

# Government of Yukon

## Evaluation of the Yukon's Apprenticeship and Tradespersons Qualification Program

Final Report

May 2016





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# 1 Executive Summary

## 1.1 Introduction

While there has been much debate about skills shortages and skills mismatch across Canada, there is consensus on the necessity to ensure that our skills and training investment dollars are being directed where they can have the greatest impact. Apprenticeship training has long been seen as a means of building strong, relevant skill sets, further developed through direct on-the-job application and learning. Provinces and territories across Canada offer financial support to apprentices and businesses that sponsor the ongoing pathway from apprentice/tradesqualifier to journey person.

Over the past two decades, across Canada, the post-secondary education option that has seen the fastest growth is the registered apprenticeship program.<sup>1</sup> During this period apprenticeship registrations have grown by nearly 9% each year, while enrollment in college or undergraduate university programs have oscillated between one and three percent growth. Despite this trend, the increase in new apprentice registrations has not been matched by an increase in apprenticeship completions. To this end, the Registered Apprenticeship Information System (RAIS) reports an increase in the number of new registrations of over 150% from 1991 to 2007, with a 23% increase in the number of completions over the same period.<sup>2</sup> Needless to say, these trends are cause for concern for apprenticeship programs across Canada.<sup>3</sup>

Within the Yukon, the Apprenticeship and Tradespersons Program has been administered by the Yukon Department of Education for over 50 years. The program has seen a steady increase since 1999 with registered apprentices growing by 108% between 2001 and 2011. With that said, in the Canadian context, the Yukon Apprenticeship and Tradesperson Qualification Program is small in terms of the absolute number of registered apprentices. According to RAIS, in 2013, Yukon's program awarded 66 registered apprenticeship or trade qualifier certificates compared to over 65,000 awarded nationally. Given the lower number of participants, and the well-established need for certified trades professionals in the Yukon, ensuring peak performance of the program and high levels of completion is paramount to the Territory's economic prosperity. Currently, the program supports the certification process for 48 trades, 41 of which are Red Seal.

In this light, the Government of Yukon demonstrated a strong commitment to program excellence in its 2015 *Budget Address Yukon* in which the modernization and synchronization of Apprenticeship Training and Tradesperson Program with similar programs across Canada was prioritized. Seeking to optimize the program outcomes, and acting in accordance with the Yukon's Education 2014-2019 Strategic Plan, this report evaluates and provides recommendations to enhance the Yukon's Apprenticeship and Tradespersons Qualification Program.

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<sup>1</sup> Patrick J. Coe. 2013. Apprenticeship programme requirements and apprenticeship completion rates in Canada. *Journal of Vocational Education and Training*.

<sup>2</sup> Patrick J. Coe. 2013. Apprenticeship programme requirements and apprenticeship completion rates in Canada. *Journal of Vocational Education and Training*.

<sup>3</sup> Patrick J. Coe. 2013. Apprenticeship programme requirements and apprenticeship completion rates in Canada. *Journal of Vocational Education and Training*.



The Government of Yukon recognizes the importance of ensuring reliable evidence is in place to validate investment and outcomes that are resulting from the available programs to support apprenticeship training in the Yukon. To that end the Department of Education commissioned MDB Insight, in partnership with MQO Research, to conduct an evaluation of the Apprenticeship and Tradesperson Qualification Program. This report presents the findings of the evaluation. The objective of the evaluation was to assess the design and delivery, effectiveness, and the achievement of the intended outcomes of the Apprenticeship and Tradesperson Qualification Program. The information contained in the report is drawn from multiple lines of evidence: 1) program review; 2) jurisdictional review; 3) stakeholder survey; 4) focus groups; and 5) key informant interviews.

## 1.2 Approach and Methodologies

The methodological approach used was grounded in quantitative and qualitative research, and balanced with a strong consultation process that brings together data analysis and local perspectives. The evaluation consisted of these phases, including preparatory and background research; information gathering; analysis and synthesis; and report writing.

The methodologies used to complete the evaluation and develop recommendations included:

- **Program Review** – the program review was used to bring together all aspects of the program and help understand the effectiveness and efficiency of the entire program. The program review consisted of reviewing program documents, administrative data and a jurisdictional review of other relevant trades and qualification programs in Canada.
- **Focus Groups** – 6 focus groups were hosted capturing input from 73 individuals. The focus groups involved a mix of in-person and teleconference focus groups with a range of participants in each group. The focus groups collected data on program relevance, design, delivery and implementation, and challenges.
- **Key Informant Interviews** - key informant interviews were conducted with representatives from the Yukon Government, Yukon College, and union associations to gather in-depth information, including opinions, explanations, examples and factual information with respect to relevant evaluation issues and questions. Interviews were conducted with 24 key informants.
- **Stakeholder Survey** – a mixed method (online and telephone) survey was conducted with Yukon apprentices, trade qualifiers, journeypersons, and employers. 175 participants responded to the survey, including 80 apprentices, 46 journeypersons, and 49 employers. The survey focused on perceptions of how successful the program has been in meeting its goals and objectives and the level of satisfaction with program requirements, administrative systems, and reporting.

## 1.3 Key Findings

### Process Evaluation Findings

*Evaluation Question #1: How effective is the Yukon's Apprenticeship Training and Tradesperson Certification programs?*

All evaluation methodologies support that the Apprenticeship and Tradesperson Qualification Program has been effective in producing the intended outcomes of the program. Overall, respondents felt the program was effective at producing qualified journeypersons to meet the needs of the Yukon labour



market. With complete consensus, informants felt the program was necessary in Yukon as it allows citizens to cultivate local talent, become certified, and contribute to the local economy.

*Evaluation Question #2: Are the appropriate trades designated to support the Yukon's labour market?*

While the program is currently offering a large range of designated trades, evidence shows the labour market can support the addition of new trade designations. The majority of informants agreed that new trades need to be added, that some of the specific trades being offered are outdated, and that many of the needed programs have outdated curriculum and are using outdated technology and should be reviewed and updated to ensure the programs are keeping up with the demands of the labour market.

*Evaluation Question #3: Are the entry requirements appropriate and consistent with other jurisdictions in Canada?*

Critically, entrance requirements must be understood as falling under two categories; minimum education requirements and entrance exams. Minimum education requirements are trade dependent, ranging between grade 10 and grade 12 in most provinces. Yukon stands on-par with the majority of other provinces in most trades, with some exceptions such as carpenter, industrial mechanic, or electric motor system technician, where requirements are Grade 10 in Yukon compared to most other provinces requiring Grade 12.

While the jurisdictional review supports that the entrance exam requirements for Yukon's Apprenticeship and Tradesperson Qualification program are similar to other jurisdictions across Canada, there were mixed perspectives from informants surrounding the appropriateness of the entrance exam. Some informants expressed that the entrance requirements for the program were both necessary and appropriate, while others felt that some components of the exam are quite difficult and are not needed to be successful in particular trades.

*Evaluation Question #4: Are the rates of pay for apprentices appropriate and consistent with other jurisdictions in Canada?*

As there is no fixed rate of pay for apprentices across Canada, on the whole, the rates of pay for apprentices was deemed appropriate for the Yukon labour market. The large majority of informants were in agreement that the rate of pay for apprentices was competitive and made the program attractive. However, it is worth noting that some felt the high pay rates could also be a barrier to apprentices taking the initiative to complete their apprenticeship and write their journeypersons exam, as many apprentices may not be motivated to complete when they are already at 95% of the pay level with less responsibility than a journeyperson.

*Evaluation Question #5: What are appropriate benchmarks for both programs that will allow for continuous program evaluation and delivery?*

Appropriate benchmarks to allow for continuous improvement and delivery of the program included: the ongoing data collection of quantitative indicators such as completion rates, completion times, Red Seal certification rates, enrollment rates, apprentice and employer satisfaction, and labour force outcomes.

*Evaluation Question #6: Does the program meet national standards?*

The legislated and prescribed standards of Yukon-based trades programs are consistent with other jurisdictions across Canada. The admission requirements for Yukon-based trades programs are also generally consistent with other jurisdictions across Canada.



*Evaluation Question #7: How efficient are the Yukon's Apprenticeship Training and Tradesperson Certification programs?*

All evaluation methodologies supported that the Apprenticeship and Tradesperson Qualification Program was successful in producing the intended outcomes of the program in an efficient manner with little waste of time and effort.

*Evaluation Question #8: What administrative improvements, if any, can be made to assist clients in achieving their certification?*

On a whole, findings from the key informant interviews, focus groups participants, and the stakeholder survey supported that the administrative procedures of the program were working; however, a need was expressed to implement an on-line integrated system to streamline the process – specifically the log book process.

## Outcome Evaluation Findings

*Evaluation Question #9: How can program managers increase the rates of successful completion of journey person certification while meeting the needs of industry and client groups?*

There were many suggestions given on how program managers can increase the successful completion of the journey persons certification, such as a greater attention to screening, tracking, and personal support to ensure apprentices entering the system are positioned for positive achievement. This also involves a clear understanding of the apprenticeship system, financial supports available, and pathways to completion.

*Evaluation #10: How can program managers increase participation in the programs while meeting the needs of industry and client groups?*

There were many suggestions given on how program managers can participate in the program while meeting the needs of industry. The key actions mentioned included: promote the program in high schools; communicate directly with specific target populations; the need for government to influence policy to help increase participation in the trades; offer more trade programs in the Yukon; and employers need to be incentivized to start or take on more apprentices.

## 1.4 Recommendations

### Thematic Areas of Focus

Overall, five key themes emerged from the research conducted for the Yukon Government, Department of Education Evaluation of Yukon's Apprenticeship and Tradespersons Qualification Program: collaborate, inform, communicate, align and respond. It was clear that these themes are closely interconnected, and must be addressed as a collective, as each logically feeds into the success of the others. Each of these themes is briefly elaborated on below:

#### COLLABORATE

Apprenticeship programs are not delivered through a single source, or in isolation of employer involvement. In fact, without the employer connection to sign an apprentice, the system would fail. The delivery of the Apprenticeship and Tradespersons Qualification Program is done so through partnership



and collaboration with select service delivery agents within Yukon. Additionally apprentices are often required to travel out of the territory to Alberta to access select trades' in-class education curriculum delivery. In order to bring about substantive change, Yukon Government, its partners and stakeholders will need to develop a means of working together in a more strategic, aligned, coordinated, and structured way.

### **INFORM**

The collection and dissemination of relevant information were clearly identified as an opportunity to maximize awareness of apprenticeship and the systems, policies, regulations, and local channels through which it can be pursued and supported. It was identified by respondents that, while information is available, it is not always accessible or clearly understood. Further, organizations are often operating in silos with respect to research, program development and delivery, and planning. A more disciplined and dedicated approach to program knowledge, information exchange, and cooperative planning will result in improved delivery, and increased completion from apprentice to journey person.

### **COMMUNICATE**

Employers, community leaders, educational partners, and apprentices all indicated the need for increased and more effective communications. This relates to the need for more effective target marketing of the apprenticeship and journey persons qualification program to a broader audience of potential apprentices, particularly within the school system. Communications include outreach and follow up with business or industry associations to develop stronger relationships that can lead to increased apprenticeships, hands-on learning opportunities, or mentorships between apprentices and journey persons. It was also identified that the level of interaction between Yukon Government staff and the apprentices in the system, as a means of supporting and informing, is likely to influence completion rates and successful outcomes.

### **ALIGN**

As a result of some apprentices having to travel outside of Yukon for program in-class curriculum delivery access, there were concerns expressed relative to the alignment of what is taught in Alberta, to the needs of the local Yukon economy. It is important to ensure that curriculum learning outcomes are meeting the needs of local employers, with an end goal to retain qualified journey persons in Yukon, and ensure an adequate supply of qualified labour to local employers.

### **RESPOND**

In essence, this theme is internally directed to the administrators of the Apprenticeship and Tradespersons Qualification Program as a means of ensuring that the program is being responsive and adequately resourced to achieve the goals and objectives. Research validated a high level of satisfaction with program staff and raised capacity concerns related to growth in the apprenticeship program, in relation to staff availability and capacity.





## 2 Introduction

Apprenticeship training has long been seen as a means of building strong, relevant skill sets, further developed through direct on-the-job application and learning. Provinces and territories across Canada offer financial support to apprentices and businesses that sponsor the ongoing pathway from apprentice to journey person.

Over the past two decades, across Canada, the post-secondary education option that has seen the fastest growth is the registered apprenticeship program.<sup>4</sup> During this period apprenticeship registrations have grown by nearly 9% each year while enrolment in college or undergraduate university programs have oscillated between one and three percent growth. Despite this trend, the increase in new apprentice registrations has not been matched by an increase in apprenticeship completions. To this end, the Registered Apprenticeship Information System (RAIS) reports an increase in the number of new registrations of over 150% from 1991 to 2007, with a 23% increase in the number of completions over the same period. Needless to say, these trends are cause for concern for apprenticeship programs across Canada.<sup>5</sup>

Within the Yukon, the Apprenticeship and Tradespersons Program has been administered by the Yukon Department of Education for over 50 years. The program has seen a steady increase since 1999 with registered apprentices growing by 108% between 2001 and 2011. With that said, in the Canadian context, the Yukon Apprenticeship and Tradesperson Qualification Program is small in terms of the absolute number of registered apprentices. According to RAIS, in 2013, Yukon's program awarded 66 registered apprenticeship or trade qualifier certificates compared to over 65,000 awarded nationally. Given the lower number of participants, and the well-established need for certified trades professionals in the Yukon, ensuring peak performance of the program and high levels of completion is paramount to the Territory's economic prosperity.

