Both secondary and primary data indicate that the declining labour force presents a serious challenge to employers' capacity to meet workforce requirements associated with both retention and economic expansion.

- Since 2004, the aggregate regional labour force has dropped by 11% or 18,700 people.
- Population aging is the primary cause of labour force contraction. The key working age cohorts 25 to 44 and 45 to 54 have seen dramatic declines over the past decade.
- Labour force contraction due to population aging can be expected to continue for the next 10 to 20 years.
- Migration characteristics are likely intensifying labour force contraction. Though migration losses are small relative to the impact of population aging, Bruce County and Grey County tend to lose residents from the 18 to 24 and 25 to 44 age cohorts.
- High regional retirement rates for residents aged 55 to 64 and 65 plus are intensifying labour force contraction.

Constricted Labour Market

Secondary labour market data suggests a general constriction of labour markets as the region recovered from the 2009 recession. Participation rates across age cohorts are relatively high and unemployment rates relatively low compared to the province. That said, both participation and unemployment rates for young workers aged 15 to 24 show signs of regional slack and thus an area of potential focus.

- Regional age specific participation rates are high and above or comparable to provincial rates.
- Regional participation rate for workers aged 15 to 24 declined by two percentage points over the past decade.
- Regional unemployment rates are well below provincial rates across age cohorts.
- Regional unemployment is highest for people aged 15 to 24 and within the lower skill group labour force.

Substantial Labour Market Churn

An absence of population and labour force growth may suggest a regional workforce planning strategy that focuses on internal labour force improvement. Labour force churn, particularly permanent layoff rates, indicates areas of labour force gaps in matching employer needs, thus potential for internal improvement.

- Youth (15 to 24 years) permanent layoff rate is almost three times higher than the layoff rate for workers aged 25 to 54.

Lower Skill Gap

A significant number of lower skill level jobs remain unfilled despite evidence that regional unemployment is highest for workers with skills that match available vacancies. As noted above (see Labour Market Churn), population aging and labour force decline suggest one area of emphasis might be towards internal labour force improvements. Addressing the lower skill gap would be one such area for improvement.

- Job vacancies and vacancy rates are highest for lower skilled and lower compensated sector occupations
- Unemployment statistics are highest for lower skilled sector occupations and youth
- Migration data shows a net loss of workers earning less than $30,000

Part 2: Employer and Employment Service Provider Insights

Labour market key findings were presented to large employers within the Hospitality and Tourism sector and regional employment service providers. Labour market trends and sector specific findings within each challenge were confirmed and supported. Through discussion, both employer and employment service providers contributed important additional context and understanding of labour market challenges. Employer and employment service provider insights are described below.

Employer Insights

Bruce County's and Grey County's largest Hospitality and Tourism employers were clear in identifying aggregate labour shortage as the most pressing issue within the region. This was not surprising. A recent survey of employers found that 65% of respondents from the Hospitality and Tourism sector had experienced difficulty filling positions in the past 12 months (see Table 17). Importantly, employers asserted that training was not the key barrier to addressing labour demand. To quote one employer, 'We don't need more training. We don't need different training. We just need more people.' Employer surveys support this sentiment. Of note, 65% of survey respondents in Hospitality and Tourism indicated that not having enough applicants was the primary reason a position was hard to fill in the past 12 months (see Table 18). 53.7% of respondents from other sectors indicated having hard to fill positions.

Table 17: Hard to Fill Positions; 2017 EmployerOne Survey Results

	Percent of Respondents With Hard to Fill Positions
Hospitality and Tourism	64.8%
Other	53.7%

Note: Equals number of respondents reporting hard to fill positions divided by number of respondents that either hired or reported a hard to fill position.

Table 18: Reasons for Hard to Fill Positions; 2017 EmployerOne Survey Results

Reason Position Was Hard to Fill	Hospitality and Tourism	Other
Number of Employers Having Hard to Fill Positions	**46**	**168**
Not enough applicants	65.2%	53.6%
Lack of motivation, attitude, or interpersonal abilities	56.5%	45.8%
Lack of qualifications (education level/credentials)	39.1%	47.0%
Lack of work experience	23.9%	29.2%
Lack of technical skills	21.7%	28.6%
Other	19.6%	15.5%
No applicants at all	17.4%	13.1%
Inability to compete with other employers	10.9%	7.7%
Lack of language requirements	0.0%	1.2%
Inability to asses a foreign educational qualification	0.0%	0.0%

Importantly, employers expressed confidence in their ability to attract and train workers, but identified a number of barriers to retention efforts. By far the most commonly and emphatically identified barrier to worker retention was inadequate housing infrastructure. Lack of affordable housing through ownership or rent was identified as an urgent problem. Employers indicated it was fairly common for employees to leave because rent was too high. One employer expressed confidence in their ability to draw interest from out-of-province workers, but had nowhere to house them once they arrived. Lack of affordable housing close to employment clusters was pushing workers to look for housing further from their place of work, increasing their commute times and making commuting particularly problematic during the winter months when road conditions are sometimes poor and unpredictable.

In addition to housing, employers raised public transportation, immigration policy and social service policy as barriers to addressing labour force shortages. Employers indicated that public transport access to Blue Mountain Village (an area of significant sector employment concentration) was limiting worker access to employers. Specifically, the last bus leaving the village departs at 7 pm, well before private sector establishment closing times. Some employers suggested Ontario's immigration policy towards earning points for residency applications was forcing locally trained and educated international students to move to other provinces for residency. A number of employers suggested social service regulations around eligibility for subsidized housing was limiting the hours that many of their employees could work.

