



Evaluation of the Canada – Nunavut Labour Market Development Agreement

Final report

August 8, 2023



Evaluation of the Canada – Nunavut Labour Market Development Agreement

Large print, Braille, MP3 [audio], e-text and DAISY formats are available on demand by [ordering online](#) or calling 1 800 O-Canada [1-800-622-6232]. If you use a teletypewriter [TTY], call 1-800-926-9105.

© His Majesty the King in Right of Canada, 2023

For information regarding reproduction rights:
droitdauteur.copyright@HRSDC-RHDCC.gc.ca.

PDF

Cat. No. Em20-83/1-2023E-PDF

ISBN 978-0-660-67652-4



Table of contents

- Table of Contents i**
- List of tables.....ii**
- List of figures.....iii**
- List of abbreviationsiv**
- Executive summaryv**
- Management responsex**
- 1. Introduction 1**
- 2. Canada-Nunavut Labour Market Development Agreement 2**
 - 2.1 Employment benefits 2
 - 2.2 Support measures 2
 - 2.3 Eligible participants covered in this study 3
- 3. Methodology 4**
 - 3.1 Strengths and limitations of the studies 4
- 4. Evaluation findings 6**
 - 4.1 Profile of participants 6
 - 4.2 Outcomes for active and former EI claimants 7
 - 4.3 Population subgroup participant profiles and labour market outcomes 9
- 5. Targeted Training Initiatives18**
- 6. Conclusion and recommendations.....20**
- 7. References.....22**
- Appendix A. List of 7 studies included in this synthesis report.....23**



List of tables

Table 1. Profile of active and former EI claimant participants in 2009 to 2012 in Nunavut 6

Table 2. Employment and earning levels, and use of SA in the year before participation in EBSMs 7

Table 3. Profile of female participants in Nunavut in 2009 to 2012 10

Table 4. Outcomes for female participants (annual average)..... 11

Table 5. Profile of male participants in Nunavut in 2009 to 2012 11

Table 6. Outcomes for male participants (annual average) 13

Table 7. Profile of youth participants in Nunavut in 2009 to 2012 13

Table 8. Outcomes for youth participants (annual average)..... 14

Table 9. Profile of Indigenous participants in Nunavut in 2009 to 2012..... 15

Table 10. Outcomes for Indigenous participants (annual average)..... 16

Table A 1. Overview of studies included in this synthesis report 23



List of figures

Figure i. Pre and post-participation change in the average annual earnings of active and former EI claimant participants vii

Figure ii. Pre and post-participation change in the average proportion of active and former EI claimant participants on EI and SA vii

Figure iii. Pre and post-participation change in incidence of employment for active and former EI claimant participants viii

Figure 1. Pre and post-participation change in the average annual earnings of active and former EI claimant participants 8

Figure 2. Pre and post-participation change in the average proportion of active and former EI claimant participants on EI and SA 8

Figure 3. Pre and post-participation change in incidence of employment for active and former EI claimant participants in ALTS and EAS 9



List of abbreviations

ALTS	Adult Learning and Training Supports
EAS	Employment Assistance Services
EBSM	Employment Benefits and Support Measures
EI	Employment Insurance
ESDC	Employment and Social Development Canada
LMDA	Labour Market Development Agreements
SA	Social assistance

Executive summary

The Canada-Nunavut Labour Market Development Agreement (LMDA) is a bilateral agreement between Canada and Nunavut for the design and delivery of Employment Benefits and Support Measures (EBSMs).

The objective of EBSMs is to assist individuals to obtain or keep employment through various active employment programs, including training or employment assistance services. Successful delivery of EBSMs is expected to result in participants receiving needed services, a quick return to work, and savings to the Employment Insurance (EI) account.

Programs and services delivered by Nunavut have to correspond to the EBSM categories defined under the *EI Act*. The following is a short description of the EBSMs examined in the evaluation of the Canada-Nunavut LMDA:

- **Adult Learning and Training Supports (ALTS)** help participants obtain employment skills by giving them financial assistance to attend classroom training.
- **Employment Assistance Services (EAS)** support individuals as they prepare to enter or re-enter the workforce or assist them to find a better job. Services can include counselling, action planning, job search skills, job-finding clubs, job placement services, case management and follow-up, and the provision of labour market information.
- **Targeted Training Initiatives** assist employers, communities or economic sectors and regions to address their labour force adjustments and human resource needs.

The labour market outcomes are produced for 2 types of EI claimants:

- **Active claimants** are participants who started an EBSM intervention while collecting EI benefits.

Evaluation objectives

Building on the success of previous LMDA evaluation cycles, the aim of this evaluation is to fill in knowledge gaps about the effectiveness, efficiency, as well as design and delivery of EBSMs in Nunavut.

The LMDA investment

In fiscal year 2020 to 2021, Canada transferred approximately \$4 million (including nearly \$787,000 in administration funds) to Nunavut.

Evaluation methodology

The findings in this report are drawn from 2 separate evaluation studies carried out in Nunavut. These studies examine issues related to program effectiveness, efficiency, and design and delivery. A mix of qualitative and quantitative methods are used, including:

- Outcome analysis
- Key informant interviews with program officials and project holders
- A questionnaire completed by provincial officials
- A document review

- **Former claimants** are participants who started an EBSM intervention up to 3 years after the end of their EI benefits.¹

Nearly 730 active and former EI claimants began participating in Canada-Nunavut LMDA programs and services between 2009 and 2012.

Effectiveness and efficiency of EBSMs

Main findings

Overall, the outcome analysis shows that following program participation active and former EI claimant participants in ALTS and EAS had:

- Higher earnings
- A lower use of EI and social assistance (SA) benefits
- A lower incidence of employment

A subgroup analysis shows that post-participation labour market outcomes for female, male, youth, and Indigenous participants were largely consistent with those for all participants.

Outcomes are produced for 10 to 11 years including:

- Five (5) years before the start of participation
- One (1) to 2 years of program participation
- Four (4) years after the end of participation

Figure i presents the change in average annual employment earnings from the 5 years pre-participation period to the post-participation period ending 4 years after the end of participation. For example, the annual average earnings of active claimant participants in ALTS was \$10,170 higher than in the pre-participation period.

¹ Former claimants can be underemployed and unable to requalify for EI, out of the labour force for various reasons or on social assistance.