In this light, the Government of Yukon demonstrated a strong commitment to program excellence in its 2015 *Budget Address Yukon* in which the modernization and synchronization of Apprenticeship Training and Tradesperson Program with similar programs across Canada was prioritized. Harmonizing the requirements of apprenticeship programs is important because of the inconsistencies in the accreditation process, across provinces and territories, for the same trade. For example, to become qualified as a cook in Yukon requires a grade 10 education to enter the apprenticeship program and 5400 hours of work experience to graduate. However, in Nova Scotia, the program entry requirement is grade 12 and the work experience requirement is 6000 hours.

Seeking to optimize the program outcomes, and acting in accordance with the Yukon's Education 2014-2019 Strategic Plan, this report evaluates and provides recommendations to enhance the Yukon's Apprenticeship and Tradespersons Qualification Program.

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<sup>4</sup> Patrick J. Coe. 2013. Apprenticeship programme requirements and apprenticeship completion rates in Canada. *Journal of Vocational Education and Training*.

<sup>5</sup> Patrick J. Coe. 2013. Apprenticeship programme requirements and apprenticeship completion rates in Canada. *Journal of Vocational Education and Training*.



## 2.1 Program Overview

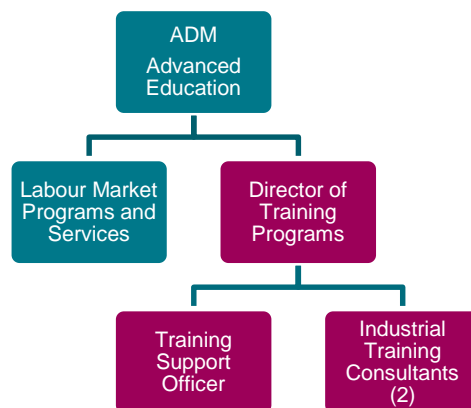
In collaboration with Yukon employers, Yukon College, and external trainers, the Department of Education has delivered an Apprenticeship and Tradespersons Qualification Program for over 50 years. Currently, the program supports the certification process for 48 trades, 41 of which are Red Seal. For the 2014-15 fiscal year, the total expenditures to support apprenticeship and tradesperson qualification were \$1,858,165.

**TABLE 1: APPRENTICESHIP AND TRADESPERSONS QUALIFICATION PROGRAM EXPENDITURES, 2014 - 2015**

Expense	2014-15 Amount
Administration	\$405,037
Apprentice Advisory Board/Awards & Promotions	\$11,398
Support for Apprentices Attending Technical Training	\$340,850
Yukon College Training Seat Fees	\$558,920
Alberta Training Seat Fees	\$487,040
Red Seal Administrative Fees	\$54,920
<b>TOTAL</b>	<b>\$1,858,165</b>

The program has 3 dedicated full-time staff. In addition, the Director of Training Programs provides support and has some direct responsibilities. Some apprenticeship training funding support is provided by staff in Labour Market Programs and Services, and Senior Management (i.e. Assistant Deputy Minister Advanced Education) also plays a role in providing overall support for the program. The organizational staffing structure of the program is illustrated below.

**FIGURE 1: ORGANIZATIONAL CHART - APPRENTICESHIP AND TRADESPERSONS QUALIFICATION PROGRAM**





## 2.2 Purpose of Report

This report presents the findings of the Evaluation of the Apprenticeship and Tradesperson Qualification Program conducted on behalf of Department of Education, Government of Yukon.

The objective of this review was to assess the design and delivery, effectiveness, and the achievement of the intended outcomes of the Apprenticeship and Tradesperson Qualification Program. The information contained in the report is drawn from multiple lines of evidence: 1) program review; 2) jurisdictional review; 3) stakeholder survey; 4) focus groups; and 5) key informant interviews.

The evaluation report is organized as follows:

- Section 2.0 provides an introduction and overview of the Yukon Apprenticeship and Tradesperson Qualification Program
- Section 3.0 describes the evaluation approach and methodology used to conduct the evaluation;
- Section 4.0 includes the evaluation findings on the achievement of outcomes from the program; and
- Section 5.0 summarizes the report with conclusions, findings, and recommendations.

## 2.3 Evaluation Goals and Objectives

The Government of Yukon recognizes the importance of ensuring reliable evidence is in place to validate investment and outcomes that are resulting from the available programs to support apprenticeship training in the Yukon. To that end the Department of Education commissioned MDB Insight, in partnership with MQO Research, to conduct an evaluation of the Apprenticeship and Tradesperson Qualification Program. Evaluation questions set out to be answered in this review include:

- Process Evaluation
  - How effective are the Yukon's Apprenticeship Training and Tradesperson Certification programs?
  - Are the appropriate trades designated to support Yukon's labour market?
  - Are the entry requirements appropriate and consistent with other jurisdictions in Canada?
  - Are the rates of pay for apprentices appropriate and consistent with other jurisdictions in Canada?
  - What are appropriate benchmarks for both programs that will allow for continuous program evaluation and delivery?
  - Does the program meet national standards?
  - Does the program meet the needs of its primary clientele?
  - How efficient are the Yukon's Apprenticeship Training and Tradesperson Certification programs?
  - What administrative improvements, if any, can be made to assist clients in achieving their certification?



- Outcome Evaluation
  - How can Advanced Education and its partners increase the rates of successful completion of journey person certification while meeting the needs of industry and client groups?
  - How can Advanced Education and its partners increase participation in the programs while meeting the needs of industry and client groups

## 2.4 Evaluation Strengths and Limitations

This section outlines various strengths and limitations that were encountered throughout this review.

### 2.4.1 Evaluation Strengths

- Multiple lines of evidence - The methodology used for the evaluation included multiple lines of evidence which were triangulated to look for consistencies across evaluation questions.
- Broad reach - Perspectives were collected from a large number of stakeholders through the focus groups (73), key informant interviews (24) and a stakeholder survey (175) for a total of 272 individuals that contributed to this evaluation.

### 2.4.1 Evaluation Limitations

- Administrative data - The quality and availability of administrative data was limited and therefore could not be reported on for all participants.
- Reaching organizations – It is possible that some employers operate seasonal businesses that are not in operation during December and January. This could have impacted response rates.
- Balance of key informants - Given the period of time the program has been in place and the numerous levels of stakeholders, it was necessary to include a sufficient number of stakeholders to provide coverage of the evaluation issues and questions. Key informants included stakeholders external from the program, as well as internal stakeholders (e.g., project authority). It is noted that sometimes program staff may be reluctant to provide opinions that are critical of the program, however questions were kept as factual as possible to avoid this.

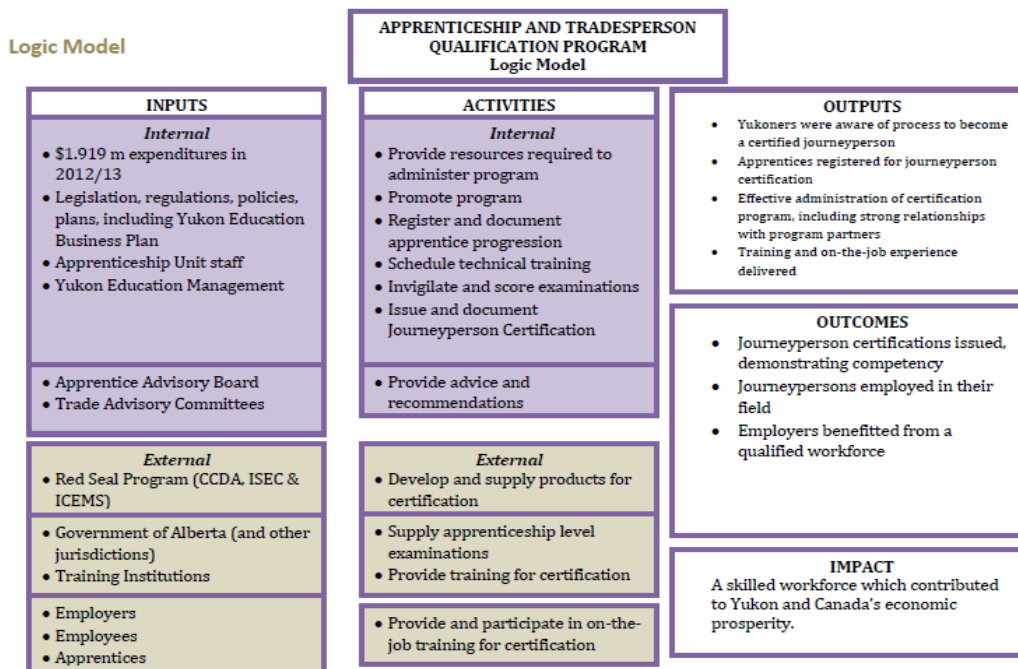


# 3 Evaluation Approach and Methodology

## 3.1 Logic Model

A logic model is a map indicating the logically related aspects of a program. It shows, at a broad conceptual level, the links among a program’s inputs, activities, outputs and outcomes. The logic model below captures in broad strokes the key inputs, activities, outputs, outcomes, and impacts of the Apprenticeship and Tradesperson Qualification Program. The logic models transparently show how resources are allocated across activities, and then lead to various outcomes. They are a means to break down large, complicated programs into smaller outputs and outcomes that can be measured and evaluated. The logic model below was provided by the Department of Education to be used for this evaluation.

**FIGURE 2 PROGRAM LOGIC MODEL**





## 3.2 Logic Model Components

### 3.2.1 Inputs

The main resources necessary to support the Apprenticeship and Tradespersons Qualification Program are both internal to Yukon Government and external to it. Financial support and human resources, including front line workers and managers, are applied to the programs by the Yukon government. Without employers and employees, however, it would be impossible to run the program. Other external inputs include training institutions and the Red Seal Program.

### 3.2.2 Activities

The activities carried out by staff at the Department of Education regarding the Apprenticeship and Tradespersons Qualification Program are described in legislation, annual work plans, procedure manuals, etc. such as:

- The Apprentice Training Act
- The Apprentice Training and Tradesperson's Qualification Regulations
- The Industrial Training Consultant Procedures Manual
- The Training Support Officer Procedures Manual
- Various ad hoc policies
- Red Seal Policy and Procedures Manual
- The annual Labour Market Report for Yukon
- The Labour Market Framework, which contains four strategies, including the Comprehensive Skills and Trades Training Strategy.
- Yukon Education's Business Plan, which includes strategic goal 2.1.6, "Review the Apprenticeship Program".

Department staff also liaises with and supports apprentices and post-secondary education institutions that provide the in-class element of the Apprenticeship program, and the provincial governments for those institutions outside of the Yukon.

### 3.2.3 Outputs

The primary output of the program is marketing and coordinating certification of apprentices and trade qualifiers as qualified journeypersons, assisting apprentices to access both on-the-job and/or in-school components of their training and providing effective administrative support for the program, including strong relationships with program partners, is another important output.

### 3.2.4 Outcomes

The most significant outcomes of the program via work with external stakeholders includes producing certified journeypersons with demonstrated competencies in their fields, having journeypersons employed in their field, and meeting the needs of employers in the labour market.



### 3.3 Evaluation Framework and Key Evaluation Questions

The use of an evaluation matrix is a method of objectively evaluating a number of options against a number of criteria. These criteria are prioritized before the evaluation is made with a greater weighting to those items of most importance. The evaluation matrix below was developed in consultation with the client. The evaluation of the Apprentice and Tradesperson Qualification Evaluation was conducted to answer the questions from the evaluation matrix.

Evaluation Questions	Literature Review		Stakeholder Survey	Focus Groups	Key Informant Interviews
	Program Review	Jurisdictional Review			
<b>Process Evaluation</b>					
1. How effective are the Yukon's Apprenticeship Training and Tradesperson Certification programs?	✓		✓	✓	✓
2. Are the appropriate trades designated to support Yukon's labour market?		✓		✓	✓
3. Are the entry requirements appropriate and consistent with other jurisdictions in Canada?		✓			✓
4. Are the rates of pay for apprentices appropriate and consistent with other jurisdictions in Canada?		✓	✓	✓	✓
5. What are appropriate benchmarks for both programs that will allow for continuous program evaluation and delivery?		✓			✓
6. Does the program meet national standards?		✓		✓	✓
7. Does the program meet the needs of its primary clientele?	✓	✓			✓
8. How efficient are the Yukon's Apprenticeship Training and Tradesperson Certification programs?	✓	✓	✓	✓	✓
9. What administrative improvements, if any, can be made to assist clients in achieving their certification?		✓	✓	✓	✓
<b>Outcome Evaluation</b>					
10. How can Advanced Education and their partners increase the rates of successful completion of journeyman certification while meeting the needs of industry and client groups?			✓	✓	✓
11. How can Advanced Education and their partners increase participation in the programs while meeting the needs of industry and client groups?			✓	✓	✓



## 3.4 Evaluation Methods

### 3.4.1 Program Review

The program review was used to bring together all aspects of the program and help understand the effectiveness and efficiency of the entire program. The program review consisted of the following elements:

- An examination of the marketing and promotional materials for the program.
- Best practices and information from other jurisdictions.
- Define benchmarks that will allow for continuous program evaluation and delivery, ensuring that the program continues to meet national standards and the needs of Yukon clients. This will include reviewing policies and procedures, roles and responsibilities, funding and supports, financial and human resources available to the program, relevant enrollment statistics, the success of Yukon students attending Yukon College trades programming versus those attending southern institutions, and a review of how the program develops and handles relationships with apprentices. It will also include a review of national standards.
- A review of the roles, responsibilities and reporting relationships for staff involved in the implementation of the program.
- A review of other appropriate documents, including the Labour Market Framework.