Though employer concerns were focused on housing and other employment support gaps, other issues were raised, including local training and employment opportunity awareness issues. As suggested by secondary data, large sector employers described having a close relationship and dependency upon students to meet workforce needs. Local high school and college students provide a supply of flexible labour that matches sector employer needs for often seasonal and part time employment. Post-secondary institutions also provide programs with direct relevance to sector skill needs and incorporate practical components where students gain valuable work experience within the sector.

Employers expressed experiencing a number of difficulties when taking advantage of local student and youth labour force potential. First, employers suggested that awareness of local employment opportunities within the sector – particularly career-type opportunities – was weak. Some employers indicated that youth commitment to employment, in terms of work ethic and professionalism, could be improved. The reality that employee loyalty becomes challenging in the context of constricted labour markets where workers may have multiple employment options was discussed and acknowledged. More specifically, one large employer expressed frustration with a mismatch between a local post secondary institution's internship scheduling and the seasonal nature of the employers' labour needs. These specific employer insights provide valuable information and context to understanding workforce, and particularly youth, unemployment in the sector.

Employment Service Provider Insights

Regional employment service providers were also presented with secondary data observations of regional and sector labour market trends. As with employers, employment service providers both confirmed research findings and contributed additional insights.

Specifically, employment service providers were able to provide valuable insights into obstacles that job seekers experience when seeking employment within Bruce and Grey. It is worth noting that, while the regional overall unemployment rate of 4.8% is low, a large number of people within the region continue to struggle to find adequate employment. In 2016, 7,300 were unemployed in Stratford-Bruce and looking for work.[20]

Some of the obstacles to employment identified by service providers were identical to obstacles emphasized by employers. Employment providers confirmed that access to affordable housing and transportation to employment locations were significant barriers to job seekers. Access to affordable housing and transportation was perceived to be particularly difficult for job seekers who were only able to find part time employment. Employment service providers indicated that some job seekers were experiencing difficulty in finding full time work, and for those with part time work, augmenting income with multiple part time jobs increased their difficulties in arranging adequate transportation.

Service providers also highlighted personal challenges that job seekers were experiencing in the region. Health issues, including addiction, were identified as an obstacle to employment for many. 582 people self-identified with a disability use Employment Ontario services in the region. More generally, service providers also emphasized coping skills associated with employment stress. One service provider noted that, "It's easier to quit a job if you have a disagreement rather than having that conversation with an employer, especially if you lack some of these soft skills around conflict resolution." Employment service providers expressed difficulty in convincing employers to take a chance with job seekers with higher needs, particularly smaller employers whom were perceived to have less capacity to do so.

[20] Statistics Canada, Labour Force Survey. Custom Table.

Part 3: Hospitality and Tourism Sector Recommendations

Bruce County and Grey County are losing workers. Secondary data research revealed that the predominant factor shaping the Bruce and Grey labour market is the dynamic of population aging and consequent labour force decline. Net migration losses in key working age cohorts for both counties are causing further, albeit relatively smaller, reductions in the locally available labour force. In the absence of a dramatic reversal in migration patterns, regional labour force decline can be expected to continue for next 10 to 20 years.

Currently in Bruce and Grey, regional economic recovery from the 2009 recession has intensified demands upon an increasingly scarce regional resource, labour. Overall unemployment is low and participation rates across age groups are well above or comparable to provincial rates. Most people in the region who want work have found it. Confronted with labour scarcity, employers' capacity to access needed skills to both replenish workforce exits and expansion has become very difficult - there are no more low hanging fruit from which employers can pick.

Evidence suggests the Hospitality and Tourism Sector's experience of regional labour scarcity is particularly acute. Job vacancy rates for many sector relevant occupations, particularly lower skill and entry positions are well above regional and provincial rates. Sector employers report higher rates of difficulty in filling job positions than other employers within the region. Focus groups confirmed that labour shortage is an urgent issue for Sector employers.

Given the urgency of labour scarcity it is not surprising that sector employers' primary concern is with workforce attraction and retention, and not workforce training or quality. Employers need more workers, not better workers. Yet, while overall unemployment is low, there is still a large number of people within Bruce and Grey that are having trouble securing employment. Secondary data indicates unemployment is highest for workers aged 15 to 24 and workers with lower or entry type skills. It is worth repeating that Sector labour demand is highest within occupations that match the skill levels of individuals within the labour force that are experiencing relatively high unemployment and layoff rates.

Sector employer and Employment Service provider insights, along with secondary data, highlighted a number of obstacles that are currently blocking Sector employers from attraction and retention initiatives. Key obstacles are listed below.

- Affordable housing that matches labour force needs
- Transportation
- Low wages
- Weak local awareness of employment opportunities and pathways
- Pre- and post-employment support for youth and job seekers with high barriers
- Part time and seasonal nature of sector employment

The labour market challenges and obstacles experienced by the Hospitality and Tourism Sector in Bruce and Grey are also being experienced by the Sector across Ontario, and Canada. Labour shortages within the Sector, particularly for lower skilled entry positions, are forecasted to grow. As with Bruce and Grey,

Sector responses have focused on workforce attraction and retention. Specific responses have included both labour attraction initiatives[21], such as;

- Immigration and temporary foreign workers
- Targeting underutilized populations within the labour force (such as older workers, people with disabilities and Indigenous communities)

and also retention initiatives, such as;

- Promoting Sector career advancement pathways
- Raising wages
- Provision of non-wage benefits such as extended vacation times, health and dental benefits and short/long term disability benefits
- Coordinating part time and seasonal needs to match employee interests in full time work

An effective sector-partnership strategy within Bruce and Grey will need to build regional capacity to support employer workforce skill and labour needs and worker opportunities for meaningful and financially sustaining employment. The recommendations below seek to directly address key employment obstacles within Bruce and Grey. While efforts to remove obstacles cannot reverse the impacts of population aging, they can support and strengthen local employers' success in meeting labour force needs despite the challenge of aging.

