

GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

2017-18 Annual Plan



Canada-NL Labour Market Development Agreement (LMDA)



Advanced Education, Skills and Labour

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Canada-Newfoundland and Labrador Labour Market Development Agreement Overview

\$125.6 million* to deliver benefits and support measures, and an additional \$8.9 million annually for administrative costs to:

- Assist individuals to prepare for, find and maintain employment;
- Assist employers in accessing the workers they need; and
- Ensure that communities and regions throughout Newfoundland and Labrador are well equipped to respond to labour market opportunities and challenges.

Benefits and measures include:

- Financial assistance to individuals to attend post-secondary education and skills training;
- Financial support to employers, employer or employee associations, community groups and municipalities in developing and implementing labour market strategies and activities to deal with labour force adjustments and meet human resource requirements;
- Funding to individuals, employers and organizations to create sustainable employment or self-employment opportunities;
- Delivery of career counseling, job search and resume writing services; and
- Researching innovative ways to help individuals find, return to, or keep employment.

*Advanced Education, Skills and Labour (AESL) will receive additional federal funding in 2017-18 to invest in LMDA benefits and measures (amount to be determined).

The 2017-18 Annual Plan

Newfoundland and Labrador's 2017-18 Annual Plan outlines priority objectives and strategic investments for the Canada-Newfoundland and Labrador Labour Market Development Agreement (LMDA) covering the period April 1, 2017 to March 31, 2018. This annual plan provides information related to the Government of Newfoundland and Labrador, including labour market priorities, investments, and accountabilities and summarizes the Department of AESL's focus on skills development and training in the previous fiscal year, while also outlining the priority areas in the new fiscal year.

Provincial investment priorities for fiscal year 2017-18 include:

1. Strengthening access to flexible, responsive and innovative labour market programming;
2. Developing a responsive and adaptive workforce, through effective employment and skills training programming, with a focus on underrepresented groups; and
3. Commencing development of a comprehensive human resources plan to support sector diversification and the development of a productive and knowledge-intensive economy.

On November 9, 2016, the Government of Newfoundland Labrador released "*The Way Forward: A Vision for Sustainability and Growth in Newfoundland and Labrador*" developed through feedback received through 26 public consultations, from more than 1,000 residents of Newfoundland and Labrador and further refined through the engagement of representatives from the business, community, labour and arts sectors. The vision will guide Provincial Government actions to achieve greater efficiency, strengthen the province's economic foundation, enhance services and improve outcomes to promote a healthy and prosperous province.

Phase 2 of the vision, *The Way Forward: Realizing Our Potential*, was launched on March 27, 2017. Examples of Government initiatives in 2017-18 that will improve the economy include:

- Establishing a Cabinet Committee on Jobs;
- Enhancing apprenticeship training opportunities by making flexible online offerings available for plumbers, construction electricians, welders, automotive service technicians, and carpenters;
- Supporting entrepreneurship among youth, women, and new immigrants by providing loans, educational initiatives, and new entrance pathways for immigrant entrepreneurs;
- Focusing government supports on sectors with high growth potential to maximize growth and economic output. High performing firms will be identified based on criteria such as Gross Domestic Product (GDP), levels of employment, opportunities for diversification within the firm, and supports to encourage internationalization;
- Providing tailored assistance to the agriculture and forestry sectors, collaborating with the tourism industry to create a sense of arrival at all entry points to the province, and developing a new cultural plan;
- Creating an action plan to increase the number of social enterprises in Newfoundland and Labrador; and
- Supporting and coordinating industrial development via Regional Innovation Systems pilot projects in the following sectors:
 - Fisheries and tourism;
 - Forestry and agriculture;
 - Aerospace and defense;
 - Industrial technology development; and
 - Ocean technology.

Note on the Annual Plan

Information on Newfoundland and Labrador's labour market is collected from several sources, including available federal and provincial information on labour market trends, economy and population statistics.

Newfoundland and Labrador provides the Government of Canada with an audited financial statement of revenues received from Canada under this Agreement during the fiscal year and the eligible costs incurred by the province in relation to the eligible programs through the publication of detailed annual reports on the previous fiscal year outlining:

- Labour market priorities and areas of investment;
- Programming objectives;
- Details of activities funded under the agreement and how they link to the priorities; and
- Results achieved.