Documents reviewed included:

- Yukon Education Strategic Plan 2014-2019
- Yukon Education Annual Plan 2015-16: Strategic Plan Part B
- Comprehensive Skills and Trades Training Strategy, The Labour Market Framework for Yukon, 2008
- Yukon Apprenticeship. Step into the Trades. Apprenticeship Excellence through post-secondary education and experience. 2015.
- Memorandum of Understanding with Alberta for Apprenticeship Technical Training Seats
- Apprenticeship and Certification Board: Employer Engagement Action Plan, Manitoba, Feb 2012
- Apprenticeship Training and Development policy, Manitoba, to be implemented by 2014-2015.
- The NWT Apprenticeship Program, Performance Report for 2009/10 to 2011/12 Summary Version
- Yukon Trade Certificate of Qualification Process for Internationally Trained Workers, 2010
- Strengthening the Red Seal Program: Lessons Learned & Next Steps, July 2012
- Coming Up Short: Barriers to Apprenticeship and the Shortage of Labour, CFIB, Dec 2013
- Atlantic Apprenticeship Harmonization Project (AAHP)
- Nova Scotia's Apprenticeship Agency: Discussion Paper, 2014
- The Industry Training Authority and Trades Training in BC: Recalibrating for High Performance (independent review 2014)
- BC Industry Training Authority: 2015/16 – 2017/18 Service Plan
- Patrick J. Coe. 2013. Apprenticeship programme requirements and apprenticeship completion rates in Canada. Journal of Vocational Education and Training.





- Wolfgang Lehmann, Alison Taylor, and Zane Hamm. 2015. 'Go west young man!' Youth apprenticeship and opportunity structures in two Canadian provinces. *Journal of Education and Work*.
- Yukon Apprentice Training Act. 2003; a brief review of Apprentice Training and Tradesperson's Qualifications Regulations of Yukon.

Administrative data was also provided by the client. The data was provided in Microsoft Excel format and included:

- Employer data from 2005 - 2015 years (n=407)
- Participant data from 2005 - 2015 (n=4745)

This data reported on in this report only contains available information. The database was not complete and included gaps in data for most variables.

### 3.4.2 Focus Groups

Focus groups provide a means of prompting opinions, attitudes and perceptions of those participating. A discussion group approach provides an opportunity for a detailed examination of questions and answers, a balanced discussion between similar audiences and provides the opportunity to obtain the feedback of multiple individuals in a short period of time.

For this evaluation, 6 focus groups were hosted capturing input from 73 individuals. These involved a mix of in-person and teleconference focus groups with a range of participants in each group. The focus groups collected data on program relevance, design, delivery and implementation, and challenges.

Focus groups were conducted with:

- 5 representatives from a Yukon Government department that hires apprentices on January 11th, 2016
- 7 employers in Whitehorse on January 28th, 2016
- 2 employers in Dawson on January 26th, 2016
- 45 Carpentry, Electrical and Plumbing apprentices on January 20th, 2016
- 11 Instructors at Yukon College (hosted at the College) on January 19th, 2016
- 3 YG Program staff (hosted in Whitehorse) on January 18th, 2016

### 3.4.3 Key Informant Interviews

Key informant interviews were conducted with representatives from the Yukon Government, Yukon College, and Union Associations to gather in-depth information, including opinions, explanations, examples and factual information with respect to relevant evaluation issues and questions.

Interviews were conducted with 24 key informants between December 14, 2015 and January 21, 2016.

The interviews were completed by phone and took approximately 40 minutes each to complete.



### 3.4.4 Stakeholder Survey

A stakeholder survey was conducted with Yukon apprentices, qualified journeypersons, and employers. The survey focused on perceptions of how successful the program has been in meeting its goals and objectives and the level of satisfaction with program requirements, administrative systems, and reporting.

MQO Research conducted a census of Yukon apprentices (n=408), journeypersons (n=309), and employers (n=155) using a mixed mode data collection methodology. The mixed mode approach included an online survey supplemented with a follow-up telephone survey.

The survey was conducted through Acuity4 Survey (A4S) for all online data and Computer-Assisted Telephone Interviewing System (CATI) for all telephone data. For the online survey, respondents were sent an email invitation that contained a survey link that brought the respondent to a web version of the survey in A4S, which was hosted by MQO.

As shown in the table below, 175 participants responded to the survey, including 80 apprentices, 46 journeypersons, and 49 employers. The majority (64%) of the respondents completed the survey online.

**TABLE X. NUMBER OF SURVEY COMPLETES BY TYPE**

Type	Phone	Online	Total	Percentage
<b>Apprentice</b>	27	53	80	46%
<b>Employer</b>	19	30	49	28%
<b>Journey person</b>	17	29	46	26%
<b>Total completes</b>	63	112	175	100%

Respondents also self-identified their current status in relation to the Apprenticeship and Qualified Tradesperson Program. As shown in the table below, 47% identified as an apprentice, 31% as a journeyperson, 24% as an employer and 37% reported having their Red Seal. Other responses included other duties related to apprenticeship and trade (e.g., instructor, manager).

**TABLE X. PERCENTAGE OF SURVEY COMPLETES BY TYPE**

Type	Total
<b>Apprentice</b>	47%
<b>Journey person</b>	31%
<b>Employer</b>	24%
<b>Red Seal</b>	37%
<b>Other</b>	7%
<b>Total (n)</b>	175
<b>Percentages may exceed 100% due to multiple response</b>	

Over three quarters (78%) of respondents indicated their home community as Whitehorse.



## 3.5 Interpretation of Findings

Throughout this document, findings from the qualitative and quantitative methodologies are presented using the following scale, which reflects the percentage of responses from key informants and survey respondents.

- **“All/almost all”** – 90% or more of the respondents in the group
- **“Large majority/most”** – at least 75% but less than 90% of respondents in the group
- **“Majority/over half”** – 51% but less than 75% of respondents in the group
- **“Half”** – 50% of the respondents in the group
- **“Some”** – at least 25% but less than 50% of the respondents in the group
- **“A few”** – at least two respondents but less than 25% of respondents in the group.

When reporting on the rating scale questions (1-10) from the stakeholder survey, the 7+ ratings will be considered at the extreme high end and ratings of 3 and below will be considered the extreme low end. For example, on a scale of 1 (not at all successful) and 10 (very successful), the percentage of respondents that rated 7, 8, 9 or 10 would be considered as giving a successful rating.



## 4 Process Evaluation Findings

### 4.1.1 How effective are the Yukon's Apprenticeship Training and Tradesperson Certification programs?

**Finding:** All evaluation methodologies support that the Apprenticeship and Tradesperson Qualification Program has been successful in producing the intended outcomes<sup>6</sup> of the program.

Overall, informants in both the **key informant interviews** and the **focus groups** felt the program has been effective at producing qualified apprentices and journeypersons to meet the needs of the Yukon labour market. With complete consensus, informants felt the program was necessary in Yukon as it allows citizens to cultivate local talent, become certified, and contribute to the local economy. The program allows for a standard of performance and competencies and prevents people from being trained in isolation of standards and certificates. The program ensures that no one can dispute the skills of the tradesperson and enhances mobility of employment within the Yukon and across Canada.

*“The Yukon Government is meeting the needs of employers through its apprenticeship training program.”*  
- Key informant interview

Focus group participants felt it is important to have a Yukon-based program to allow participants to stay closer to home and to better reflect northern realities and needs. Many commented on the benefits of smaller and more intimate class sizes and that despite being a small jurisdiction, many felt that the program was delivering a reasonable supply of labour even in Yukon's “boom-bust” economy.

The **stakeholder survey** provided supporting evidence regarding the extent to which the program has been effective in producing its intended outcomes. Most (79%) of the stakeholders felt the program had been highly successful in ensuring apprentices are trained to national standards, and the majority (70%) indicated that the program has been successful at providing employers with a qualified workforce.

While the program is effective for everyone that completes it, it was highlighted throughout the evaluation that not all apprentices completed the program to become a certified journeyperson. This was not seen completely as a reflection of the program (e.g., individuals dropped out because of personal reasons or lack of interest) but there was a consensus that the program could be more flexible and that the program staff could put more effort into helping apprentices become certified. There were also discussions around introducing more designated trades and training in the Yukon, as having to travel or complete courses by correspondence was sometimes a barrier to program completion.

*“The Yukon experience of completing Alberta coursework by computer correspondence in a classroom is not a particularly effective way to learn.”*  
- Survey participant

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<sup>6</sup> Dictionary.com. Effective (adjective): adequate to accomplish a purpose; producing the intended or expected result. Retrieved from: <http://dictionary.reference.com/browse/effective>



One of the largest criticisms to the effectiveness of the program included the narrow scope of the trades that some apprentices received, which is no fault of their own. For example, some apprentices may work for a small employer and are not able to carry out the breadth of work that is expected over the four years of their apprenticeship. Informants felt this can become an issue as apprentices may complete their apprenticeship and will not be prepared for jobs elsewhere in the labour market or to complete their Red Seal at a later date.

*“There is a huge demand for tradespeople in Yukon, but the challenge is getting them qualified and job ready.”*

- Key informant interview

Another criticism included the “reactiveness of the program”, as the program curriculum, while structured, tends to react to the current labour market conditions. For example, because there is a current housing shortage, many of the trades will focus on skill development in the construction sector.

Lastly, informants noted that while the program has been effective for those that enroll, the program could become more effective at producing qualified tradespeople to meet the labour market demand if more individuals were engaged in the trades. Informants suggested that the government needs to put more emphasis on recruiting individuals to become apprentices and work in the trades.

#### 4.1.2 Are the appropriate trades designated to support Yukon’s labour market?

**Finding:** While the program is currently offering a large range of designated trades, evidence shows the labour market can support the addition of new trade designations.

The majority of informants from the **key informant interviews** and **focus groups** agreed that while the Apprenticeship and Trades Qualification Program offers a wide range of designated trades, some of the specific trades being offered are outdated and need to be revisited. They also indicated that many of the programs have outdated curriculum and are using outdated technology so this should also be reviewed and updated to ensure the programs are keeping up with the demands of the labour market.

*The labour market has changed and the way people work has changed – and this means that new trades need to be designated. There have not been any new trades introduced since 2004 and there is no regular review process in place to enable the addition of new trades. This needs to change to keep up with changes in the economy.*

- Key informant interview

Both the key informant interviews and focus groups also supported the need for a labour market assessment to identify potential new trade designations and priority of implementation. The following programs were identified by program staff and other key informants as being in demand in the Yukon and therefore, should be considered as new certifications<sup>7</sup>:

- Pile driving

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<sup>7</sup>Informants also noted that automotive technician, sheet metal worker and industrial mechanics should also be considered as new certifications however, these trades are already designated in the Yukon.



- Crane operator
- Small engine mechanic
- Heavy equipment operator
- Digital fabrication

*“The existing trades should be reviewed. They should take out old ones and put in new ones.”*  
- Key informant interview

Informants also felt that while some programs do not need to be updated on a regular basis, programs that are technology-based should be reviewed every few years to ensure that it is keeping pace with the needs of the market. There were also more specific suggestions about the curriculum. Some informants felt the current program was over-tied to Alberta curriculum, even if it didn't meet the needs of Yukon. For the most part, the majority (73%) of **survey** respondents felt that the program is meeting the needs of the industry in Yukon. However, just over one-half (53%) felt the program is keeping up-to-date with the technological changes in the trades.

#### 4.1.3 Are the entry requirements appropriate and consistent with other jurisdictions in Canada?

**Finding:** While the jurisdictional review supports that the entrance requirements for Yukon's Apprenticeship and Tradesperson Qualification Program is similar to other jurisdictions across Canada, there were mixed perspectives from informants surrounding the appropriateness of the entrance exam.

The **jurisdictional review** of entrance requirements for college trades across Canada supported that the entrance requirements for Yukon's Apprenticeship and Tradesperson Qualification Program are appropriate. On the whole, the entrance requirements for most Yukon trades programming are on par with jurisdictions across Canada; however, this is not true for every trade. For example, in Yukon, most trade programs require a grade 10 or equivalent education level in English, math, and science. This is below the requirement of a number of programs in other jurisdictions, which typically require a Grade 12 education level. Comparatively, most trades require a minimum of Grade 10 or 12 (depending on the trade) across Canada, but there are cases where minimums are as low as Grade 8, such as Ontario's requirement for brick laying, compared to the majority of others in the trade requiring Grade 12 (Yukon's minimum is 10 in this category).<sup>8</sup> In some trades an entrance exam can replace the education requirement; however, this also varies among provinces and territories.

The Yukon apprenticeship program does not recognize Math Essentials to meet its entrance requirements. This is consistent with other jurisdictions which do not recognize “basic math” or equivalent course levels as prerequisites for apprenticeship programs. The Yukon apprenticeship program's entrance requirements are generally consistent with other jurisdictions, but there are notable exceptions, particularly for those trade areas requiring advanced math skills.