[21] See Canadian Tourism Research Institute. 2012. The Future of Canada's Tourism Sector

Obstacle: Lack of Affordable Housing

Employer insight revealed that the most pressing obstacle to workforce attraction and retention is a lack of affordable housing within Bruce and Grey. To be specific, there is a dearth of housing that is affordable to those who work locally – i.e. the housing market is not aligned with the local labour force income levels. Available secondary data supports this concern. As an example, rental rates for one bedroom apartments in Collingwood, situated beside the Blue Mountain Village tourist centre, have risen by 35% over the past decade – outpacing growth in Toronto.[22] Vacancy rates in Collingwood have reached as low as 1% in the past three years.

Housing affordability is likely to be a particularly pressing issue for employees within Hospitality and Tourism.[23] As noted above, wage rates for many sector related occupations are well below regional average rates. Further, sector employees wishing to live within close proximity to their place of work often end up competing for housing in the same areas of interest as visitors and guests. Employees are thus compelled to look for accommodations in premium, high priced areas.

As is happening in other communities across the province, the current self-imposed solution to housing affordability in Bruce and Grey appears to be increasingly long commutes or people leaving the region altogether. As discussed earlier, both Bruce County and Grey County are experiencing net migration losses of lower income residents who are most vulnerable to rising housing costs. Lack of affordable housing may be pushing away those parts of the labour force, lower skilled, who are most in demand by Sector employers.

Action: Build a Comprehensive Regional Affordable Housing Strategy

A full assessment of regional housing needs, including the needs of unemployed individuals, those employed with low to moderate incomes and seniors would inform regional housing priorities and build wider community support for a housing strategy. There is growing recognition, particularly in rural or smaller communities, that affordable housing is a workforce planning and economic development issue.[24] Affordable housing shortages can have widespread economic impacts, including limiting employers' access to labour and thus their capacity to grow, and also reduced local resident consumer spending.[25]

Small communities face unique housing affordability challenges and effective responses are also particular to community size. A survey of both private and public affordable housing stakeholders from small and rural communities in British Columbia showed that access to funding and high development costs were the highest perceived barrier to local response to affordable housing challenges.[26] This is not

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[22] Growth in Toronto over the same period was 26%. Statistics Canada, Canada Housing and Mortgage Corporation data.

[23] Though housing challenges may be particularly acute within Hospitality and Tourism, employers within Manufacturing and Construction have also emphasized this issue.

[24] See Centre for Sustainability Whistler. October 16, 2017. Building Knowledge & Capacity for Affordable Housing in BC Small Communities. Colorado Municipal League & Housing Colorado. July 2014. Affordable Housing in Small Communities: Deciphering the Problem and Finding Solutions.

[25] See Maxfield Research Inc., GVA Marquette Advisors. September 2001. Workforce Housing: The Key to Ongoing Regional Prosperity - A Study of Housing's Economic Impact on the Twin Cities.

[26] See Centre for Sustainability Whistler., Heartwood Consulting. September 8, 2017. Building Capacity for Affordable Housing in BC Small Communities - What We Heard: Summary of Survey and Interview Responses.

surprising. Small communities are challenged in their capacity to generate scale economies for housing initiatives. That said, reviews of affordable housing initiatives within small communities have identified a number of possible options. Some key findings and initiatives are listed below.

Make Affordable Housing for Local Employees a Regional Priority: Examples from small communities show that effective responses to affordable housing shortages emerged when communities made affordable housing a regional priority. For example, in Whistler, British Columbia, the Whistler Housing Authority was created with a mandate to sustain a range of housing options for the community's active and retired workforce. In Banff, the town council adopted a Community Housing Strategy that recognized affordable housing as an imperative and benefit for the whole community. In each case, local employee access to affordable housing was prioritized. Windsor, Colorado, responded to a regional study of workforce housing needs by adopting an official housing plan.

Partnerships and Multi-stakeholder Collaboration: Given the greater economies of scale challenges facing smaller communities, facilitating and coordinating collaboration between different levels of government, the private sector and the non-profit sector has been identified as a key factor in successful affordable housing initiatives.[27]

Inclusionary Zoning: Permits for new residential development is made conditional on the development of a specified percent or amount of affordable residential units. Some regions will allow developers to make cash payments in-lieu of building affordable units. Inclusionary zoning has been effectively used in regions where there is strong demand for residential development and where the development market can absorb added costs to residential development.

Covenant and Eligibility Tools: Covenant and eligibility tools are criteria used to direct affordable housing access towards targeted populations. Covenant tools are registered directly onto land titles. Income thresholds, local employment criteria (only local employee can apply), length of local residency and resale conditions such as housing price caps are all examples of Covenant and eligibility tools.

Development Incentives: Development incentives are used to influence development decisions through financial incentives. Examples include; streamlining development approval processes, tax reductions (used in the United States) and direct subsidies for development. An example of a direct subsidy is the Accessory Suite program in Canmore, B.C. where the municipal government provides up to $10,000 to assist a home owner in building an apartment within his or her home.

Housing Demand Supports: Some regions have supported housing access by providing direct financial support to potential home buyers (Bruce, Grey and Huron counties currently participate in the provincial rent supplement program). Examples of housing demand supports include the shared equity model (where a municipal authority or housing developer provides home buyers with assistance on their down payment. This assistance acts as an equity investment for the lender, whom will then benefit from any asset appreciation that may occur later on). Another example is the municipal provision of interest free loans to help employees buy and live locally.