Labour Market Development Agreement

Labour Market Development Agreement (LMDA) is the single largest federal transfer to the provinces and territories, representing a total of about \$1.95 billion in funding. This agreement is entirely sourced from the Employment Insurance (EI) premiums paid by employees and employers and provides funding to design and deliver employment and training programs to EI-eligible clients, as well as employment services to all unemployed Canadians. Current LMDAs are perpetual agreements that require two years' written notice to terminate.

The management of the programs and services funded under EI Part II, or Employment Benefits and Support Measures (EBSMs), were transferred to the Government of Newfoundland and Labrador under the LMDA in 2009. Since that time, the Department of AESL has maximized the opportunities provided by the transfer, with approximately \$126 million in annual program funding.

In Budget 2017-18, the Federal Government outlined making transfers to the provinces and territories simpler and more flexible. This includes expanding the LMDA and consolidating the existing Canada Job Fund Agreements (JFA), the Labour Market Agreements for Persons with Disabilities (LMAPD) and the Targeted Initiative for Older Workers (TIOW) into Workforce Development Agreements (WDAs). In the interim, AESL is committed to the development and delivery of responsive, diverse, innovative, and efficient programs and services funded through the existing four LMTAs.

Development and Delivery of Programs

AESL provides a range of programs and services to build a stronger provincial economic foundation, including: supporting attachment to the labour force; helping to meet the province's labour market needs; supporting individuals when they require assistance; and working with employers, employees and unions to create positive employment relations.

Newfoundland and Labrador's program and service delivery models contribute to a stronger economic and labour environment:

- Ensuring that the province has the skilled workforce and highly educated graduates to participate in and contribute to their communities;
- Strengthening the workforce through education, training, financial and social supports;
- Creating and equipping the province's workforce to meet current and future provincial labour market demands;
- Providing guidance and support to employers to recruit and retain the necessary workforces to grow their businesses;
- Offering guidance and support to residents in order to achieve the greatest benefit from the opportunities that exist in the province;
- Enhancing client case management;
- Supporting residents with career decisions and securing and retaining employment; and
- Providing guidance and support for the development of policy and procedures on employment and training programs.

While there are differences between client types and needs, and programs and services delivered, results of the LMTAs have demonstrated positive outcomes and impacts on clients, employers, and communities in Newfoundland and Labrador. Investments made through the LMTAs enable the province to capitalize on a variety of economic and advanced educational opportunities and outcomes leading to job creation and growth. Evidence demonstrates that clients develop skills, get

jobs, and maintain employment as a result of their participation in employment and skills training programs.

The scope of Employment Benefits and Support Measures (EBSMs) consists of a series of federal program streams to assist with finding work and is outlined in the agreement. The Federal Government distinguishes between two streams of EBSMs; employment benefits and support measures.

During fiscal year 2017-18, Newfoundland and Labrador will deliver the following benefits and measures:

- ***Wage Subsidies*** – Newfoundland and Labrador will provide funding to employers to encourage them to hire EI-eligible clients whom they would not normally hire in the absence of a subsidy. This will include the continuation of enhanced supports and services to encourage employers to hire apprentices. Newfoundland and Labrador may also provide related employment supports to eligible individuals, including tools, equipment and short-term training.
- ***Job Creation Partnerships (JCP)*** – Newfoundland and Labrador will provide financial support, in partnership with employers and/or community organizations, to projects that provide EI-eligible clients with work experience and skills to achieve ongoing labour market attachment.
- ***Self-Employment Assistance*** – Newfoundland and Labrador will assist EI-eligible clients in establishing their own businesses and becoming self-employed by providing self-employment services, such as entrepreneurship training, customized coaching, ongoing advice, and client supports.
- ***Skills Development*** – Newfoundland and Labrador will provide a benefit for the education and training of EI-eligible clients so they can obtain the skills necessary for employment. This benefit will include direct financial assistance to EI-eligible clients participating in training, as well as the incremental costs associated with these individuals attending a provincially approved training institution.
- ***Employment Assistance Services (EAS)*** – EAS will be provided to help clients obtain employment. Services may include needs determination, employment counseling, job search training, and provision of labour market information. Services will be available to unemployed persons and job seekers.
- ***Labour Market Partnerships (LMP)*** – Newfoundland and Labrador will provide funding to support employers, employer or employee associations, community groups and communities in developing and implementing labour market strategies and activities for dealing with labour force adjustments and meeting human resource requirements. LMPs may be used to provide assistance for employed persons who are facing loss of employment.
- ***Research and Innovation (R and I)*** – Newfoundland and Labrador will support activities that address policy and program issues or research questions related to strategic priorities; research and/or design projects that are practical and that identify innovative and better ways of helping Newfoundlanders and Labradorians prepare for, find, return to, or maintain sustainable employment.