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<sup>8</sup> Ellis Chart, “Home,” last modified Feb 24, 2016: <http://www.ellischart.ca/about/211.3s-eng.html>, search Trade Education and Entrance Requirements details for each trade.



**Key informants** had mixed views on the entrance requirements for the program. While some informants felt the entrance exam for the program is both necessary and appropriate, others felt that some components of the exam (e.g., math) are quite difficult and not needed to be successful in these particular trades.

The majority of informants noted that many of the individuals that fail the entrance exam are capable of completing an apprenticeship but do not have the “book smarts” to complete the written examination. There were two lines of thought on the entrance exam; some felt that the entrance exam should be revisited and should better reflect the skills needed to complete each trade, while others felt that the exam should keep its current level of rigour but that program staff should be assessing individuals in advance of the exam and working with them one-on-one to ensure they are prepared to write the exam. They also felt that the department should have a more rigorous process to support the individuals that try and fail the exam. This could include workshops, training materials or mentors.

*"The exams are a real problem. They are written using language people in the industry don't use. I'm a ten year Journeyman with my own business, and I would have a hard time with the exam. I get that you need some kind of test, but these exams don't test your knowledge, they test your test-writing skills. That needs to change."  
- Key informant*

Another suggestion to help ensure that people are aware of the admission requirements is to communicate the admission requirements at the high school level so that students are aware at a young age that they need specific courses and skills to enter into the trades.

By far, the biggest criticism of the admission requirements was that the entrance examination is solely a written exam and that there are no points for technical performance. It was felt that while many individuals will not have any previous technical experience there should be acknowledgement for those that do. Therefore, many informants, especially program staff, felt the entrance process needs to be reviewed to determine if there should be a practical part to supplement the written component, if the academic level of the written exam should be lowered, or if the entrance exam should differ in level of difficulty depending upon the trade being pursued.

Responses from the **stakeholder survey** around entry requirements were positive, with most participants indicating they were satisfied with the application process (85%).

**Key informants** emphasized that the ongoing Harmonization Project will align the entry requirements, rules, processes and standards for apprenticeship across Canada or specific regions so there is more consistency in the way people enter the trades and work toward certification.

#### 4.1.4 Are the rates of pay for apprentices appropriate and consistent with other jurisdictions in Canada?

**Finding:** As there is no fixed rate of pay for apprentices across Canada, on the whole, the rates of pay for apprentices was deemed appropriate for the Yukon labour market.



The Yukon mandates a wage ratio for new apprentices compared to a newly certified journeyman. These wage ratios are regulated by the Yukon Apprenticeship Training Act of 2003. According to this Act, first-year apprentices in the Yukon should receive 60% of a journeyman's per hour wage. Then, the percentage of pay for apprentices increases for every level completed (year of program, hours worked etc.). Those apprentices in the last year of their program may earn between 90% and 95% of the journeyman's per hour wage, depending on the particular trade. This practice of indexing apprentice wages to journeymen's wages, based on levels completed, is common across Canadian jurisdictions.

In other jurisdictions, the fixed ratio of apprentice wages to journeyman wages may be as low as 40% and reach a maximum of 80%. There is no one model which is consistently applied in other jurisdictions to address the challenge of wage ratios. For each jurisdiction and for each trade area, there are minor differences which affect compensation.

**Key informants** and **focus group participants** were in agreement that the rate of pay for apprentices was both appropriate and competitive. They believed that starting off at 60% and increasing to 95% of a journeyman's salary by the time they are in the end of their fourth year is what makes going in to the trades very attractive. On the other hand, it was also felt by some that the high rates could also be a barrier to apprentices taking the initiative to complete their apprenticeship and write their journeymen's exam, as many apprentices may not be motivated to complete when they are already at 95% the pay level with less responsibility than a journeyman.

*"The rate of pay is good to get people in the program but may be a disadvantage when getting people through the program."*  
- *Key informant interview*

Most were on the same page when it came to the high level of pay towards the end being a barrier with the exception of a union representative. This wasn't seen to be such an issue because unions have collective agreements that include an incentive to move their members through the program and get certified. For example, a union representative reported that an apprentice has five years to complete the program once they start, and if they do not complete within that time frame, the individual will be removed from the union.

A few informants also noted that while the 60% rate is appropriate to get individuals in the program, the higher rate of pay for an apprentice can discourage employers from entering the program, which in turn may give them a competitive advantage as they will hire "helpers" at a lower cost.

When asked about level of satisfaction in the **stakeholder survey**, three quarters (75%) of the respondents were satisfied with the rate of pay for apprentices. Respondents not satisfied with the rate of pay expressed issues including:

- The rate being too high (e.g., 60% of a journeyman's salary is too high to pay someone with no skills or work experience starting off).
- The rate being too high by the 4<sup>th</sup> year and discouraging people to become journeymen.
- The need for an industry set rate schedule. The current rate schedule is seen as being too flexible and differs from employer to employer.
- The rate the apprentices receive is too low as many people in the Yukon work away from home (i.e., in Alberta) and therefore, the pay off does not reflect the real cost of living.





*“The pay for an Apprentice is based on a percentage of the pay scale for a journey person. An apprentice starting out does not deserve this amount of pay. The program needs to be more flexible in the pay scale.”*

- Survey participant

#### 4.1.5 What are appropriate benchmarks for both programs that will allow for continuous program evaluation and delivery?

**Finding:** Appropriate benchmarks to allow for continuous improvement and delivery of the program included: the ongoing data collection of quantitative indicators such as completion rates, completion times, Red Seal certification rates, enrollment rates, apprentice and employer satisfaction, and labour force outcomes.

In the **jurisdictional review**, it was found that the Northwest Territories Apprenticeship Program Performance Report for 2009/10 to 2011/12 provides a series of benchmarks and performance indicators which will allow for the continuous evaluation and improvement of the program. Details include:

- Highlighted indicators of program success include completion rates, completion times, Red Seal certification rates, enrollment rates, and apprentice and employer satisfaction.
- Sources of data for evaluation include CMAS database, budget files, surveys, and provincial labour force data, and are grouped into four categories: stakeholder satisfaction indicators, comparative indicators, administrative indicators, and efficiency and effectiveness indicators.
- Administrative indicators include policy targets, annual events, meetings of the Apprenticeship, Trade and Occupational Certifications Board (ATOCCB), and Trade Advisory Committee (TAC).
- Efficiency and effectiveness indicators include completion rates, completion times (percentage of apprentices taking training each year), the average work hours, and program spending.

Based on a 2014 review, the Industry Training Authority (ITA) in BC recommends moving to new key performance indicators, tightly linked to meeting labour market demand targets, as well as achieving high feedback scores from its users. Other areas of potential improvement identified in the report include a seamless, outcome-oriented system, enhanced industry leadership, high-performance culture for ITA, and improving access for apprentices.

Both the **key informants** and the **focus group** participants recognized that the current system does not have an adequate evaluation system. It was pointed out by some that this current program evaluation exercise is the first in the program’s 50 year history. Suggestions for appropriate benchmarks that will allow for continuous program evaluation and delivery include:

- # of apprentices enrolling in the program
- Demographics of enrollments (age, community, aboriginal status, etc.)
- Pass/fail rate on entrance exam
- # of certifications achieved
- Completion rate in comparison to other jurisdictions (i.e. provincial/territorial)
- On –the-job assessments to assess practical skills



- Satisfaction level (apprentice and employers)
- Employment rate after program completion
- % of journeypersons employed in a trade-related position
- % of journeypersons employed in the Yukon

Detailed metrics should be collected and reported annually to help determine where the barriers to completion lie and where staff should be focusing their efforts.

#### 4.1.6 Does the program meet national standards?

**Finding:** The legislated and prescribed standards of Yukon-based trades programs are consistent with other jurisdictions across Canada.

The legislated and prescribed standards of Yukon-based trades programs are consistent with other jurisdictions across Canada. As noted above, the admission requirements to Yukon-based trades programs are also generally consistent with other jurisdictions across Canada.

The outcomes for individuals moving through the program are based on a number of factors which are independent of the program's curriculum or competency standards. Academic research in this space suggests that the participants' age, level of education (literacy and math abilities), socio-economic status, gender, and local economic conditions are all important success factors.

In general, all **key informants** felt that the Apprenticeship and Tradesperson Qualification Program meets national standards. It was felt that for most of the programs the curriculum is up-to-date (with the expectation of some of the technology-based programs) and that it prepares journeypersons to write their Red Seal examinations. On the whole, **focus group** participants also felt that the program meets national standards, despite the variability of employers and apprentices. It was noted that Yukoners who compete at the Skills Canada National Competition generally perform well.

In the **stakeholder survey**, the large majority (79%) of respondents felt the program ensured that apprentices are trained to the national standards, while just over three quarters (76%) felt the program ensures apprentices are trained to the standards of the Red Seal program.

Most informants also noted that they supported and were satisfied with the agreement between the Government of the Yukon and the Government of Alberta regarding the program relationship. Informants felt that the trade harmonization between the two provinces has served Yukon well and that being able to complete training in Alberta has been a large advantage to the apprentices.

*"The agreement with the province of Alberta is a win-win solution to helping address Yukon's apprenticeship and training needs."  
- Focus group participant*

Nevertheless, there were some concerns regarding the agreement with the Government of Alberta. The biggest concern, specifically from program staff, included the differences in the economy from Alberta and Yukon, and the realization that some program curriculum is targeted toward the Alberta economy and



does not properly reflect the skills and training needed to meet the needs of the Yukon economy. However, because Yukon follows the Alberta curriculum, the Yukon Government would have a difficult time implementing changes to the curriculum to reflect the Yukon labour market.

Another challenge noted of the Yukon-Alberta agreement is the loss of apprentices in the Yukon because many travel to Alberta to complete their in-school training and some find a job and do not return. It was felt that if more training was offered in Yukon then the program would not lose as many qualified journeypeople to outside the territory. It was also noted that the new Harmonization Project will be an improvement to the current arrangement allowing more flexibility when choosing where to attend training.

#### 4.1.7 Does the program meet the needs of its primary clientele?

**Finding:** While on a whole, it was found that the current program is meeting the needs of apprentices, journeypersons, and the industry, evidence supports that more interaction throughout the program could have a positive impact on the number of apprentices successfully completing the program and becoming certified journeypersons.

Overall, **key informants** and **focus group** participants felt the program is meeting the needs of its primary clientele. As noted previously, many felt it was important for Yukoners to be able to complete most of the program in the Yukon with a curriculum that supports the local labour market. The importance of qualifying for employment insurance during studies was also noted as one of the strengths of the program. However, results from the **stakeholder survey** were a little less positive, with just over two thirds (68%) feeling the program is meeting the needs of individual apprentices, and just under three quarters (73%) feeling that it is meeting the needs of the industry.

*“The program allows employers and the general public to be confident that they are hiring someone qualified and that they needed to reach a particular standard.”*

- *Key informant interview*

*“I thought the apprenticeship training was quite good. I love my job and I'm so happy to have found this career. The pre-employment program is what made this possible for me. I wouldn't have had the skills or confidence to start in a carpentry job without it.”*

- *Survey participant*

Among the survey respondents who thought the program has been less successful in this area, many reported issues with the level of interaction and support by the staff to help apprentices work their way through obtaining their journeyperson certification. This was also echoed by key informants and focus group participants, who indicated that the program could better meet the needs of its primary clientele by having more interaction and “check-ins” from program staff. Many informants indicated that there are not many touch points throughout the program and more support could be given throughout the apprenticeship program to encourage apprentices to make it to the end and complete their journeypersons examinations.

*“So much could be solved with better communication. As a new Apprentice, I really felt in the dark. Why can't Advance Education and the College, and even Service Canada, put together some kind of portal or*



*Apprenticeship 101 online to answer basic questions? It should also provide the path, like, here is the journey you are about to start. It would save everyone a lot of time.”*  
- Focus group participant

Some informants also noted that the program would benefit from an online portal/platform containing everything apprentices and employers need to know, in addition to having something where apprentices can log in to document hours instead of having to complete a log-book manually and submit it to the department.

As mentioned previously, there were also suggestions from key informants around the development of a blended learning system to help individuals that have learning disabilities or who are weaker academically. This could include individual learning assessments, mentorships, or a larger focus on practical skills vs. written examinations. Survey respondents also noted that exams should be more focused on the practical skills and less about what was learned in the classroom.

Concerns were expressed around the level of support for individuals in rural areas as it can be difficult for an apprentice to find certified journeypersons to supervise them. It was suggested that flexible work arrangements should be introduced to help support apprentices in this area. Examples included: arrangements where a journeyperson from one trade could supervise an apprentice from another trade or an apprentice could receive hours under an outside contractor on specific projects.

*“There needs to be a greater effort to work with rural communities and helping them access the skilled trades training that they need.”*  
- Key informant interview

Lastly, it was noted that while the agreement with Alberta benefits Yukon in many ways, some informants and survey respondents noted that the travel is a barrier to meeting the needs of the apprentices in the Yukon. To better meet these needs, the Department should review which programs receive the most uptake and consider offering these programs locally.