[27] See Canada Mortgage and Housing Corporation. Project Profile - 145 High Street, Collingwood, Ontario.

Obstacle: Lack of Adequate Transportation To and From Places of Employment

Employers and employment service providers identified access to reliable and appropriate transportation to and from places of employment as an important issue. The cost of private vehicle ownership may exclude this option for many workers and job seekers. Cost and lack of access to a private vehicle are likely to be particularly prevalent for Hospitality and Tourism employees, many of whom are earning relatively low wages and are below the age of 25 years. Further, employment service providers suggested that transportation was a particular problem for individuals working multiple part time jobs.

The challenge of providing effective and sustainable transportation within small communities is commonplace. Smaller communities lack the size and density found in larger urban centres that strengthens the business case for public or collective transportation alternatives. That said, there are examples of successful public transportation initiatives within small communities. Case studies of initiatives within Ontario show that small communities can successfully implement systems that capture the wide range of benefits from collective transportation options, including economic, social, health and environmental.[28] By identifying and bringing together the transportation needs across a community, and collaborating with neighbouring communities, smaller regions are able achieve a greater level of scale than might be perceived possible.

Regional progress on sustainable transportation has been made within Bruce and Grey. In 2013, a public transit bus route linking the Township of Collingwood with Blue Mountain Village was piloted. The number of riders has expanded every year and the route is now a permanent part of the transit system.[29] That said, employers indicated that the current schedule does not meet the needs of commuters working in Blue Mountain Village. For example, currently the last bus leaves Blue Mountain Village at 6:16 pm, making it unusable for people working evening shifts.

Action: Assess Sector and Region Wide Transportation Needs

The concentration of sector employment within Blue Mountain Village and current limitations of public transit services to the Village present an obvious and immediate reason to assess whether expansion of service routes to the Village could be sustained. That said, a wider transit system assessment is also warranted for both Bruce County and Grey County.

A survey of riders using the Collingwood to Blue Mountain bus route, as well as another introduced that linked Collingwood to Wasaga Beach, revealed that route usage was not just motivated by employment needs. At a level greater than was expected, riders were using the routes to attend medical appointments, go shopping and visit family and friends. The growing number of seniors, for whom driving becomes difficult, will likely increase the demand for alternatives to owner-operated vehicles. Further, transportation has been raised as an issue by employers in other sectors and by employment

[28] See McCue, L., Tolentino, L., MacDonald, R. October 2014. Accelerating Rural Transportation Solutions: Ten Community Case Studies from Ontario. See also, Noxon Associates Limited. April 2009. Improving Travel Options in Small & Rural Communities. Transport Canada.

[29] See Edwards, John. Collingwood to Blue Mountains Bus Route Working. Blue Mountain Ratepayer's Association. http://bmratepayers.com/collingwood-to-blue-mountains-bus-route-working/

service providers in both counties. Bruce and Grey would benefit from a sector-specific and regional assessment of transportation needs and costs. Such an assessment would need to capture employment motivated transportation but also other motivations, including those discussed above. To this end, employers, employment service providers and municipal and county staff within both Bruce and Grey should meet with the purpose of implementing a full transportation needs assessment.

It is worth noting that should expansion of public services be deemed unwarranted, alternative transportation solutions may be worth consideration. The following list provides some examples of initiatives undertaken within small communities.[30]

- Late night transportation services, including ridesharing and vanpooling
- Hosting promotional events to encourage employee participation in shared-ride programs
- Having options in place to support a guaranteed ride home program. For example, GTA Smart Commute participants are reimbursed up to 75% for emergency situations that require leaving work early

Action: Sector and Region Wide 'Journey to Work Analysis'

While community transportation needs have a wide range of motivations, accessing employment is an important one. To this end, a custom tabulated data from the 2016 Census can be used to determine the commuting characteristics and patterns of Hospitality and Tourism workers, and workers from other sectors. This will provide a useful base from which to assess employment transportation needs and the potential for expansion of public or collective transportation options. It will also help to define the geographic boundaries of employment transportation, which may well exceed Bruce County and Grey County lines.

Obstacle: Local Awareness of Sector Employment Opportunities and Pathways

Sector employers and regional employer service providers believe there is a lack of local awareness regarding Sector employment and career pathway opportunities. This lack of awareness can be expected to limit worker participation in the Sector, intensifying the impacts of a general labour shortage. Job seekers have been shown to place a high degree of importance on perceived opportunities for advancement when considering employment options.[31] Without knowledge of the full range of Sector job positions, vacancies and skill needs, job seekers with relevant skills may overlook opportunities entirely.

Action: Create a Hospitality and Tourism Employment Opportunity Map

An Employment Opportunity Map expands upon the concept of career ladders by integrating career pathways with detailed secondary labour market data and primary information from labour market stakeholders. Career ladders outline opportunities for advancement along paths of progressively higher ranked jobs in terms of skill requirements, compensation and responsibility.[32] For example, Figure 6 plots numerous possible career progressions within the hospitality industry. Career ladders would also include the specific education and skill requirements associated with each occupation. Figure 7 provides a more simplified classification of hospitality occupations along with associated general skill levels.