Figure i. Pre and post-participation change in the average annual earnings of active and former EI claimant participants

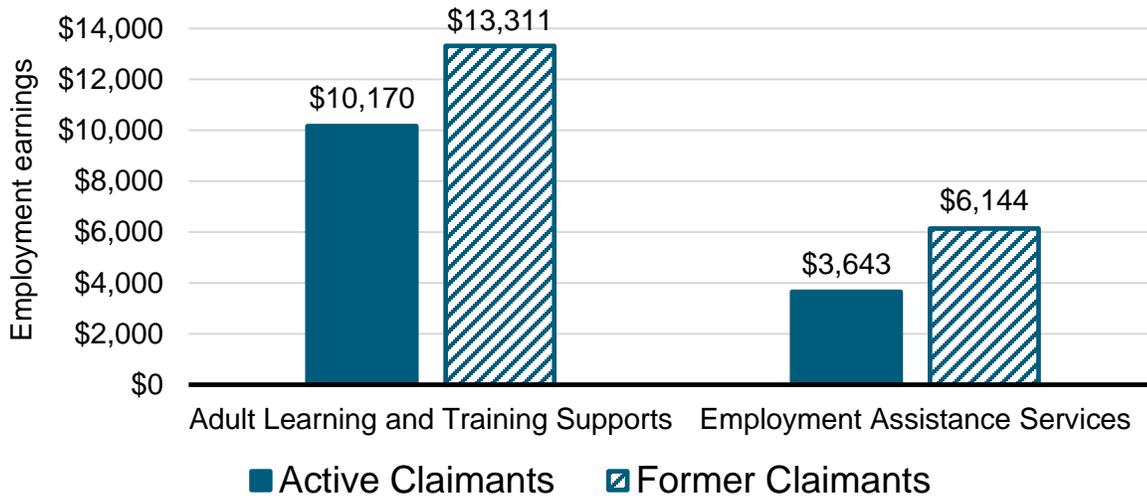


Figure ii presents the change in the average proportion of active and former EI claimant participants on EI and SA from the pre-participation period to the post-participation period. For example, former EI claimants who participated in ALTS decreased their use of EI and SA benefits by 21 and 4 percentage points respectively.

Figure ii. Pre and post-participation change in the average proportion of active and former EI claimant participants on EI and SA

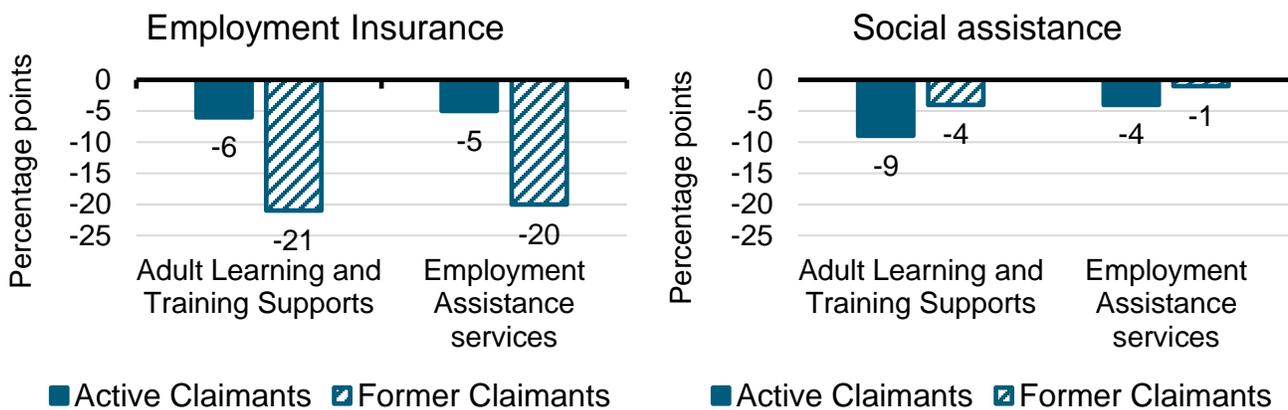
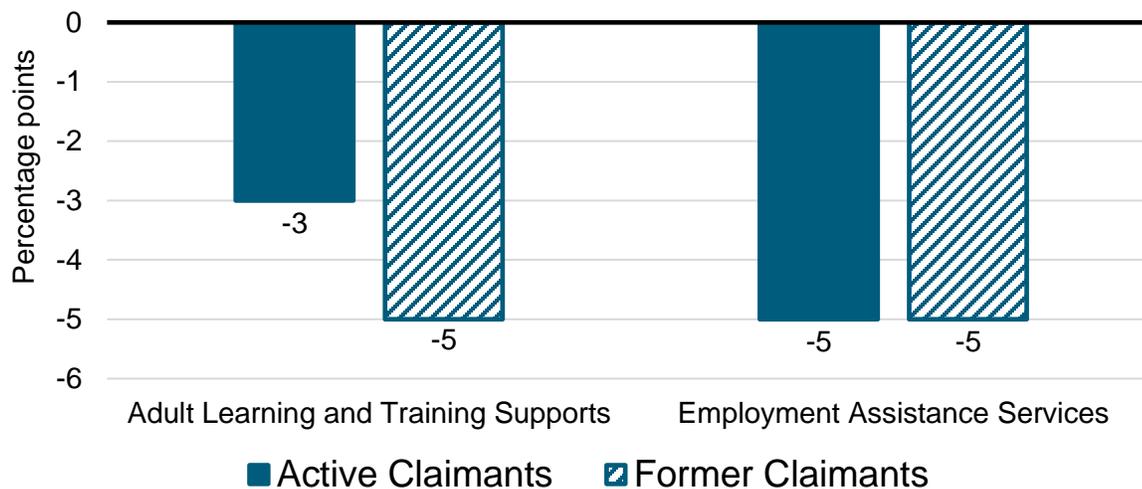


Figure iii presents the change in incidence of employment of active and former EI claimant participants in ALTS and EAS from the pre-participation period to the post-participation period. For both active and former EI claimant participants in ALTS and EAS, a smaller proportion were employed post-participation.

Figure iii. Pre and post-participation change in incidence of employment for active and former EI claimant participants



Targeted Training Initiatives

The Targeted Training Initiatives program aims to support the development and delivery of training and employment programs for unemployed Nunavut residents who experience multiple barriers to employment. Generally, funded projects target labour market issues associated with:

- Barriers to employment experienced by a target population
- Population or sector specific training and supports

Program officials in Nunavut carried out activities to support the formation and maintenance of partnerships. Partners’ contributed expertise and staff time to support project delivery and to support participants during and after participation.