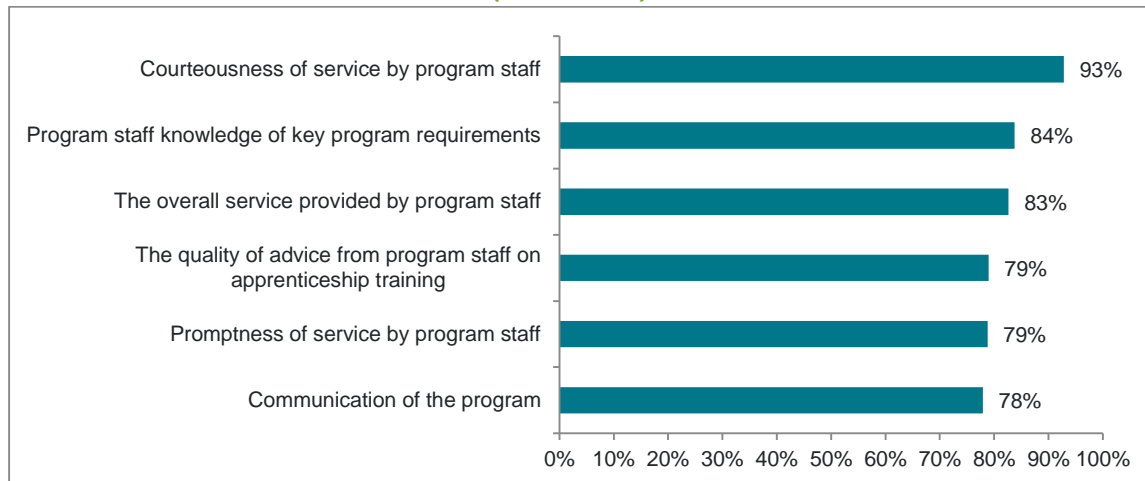


#### 4.1.8 How efficient are the Yukon's Apprenticeship Training and Tradesperson Certification programs?

**Finding:** All evaluation methodologies supported that the Apprenticeship and Tradesperson Qualification Program was successful in producing the intended outcomes of the program in an efficient manner with little waste of time and effort.<sup>9</sup>

Both **key informants** and **focus group** participants felt that the program and program staff were efficient in attracting individuals into the program and helping them work their way through the program to become a journey person. Overall, results from the **stakeholder survey** on the perceived level of efficiency were also very positive. As can be seen in the figure below, respondents felt the program staff were courteous (93%) and knowledgeable (84%), with most (83%) satisfied with the overall service provided by program staff. The large majority (83%) was also satisfied with the requirements to complete the program.

**FIGURE 2: LEVEL OF SATISFACTION (7+ RATING)**



*Note: Percentages represent proportions of respondents that evaluated the respective indicator with a 7 or greater.*

There were suggestions from all groups on how the program could be more efficient. One suggestion included shortening the program (i.e., in Ontario, the four-year apprenticeship program is now three years and covers the same material). Another suggestion that came up numerous times through the evaluation was the need for an online integrated system to streamline the log book process. It was felt that the current process is archaic and requires too much time from both the apprentice and program staff.

Many also felt Employment Insurance could be better integrated into the program. Most apprentices felt the Employment Insurance system was confusing and some suggested that information sessions to help apprentices learn to navigate the system would be of great benefit. One informant noted that he has specifically seen many times where an apprentice should have had EI for their block training but had been late filling out forms or filled out a form incorrectly so had to go 8 weeks without any income. Another noted that EI should also be available to students in the Pre-Apprenticeship Program at the College.

<sup>9</sup> Dictionary.com. Efficient (adj.) Performing or functioning in the best possible manner with the least waste of time and effort. Retrieved from: <http://dictionary.reference.com/browse/efficient>



Fewer respondents felt the program staff were prompt or gave quality advice on apprenticeship training (79%). Consistent with the previous finding, 78% were satisfied with the communication of the program.

#### 4.1.9 What administrative improvements, if any, can be made to assist clients in achieving their certification?

**Finding:** On a whole, findings from the key informant interviews, focus groups participants, and the stakeholder survey supported that the administrative procedures of the program were working; however, a need was expressed to implement an on-line integrated system to streamline the process - specifically the log book process.

**Key informants, focus groups** participants, and results from the **stakeholder survey** supported that the administrative procedures of the program were working and that there was minimal to reasonable administrative burden. However, while the administrative process seemed to be working quite well, there were many recommendations that emerged throughout this evaluation on how the administrative process could be improved.

First and foremost, all lines of evidence pointed to the “archaic-need” of the department’s paper-based system and that an online system was needed. Having an online platform would streamline processes, freeing-up program staff, apprentice and employer time, as well as making it easier for staff to review and interact with current apprentices.

*"We spend so much time at Adv. Ed doing paperwork that it eats valuable time where we could be going to job sites, and spending more time with people. It is time we move from paperwork to a digital administrative system, like they have elsewhere."*  
- Focus group participant

Within the Yukon and in other jurisdictions, there are challenges with respect to the marketing and communication of critical information relating to apprenticeship programs. Both key informants and focus group participants almost universally noted poor communication as a program-wide deficiency at both the department and college levels. Employers and apprentices especially noted this. For example, apprentices found it difficult to navigate the program because processes and timelines are not clearly explained. Others mentioned that many employers may not be involved in the program as they do not see the value in hiring apprentices and that there should be directed marketing to employers to get them involved.

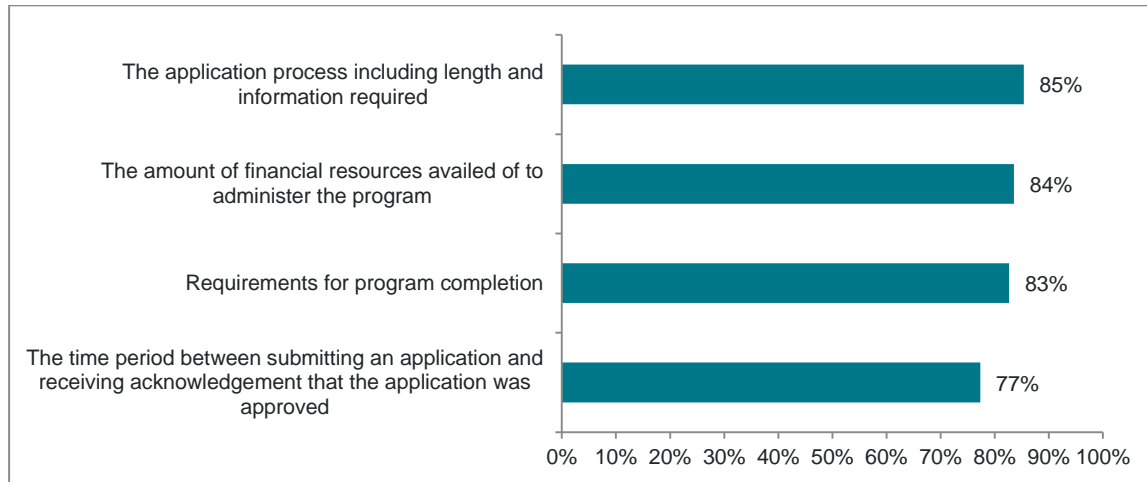
In relation to the lack of marketing around the program, many felt public schools need to better integrate trades. Currently, trades are seen as a vehicle to get kids to graduate, especially in rural Yukon communities. Universally, focus group participants felt public schools are graduating too many students who do not have basic reading, writing and math. This becomes a problem downstream that the Apprenticeship Program is not equipped to deal with and causes issues.

*Shop teachers at the high school level should promote their programs as an equal and interesting career path, and work to reduce stigma of manual work being for the lower class.*  
- Survey participant



In general, the large majority of respondents from the **stakeholder survey** were satisfied with the application process including: length and information required (85%), the financial resources used to administer the program (84%) and the requirements for program completion (83%). Most respondents (77%) were also satisfied with the time period between submitting an application and receiving acknowledgement that the application was approved.

**FIGURE 3: LEVEL OF SATISFACTION ASSOCIATED WITH APPLICATION PROCESS**



*Note: Percentages represent proportions of respondents that evaluated the respective indicator with a 7 or greater.*



## 5 Outcome Evaluation Findings

### 5.1.1 How can program managers increase the rates of successful completion of journey person certification while meeting the needs of industry and client groups?

**Finding:** There were many suggestions given on how program managers can increase the successful completion of the journey persons certification, including a primary focus on screening, tracking, and personal support to ensure apprentices entering the system are positioned for successful completion. This also involves a clear understanding of the apprenticeship system, financial supports available, and a clear pathway to completion.

The key to high apprentice completion rates, as identified in the **literature** include: screening, tracking and personal support, leading to introduction of regional advisors to follow, coordinate, track and support apprentices and liaise with employers and other partners such as training providers and the K-12 system. Increased tracking and regular follow-up with registrants through the course of the program is also important.

**Key informants**, especially departmental representatives, identified the need for a blended learning model to help more individuals enter the apprenticeship and tradesperson program and successfully follow through to the end of the program and obtain their journey person certification. They highlighted that many people that enter the trades do not always have the “classroom skills” to pass the written exams but have the hands-on skills needed to perform the practical components. This also flows into the suggestion that program staff should spend more time at an individual level tracking the apprentices and following up with them to ensure they are not having any issues completing the program.

Another suggestion that kept emerging from both the focus groups and the key informants was to revisit the wage ratios. Specific examples included lowering the overall ratios (e.g., start at 50% and go to 85%) or only increasing ratios on a yearly basis instead of every 6 months (e.g., 60% in year 1, 65% in year 2, 70% in year 3, and 75% year 4). It was felt that an apprentice would have more of a push to complete the program if there was a larger gap in pay than the current schedule.

As mentioned earlier, informants also felt that the Employment Insurance process should be more streamlined to help apprentices complete their classroom training without any issues and to complete their journey person certification in the minimum amount of time. Lastly, informants highlighted that the harmonization program would help increase the number of apprentices completing the program as it would allow them to work anywhere in Canada and still obtain the hours and/or courses needed to get certified.

Apprentices, journey persons and employers were also asked if they encountered any challenges when applying for or completing the Apprenticeship and Tradesperson Qualification program. While over three quarters (77%) of the respondents reported they encountered no issues, some of the challenges that were noted included:





- Entry requirements – stakeholders reported having issues with upgrading their math skills to qualify for the program, and others reported that they had been out of school for many years and felt that the entry requirements should take into consideration past experience and not just high school marks.
- Communication – stakeholders felt there was a lack of communication that should be addressed. More specifically, they indicated more communication is needed on what steps are involved for an apprentice to complete the program on time, information on what the pay scales should be, and addressing the overall lack of interaction from the program staff – ensuring they track progress and follow-up with the apprentices.
- Employment – some stakeholders reported having issues finding employment, finding certified journeypersons to sign off on their hours, and lastly there were direct issues with employers (e.g., not offering the expected rate of pay and raises, not encouraging the apprentices to write the journeyperson exam).
- Employment Insurance – A few stakeholders noted that they had issues when applying for and collecting EI while on their training.
- Travel – Stakeholders noted challenges in completing the blocks of training when it requires travelling to another province to complete the program.

*“I have had no support from the apprenticeship board to ensure I had employment in my field.”*  
- Survey participant

When specifically asked how the Government of Yukon could increase the rates of successful completion of the journeyperson certification, some of the suggestions provided by the stakeholders included:

- Provide additional financial incentives for apprentices to go back to school (e.g., especially when having to travel);
- Provide more designated trades and training in Yukon;
- Update courses to keep up with industry standards;
- Work with employers to ensure apprentice work placements;
- Increase journeypersons wages and therefore apprentices wages;
- Incentivize employers to participate in the program and employ more apprentices;
- Create more jobs (e.g., departments should implement policies where an individual is not able to get a permit without being certified, or incentivize the use of local labour);
- Provide better quality training that takes into account the needs of the labour market; and
- Look at blended learning models and do not solely focus on written examinations.

*“I found that having to leave the Yukon for my training to be the most deterring element to achieving my Red Seal and is a part of the reason why I will not be returning at this time as I am trying finishing it.”*  
- Survey participant



## 5.1.2 How can program managers increase participation in the programs while meeting the needs of industry and client groups?

**Finding:** There were many suggestions given on how program managers can participate in the program while meeting the needs of industry. The key actions mentioned included: promote the program in high schools; communicate directly with specific target populations; the need for government to influence policy to help increase participation in the trades; offer more trade programs in the Yukon; and employers need to be incentivized to start or take on more apprentices.

**Key informants** highlighted that in order to increase participation in the programs while meeting the needs of industry and client groups, the program needs to be promoted more to students while in high school. It was felt that this is when the important decisions are being made – from course selection (ensuring they have the right prerequisites to get into the program) to choosing the specific program of interest. It was felt that it is the department’s responsibility to get out to the schools to ensure students know what programs are available to them, the opportunities in the labour market, and the benefits that come along with becoming an apprentice (e.g., starting at 60% of a journeyperson’s salary, EI available for training). There were also suggestions that communications should be directed at specific target populations (e.g., First Nations and new Canadians).

*“Staff in the Advanced Education Branch should work collaboratively with the High Schools to ensure students get the education and credits they need to enter the trades.”*  
Key informant interviews

*“There needs to be more work done about letting students and youth know about opportunities in the trades.”*  
- Key informant interview

Some informants felt the government needed to step in and influence policy to increase participation in the trades. For example, by influencing procurement to hire local companies (labour), there would be more uptake in the program to help fill the labour market needs. There are existing programs that provide assistance to employers; for example, the START program in Nova Scotia, and the Apprenticeship Wage Subsidy Program in Newfoundland and Labrador, give preference to employers who hire from under-represented groups.