[30] For more details, see Zizys, Tom. (January 2012). South Georgian Bay Labour Market Study.
[31] See Canadian Tourism Research Institute. 2012. The Future of Canada's Tourism Sector
[32] See Zizys, T. Ibid

Adding relevant labour market information to each occupation within a career ladder would create an Employment Opportunity Map. The following types of labour market data that could be included:

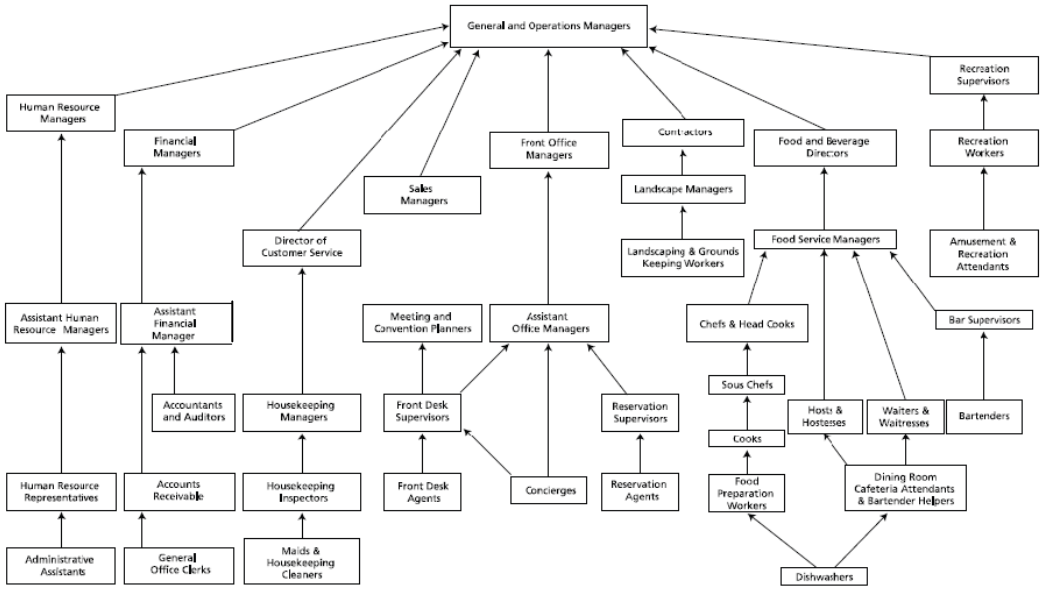
- Expected wage
- Employment type prevalence (i.e. proportion of jobs that are full time positions and seasonality)
- Occupation profile, including age, gender statistics
- Number of current jobs within region and growth rate
- Statistics indicating current occupation demand and supply, including vacancy rate, number of job postings and unemployment rate

Creation of an Employment Opportunity Map could provide a strong foundation for an effective Sector Partnership. The added labour market information within an Employment Opportunity Map should hold appeal across labour market stakeholders. Career pathway information can be used by employers and employment service providers to communicate the full value of employment within the Sector. As discussed above, emphasizing advancement opportunities may be particularly important within Hospitality and Tourism, given the relatively lower wages of many entry-type occupations within the sector.

Education institutions and employment service providers could take advantage of updated employment, vacancy and related labour market data to inform program focus and highlight needed employment supports. Increased shared information between employers and education institutions may facilitate more helpful coordination around mutual interests – matching practical education program components with employer labour needs is one example. Current employment support programs run through Employment Ontario could benefit from aligning resources towards Sector opportunities defined by the Employment Opportunity Map. If made accessible via an online portal, job seekers could access this as a reference source for making decisions about training, education and current job readiness.

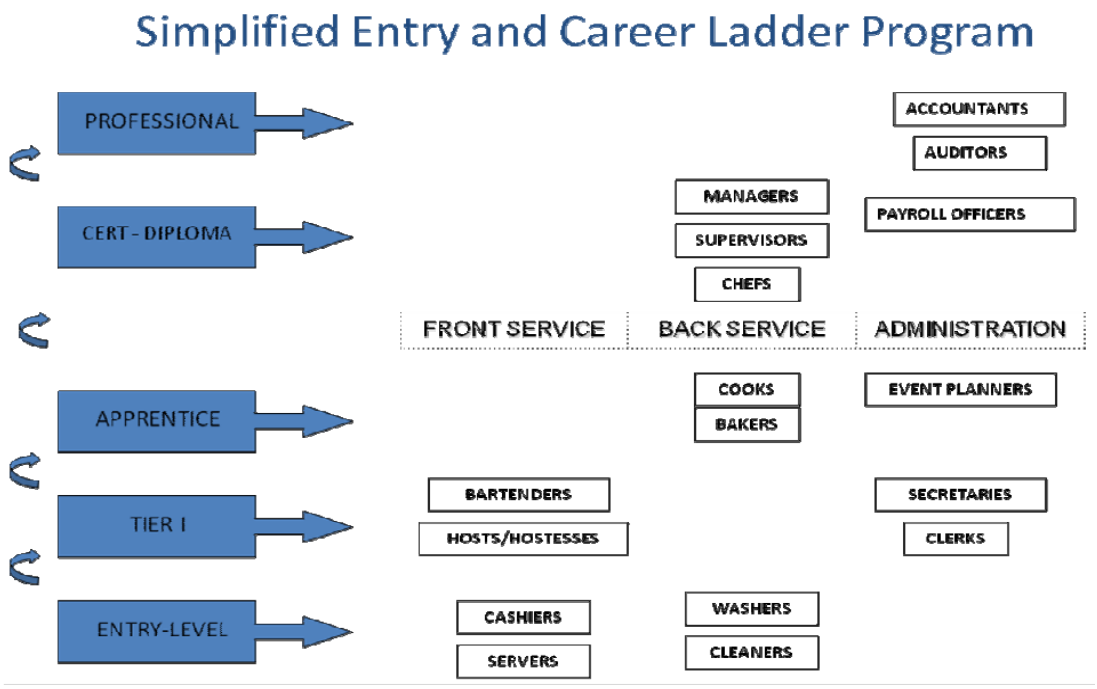
Figure 6: Hospitality Career Ladder

Hospitality Career Ladder[6]



[6] The hospitality career ladder flow chart only shows potential career paths for individuals in three of the six hospitality industry segments: over-night accommodations, food and beverage services, and hospitality support services. The remaining three hospitality industry segments – recreation, entertainment and amusement, and hospitality transportation - offer career development opportunities that are specific to individual employers, but have no generalized career ladders

Figure 7: Hospitality Career Ladder with General Skill Levels



Obstacle: Lower Skill Gap

Rick Miner's oft repeated phrase, “jobs without people; people without jobs” refers to a mismatch of skills between individuals and unfilled available jobs.[33] Miner was concerned with a perceived gap in Canada between the growing number of jobs requiring some form of post-secondary education and skill training, and an insufficient number of people with those same skills.