Recommendations

Since 2012, 7 qualitative and quantitative studies addressed issues and questions related to EBSM design, delivery and effectiveness in Nunavut:

- The quantitative studies provided insight into participants’ post-participation labour market outcomes.
- The qualitative studies identified specific challenges, lessons learned and best practices associated with the design and delivery of EBSMs. Each study included key considerations for program and policy development or recommendations.

The recently completed evaluation of the Workforce Development Agreements complements the LMDA qualitative studies. This evaluation was also supported by literature reviews and provided unique insights into challenges and lessons learned to assist persons with disabilities, immigrants and those further removed from the labour market.

Most results from this evaluation stem from the conduct of medium-term outcome analysis predicated on having access to high quality administrative records, thereby confirming the importance of the capacity to leverage and integrate relevant administrative data.

From these main findings, 2 key recommendations emerge.

Recommendation #1: Nunavut is encouraged to share and discuss lessons learned, best practices and challenges associated with the design and delivery of programs and services. Discussions are encouraged with Employment and Social Development (ESDC), at the bilateral and/or multilateral levels.

Recommendation #2: Nunavut is encouraged to pursue efforts to maintain and strengthen data collection provisions in support of reporting, performance measurement and data-driven evaluations at the national and territorial levels.

Management response

Nunavut appreciates the ongoing cooperation with ESDC, and specifically the Evaluation Directorate, in measuring the effectiveness of the benefits and measures the Government of Nunavut provides through the Labour Market Development Agreement.

Nunavut's labour market is unique in Canada in that:

- Nunavut has a high cost of living
- A high proportion of the population is Indigenous (Inuit)
- A high proportion of wage employment is in the governmental sector
- A high proportion of the population is involved in subsistence harvesting
- There are few options for adult and post-secondary education
- There are substantial barriers to inter-community and inter-provincial travel
- There are low rates of formal educational attainment
- There are low rates of literacy

These labour market characteristics mean that although comparisons with other jurisdictions may be useful, the success of labour market interventions in Nunavut must be measured relative to Nunavut baselines.

In response to Recommendation #1, Nunavut takes the opportunities afforded by Federal / Provincial / Territorial meetings and meetings of the Forum of Labour Market Ministers and its working groups to share information about its programs and services and to learn about the work of other jurisdictions. Any additional efforts in this respect are constrained by insufficient staff resources.

In response to Recommendation #2, Nunavut appreciates the value of robust and consistent data to support reporting, performance measurement and data-driven evaluations of our labour market benefits and measures. At present, Nunavut lacks the necessary information systems and other resources to make significant improvements in data collection and analysis. Until such time that the necessary resources are made available, any improvements will be incremental.

1. Introduction

Employment and Social Development Canada (ESDC) worked jointly with Nunavut and 11 other provinces and territories to complete the third evaluation cycle (2018 to 2023) of the Labour Market Development Agreement (LMDA).

The first evaluation cycle of the LMDA was carried out from 1998 to 2012. It involved the conduct of separate formative and summative evaluations under the guidance of a bilateral Joint Evaluation Committee.

Building on lessons learned and best practices from the first cycle, the second evaluation cycle of the LMDA was undertaken between 2012 and 2017. The second cycle was designed and implemented under the guidance of a federal-provincial/territorial LMDA Evaluation Steering Committee. The work was supported by bilateral discussions at the Joint Evaluation Committee.

The third LMDA evaluation cycle builds on the success of the second cycle. The aim is to fill in knowledge gaps about the effectiveness, efficiency, and design and delivery of LMDA-funded Employment Benefits and Support Measures (EBSMs). The evaluation cycle was designed and implemented under the guidance of a federal-provincial/territorial LMDA Evaluation Steering Committee composed of ESDC and 12 participating provinces and territories.

For Nunavut, this report presents a summary of findings from 2 separate studies.

2. Canada-Nunavut Labour Market Development Agreement

The LMDAs are bilateral agreements between Canada and each province and territory for the design and delivery of EBSM programs and services. They were established under Part II of the 1996 Employment Insurance (EI) Act.

In fiscal year² 2020 to 2021, Canada transferred approximately \$4 million to Nunavut. Under the agreement, Nunavut is responsible for the design and delivery of LMDA-funded programs and services aimed at assisting individuals to prepare for, obtain, and maintain employment.

LMDA programs and services are classified under 2 categories:

- **Employment benefits**³ fall into 4 sub-categories: Adult Learning and Training Supports (ALTS), Training on the Job, Job Creation Partnerships, and Self-Employment.
- **Support measures** fall into 3 subcategories: Employment Assistance Services,⁴ Targeted Training Initiatives, and Research and Innovation.

Nunavut has the flexibility to adapt EBSMs to its territorial context as long as they are consistent with Part II of the EI Act.⁵

The objective of EBSMs is to assist individuals to obtain or keep employment through various active employment programs, including training or EAS. Successful delivery of EBSMs is expected to result in participants receiving needed services, a quick return to work, and savings to the EI account.

Programs and services examined in this study include ALTS, EAS and Targeted Training Initiatives.

2.1 Employment benefits

The evaluation presents medium-term outcomes for ALTS. The program helps participants, including apprentices, obtain employment skills by giving them financial assistance that enables them to select, arrange and pay for classroom training.

2.2 Support measures

Support measures examined in this evaluation include:

² A fiscal year starts on April first and ends on March 31.

³ As of April 1, 2018, eligibility for employment benefits was expanded to include those who have made minimum EI premium contributions above the premium refund threshold (that is \$2,000 in earnings) in at least 5 of the last 10 years.

⁴ Employment Assistance Services are available to all residents of Nunavut.

⁵ Employment and Social Development Canada (2012). Labour Market Development Agreements Process for Determination of Similarity (internal document).