Provincial Labour Market Overview and Conditions

Economic factors continue to impact the province's labour market landscape and persist in influencing the provincial economic outlook.

- Labour Force Survey data has indicated an increase in employment, from 234,792 in 2015-16 to 268,700 in 2016-17.
- The unemployment rate has increased slightly from 13.2 per cent in 2015-16 to 13.4 per cent in 2016-17. The most recent unemployment rate (March 2017) stands at 17.5 per cent.
- Population estimates for the province reflect a median age of 45.3 versus a Canadian average of 40.6 years.

Expectations for economic activity in Newfoundland and Labrador remain modest as the province continues to experience a period of adjustment. The Government of Newfoundland and Labrador has implemented initiatives to reduce spending and support economic growth while taking action to avail of new opportunities for service improvement, program transformation and economic growth.

LMTAs are a critical source of employment and skills training, providing essential supports for citizens to build better futures. With a strong focus on skills development in the 2017 Federal Budget, Newfoundland and Labrador is encouraged by the Federal Government's commitment to increase investments in LMTAs over the next six years.

The successful application of programming and services under LMTAs continues to assist in mitigating the effects of economic downturns and has demonstrated positive outcomes and impacts on clients, employers, and communities in Newfoundland and Labrador. The province has successfully implemented programming and services under LMTAs, by providing flexible, responsive and innovative programs and services designed to help in training residents to address labour market demands; support displaced workers impacted by labour force adjustments and company closures; and address new and ongoing challenges and opportunities.

Newfoundland and Labrador remains committed to working with the Federal Government to develop innovative solutions to grow the province's economy and address its labour market challenges and opportunities. LMTAs will continue to be a critical tool to allow our province to:

- Capitalize on labour market opportunities;
- Collaborate and synchronize with the Federal Government in creating jobs and growing the economy in key areas such as advanced manufacturing, agri-food, clean technology, digital industries, health/bio-sciences and clean resources; and,
- Develop a long-term approach to expand the pool and capacity of the province's economic wealth generators, innovation and growth-focused businesses, social enterprise development, the promotion of new areas of mineral resources to stimulate increased activity in the mining sector, support the growth of the aquaculture industry and establish an Oil and Gas Industry Development Council to position Newfoundland and Labrador globally as a preferred location for oil and gas development.

Newfoundland and Labrador Labour Market Priorities

Changes in the economy, technology, and demographics are the main driving forces shaping labour market conditions both nationally and provincially into the future. The Government of Newfoundland and Labrador is focused on creating a provincial climate conducive to economic growth and job creation in partnership with communities, residents, businesses and industry associations, community and social organizations and the Federal Government.

1. Strengthening access to flexible, responsive and innovative labour market programming.

Why is it important?

Providing flexible, responsive and innovative labour market programming is integral to assisting individuals impacted by changes in the province's labour market. The Government of Newfoundland and Labrador works with regional and local stakeholders to innovate, support, inform, and strengthen labour market development planning on an ongoing basis. Effective collaboration and engagement increases Newfoundland and Labrador's capacity to improve case management and respond to evolving labour market needs. The development, maintenance and delivery of an adaptive, responsive and flexible suite of labour market training programs encourage and support client needs.