Secondary labour market data suggest a different type of mismatch occurring in Bruce and Grey. First, within Hospitality and Tourism the greatest number of vacancies and the highest vacancy rates are for middle and primarily lower skilled job types. For example, within the sector the occupation group "food counter attendants, kitchen helpers and related support occupations" had the highest number of vacancies and highest vacancy rate. Jobs within this occupation require only on-the-job training and certainly not post-secondary education.

On the other hand, the highest levels of unemployment within the region are for youth, and more generally, for individuals with skill sets that match the Sector occupations with high vacancies. Thus, within Hospitality and Tourism there are people without jobs and jobs without people inside the same skill group. Instead of a skills mismatch, there appears to be a barrier(s) to job seekers finding employment within the Sector.

Feedback from employers and employment service providers highlighted a number of possible barriers to employment within the sector. While access to affordable housing, transportation and lack of

[33] See Miner, R. (2010). People without jobs - jobs without people. Miner Management Consultants.

awareness of employment opportunities were identified as prominent and widespread barriers, additional factors specific to lower or entry skilled segments of the labour force were also identified. Many of these barriers could be categorized as soft skills or employment readiness skills, including work ethic, ability to work collaboratively in a team setting, conflict resolution, confidence in asking questions of employers and work stress coping skills. 56.5% of Hospitality and Tourism respondents from the recent 2017 EmployerOne survey indicated that soft skills, including lack of motivation, poor attitude and interpersonal abilities were the reason job vacancies were difficult to fill. Further, the absence of such skills may explain the relatively higher labour churn that is observed for younger workers.

On a more structural note, the high prevalence of part time and seasonal work may also present a specific barrier to this segment of the labour force.

Action: Integration of Career Ladder Programming for Students and Job Seekers

Sector employers, employment service providers and education institutions should give consideration to integrating a career ladder approach to address the lower skill gap. Career ladder programs, in addition to supplying career, education and labour market information as described in the Employment Opportunity Map, aim to support employee progression through every stage in a career pathway. This would include pre-employment supports such as training, education, skills development and housing, and would continue to provide support throughout the period of employment. Post-employment support may include facilitating continued skill development or access to childcare and other social supports as needed.

The specific obstacles for lower or entry skill Sector labour force participants indicate that a soft skill or employment readiness program may enhance worker capacity to secure employment and stay employed. Literature reviews evaluating the effectiveness of training programs to address soft skill deficits have identified a number of factors for consideration and are summarized below (See Appendix, Key Factors for Soft Skill Training Program Creation).[34]

Another area of support could be in coordinating part time and seasonal work schedules to the benefit of employees with multiple part time jobs or who rely on seasonal work. For employers this may entail sharing staff during peak and off-peak seasons.

Obstacle: Ontario Works requirements a disincentive to working more hours

Sector employers raised the issue of monthly income thresholds for Ontario Works, OW, recipients. A number of employers indicated that this limit was creating a disincentive for employees to work more hours. Current regulations allow for $200 per month in earnings for recipients. OW payments are reduced by $0.50 for every dollar earned in excess of the $200 per month threshold.

Action: Communicate Issue to Provincial Government

Sector employers and employment service providers were under the impression OW income rules were set locally at the County. This is not the case. Regional labour market representatives may want to consider presenting this issue to the provincial government, where such regulations are set.

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[34] See Palameta, B., Myers, K., Gyarmati, D., Voyer, J. 2011. Understanding training program effectiveness: A comprehensive framework. Learning and Active Employment Programs Project. Millier Dickinson Blais - In association with LeBlanc, S. March 2014. Simcoe Muskoka Workforce Development Board: Employability Skills Framework.

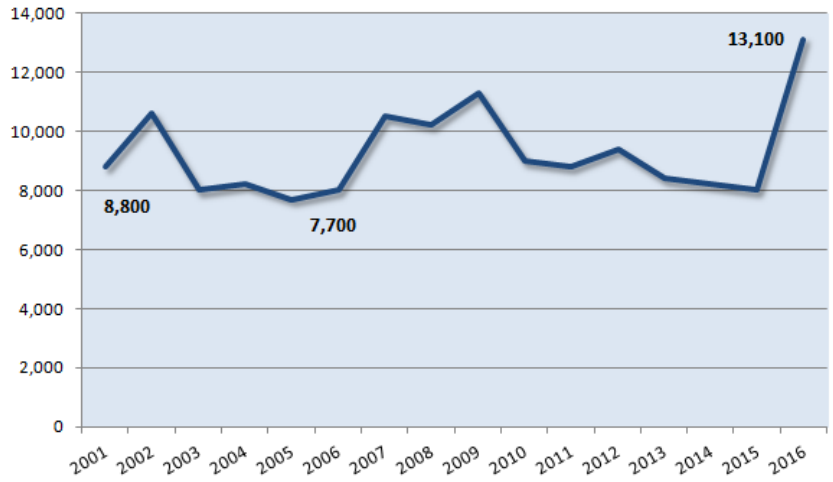
Appendix

Table A1: Hospitality and Tourism Sub-Industry Growth; Bruce County & Grey County, December 2014 - June 2017