When asked directly what the Government of Yukon could do to increase participation in the Apprenticeship and Tradesperson Qualification Program, respondents from the stakeholder survey suggested it should advertise the trades in high schools, create more jobs for local tradespeople, and offer more designated trades and training in the Yukon that will help people find jobs. Stakeholders also thought that employers need to be incentivized to start or take on more apprentices.

*The local government and local unions need to work tighter together to hire local guys instead of out of territory guys.*  
- Survey participant



## 6 Recommendations

### 6.1 Recommendations

This section offers a series of recommendations that have emerged through the research, consultation and analysis conducted. To effectively operationalize these understandings, a thematic foundation is provided to offer five clear areas of focus. The recommendations articulate specific activities or approaches that can be taken by the Yukon Government and its partners to advance the effective, relevant, and efficient delivery of the Yukon's Apprenticeship and Tradespersons Qualification Program.





### 6.1.1 Thematic Areas of Focus

Overall, five key themes emerged from the research conducted for the Yukon Government Department of Education Evaluation of Yukon's Apprenticeship and Tradespersons Qualification Program: collaborate, inform, communicate, align and respond. It was clear that these themes are closely interconnected, and must be addressed as a collective, as each logically feeds into the success of the others. Each of these themes is briefly elaborated on below:

#### **COLLABORATE**

Apprenticeship programs are not delivered through a single source, or in isolation of employer involvement. In fact, without the employer connection to sign an apprentice, the system would fail. The delivery of the Apprenticeship and Tradespersons Qualification Program is done so through partnership and collaboration with select service delivery agents within the Yukon. Additionally apprentices are often required to travel out of the territory to Alberta to access select trades' in-class education curriculum delivery. In order to bring about substantive change, Yukon Government and its partners and stakeholders will need to develop a means of working together in a more strategic, aligned, coordinated, and structured way.

#### **INFORM**

The collection and dissemination of relevant information were clearly identified as an opportunity to maximize awareness of apprenticeship and the systems, policies, regulations, and local channels through which it can be pursued and supported. It was identified by respondents that, while information is available, it is not always accessible or clearly understood. Further, organizations are often operating in silos with respect to research, program development and delivery, and planning. A more disciplined and dedicated approach to program knowledge, information exchange, and cooperative planning will result in improved delivery and increased completion from apprentice to journey person.

#### **COMMUNICATE**

Employers, community leaders, educational partners, and apprentices all indicated the need for increased and more effective communications. This relates to the need for more effective target marketing of the Apprenticeship and Journeypersons Qualification Program to a broader audience of potential apprentices, particularly within the school system. Communications include outreach and follow-up with business or industry associations to develop stronger relationships that can lead to increased apprenticeships, hands-on learning opportunities, or mentorships between apprentices and journeypersons. It was also identified that the level of interaction between Yukon Government staff and the apprentices in the system, as a means of supporting and informing decisions, may help influence completion rates and successful outcomes.

#### **ALIGN**

As a result of apprentices having to travel outside of Yukon for program in-class curriculum delivery access, there were concerns expressed relative to the alignment of what is taught in Alberta to the needs of the local Yukon economy. It is important to ensure that curriculum learning outcomes are meeting the needs of local employers, with an end goal to retain qualified journeypersons in the Yukon, and ensure an adequate supply of qualified labour to local employers.



## RESPOND

In essence, this theme is internally directed to the administrators of the Apprenticeship and Tradespersons Qualification Program as a means of ensuring that the program is being responsive and adequately resourced to achieve the goals and objectives. Research validated a high level of satisfaction with program staff and raised capacity concerns related to growth in the apprenticeship program, in relation to staff availability and capacity.

Theme	Goal Statement
<b>Collaborate</b>	Collaboration between and among all stakeholders who are positioned to inform and influence the intake and completion rates for those choosing to pursue an apprenticeship in Yukon, is driving positive results.
<b>Recommendations:</b>	<ol style="list-style-type: none"> <li>1. Investigate a blended learning system to support alternative learning models that assist applicants who require special considerations for entry due to learning disabilities, individual assessment results, or other barriers.</li> <li>2. Explore curriculum delivery models that support a reduced delivery time, without jeopardizing curriculum quality and content.</li> <li>3. Examine best practices for an on-line integrated system to streamline log book process (one model to explore is Apprent-a-track – BlueDrop Learning)</li> <li>4. Collaborate with Federal Government – ESDC – to ensure easy access to information related to use of Employment Insurance during layoff to attend in-class training for apprenticeship program</li> <li>5. Encourage greater interaction and knowledge exchange between Advanced Education Branch and Public Schools Branch to explore stronger linkages to promote pathways from high school to apprenticeship as a successful graduation outcome</li> </ol>
<b>Inform</b>	Evidence-based decision making is supported through reliable, current, relevant and accessible information.
<b>Recommendations:</b>	<ol style="list-style-type: none"> <li>6. Increase communications and program awareness with an audience-specific targeted message (students, job seekers, employers, general public) to accurately inform on apprenticeship and skilled trades</li> <li>7. Host information sessions at local schools, and share success stories with parents, students, faculty and administration, to demonstrate the “new world of skilled trades” – dispel the myths of skilled trades</li> <li>8. Create an information portal that can be utilized to match apprentices and employers for employment and apprenticeship opportunities (check out <a href="http://apprenticesearch.com">apprenticesearch.com</a>) as well as share relevant information related to regulations, grants and funding supports, employer-directed information, career information, etc.</li> <li>9. Promote greater awareness of the relative financial supports available in Yukon, as compared to other Canadian jurisdictions, as an incentive to support recruitment.</li> </ol>



<p><b>Communicate</b></p>	<p>Ongoing and interactive outreach is resulting in a clear and valuable understanding of apprenticeship and the systems and supports in place to guide and influence candidates and all stakeholders involved.</p>
<p><b>Recommendations:</b></p>	<ul style="list-style-type: none"> <li>10. Deliver career awareness information related to skilled trades at the high school level, in advance of graduation, to support students in making educated career choices</li> <li>11. Increase communication and collaboration between Advanced Education and Yukon Public Schools Branch to maximize partnership opportunities and greater support for dual credits towards apprenticeships, co-op placements that explore apprenticeship, and pre-apprenticeship at the high school level</li> <li>12. Increase check-ins between Advanced Education staff and apprentices, especially on jobsites, to ensure apprentices are getting a quality and diverse experience.</li> <li>13. Ensure Apprenticeship staff are fully knowledgeable of changing laws and regulations as they are the key source of information for those on the apprenticeship path</li> </ul>
<p><b>Respond</b></p>	<p>The department responsible for the Apprenticeship and Tradespersons Qualification Program is adequately positioned to respond to increased demand for staff/apprenticeship support, and knowledge is being transferred to support succession planning.</p>
<p><b>Recommendations:</b></p>	<ul style="list-style-type: none"> <li>14. Validate staffing requirements to ensure that the Apprenticeship Unit can carry out its role in the implementation and monitoring of the program, while also addressing the needs of registered apprentices, participating employers and journeypersons</li> <li>15. Ensure better synchronization with Employment Insurance so that transitions are more seamless for apprentices, avoiding situations where several weeks' wait time are experienced</li> <li>16. Examine the applicability of the current apprenticeship level exams to ensure alliance to industry language and to validate that it is testing knowledge, not simply test writing abilities.</li> <li>17. Identify barriers to entry into Alberta technical training for candidates, when it appears that space is actually available.</li> <li>18. Undertake a procurement consideration study that explores practices to encourage hiring local labour for local contracts</li> <li>19. Review and update internal practices and policies that guide staff interaction with apprentices completing the program to ensure it is effective, efficient, and strengthening completion outcomes</li> <li>20. Examine the National Harmonization Project as it seeks to align its standards with jurisdictions.</li> </ul>



<b>Align</b>	There is direct alignment within the Apprenticeship and Tradespersons Qualification Program and current and projected labour market demand across Yukon.
<b>Recommendations:</b>	<ol style="list-style-type: none"><li>21. Direct greater focus towards completion of apprenticeships to increase the number of journeypersons emerging through the program and entering the local labour market</li><li>22. Engage local employers in curriculum review of the current certified courses to inform on curriculum relevancy and to identify potential gaps; this will help ensure alignment between graduates and local labour needs</li><li>23. Examine alternative methods to ensure small employers are positioned to support apprentices through to completion, with sufficient hands-on learning opportunities across all skill and task levels, as required</li><li>24. Examine the opportunity to deliver high-demand apprenticeship programs in Yukon to avoid apprentices having to travel outside the territory and potential out-migration of talent that is in demand locally.</li><li>25. Carry out an in-depth study that examines wages paid to apprentices as a potential deterrent to completion of final exam and securing journeyperson certification</li><li>26. Examine best practices globally (Germany is one example) where programs offer sub-specialities, as trades become more complex.</li><li>27. Conduct labour market analysis to determine if new certifications should be added to meet the needs of the labour market and if so, which certifications should be priority</li><li>28. Consideration should be given to raising the entrance requirements for those trade areas requiring advanced math skills. This would move towards entrance standards in other jurisdictions across Canada.</li><li>29. Identify if there is a requirement to designate additional Red Seal Trades to ensure that Yukon's trade's needs are being met. This may increase Red Seal approved trades.</li></ol>



# Appendix A: Key Informant Interview Guide

## Introduction

As you know, the Yukon Government is conducting an evaluation of the Apprenticeship and Tradesperson Qualification Program. This evaluation is intended to gather evidence to measure the outcomes resulting from the available programs to support journeyperson certification in Yukon.

Your input is very important and will help inform program planning to strengthen Yukon's success in supporting Apprentices and Journeypersons to contribute to our local economy and meet local labour demand for skilled trade's jobs.

The information you provide is for evaluation purposes. Your specific responses will not be shared with the client, nor will they be attributed to you as an individual in any evaluation report resulting from this study.

Do you have any questions? Thank you, let's begin.

## Relevance

30. Do you feel the Apprenticeship and Tradesperson Qualification Program is needed in the Yukon? Why or why not?
31. Have these needs changed over the past 10 years? And if so, does the program meet these needs?
32. Do you think the goals and objectives of the program are consistent with current Yukon government? Why or why not?
33. Does the Apprenticeship and Tradesperson Qualification Program complement or duplicate any existing programs in the Yukon? Briefly describe.
34. Do you think the goals of the Apprenticeship and Tradesperson Qualification Program, that being, producing certified journeypersons and qualified tradesperson to help contribute to the local economy and meet local labour demand for skilled trades jobs, is understood by stakeholders – such as employers, candidates, industry and organizations?

## Design and Delivery

35. Are the trades currently available in the program appropriate to support the Yukon labour market? (*are the right trades being offered? should new trades be offered?*)
36. Have a list of programs available.
37. Are the entry requirements appropriate and consistent with the other jurisdictions in Canada?
38. Based on your knowledge, are does the Yukon offering competitive rates of pay for Apprentices and/or Journeypersons?
  - a. *Apprentice vs. Journeypersons pay ratio (60%)*
  - b. *Apprentice vs. Journeypersons pay ratio (60%) in comparison to other provinces*
  - c. *The average Journeyperson rate of pay vs. other provinces.*





39. Are the administrative requirements for the program appropriate? Based on your knowledge, what improvements can be made?
40. Have you experienced any challenges with the design or delivery of the program?
41. What do you feel are some of the best practices in the Apprenticeship and Tradesperson Qualification Program?

### **Success**

42. Do you think the program has been successful in meeting the needs of the candidates? What about the needs of industry? Why or why not?
43. How can Advanced Education tell if the program is meeting the needs of both employers and apprentices? What should they be measuring as benchmarks?
44. Why do you think some candidates fail to complete the program? What can be done to support the candidates so that more of them finish the program?
45. Where do you think Apprentices go after completing their certification? Stay in Yukon?
46. Where do you think apprentices go if they resign from the program? Do they end up unemployed? In another line of work? Remain in the field but not as an apprentice?
47. Are you aware of the differences between the Apprenticeship and Tradesperson qualification process? Briefly describe.
48. How can the program attract greater numbers of enrolments? What promotional activities would you recommend to try to attract people to a career in the trades? (women, older workers, new Canadians, young people)
49. Do you think there have been any unexpected positive or negative impacts resulting from the program? Explain?
50. What changes do you feel are required to improve the program (legislation or regulation)?

### **Closing**

51. We have come to the end of the interview. Do you have any other comments or questions that would be beneficial to the evaluation of the in Apprenticeship and Tradesperson Qualification program?

Thank you for your participation in this process.



# Appendix B: Focus Group Guide

## Introduction

As you know, the Yukon Government is conducting an evaluation of the Apprenticeship and Tradesperson Qualification Program. This evaluation is intended to gather evidence to measure the outcomes resulting from the available programs to support journeyperson certification in Yukon.

Your input is very important and will help inform program planning to strengthen Yukon's success in supporting Apprentices and Journeypersons to contribute to our local economy and meet local labour demand for skilled trade's jobs.