- **Employment Assistance Services (EAS)** include variety of services that support individuals as they prepare to enter or re-enter the workforce or assist them to find a better job. Examples include job search services, career counselling, and résumé writing assistance. These services are referred to as light touch intervention due to their very short duration. They can be provided on a one-on-one basis, or in a group setting.
 - A typical intervention lasts less than one day, but a participant may receive multiple short interventions over a few weeks. These services are generally provided in combination with more intensive interventions.
- **Targeted Training Initiatives** aim to support the development and delivery of training and employment programs for unemployed Nunavut residents who experience multiple barriers to employment. The support measure includes a wide range of funded training activities, such as:
 - Essential skills training
 - Employability skills training
 - Life management skills training
 - Employment readiness training (on the job work experience is preferred)

2.3 Eligible participants covered in this study

The labour market outcomes are produced for active and former EI claimants:

- Active claimants are participants who started an EBSM intervention while collecting EI benefits.
- Former claimants are participants who started an EBSM intervention up to 3 years after the end of their EI benefits.

3. Methodology

The findings in this report are drawn from 2 separate studies:

- Examination of the medium-term outcomes from 2010 to 2017
- Design and delivery of the Targeted Training Initiatives in Nunavut

Using a mix of qualitative and quantitative methods, these studies examine issues related to program effectiveness, efficiency, and design/delivery. Appendix A presents an overview of each study.

3.1 Examination of the medium-term outcomes from 2009 to 2017

The study reports on the labour market outcomes for active and former EI claimants in ALTS and EAS. When the number of participants was sufficient, outcomes were examined for active and former EI claimants who were female, male, youth (30 years old and under), and Indigenous.

The study includes up to 100% of participants who began their EBSM participation between April 1, 2009, and December 31, 2012. The timeframe was selected in order to assess the outcomes of EBSMs in the years following participation.

The analysis of outcomes provides descriptive statistics on the labour market experience of participants before, during and after participation. For example, it shows the average annual earnings of active claimants before, during and after participation, and presents what changes were observed from before to after participation. Overall, the analyses were conducted over 10 to 11 years:

- A pre-participation period of 5 years for ALTS and EAS
- A participation period of 2 years for ALTS and 1 year for EAS
- A post-participation period of 4 years for ALTS and EAS

It is important to note that the labour market outcomes regarding employment earnings, EI and SA benefits are presented in constant 2010 dollars.

3.2 Design and delivery of Targeted Training Initiatives in Nunavut

The study explores the program's design and delivery, provides insight on its strengths, and identifies several challenges associated with the program's administration and delivery. It is based on a document review, a questionnaire completed by the Department of Family Services, and key informant interviews conducted with program officials and project holders.

3.3 Strengths and limitations of the studies

One of the key strengths of the study on medium-term participant outcomes is that it is based on administrative data rather than survey responses. Compared to survey data, administrative data are not subject to recall errors or response bias.

The outcome analysis provides an assessment of how the labour market situation of participants evolved over time but does not permit inference regarding the extent to which those changes were due to EBSM participation. For example, increases in employment earnings over the period examined could be partly due to an increase in wages.

With respect to the study on the design and delivery of Targeted Training Initiatives, the number of key informants interviewed is relatively small. Responses provided by key informants reflect their own experience and their own region and may not be fully representative of the entire territory.

4. Evaluation findings

4.1 Profile of participants

Between 2009 and 2012, nearly 730 EI active and former claimants participated in LMDA-funded programs and services in Nunavut. The profile of participants is presented in Table 1 by gender, age, sociodemographic groups, and marital status, educational attainment, occupation and industry. Information about their educational attainment, occupation and industry are based on the latest job they held prior to applying for EI benefits. Information about sociodemographic groups is self-reported.

Table 1. Profile of active and former EI claimant participants in 2009 to 2012 in Nunavut

Categories	Active claimants	Former claimants
Number of participants	233	495
Gender	Female = 26% Male = 74%	Female = 33% Male = 67%
Age	30 and under = 38% 31 to 54 = 59% 55 and over = 3%	30 and under = 37% 31 to 54 = 59% 55 and over = 4%
Sociodemographic group	Indigenous people = 91%	Indigenous people = 96%
Marital status	Married or common-law = 51% Single = 41% Widow / divorced / separated = 6%	Married or common-law = 52% Single = 39% Widow / divorced / separated = 6%
Education or skills level	High school or occupational training = 27% On-the-job training = 40% College, vocational education or apprenticeship training = 24% University degree = 6%	High school or occupational training = 27% On-the-job training = 40% College, vocational education or apprenticeship training = 26% University degree = 5%
Top 3 occupational groups	Other manual workers = 28% Skilled crafts and trades = 18% Semi-skilled manual workers; Other sales and service personnel = 12% each	Other manual workers = 27% Semi-skilled manual workers; Other sales and service personnel = 13% each Skilled crafts and trades = 12%
Top 3 industries	Public administration = 22% Construction = 16% Real estate and rental and leasing = 15%	Public administration = 26% Construction = 14% Retail trade = 11%

Note: Values may not equal 100% due to rounding or missing information.

As presented in Table 2, in the year before program participation, former claimants had lower levels of employment and annual earnings than active claimants.

Table 2. Employment and earning levels, and use of SA in the year before participation in EBSMs

Pre-EBSM participation employment characteristics	Active claimants	Former claimants
Average employment earnings	\$32,673	\$19,253
Percentage employed	99%	91%
Percentage on SA	37%	38%

4.2 Outcomes for active and former EI claimants

Main findings

Following program participation, active and former EI claimant participants in ALTS and EAS:

- Had higher annual average earnings
- Used less EI and SA benefits
- Had lower incidence of employment which can be attributed partially to participants' retirement decisions⁶

Medium-term outcomes were estimated for active and former EI claimant participants in ALTS and EAS. The outcomes describe the changes in participants' earnings, use of EI and SA benefits, and incidence of employment that occur from before to after program participation.

The labour market outcomes are based on individuals who began their participation during the 2009 to 2012 period. Statistics focus on 5 years before and 5 years after the program start year.

Between 2009 and 2012:

- One hundred twenty-nine (129) active EI claimants and 212 former EI claimants participated in ALTS.
- Ninety-four (94) active EI claimants and 244 former EI claimants received EAS.