NAICS 3 Digit Industry Group	Number of Firms - June 2017	Growth Rate Since December 2014
Sector Total	**963**	**7.2%**
722 - Food services and drinking places	420	5.0%
721 - Accommodation services	213	9.8%
713 - Amusement, gambling and recreation industries	143	0.0%
711 - Performing arts, spectator sports and related industries	114	16.3%
485 - Transit and ground passenger transportation	58	13.7%
712 - Heritage institutions	11	0.0%
487 - Scenic and sightseeing transportation	4	300.0%

Source: Statistics Canada, Canadian Business Counts. Custom Table

Figure A1: Accommodation & Food Services Employment in Stratford-Bruce Economic Region, 2001 -2016



Source: Statistics Canada, Labour Force Survey. CANSIM Table 282-0125

Table A2: Percent of Total Employment by Employment Type; Bruce, Grey & Huron Counties, EmployerOne 2017

	Full Time	Part Time	Contract	Seasonal
Hospitality and Tourism	**26.4%**	**45.2%**	**4.7%**	**59.9%**
Other	74.4%	17.6%	7.5%	6.3%

Table A3: Hospitality and Tourism Employment by Age Cohort; Bruce County & Grey County

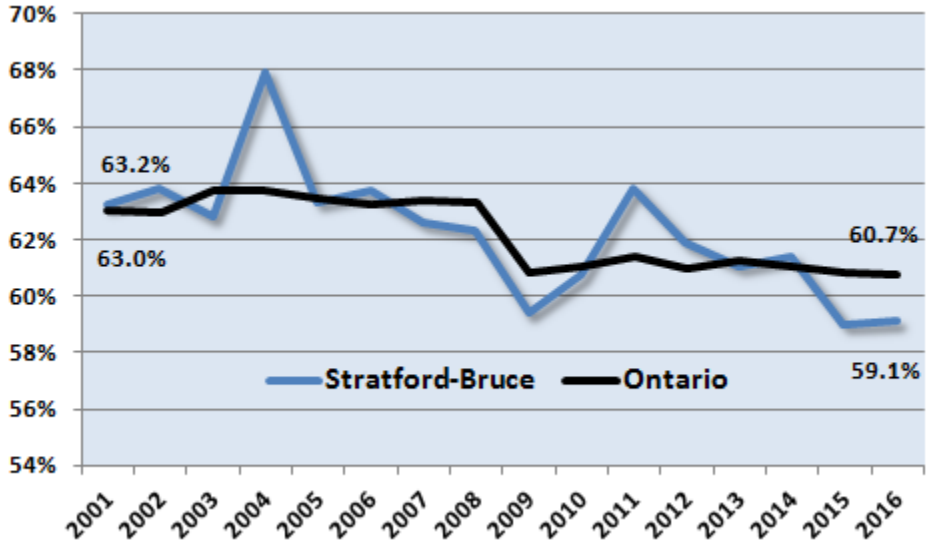
Age Cohort	Hospitality and Tourism	All Industries	Hospitality and Tourism	Non-Hospitality and Tourism Industries
	NHS 2011		EmployerOne Survey	
15 to 24 Years	25.2%	15.6%	36.0%	11.7%
25 to 44 Years	27.3%	33.4%		
45 to 54 Years	24.2%	26.3%		
55 to 64 Years	18.8%	19.2%	12.6%*	22.8%*
65 Years Plus	4.5%	5.8%		

*EmployerOne figures are for 55 years plus.

Table A4: Statistics Canada, NOC, Occupation Skill Levels

Skill Level	Definition
0	Management Positions
A	Professional jobs that usually call for a degree from a university
B	Technical jobs and skilled trades that usually call for a college diploma or training as an apprentice
C	Intermediate jobs that usually call for high school and/or job-specific training
D	Labour jobs that usually give on-the-job training

Figure A2: Employment Rate - 15 Years Plus; Stratford-Bruce Economic Region & Ontario, 2001 - 2016



Source: Statistics Canada, Labour Force Survey. Custom Table

Detailed Analysis of Population Aging and Labour Force

Tables A5 to A8 provide a more detailed analysis of the impact that population aging is having upon regional labour force participation and employment.[35] Table A5 shows percent changes in the total labour force by age cohort between 2007 and 2016 for Stratford-Bruce and Ontario. While, Stratford-Bruce saw a decline of 4.3% in the total labour force (15 years and over), this decline was fully accounted for by reductions within the 25 to 44 and 45 to 54 year age cohorts. All other age cohorts experienced labour force growth for this period. As Table A6 shows, age specific labour force reductions were mimicked by parallel declines in population for these same age cohorts.[36]

Further, labour force declines within the 25 to 44 and 45 to 54 age cohorts were the primary cause of reductions in the overall participation rate in Stratford-Bruce between 2007 and 2016, and the primary cause of the region's lower rate relative to Ontario. Table A7 shows that while Stratford-Bruce's overall, 15 years and over, participation rate had declined by 3.1% between 2007 and 2016 this decline was not observed within any of the disaggregated age cohorts. The participation rate for the largest cohorts (years 25 to 44 and 45 to 54) saw only slight declines and for years 55 to 64 and 66 plus the participation rate actually increased.[37] Similarly, while the region's overall participation rate in 2016 was 2.9 percentage points below the provinces, regional rates were above the province for ages 15 to 24, 25 to 44 and 65 plus. Further, the regional rate was only 0.3 percentage points below the province for ages 45 to 54 (see Table A8).