Provincial Response:

The LMDA provides Newfoundland and Labrador with funding that can be utilized to strengthen access to flexible, responsive and innovative labour market programming though the following measures:

i. Employment Assistance Services

- Individuals with AESL utilize a case managed service approach. Case management assists with access to the type and level of service needed; information to make informed career decisions; development of suitable education, training and employment plans; and coordination of services and benefits.
- Clients participate in an employment planning process to identify their barriers to employment and appropriate employment supports. Available supports may include: start-up allowance, monthly stipends and transportation for those attending bridging/transition programs, short term training, Adult Basic Education, financial supports to access assessment, counseling and testing services for purposes of assisting individuals obtain labour market attachment.

ii. Labour Market Partnerships

- LMP programs provide funding to organizations to encourage, support and facilitate labour force adjustments and human resource planning activities which are in the public interest. The LMP program provides funding to encourage and support employers, employee/employer associations and communities to develop and implement strategies for dealing with labour force adjustments and to meet human resource requirements.
- The LMP program is also used in instances of industry downturn to support training initiatives for impacted individuals in order to further employment opportunities, and align skills with current labour market demands.

iii. Research & Innovation

- In Budget 2017, the Government of Canada announced its *Innovation and Skills Plan* to strengthen and grow the labour market, help create better, well-paying jobs, address the changing nature of the national and world-wide economies and to lead Canada toward a world

leading innovation economy. The Plan will target key areas including advanced manufacturing, agri-food, clean technology, digital industries, health/bio-sciences and clean resources (extraction, harvesting and use of natural resources), with a focus on expanding growth and creating jobs.

- Traditionally, AESL has focused its efforts on EAS and LMPs to meet the province's labour market demand. R and I provides an additional opportunity for AESL to pursue projects within its LMDA allocation to explore and/or find untried and untested methods of delivering programming to help individuals find or return to work as quickly as possible.
- Supported by \$1.8 million in funding from the Canada-Newfoundland and Labrador Labour Market Development Agreement, the Provincial Government has established a new Workforce Innovation Centre. The center will support and fund activities, research, designs and projects that demonstrate innovation and identify methods to better assist individuals prepare for, find, return to, or maintain sustainable employment.

2. Development of a responsive and adaptive workforce through effective employment and skills training programming, with a focus on under-represented groups.

Why is it important?

Unemployed and underemployed individuals from under-represented groups play an increasingly important role in helping to meet the province's future labour supply needs. Many of these groups, (which include women, persons with disabilities, Indigenous groups, youth, and mature workers), continue to face employment challenges and barriers. The Government of Newfoundland and Labrador announced in Budget 2017 the promotion of access to employment and skills training programs and services to support the successful participation of underrepresented groups in the labour market. Our province will continue to invest in the empowerment of persons who face employment challenges to provide access to required services. These services includes access to the education, skills and work experience needed to start careers, to retrain or upgrade skills, to adapt to a changing labour market and to participate fully in employment opportunities. Newfoundland and Labrador will continue to promote broader economic and social inclusion to establish a strong labour market supply in the province and indeed, the country.

Provincial Response:

AESL is committed to supporting and encouraging workforce development in Newfoundland and Labrador. Providing a consistent, stable and coordinated approach to assist members of underrepresented groups in the labour market is key to realizing the province's potential. Skills training programs in Canada are funded and delivered by provincial/territorial (P/Ts) and federal governments. P/Ts not only deliver labour market programs and services within their federal-provincial-territorial agreements but also deliver their own provincially funded labour market programming. This investment of provincial funds further assists in the development and delivery of services.

The Federal Government maintains delivery over programs supporting youth, persons with disabilities and Indigenous Peoples. Currently, both orders of government are participating in an ongoing dialogue to discuss the complementarity of programs. The objective is to ensure investments in targeted programming are coordinated, effective, and are delivered in a complementary, non-competing way.

The Department offers a number of programs and supports for under-represented groups in Newfoundland and Labrador:

- Through the [Labour Market Partnerships](#) program, funding is provided to the [Labrador Aboriginal Training Partnership \(LATP\)](#), a partnership of the Innu Nation, Nunatsiavut Government (NG), NunatuKavut Community Council (NCC), and Nalcor Energy. The LATP oversees a comprehensive Training-to-Employment Plan to prepare Indigenous individuals for employment opportunities created through resource development throughout Labrador.
- [Linkages](#) is a client-centered employment initiative that welcomes the involvement of non-profit community-based agencies in helping youth from a variety of educational and social backgrounds achieve their career and employment goals. Through this program, a wage subsidy is provided to EI-eligible youth, ages 18–30, to avail of a subsidized employment placement and obtain support with career exploration and development.
- AESL plays a critical role in offering expertise and support towards the development and delivery of services and programs to [Empower - the Disability Resource Centre](#). The Centre provides supports, resources, and opportunities for empowerment, which enable persons with disabilities to make informed choices about their lives.
- A five-year action plan, “[The Way Forward - on Immigration in Newfoundland and Labrador](#)” released in March 2017 reflects the Provincial Government’s commitment to supporting immigration to the province. As a province-wide plan, it outlines actions to: attract and retain immigrants who have the skills needed to build and contribute to our economy; support and welcome them to urban, rural and remote communities; and encourage Newfoundlanders and Labradorians living abroad to return to their home province.
- The federal, provincial and territorial governments have signed the [Foreign Qualification Recognition Agreement](#), which will allow newcomers to benefit from improved foreign credential recognition, allowing them to apply their skills and talents and increasing opportunities for employment in their fields.
- AESL consults with [Francophone organizations](#) such as Réseau de développement économique et d’employabilité de Terre-Neuve-et-Labrador (RDÉE TNL) and the La Fédération des francophones de Terre-Neuve et du Labrador (FFTNL) around the provision of employment benefits and support measures to Francophone communities.

3. Commence development of a comprehensive human resources plan to support sector diversification and the development of a productive and knowledge-intensive economy.

Why is it important?

Individual industries and communities within Newfoundland and Labrador have varying workforce and labour market needs. The Government of Newfoundland and Labrador understands that a skilled labour force is essential to growing the economy and ensuring long-term sustainability. AESL is committed to working in partnership with industry and employer associations, labour, employers, employees, trainers, educators, policy makers and other potential stakeholders to increase the skill level and labour market success of residents.

The Government of Newfoundland and Labrador recognizes the need to identify current and future human resource needs and to engage and assist employers to develop and deliver supports to retain and attract the individuals they need to succeed. A provincial Comprehensive Human Resources Plan will be premised on a labour market analysis to forecast upcoming job opportunities, to increase linkages to employment and entrepreneurship, and focus on skills

development and experiential learning opportunities to build the local workforce for skills needed now and into the future.

Provincial Response:

- Newfoundland and Labrador will commence the development of a [Comprehensive Human Resources Plan](#) in 2017-18 to support sector diversification and the development of a productive and knowledge-intensive economy. This plan will be informed by forecasted labour market opportunities and enhanced labour market information products to assist in workforce planning for individuals and businesses. Further, by March 31, 2018, Government will have collaborated with sector associations and industry groups to better respond to private sector labour market needs and support industry diversification. This will include working with priority sectors, including the agriculture, aquaculture, and oil and gas industries.
- Through the [Employment Assistance Services](#) program, AESL collaborates with organizations to deliver supports and initiatives to help individuals to prepare for, attain and maintain employment, and/or make the transition to a new job. These services are provided either on an individual basis or in a group setting.
- The [Self-Employment Assistance](#) program provides financial and entrepreneurial assistance to eligible individuals to help them create jobs for themselves by starting a business. There are two elements to the program, one for organizations acting as coordinators for the program and another for individuals seeking assistance.
- The [JobsNL Wage Subsidy](#) program is designed to bring employers and employees together by providing funding to employers to create employment opportunities. The program supports employer/employee connections that promote sustainable long-term employment or seasonal employment. JobsNL is not exclusive to, but will give priority to, the hiring of an individual who is an income support client, a person with a disability, or a recent post-secondary graduate. JobsNL is funded in-part through Provincial resources.
- The [NL HR Manager](#) is a comprehensive, easy-to-use online human resource toolkit for small and medium-size businesses in Newfoundland and Labrador, which was created for employers. The toolkit helps employers find, keep and manage workers and includes a free collection of reliable resources, downloadable forms, and tips and tools.
- The Government of Newfoundland and Labrador held consultations from February 6 to 23, 2017 to help establish a clear and consistent method of determining future increases to the [minimum wage](#). Our province's minimum wage will increase to \$10.75 on April 1, 2017, and to \$11 on October 1, 2017. This will bring the minimum wage for Newfoundland and Labrador in-line with the other Atlantic Provinces.

LMDA Investment Plan, Accountabilities and Targets

AESL is responsible for administering the LMDA. In 2017-18, Newfoundland and Labrador's notional LMDA allocation is \$125,650,571.

Expenditures and program accountabilities for 2017-18 are listed as planned or forthcoming in this document. Finalization of these numbers will coincide with the release of the *EI Monitoring and Assessment Report 2016-17* in March 2018.