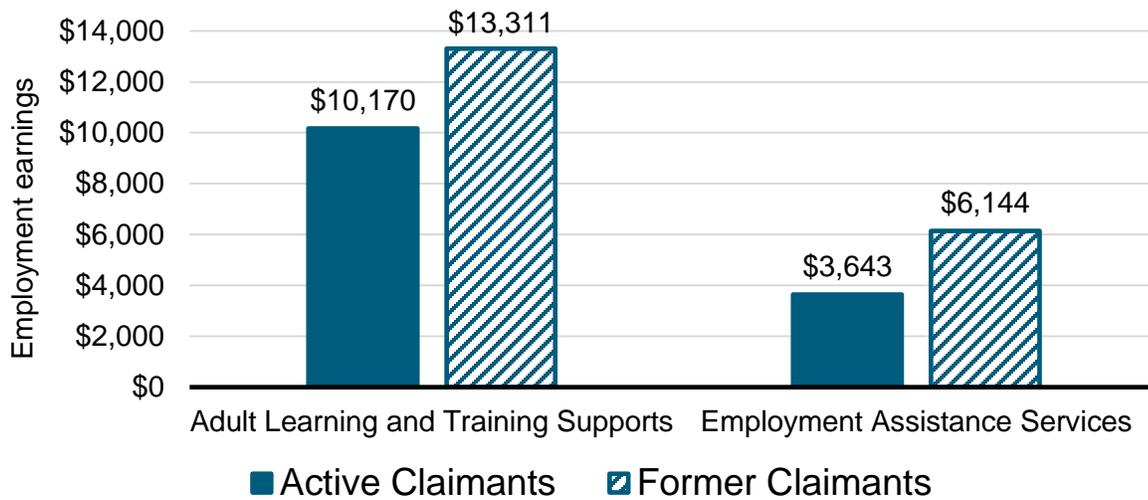
The outcomes for active claimants who received EAS should be interpreted with caution given the small number of participants (n=94).

⁶ The lower incidence of employment can be attributed, in part, to participants' retirement decisions. The percentage of participants receiving Canada Pension Plan and Old Age Security benefits increased from the pre-participation period to the post-participation period.

Employment earnings

As shown in Figure 1, active and former claimants who participated in ALTS and EAS had higher average annual employment earnings during the post-participation period when compared to the 5 years before participation. For example, the average annual earnings of active claimants who participated in ALTS were \$10,170 higher in the post-participation period than in the pre-participation period.

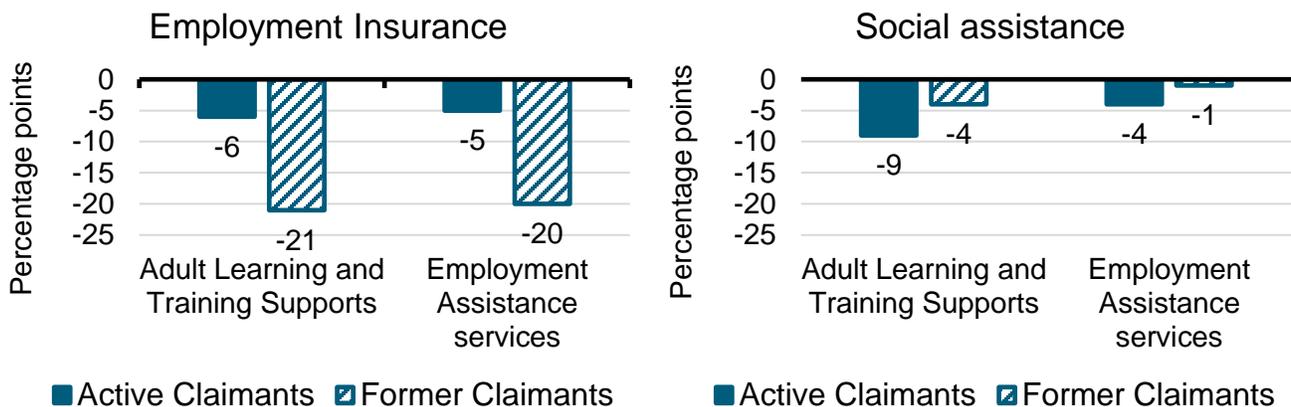
Figure 1. Pre and post-participation change in the average annual earnings of active and former EI claimant participants



Use of EI and SA benefits

As shown in Figure 2, compared to the 5 years before participation, the average proportion of participants who use income supports is lower in the post-participation period for active and former EI claimants who participated in ALTS and EAS. For example, former EI claimants who participated in ALTS decreased their use of EI and SA benefits by 21 and 4 percentage points respectively.

Figure 2. Pre and post-participation change in the average proportion of active and former EI claimant participants on EI and SA

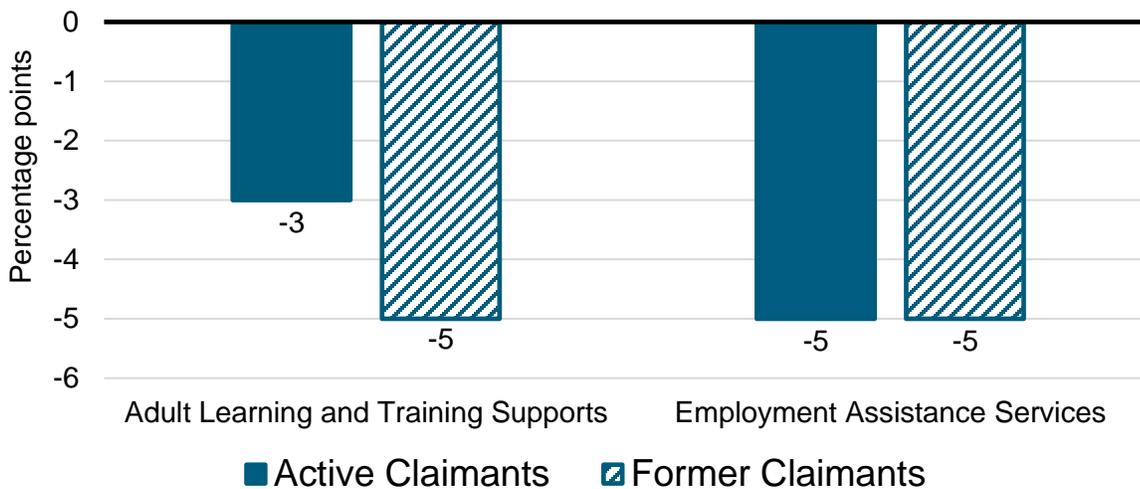


Incidence of employment

As shown in Figure 3, for both ALTS and EAS, the proportion of active and former EI claimant participants who were employed was lower during the post-participation period when compared to the pre-participation period.

The decline in incidence of employment can be attributed, in part, to participants' retirement decisions. This conclusion is based on the fact that the percentage of participants receiving Canada Pension Plan and Old Age Security benefits increased from the pre-participation period to the post-participation period. For example, while the percentage of employed active claimant participants in ALTS decreased by 3 percentage points, the percentage of participants receiving Canada Pension Plan increased by 2 percentage points.