Table A5: Labour Force by Age Cohort; Stratford-Bruce & Ontario, 2016

	2016 Labour Force (x 1,000)	Percent Change from 2007	Percent Change from 2007
	Stratford-Bruce		Ontario
15 years and over	**152.8**	**-4.3%**	**7.1%**
15 to 24 years	30.4	6.3%	-4.8%
25 to 44 years	55.1	-13.1%	-0.5%
45 to 54 years	30.9	-22.8%	2.9%
55 to 64 years	26.4	16.3%	40.2%
65 years and over	9.9	102.0%	110.9%

Source: Statistics Canada, Labour Force Survey. Custom Table

Table A6: Population by Age Cohort; Stratford-Bruce & Ontario, 2016

	2016 Population (x 1,000)	Percent Change from 2007	Percent Change from 2007
	Stratford-Bruce		Ontario
15 years and over	**246.2**	**0.6%**	**11.6%**
15 to 24 years	42.3	9.3%	2.8%
25 to 44 years	62.1	-12.9%	1.1%
45 to 54 years	36.6	-22.1%	3.3%

[35] Though the following discussion is focused on labour force participation, a similar pattern can be observed for employment rates.

[36] A similar yet less exaggerated process can be observed for labour force and population change in Ontario.

[37] Even the largest decline in participation, within the 15 to 24 years group, was below the overall decline.

55 to 64 years	41.1	12.3%	31.7%
65 years and over	64.1	25.4%	37.7%

Source: Statistics Canada, Labour Force Survey. Custom Table

Table A7: Stratford-Bruce Economic Region Participation Rates by Age Cohort, 2007 & 2016

	2007 Participation Rate	2016 Participation Rate	Percentage Point Difference
15 years and over	**65.2%**	**62.1%**	-3.1%
15 to 24 years	73.9%	71.9%	-2.0%
25 to 44 years	88.9%	88.7%	-0.2%
45 to 54 years	85.1%	84.4%	-0.7%
55 to 64 years	62.0%	64.2%	2.2%
65 years and over	9.6%	15.4%	5.8%

Source: Statistics Canada, Labour Force Survey. Custom Table

Table A8: Participation Rate by Age Cohort; Stratford-Bruce Economic Region & Ontario, 2016

	Stratford-Bruce	Ontario	Percentage Point Difference
15 years and over	**62.1%**	**65.0%**	-2.9%
15 to 24 years	71.9%	60.3%	11.5%
25 to 44 years	88.7%	85.9%	2.8%
45 to 54 years	84.4%	84.8%	-0.3%
55 to 64 years	64.2%	66.5%	-2.3%
65 years and over	15.4%	14.4%	1.1%

Source: Statistics Canada, Labour Force Survey. Custom Table

Table A9: Hospitality and Tourism Employment by NOC 2 Digit Occupation Group, Bruce County & Grey County

NOC 2 Digit Occupation	Skill Type	Percent of Total Sector Employment
67 Service support and other service occupations, n.e.c.	D	21.6%
65 Service representatives and other customer and personal services occupations	C	16.9%
63 Service supervisors and specialized service occupations	B	15.4%
06 Middle management occupations in retail and wholesale trade and customer services	0	11.4%
52 Technical occupations in art, culture, recreation and sport	B	5.4%
86 Harvesting, landscaping and natural resources labourers	D	4.1%
75 Transport and heavy equipment operation and related maintenance occupations	C	3.8%
66 Sales support occupations	D	3.2%
12 Administrative and financial supervisors and administrative occupations	B	2.7%
01-05 Specialized middle management occupations	0	2.2%

Source: Statistics Canada, NHS 2011

Key Factors for Soft Skill Training Program Creation

Target Audience: Soft skill programming should reflect the needs of the audience targeted for participation. Some key audience characteristics to be considered include;

- Whether participants are unemployed or employed
- Whether participants are switching into new industries or occupations
- Participant age and gender
- Participant family commitments
- Participant access to basic support structures such as housing

Participant Buy-In: Job seekers and workers may not recognize their need for soft skill training. Job seekers may be eager to gain employment immediately and thus be unwilling to postpone for the sake of training. On the other hand, employed workers may not recognize personal deficiencies in soft skills and with employment may not have an incentive to engage in further training. Given these constraints, structuring soft skill training in ways that foster participant buy-in is believed to increase effectiveness. For example, one soft skill program tied soft skill training with the hard skill training that was more valued by job seekers. For employed workers, incentives such as career advancement, pay increases or bonuses may need to be considered.

Individual Skills: Research has indicated that literacy levels and other foundational skills such as 'document use' of individuals participating in soft skill programs has a positive impact upon training outcomes.[38] Thus, if the target audience is known to have weak literacy skills, soft skill programming may need to incorporate pre-program literacy training.

Broader Economic Context: Willingness to participate in soft skill training has been shown to be counter-cyclical. During times of stable economic growth and relatively abundant job opportunities, workers may not feel a need to improve their skills. Participant buy-in becomes particularly important in this context.

Sector Training Environment and Capacity: Employer surveys indicate that Manufacturing employers tend to provide to training internally, whereas Construction employers obtain training externally. Small employers may have less capacity to support employee training programs, even if the cost is limited to lost labour power during training. Sector capacity to fund, support and engage with training programs should be factored into program delivery.

[38] Document use is an essential skill that relates to the ability to understand documents that combine text with graphs, symbols, numbers, colors and shapes. See Palameta, B., Myers, K., Gyarmati, D., Voyer, J. 2011. Understanding training program effectiveness: A comprehensive framework. Learning and Active Employment Programs Project.