The information you provide is for evaluation purposes. Your specific responses will not be shared with the client, nor will they be attributed to you as an individual in any evaluation report resulting from this study.

Do you have any questions? Thank you, let's begin.

## Relevance

1. Do you feel the Apprenticeship and Tradesperson Qualification Program is needed in the Yukon? Why or why not?
52. Does the Apprenticeship and Tradesperson Qualification Program complement or duplicate any existing programs in the Yukon? Briefly describe.
53. Do you think the goals of the Apprenticeship and Tradesperson Qualification Program, that being, producing certified journeypersons and qualified tradesperson to help contribute to the local economy and meet local labour demand for skilled trades jobs, is understood by stakeholders – such as employers, candidates, industry and organizations?

## Design and Delivery

54. Are the trades currently available in the program appropriate to support the Yukon labour market? (*are the right trades being offered? should new trades be offered?*)
55. Have a list of programs available.
56. Are the administrative requirements for the program appropriate? Based on your knowledge, what improvements can be made?
57. Based on your knowledge, are does the Yukon offering competitive rates of pay for apprentices and/or journeypersons?
  - a. *Apprentice vs. Journeypersons pay ratio (60%)*
  - b. *Apprentice vs. Journeypersons pay ratio (60%) in comparison to other provinces*
  - c. *The average Journeyperson rate of pay vs. other provinces.*
58. What is working well with the Apprenticeship and Tradesperson Qualification Program? What is not working as well (challenges)?

## Success



59. Do you think the program has been successful in meeting the needs of the clients? What about the needs of industry? Why or why not?
60. How can Advanced Education tell if the program is meeting the needs of both employers and apprentices? What should they be measuring as benchmarks?
61. How can the program attract greater numbers of enrolments? What promotional activities would you recommend to try to attract people to a career in the trades? (women, older workers, new Canadians, young people)
62. What changes do you feel are required to improve the program (*increasing completion*)?

### **Closing**

63. We have come to the end of our session. Do you have any other comments or questions that would be beneficial to the evaluation of the in Apprenticeship and Tradesperson Qualification program?

Thank you for your participation in this process.



# Appendix C: Stakeholder Survey

## **Subject: Survey Invite: Review of Apprenticeship and Tradesperson Qualification Programs**

The Department of Education is conducting a review of its apprenticeship and tradesperson qualification programs. This review is intended to gather evidence to measure the outcomes resulting from the available programs to support journeyperson certification in the Yukon.

We would like to extend an invitation to you to complete this survey to share your perspective, insight or experience. Your input is very important and will help inform program planning to strengthen Yukon's success in supporting Apprentices and Journeypersons to contribute to our local economy and meet local labour demand for skilled trade's jobs.

### **To complete the stakeholder survey please visit:**

<http://survey.marketquest.ca/SE/?st=vOQ6bWn3YvcX8DfGy7XF%2bpuJfQqzf5EY>

Please note: The information you provide is for evaluation purposes only. Your specific responses will not be attributed to you as an individual in any evaluation report resulting from this study.

If you have any questions, please contact Judy Thrower, Director of Training Programs at [judy.thrower@gov.yk.ca](mailto:judy.thrower@gov.yk.ca) or by phone at 867-456-6749, or Patricia King, Director of Evaluation at [pkings@mqoresearch.com](mailto:pkings@mqoresearch.com) or by phone at 709-746-2875.

Thank you.



## Survey Questions

1. What is your home community?
    - List communities (*all Yukon*)
    - Other (please specify): \_\_\_\_\_
  
  2. What is your current status in relation to the Apprenticeship or Qualified Tradesperson Program?  
(*select all that apply*)
    - Apprentice
    - Journeyperson
    - Read Seal
    - Employer
    - Other (please specify): \_\_\_\_\_
  
  3. **If Q2 = Apprentice Or Journeyperson OR Read Seal** → Which of the follow statements best describes your current work situation? (2.1)
    - Working in my trade in the Yukon
    - Working in the Yukon but not in my trade
    - Working outside the Yukon in my trade
    - Working outside the Yukon not in my trade
    - Unemployed
    - Other (please specify): \_\_\_\_\_
  
  4. **If Q3 ≠ Working in with my trade in the Yukon** → Why are you not working in your trade in the Yukon?
  
  5. On a scale from 1 to 10, where 1 is “not at all” and 10 is “very”, how successful do you feel the Apprenticeship and Qualified Tradesperson Program has been at:
    - Ensuring Apprentices are trained to National standards (6.1)
    - Ensuring Apprentices are trained to National Standards for the Red Seal Program (6.1)
    - Ensuring that journeypersons are up-to-date with technological changes in their trades (7.1)
    - Ensuring that the Apprenticeship program continues to meet the needs of the individual Apprentices (7.1)
    - Ensuring that the Apprenticeship Program continues to meet the needs of industry in the Yukon (7.1)
    - Ensuring that journeypersons are employed in their field (7.1)
    - Providing employers with a qualified workforce (7.1)
    - Don't know
  
  - 5a. **If <6** → Why do you feel this way?
  
  6. On a scale from 1 to 10, where 1 is “not at all satisfied” and 10 is “very satisfied”, how satisfied are you with the following administrative components of the Apprenticeship and Tradesperson Qualification Program?
    - Communication of the program (9.1)
    - The application process including length and information required (1.3)
-



- The time period between submitting an application and receiving acknowledgement that the application was approved (9.1)
- Requirements for program competition (1.3)
- The rate of pay for apprentices (4.2)
- The amount of financial resources availed of to administer the program (8.1)
- Don't know option

**6a. If <6** → Why do you feel this way?

- 7.** The Yukon Government's Advanced Education Branch administers the Apprenticeship and Tradesperson Qualification program.

On a scale from 1 to 10, where 1 is "not at all satisfied" and 10 is "very satisfied", how satisfied are you with the following services received from Ministry staff?

- Program staff knowledge of key program requirements (9.1)
- The quality of advice from program staff on apprenticeship training (9.1)
- Promptness of service by program staff (9.1)
- Courteousness of service by program staff (9.1)
- The overall service provided by program staff (9.1)
- Don't know

**7a. If <6** → Why do you feel this way?

- 8.** In your opinion, what is the main reason that employers do not hire Apprentices? (7.1)
- Limited financial incentive
  - Don't want to lose employees that go back to complete training
  - Limited knowledge of the apprenticeship program and process of hiring apprentices
  - Lack of understanding of the benefits of hiring apprentices
  - Mentoring apprentices is effort/time consuming
  - Regulations are too strict
  - Ratio of apprentices vs. journeyperson too low
  - Other (please specify): \_\_\_\_\_

- 9.** What can the Government of Yukon do to increase participation in the Apprenticeship and Tradesperson Qualification Program? (10.1)

- 10.** How can the Government of Yukon increase the rates of successful completion of journeyperson certification? (11.1)

- 11.** Did you encounter any challenges when applying for or completing the Apprenticeship and Tradesperson Qualification Program? (1.3)

- a. Yes
- b. No

**11a. If yes** → What were these challenges?



12. In your opinion, what are the top three strengths of the Apprenticeship and Tradesperson Qualification program?
13. What are the top three weaknesses of the Apprenticeship and Tradesperson Qualification program?
14. Do you have other comments?

Thank you for participating in this survey.



## Appendix D: Document Review

The review of training programs in other jurisdictions includes policies, strategies and reviews of apprenticeship and trades development programs across Canada, as well as the view of national and regional organizations.

The universal objectives of these organizations and governments are to improve the quality of apprenticeship programming, improve employment opportunities for citizens, and the availability of workers for businesses. However, there are differing views on how best to accomplish these goals. Most jurisdictions agree that harmonizing training processes allow for a higher rate of completion is sensible, although the route to achieve harmonization is often lengthy. There is consensus that examining enrollment numbers, certification rates, and costs, will serve to evaluate and inform on program success.

British Columbia's independent Industry Trade Authority (ITA) is a crown corporation, which has recently received a renewed mandate to continue managing certifications in the province; a new "industry driven" path that appears to be emulated in the Atlantic Provinces. A major difference in the ITA approach is the use of labour market gaps as a measure of success using a detailed annual forecast and assessment of labour market supply and demand as opposed to graduation rates.

The challenge of retaining apprentices through their training, and qualifying apprentices into the program is a national issue, including particular issues with under-represented groups including Aboriginal people. ITA BC is returning to a system of advisors and improving tracking through the apprenticeship certification process.

Document	Evidence
Yukon Education Strategic Plan 2014-2019	<ul style="list-style-type: none"> <li>- Expected shortages in mining, tourism and oil and gas development, due to Yukon's small population and aging workforce nationally</li> <li>- Response coordinated through the Labour Market Framework and its strategies</li> <li>- Emphasis on increasing under-represented groups in labour market such as youth, women, immigrants, and people with disabilities through improved access to training, including rural community needs</li> <li>- Important to implementation is facilitating information on training and program needs to address gaps in the labour market, as well as increasing access to comprehensive training and trades initiatives.</li> <li>- Evaluate Yukon Apprentice and Certification Training Program with the Apprenticeship Advisory Board, industry, labour, educational institutions and clients, and develop a mechanism to ensure labour market needs will be considered in the program in the future</li> <li>- Ensure planning for training and education is based on high quality labour market information</li> </ul>
Yukon Education Annual Plan 2015-16: Strategic Plan Part B	<ul style="list-style-type: none"> <li>- Improved opportunities for post-secondary education and training objective includes the following actions: review the Students Financial Assistance Act, implementing the national apprenticeship mobility protocol, and completing the Labour Market Framework training demand report</li> </ul>
Memorandum of Understanding for Apprenticeship Technical Training Seats	<ul style="list-style-type: none"> <li>- Agreement between the Government of Alberta and Government of Yukon on the process of reserving technical training seats for Yukon registered apprentices, and that tuition and materials fees are paid to Alberta institutions</li> <li>- MOU is effective until July 31, 2016, and will therefore be re-visited within the next year</li> </ul>





Document	Evidence
Apprenticeship and Certification Board: Employer Engagement Action Plan, Manitoba, Feb 2012	<ul style="list-style-type: none"> <li>- Ministry develops tiered list of employers and meets one on one, targets sectors</li> <li>- Ministry actively advocates within government, with crown corporations, and liaises with employers</li> </ul>
Apprenticeship Training and Development policy, Manitoba, to be implemented by 2014-2015.	<ul style="list-style-type: none"> <li>- Government will only procure or contract with bidding contractors and subcontractors that are actively involved in the apprenticeship system</li> <li>- Financial incentives for employers, including hiring incentives for the hiring of Early-Level Apprentices, Advanced-Level Apprentices; and Journeypersons</li> </ul>
The NWT Apprenticeship Program, Performance Report for 2009/10 to 2011/12 Summary Version	<ul style="list-style-type: none"> <li>- Provides update on progress of collection of program performance measurement data on an ongoing basis, 3-5 year ongoing stakeholder surveys</li> <li>- Highlighted indicators of program success include; completion rates, completion times, Red Seal certification rates, enrollment rates, apprentice and employer satisfaction</li> <li>- Sources of data for evaluation include CMAS database, budget files, surveys, provincial labour force data, and are grouped in four categories: stakeholder satisfaction indicators, comparative indicators, administrative indicators, and efficiency effectiveness indicators</li> <li>- Administrative indicators include policy targets, annual events, meetings of the Apprenticeship, Trade and Occupational Certifications Board (ATO CB) and Trade Advisory Committee (TAC)</li> <li>- Efficiency and effectiveness indicators include completion rates, completion times (percentage of apprentices taking training each year), average work hours, and program spending</li> <li>- Program challenges include lower levels of completion, and entry for Aboriginal clients, Level 1 apprentice drop-out rate, and underrepresentation of female apprentices. Also, employers and students perceived lower quality of education at Aurora College, while CMAS data shows good performance by college students</li> <li>- Program promotions include unifying brand for the NWT Apprenticeship Program, academic support materials, study support plans, and learning modules to prepare pre-apprentice and apprentice candidates</li> </ul>
Yukon Trade Certificate of Qualification Process for Internationally Trained Workers, 2010	<ul style="list-style-type: none"> <li>- Process to grant credentials to internationally trained workers in the 48 designated trades that are able to meet the qualifications</li> <li>- Applicants must hold a trade certificate or required experience</li> </ul>
Strengthening the Red Seal Program: Lessons Learned & Next Steps, July 2012	<ul style="list-style-type: none"> <li>- Describes the results of pilot programs to test multiple forms of assessment, to support multiple choice examinations and enhance the endorsement process</li> <li>- "...the value of Red Seal is rigour and quality of its standards and assessment, and any that any enhancements to the program must maintain or increase this sense of rigour and quality" P.3</li> <li>- Concerns with the cost of multiple assessments, training and maintaining assessors, fast-tracking, and trade fragmentation</li> <li>- Developing the occupational standards, housed in a library, units of competency, each unit representing one module of learning, and multiple units making up a trade: Some units may apply to more than one trade P.13</li> </ul>
Coming Up Short: Barriers to Apprenticeship and the Shortage of	<ul style="list-style-type: none"> <li>- Review of Atlantic Canada Apprenticeship program, identifying barriers to employer engagement in apprenticeship as high costs of apprentice wages, poaching risks, information deficiencies, inflexible training arrangements, and lack of regional consistency</li> <li>- Quotes programs that provide assistance to employers - START program in Nova Scotia, and</li> </ul>