Figure 3. Pre and post-participation change in incidence of employment for active and former EI claimant participants in ALTS and EAS



4.3 Population subgroup participant profiles and labour market outcomes

Female participants

Main findings

Following program participation, female former EI claimant participants in ALTS:

- Had higher average annual earnings
- Used EI benefits less, but used SA benefits slightly more
- Had a lower incidence of employment, which can be partially attributed to participants' retirement decisions.

Between 2009 and 2012, 225 of the participants in Nunavut programs and services were female, representing nearly 31% of participants.

The profile of female participants is presented in Table 3. It includes their age, sociodemographic group, marital status, educational attainment, occupation and industry. Information about their educational attainment, their occupation and industry are based on the last job they held prior to applying for EI benefits. Information about sociodemographic groups is self-reported.

Table 3. Profile of female participants in Nunavut in 2009 to 2012

Categories	Active claimants	Former claimants
Number of participants	60	165
Age	30 and under = 43% 31 to 54 = 53%	30 and under = 36% 31 to 54 = 60%
Sociodemographic group	Indigenous people = 85%	Indigenous people = 93%
Marital status	Married or common-law = 45% Single = 45% Widow / divorced / separated = <10 participants	Married or common-law = 54% Single = 36% Widow / divorced / separated = 10%
Education or skills level	High school or occupational training = 38% On-the-job training = 27% College, vocational education or apprenticeship training = <10 participants University degree = <10 participants	High school or occupational training = 32% On-the-job training = 23% College, vocational education or apprenticeship training = 30% University degree = 12%
Top 3 occupational groups	Other sales and service professionals = 22% Clerical personnel = 20% Intermediate sales and service personnel = 18%	Clerical personnel; Other sales and service professionals = 19% each Semi-professionals and technicians = 14% Professionals = 12%
Top 3 industries	Public administration = 38% Retail trade; Education services; Health care and social assistance = <10 participants each	Public administration = 36% Retail trade = 18% Health care and social assistance = 13%

Note: Values may not equal 100% due to rounding or missing information.

* <10 = fewer than 10 participants

As shown in Table 4, female former EI claimant participants in ALTS:

- Earned \$6,835 more per year, on average, in the post-participation period than they did in the pre-participation period.

- Decreased their use of EI benefits by 20 percentage points but experienced a small increase of 1 percentage point in their use of SA benefits.
- Experienced a decline of 7 percentage point in their incidence of employment.

Table 4. Outcomes for female participants (annual average)

Indicator	ALTS former claimants
Employment earnings (\$)	6,835
EI benefits (percentage points)	-20
SA benefits (percentage points)	1
Incidence of employment (percentage points)	-7
n=	70

Note: The outcomes for female former claimants who participated in ALTS should be interpreted with caution given the small number of participants (70).

Male participants

Main findings

Following program participation, male active and former EI claimant participants in ALTS and EAS:

- Had higher average annual earnings
- Used less EI and SA benefits
- Except for active claimant participants in EAS, had a lower incidence of employment, which can be attributed largely to participants' retirement decisions

Between 2009 and 2012, 503 participants in Nunavut were male, representing nearly 69% of participants.

The profile of male participants is presented in Table 5. It includes their age, sociodemographic group, marital status, educational attainment, occupation and industry. Information about their educational attainment, their occupation and industry are based on the last job they held prior to applying for EI benefits. Information about sociodemographic groups is self-reported.

Table 5. Profile of male participants in Nunavut in 2009 to 2012

Categories	Active claimants	Former claimants
Number of participants	173	330
Age	30 and under = 36% 31 to 54 = 61% 55 and over = <10 participants	30 and under = 37% 31 to 54 = 58% 55 and over = 5%

Categories	Active claimants	Former claimants
Sociodemographic group	Indigenous people = 94%	Indigenous people = 98%
Marital status	Married or common-law = 53% Single = 40% Widow / divorced / separated = <10 participants	Married or common-law = 50% Single = 41% Widow / divorced / separated = 5%
Education or skills level	High school or occupational training = 23% On-the-job training = 45% College, vocational education or apprenticeship training = 27% University degree = <10 participants	High school or occupational training = 24% On-the-job training = 48% College, vocational education or apprenticeship training = 24% University degree = <10 participants
Top 3 occupational groups	Other manual workers = 36% Skilled crafts and trades = 24% Semi-skilled manual workers = 17%	Other manual workers = 38% Skilled crafts and trades; Semi-skilled manual workers = 18% each Other sales and services personnel = 10%
Top 3 industries	Construction = 20% Real estate and rental and leasing = 18% Public administration = 17%	Public administration = 22% Construction = 20% Real estate and rental and leasing = 13%

Note: Values may not equal 100% due to rounding or missing information.

* <10 = fewer than 10 participants

Table 6 presents detailed outcomes for male participants. For example, the results reveal that:

- On average, male active EI claimants who participated in ALTS:
 - Earned \$10,868 more per year in the post-participation period than they did in the pre-participation period.
 - Decreased their use of EI and SA benefits by 6 and 8 percentage points respectively.
 - Experienced a decline of 3 percentage points in their incidence of employment.
- On average, male former claimants who participated in EAS:
 - Earned \$6,505 more per year in the post-participation period than they did in the pre-participation period.
 - Decreased their use of EI and SA benefits by 23 and 4 percentage points respectively.
 - Experienced a decline of 5 percentage points in their incidence of employment.

Table 6. Outcomes for male participants (annual average)

Indicator	ALTS active claimants	ALTS former claimants	EAS active claimants	EAS former claimants
Employment earnings (\$)	10,868	16,646	4,920	6,505
EI benefits (percentage points)	-6	-22	-8	-23
SA benefits (percentage points)	-8	-7	-5	-4
Incidence of employment (percentage points)	-3	-4	1	-5
n=	95	142	50	132

Note: Given the small number of participants, outcomes for male EI active claimant participants in ALTS (95) and EAS (50) should be interpreted with caution.

Youth participants

Main findings

Following program participation, youth (30 years of age or less) former EI claimant participants in ALTS and EAS:

- Had higher average annual earnings
- Used less EI and SA benefits
- Had a lower incidence of employment

Between 2009 and 2012, 270 participants in Nunavut were youth, representing nearly 37% of participants.