Financial Investment

Planned and historical expenditure trends are outlined below.

Benefits and Measures	Planned Investment and Expenditure									
	2013-14 Expenditure		2014-15 Expenditure		2015-16 Expenditure		2016-17 Expenditure**		2017-18 Planned	
Skills Development	\$90.1M	77.8%	\$94.8M	77.3%	\$92.6M	77.0%	\$96.0M	75.3%	\$89.9M	71.6%
Labour Market Partnerships	\$3.0M	2.6%	\$1.3M	1.1%	\$1.0M	0.8%	\$2.7M	2.1%	\$2.0M	1.6%
Wage Subsidies	\$7.4M	6.4%	\$7.9M	6.4%	\$7.4M	6.1%	\$5.9M	4.6%	\$9.0M	7.2%
Self-Employment Assistance	\$4.8M	4.1%	\$5.4M	4.4%	\$5.3M	4.8 %	\$6.2M	4.9%	\$7.0M	5.6%
Job Creation Partnerships	\$5.9M	5.1%	\$8.2M	6.7%	\$8.1M	6.7%	\$10.1M	7.9%	\$7.3M	5.7%
Employment Assistance Services	\$4.6M	3.9%	\$5.0M	4.0%	\$5.3M	4.4%	\$6.3M	5.0%	\$8.9M	7.1%
Research and Innovation	\$0.0M	0%	\$0.0M	0%	\$0.0M	0%	\$0.3M	0.2%	\$1.5M	1.2%
Total	\$115.8M		\$122.6M		\$119.7M		\$127.5M		\$125.6M*	

*2017-18 includes EI Part II initial allocation of \$125,650,751. There will also be an additional allocation in 2017-18 (amount to be determined). The total does not include administrative costs.

**Fiscal expenditures for 2017-18 will be confirmed in the LMDA Annual Audit.

LMDA Program Accountabilities and Targets

As per article 8 of the Canada-Newfoundland and Labrador LMDA, annual targets for results indicators are developed based upon historical data, socio-economic and labour market context, local or regional priorities, client characteristics or requirements, and the funds available for the Newfoundland and Labrador Benefits and Measures. Historical and proposed targets are reported below for the three results indicators:

1. Active EI Claimants Accessing Newfoundland and Labrador Employment and Benefit Support Measures

Number of EI-eligible clients in receipt of Newfoundland and Labrador Benefits who are active EI claimants.

	Active EI Claimants Accessing NL EBSMs				
	2013-14	2014-15	2015-16	2016-17	2017-18 (Proposed)
Targets	9,600	9,500	9,400	9,200	9,000
Actuals	8,831	8,591	8,941	TBD	TBD

2. EI Claimants Returned to Employment

Number of EI-eligible clients and active EI claimants who become employed or self-employed before or after their benefit period ends.

	EI Claimants Returns to Employment				
	2013-14	2014-15	2015-16	2016-17 (Proposed)	2017-18 (Proposed)
Targets	5,800	5,600	5,600	5,600	5,000
Actuals	5,918	3,298	3,331	TBD	TBD

3. Savings to the EI Account

Savings to the EI Account as a result of active EI claimants becoming employed before making a full draw on their insurance entitlement.

	Savings to the EI Account				
	2013-14	2014-15	2015-16	2016-17	2017-18 (Proposed)
Targets	\$ 24.5M	\$24.0M	\$24.0M	\$24.0M	\$24.0M
Actuals	\$ 25.7M	\$ 25.3M	\$22.27M	TBD	TBD

Funding Projection

The Federal Government's annual allocations for contributions towards the costs of the NL Benefits and Measures and the one-year projection.

	Annual LMDA Allocations				
	2013-14	2014-15	2015-16	2016-17	2017-18*
Allocation	\$129,218,000	\$127,992,000	\$126,780,000	\$130,541,694	\$125,650,751

*2017-18 includes EI Part II initial allocation of \$125,650,751. There will also be an additional allocation in 2017-18 (amount to be determined).

The Federal Government makes advance payments of its annual contribution towards the cost of NL Benefits and Measures, as per section 16 of the LMDA. The advances are made on a monthly basis and will be based upon a forecast of cash flow requirements furnished by Newfoundland and Labrador.