The profile of youth participants is presented in Table 7. It includes their gender, sociodemographic group, marital status, educational attainment, occupation and industry. Information about their educational attainment, their occupation and industry are based on the last job they held prior to applying for EI benefits. Information about sociodemographic groups is self-reported.

Table 7. Profile of youth participants in Nunavut in 2009 to 2012

Categories	Active claimants	Former claimants
Number of participants	88	182
Gender	Female = 30% Male = 70%	Female = 33% Male = 67%
Sociodemographic group	Indigenous people = 91%	Indigenous people = 97%

Marital status	Married or common-law = 45% Single = 53%	Married or common-law = 43% Single = 53%
Education or skills level	High school or occupational training = 30% On-the-job training = 41% College, vocational education or apprenticeship training = 22% University degree = <10 participants	High school or occupational training = 26% On-the-job training = 41% College, vocational education or apprenticeship training = 26% University degree = 7%
Top 3 occupational groups	Other manual workers = 30% Skilled crafts and trades workers = 17% Clerical personnel = 13%	Other manual workers = 30% Skilled crafts and trades workers = 15% Clerical personnel = 12%
Top 3 industries	Public administration = 27% Real estate and rental and leasing = 17% Construction = 11%	Public administration = 20% Construction = 16% Real estate and rental and leasing; Retail trade = 12% each

Note: Values may not equal 100% due to rounding or missing information.

* <10 = fewer than 10 participants

Table 8 presents detailed outcomes for younger (30 years of age or less) former EI claimant participants in ALTS and EAS. The results reveal that:

- Youth former EI claimants who participated in ALTS:
 - Earned \$15,231 more per year, on average, in the post-participation period than they did in the pre-participation period.
 - Decreased their use of EI and SA benefits by 10 and 1 percentage points respectively.
 - Experienced a decline of 3 percentage points in their incidence of employment.
- Youth former claimants who participated in EAS:
 - Earned \$7,455 more per year, on average, in the post-participation period than they did in the pre-participation period.
 - Decreased their use of EI and SA benefits by 13 and 5 percentage points respectively.
 - Experienced a decline of 3 percentage points in their incidence of employment.

Table 8. Outcomes for youth participants (annual average)

Indicator	ALTS former claimants	EAS former claimants
Employment earnings (\$)	15,231	7,455
EI benefits (percentage points)	-10	-13
SA benefits (percentage points)	-1	-5

Incidence of employment (percentage points)	-3	-3
n=	80	59

Note: Given the small number of participants, outcomes for youth EI former claimant participants in ALTS (80) and EAS (59) should be interpreted with caution.

Indigenous participants

Main findings

Following program participation, Indigenous active and former EI claimant participants in ALTS and EAS:

- Had higher average annual earnings
- Used EI and SA benefits less
- Experienced a decline in their incidence of employment, which can be attributed largely to participants' retirement decisions

Between 2009 and 2012, 690 of participants in Nunavut were Indigenous, representing nearly 95% of participants.

The profile of Indigenous participants is presented in Table 9. It includes their gender, age, marital status, educational attainment, occupation and industry. Information about their educational attainment, their occupation and industry are based on the last job they held prior to applying for EI benefits.

Table 9. Profile of Indigenous participants in Nunavut in 2009 to 2012

Categories	Active claimants	Former claimants
Number of participants	213	477
Gender	Female = 24% Male = 76%	Female = 32% Male = 68%
Age	30 years and under = 38% 31 to 54 = 59% 55 years and over = <10 participants	30 years and under = 37% 31 to 54 = 59% 55 years and over = 4%
Marital status	Married or common-law = 52% Single = 40% Widow / divorced / separated = 6%	Married or common-law = 51% Single = 40% Widow / divorced / separated = 6%

Categories	Active claimants	Former claimants
Education or skills level	High school or occupational training = 27% On-the-job training = 43% College, vocational education or apprenticeship training = 23% University degree = 5%	High school or occupational training = 26% On-the-job training = 40% College, vocational education or apprenticeship training = 26% University degree = 5%
Top 3 occupational groups	Other manual workers = 31% Skilled crafts and trades workers = 17% Semi-skilled manual workers = 14%	Other manual workers = 27% Semi-skilled manual workers; Other sales and service personnel = 13% each Skilled crafts and trades workers = 12%
Top 3 industries	Public administration = 22% Construction = 16% Real estate and rental and leasing = 15%	Public administration = 27% Construction = 14% Retail trade = 11%

Note: Values may not equal 100% due to rounding or missing information.

* <10 = fewer than 10 participants

Table 10 presents detailed outcomes for Indigenous participants. For example, the results reveal that:

- Indigenous active EI claimants who participated in ALTS:
 - Earned \$11,657 more per year, on average, in the post-participation period than they did in the pre-participation period.
 - Decreased their use of EI and SA benefits by 6 and 11 percentage points respectively.
 - Experienced a decline of 2 percentage points in their incident of employment.
- Indigenous former claimants who participated in EAS:
 - Earned \$5,544 more per year, on average, in the post-participation period than they did in the pre-participation period.
 - Decreased their use of EI and SA benefits by 22 and 2 percentage points respectively.
 - Experienced a decline of 5 percentage points in their incident of employment.

Table 10. Outcomes for Indigenous participants (annual average)

Indicator	ALTS active claimants	ALTS former claimants	EAS active claimants	EAS former claimants
Employment earnings (\$)	11,657	13,303	4,594	5,544
EI benefits (percentage points)	-6	-21	-7	-22
SA benefits (percentage points)	-11	-4	-4	-2

Evaluation of the Canada-Nunavut Labour Market Development Agreement

Incidence of employment (percentage points)	-2	-5	-1	-5
n=	118	207	63	172

Note: The outcomes for Indigenous active claimants who participated in EAS should be interpreted with caution given the small number of participants (63).

5. Targeted Training Initiatives⁷

The Targeted Training Initiatives program aims to support the development and delivery of training and employment programs for unemployed Nunavut residents who experience multiple barriers to employment.

It includes a wide range of funded training activities, such as:

- Essential skills
- Employability skills
- Life management skills
- Employment readiness (on the job work experience is preferred)

With \$848,000 in spending in the 2020 to 2021 fiscal year, Targeted Training Initiatives represents nearly 27% of total expenditure under the Canada-Nunavut Labour Market Development Agreement.

5.1 Funded organizations

Funded organizations include:

- Non-profit training providers
- Municipal corporations
- Inuit organizations and societies

5.2 Targeted labour market issues

Targeted Training Initiatives projects focused on addressing current skills and labour shortages. These projects also target specific unemployed populations, such as youth, persons with disabilities, individuals suffering from addictions, and persons experiencing homelessness.

Generally, funded projects target labour market issues associated with:

- Barriers to employment experienced by a target population
- Population or sector specific training and supports

The majority of projects reviewed were aligned with program objectives and eligible activities.

⁷ Further details about the program are available in a study entitled Horizontal evaluation of the Labour Market Development Agreements, Design and delivery of the Targeted Trainings Initiatives program in Nunavut, November 25, 2021.

5.3 Partnerships

The Department of Family Services confirmed that program officials carried out activities to support the formation and maintenance of partnerships as a part of Targeted Training Initiatives. According to project holders, the level of involvement by program officials in establishing and maintaining partnerships varied across projects.

The document review of 7 projects confirmed that:

- Partnerships were established to support the delivery of 4 of the 7 projects
- Partners made in-kind contributions, such as providing expertise and staff time to support project delivery
- Project activities delivered with the support of partners included:
 - Developing training and other learning resources
 - Creating work experience opportunities for participants
 - Supporting participants during and after participation

5.4 Challenges and lessons learned

A questionnaire completed by the Department of Family Services, and key informant interviews conducted with program officials and project holders revealed challenges related to:

- Project holder recruitment
- Project implementation, including staff recruitment and training, lack of training space, and lack of knowledge and connections in the community
- Project delivery, including weather conditions, community remoteness, and participant recruitment
- Program administration and monitoring, including overlapping programs, and lack of clear reporting requirements

Questionnaire respondents and key informants identified several factors that support program success. These included:

- Ensuring that projects meet program eligibility criteria
- The flexibility of program funding criteria to address challenges such as challenging weather, community remoteness, and costs related to non-formal education
- Using formal and informal reporting to capture information about the program

5.5 Key considerations for Targeted Training Initiatives program and policy development

Key consideration # 1: Considering that the current performance indicators do not reflect the diversity of activities funded under Targeted Training Initiatives, it is important for ESDC and Nunavut to discuss current funded activities in order to make recommendations on how to best report on results.

Key consideration # 2: It is essential to share lessons learned about successful Targeted Training Initiatives projects. Particularly, for projects targeted to employers (such as workplace or employer-sponsored training), and those assisting communities and economic sectors dealing with labour market adjustment issues (contraction or expansion).

6. Conclusion and recommendations

6.1 Summary of findings

The medium-term outcome analysis completed as part of the evaluation provides an assessment of how the labour market situation of participants evolved over time.⁸ Overall, the outcome analysis shows that following program participation active and former EI claimant participants in ALTS and EAS had:

- Higher average annual earnings
- A lower reliance on government income support benefits
- A lower incidence of employment⁹

Where the number of participants was sufficient, a sub-group analysis was conducted for female, male, youth and Indigenous participants. Most outcomes were consistent with those for all participants. The only exception was that male active EI claimant participants in EAS had a higher incidence of employment following participation.

A supplemental study addresses information gaps previously identified in LMDA evaluations for Targeted Training Initiatives. The study identified a number of challenges and promising practices, and found that Nunavut uses the program to:

- Address barriers to employment experienced by target populations
- Provide sector and population specific training and supports

6.2 Recommendations

Since 2012, several qualitative and quantitative studies addressed issues and questions related to EBSM design, delivery and effectiveness.

- The quantitative studies provided insight into participants' post-participation labour market outcomes.
- The qualitative studies identified specific challenges, lessons learned and best practices associated with the design and delivery of EBSMs. Each study included key considerations for program and policy development or recommendations.

⁸ Outcome analysis does not permit inference regarding the extent to which those changes were due to EBSM participation.

⁹ The lower incidence of employment can be attributed, in part, to participants' retirement decisions.

The recently completed evaluation of the Workforce Development Agreements complements the LMDA qualitative studies. This evaluation was also supported by literature reviews and provided unique insights into challenges and lessons learned to assist persons with disabilities, Indigenous people, immigrants and those further removed from the labour market.

Most results from this evaluation stem from the conduct of medium-term outcome analysis predicated on having access to high quality administrative records, thereby confirming the importance of the capacity to leverage and integrate relevant administrative data.

From these main findings, 2 key recommendations emerge:

Recommendation #1: Nunavut is encouraged to share and discuss lessons learned, best practices and challenges associated with the design and delivery of programs and services. Discussions are encouraged with ESDC, at the bilateral and/or multilateral levels.

Recommendation #2: Nunavut is encouraged to pursue efforts to maintain and strengthen data collection provisions in support of reporting, performance measurement and data-driven evaluations at the national and territorial levels.

7. References

Employment and Social Development Canada. *Employment Insurance Monitoring and Assessment Reports*. 2011 to 2022.

Employment and Social Development Canada. *Horizontal evaluation of the Labour Market Development Agreements: Design and delivery of the Targeted Training Initiatives program in Nunavut*. Internal document, 2021.

Employment and Social Development Canada. *Labour Market Development Agreements Process for Determination of Similarity*. Internal document, 2012. Available upon request.

Employment and Social Development Canada. *Evaluation of the Canada-Nunavut Labour Market Development Agreement – Cycle III: Examination of the medium-term outcomes from 2009 to 2017*. Internal document, 2021.

Appendix A. List of 7 studies included in this synthesis report

Table A 1. Overview of studies included in this synthesis report

Study	Evidence generated	Methods	Reference period	Observation period
Examination of medium-term outcomes from 2009 to 2017	<ul style="list-style-type: none"> • Profile of active and former EI claimants in Nunavut • Outcomes by claimant type and by subgroup 	<ul style="list-style-type: none"> • Before and after results of program participation 	2010 to 2012 participants	Up to 12 years (5 years before participation, 1 to 2 years of participation, and 4 to 5 years after participation)
Design and delivery of the Targeted Training Initiatives program in Nunavut	<ul style="list-style-type: none"> • Program design and delivery • Challenges and lessons learned 	<ul style="list-style-type: none"> • Document review • Questionnaire completed by the Department of Family services • 5 interviews with 5 key informants (1 with program officials and 4 with project holders) 	2018 to 2020	Design and delivery at the time of the data collection