Document	Evidence
Labour, CFIB, Dec 2013	<p>the Apprenticeship wage subsidy in Newfoundland and Labrador, give preference to employers who hire from under-represented groups: however, calls for broader program of employer incentives to increase participation levels</p> <ul style="list-style-type: none"> <li>- Marketing, specifically issues with clarity and correctness of information provided,</li> <li>- Lack of locally available apprenticeship programs, leading to challenges to retaining apprentices after they take trades training in another region, also the ratio of one apprentice to one journeyman can limit the number of apprentices a business engages, the need for a ratio variance is onerous and not understood by business community, CFIB requests that the ratio better reflect possibility of apprentice turnover/poaching</li> <li>- Block release training said to increase time to complete, with one in four surveyed apprentices having been in program 1.5 times longer than the prescribed duration, regional consistency in delivery of programs and course sequencing limits labour mobility and exacerbates skilled worker shortage: the Atlantic Workforce Partnership is harmonizing apprenticeship programs trade by trade, CFIB states this approach is problematic because it will take too long, calls for a more comprehensive approach</li> <li>- Request for database or matching services to identify interested future apprentices to address difficulties locating registered apprentices, similar to ApprenticeBC (now Apprentice Job Match by WorkBC), and apprenticesearch.com in Ontario</li> </ul>
Atlantic Apprenticeship Harmonization Project (AAHP)	<ul style="list-style-type: none"> <li>- "AAHP will align the rules, processes and standards for apprenticeship in the four Atlantic Provinces so there is more consistency and efficiency in the way people enter the trades and work toward certification."</li> <li>- Goal is to harmonize 10 trades over 3 years (1. Bricklayer, 2. Cook, 3. Welder, 4. Metal Fabricator (Fitter), 5. Carpenter, 6. Instrumentation &amp; Control Technician, 7. Construction Electrician, 8. Industrial Electrician, 9. Plumber, 10. Steamfitter/Pipefitter); and, develop Atlantic shared Information Technology (IT) system</li> <li>- Harmonizing the following processes: administration of exams, low registration trades, fees, compulsory certification, marketing/promotion strategy, employers and apprentice incentives, training provider compensation, and completion rates</li> <li>- And the following standards: trade names, hours, Atlantic curriculum standards, exam data banks, log books, Atlantic Trade Advisory Committees, curriculum sequencing, and IT System (common system)</li> </ul>
Nova Scotia's Apprenticeship Agency: Discussion Paper, 2014	<ul style="list-style-type: none"> <li>- Discussion paper on creation of the Nova Scotia Apprenticeship Agency</li> <li>- "...framework includes a reconstructed board (industry driven) and trade advisory committees. These advisory committees will help the system be more responsive to the demands and labour market needs of each trade. The agency will also deliver a range of programs to encourage greater participation by youth, under-represented groups, and employers, and support individuals in their journey from pre-apprenticeship to post-journeyman certification."</li> </ul>
The Industry Training Authority and Trades Training in BC: Recalibrating for High Performance (independent review 2014)	<ul style="list-style-type: none"> <li>- The ITA review recommends increasing investment in the crown corporation, seen as an industry driven apprenticeship system,</li> <li>- The review finds positive results in the number of apprentices registered, and number of credentials earned. Favourable Red Seal pass rates in many fields, successful program reviews, but recommends moving to new key performance indicators, tightly linked to meeting labour market demand targets, as well as achieving high feedback scores from its users.</li> <li>- Areas of potential improvement identified in the report include: a seamless, outcome-oriented system, enhanced industry leadership, high-performance culture for ITA, and improving access for apprentices.</li> <li>- Outcome oriented system creates targets, developed through government, through comprehensive annual reporting on forecast labour market demand by sector, priority trades and geographic region: sub-targets be developed for under-represented groups in the labour market, and then the remaining labour market gaps be evaluated for temporary foreign workers, the</li> </ul>



Document	Evidence
	<p>annual reporting should also review the allocation of provincial resources to the trades as opposed to other areas of education,</p> <ul style="list-style-type: none"> <li>- Replace Industry Training Organizations (ITA funded bodies) responsible for program standards reviews and collecting industry advice with Sector Advisory Councils to engage industry, move responsibilities of ITOs back into ITA</li> <li>- Coordination of ministry/cross-ministry funding, and multi- year budgets, transfer of financial resources to ITA for management</li> <li>- The key to high apprentice completion rates are identified as screening, tracking and personal support, leading to introduction of regional advisors to “follow, coordinate, track and support apprentices, and liaise with employers and other partners such as training providers and the K-12 system”, investments will also be made in tracking registrants through the system</li> <li>- Section on business responsibility highlights need for mechanism to support SME engagement in training, and suggests possible models: “Australia, as an example, has established Group Training Organizations that hire apprentices and manage the training and administrative tasks for the duration of their apprenticeship. These organizations place apprentices with participating employers for specified periods of time and can move apprentices around to different work places to ensure they are fully trained.”</li> </ul>
<p>BC Industry Training Authority: 2015/16 – 2017/18 Service Plan</p>	<p>- “ITA has a new agenda: to efficiently and effectively deploy training investments that will optimize British Columbia’s skilled trades labour force, ensuring that we have the skills that best align with current and projected needs to sustain and grow our economy.”</p>
<p>Comprehensive Skills and Trades Training Strategy, The Labour Market Framework for Yukon, 2008</p>	<p>- Vision of the Labour Market Framework is to “build an inclusive and adaptable labour market that meets the demands of a strong and diversified economy and provides opportunity for a better quality of life for Yukoners.”</p> <p>- The first goal of the CSTTS is to “Ensure training opportunities are available for all Yukon people to adapt effectively and efficiently to changing skills, knowledge, and abilities”, which will be achieved by meeting the following objectives:</p> <ol style="list-style-type: none"> <li>1.1 Develop an integrated results-based training system.</li> <li>1.2 Improve essential skills and trades training programs.</li> <li>1.3. Improve both the provision and delivery methods of training programs in the communities.</li> <li>1.4. Support employers and self-employed individuals to access training programs.</li> <li>1.5. Foster employer investment in workplace learning.</li> </ol> <p>The second goal is to “Facilitate and improve learning and employment transitions”, which will be accomplished by meeting the following objectives:</p> <ol style="list-style-type: none"> <li>2.1. Increase awareness of post-secondary education options and student financial assistance.</li> <li>2.2. Build awareness of employment and training opportunities.</li> <li>2.3. Improve and promote access to trades training for high-school students.</li> <li>2.4. Use integrated teaching approaches that meet diverse cultural and learning needs.</li> <li>2.5. Establish an effective funding model that ensures continuity of funding programs.</li> </ol>
<p>Yukon Apprentice Training Act, 2003</p>	<p>The Act establishes the parameters for Apprenticeship programming including: Roles and responsibilities of the Director of Apprentice Training, Advisory Committees, the Apprentice Advisory Board, agreements of Apprentices and Employers; Granting provisions; and the scope of regulations for which the Commissioner in Executive Council can make regulations pertaining to the above entities or stakeholders,</p> <p>Areas of Regulatory jurisdiction include:</p> <p>Prescribing qualifications necessary to become an apprentice; the time, nature and scope of practical and theoretical training; duties and obligations of apprentices and employers; examination board appointments and examination provisions; issuance of certificates of status, completion or other certificates of competency or proficiency, and their conditions; recognition of certificates of occupational status; working conditions, hours of labour and rates of wages for apprentices; powers of the Apprentice Advisory Board, Director of Apprentice Training,</p>



Document	Evidence
	inspectors of apprentice training, training apprentices; provision of grants; provision of goods or services to apprentices or other persons employed in designates occupations; repayment provisions; payment of fees and fee rates; prescribing fines or imprisonment or both for violation of a regulation.



# Appendix E: Marketing Review

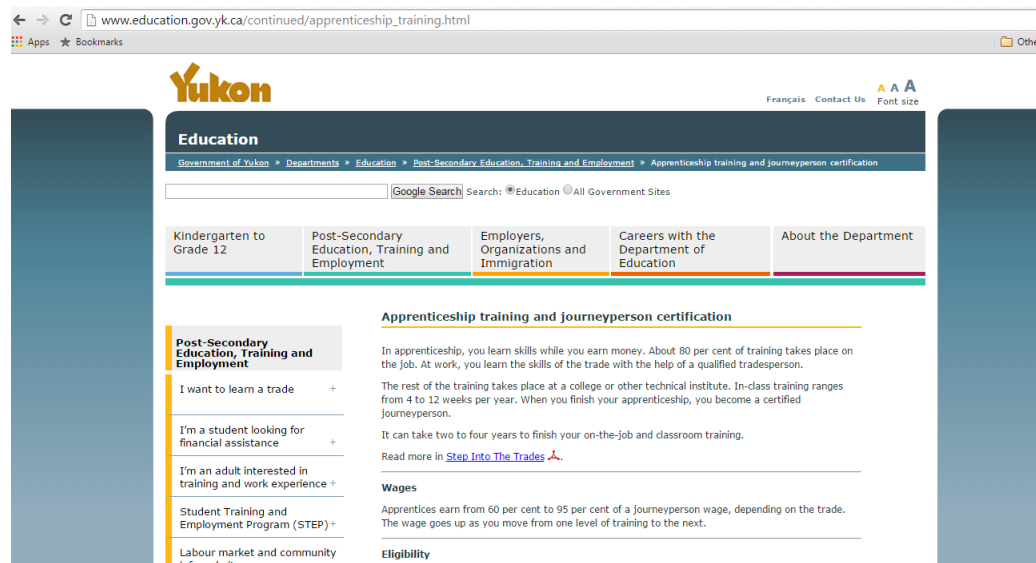
The accessibility of apprenticeship information is important to attract attention to the trades and highlight the programs that are available to support employers and potential apprentices. Most western provinces use a mix of print brochures and online communications tools such as websites and social media to reach their audiences.

Material on Yukon apprenticeships is relatively static in comparison to other western provinces and territories, dominated by text and limited to few print materials and a website that is a subset of the Department of Education's internet presence.

## Website

When evaluating the effectiveness of a website, it's important to understand the first impression that it imparts by looking at the screen as it is framed by a browser when the website loads. Here we compare the Yukon website highlighting apprenticeship training and journey person certification, with the BC Industry Training Authority website.

**FIGURE 4: YUKON APPRENTICESHIP TRAINING AND JOURNEYPERSON CERTIFICATION WEBPAGE**

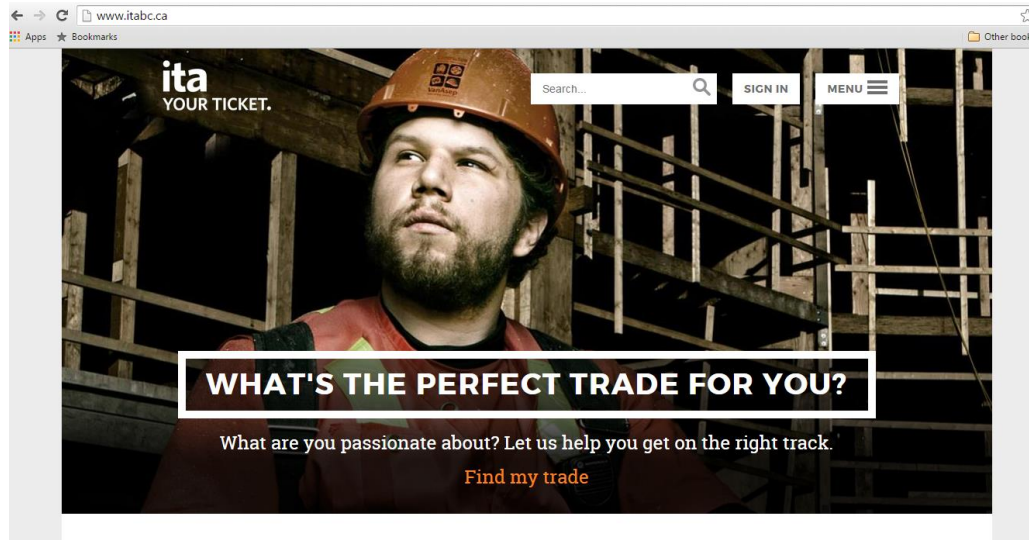


Approximately a third of the Yukon website is consumed with title pages and menus relevant to the Department of Education, while the ITA BC front page is a picture of an apprentice considering his future, with a simple message about the employment potential of the trades. Simple messages and images Both websites have content oriented to their potential audiences, which is a best practice in website design. When the content easily guides users to the content most relevant to them, the website is effective in presenting the correct information to the reader, more effectively. The Yukon website has less information directed at employers than the ITA BC website.



In terms of key word searches, searches for “Yukon apprenticeship” and “BC apprenticeship” yielded each of the test websites as the top search in the Google search engine. Search engine rankings are crucial for visibility on the internet, and mitigate the risk of being buried in a larger website, as is the case with the Yukon apprenticeship training and journey person certification.

**FIGURE 5: BC INDUSTRY TRAINING AUTHORITY WEBSITE**



### Social Media

Yukon and the province of Alberta do not have a dedicated social media presence, which is uncommon in Western Canada. The Northwest Territories has a number of programs active on social media, but they do not appear coordinated.

Region	Twitter	Facebook	YouTube
<b>BC (ITA BC)</b>	1,574 followers	6,018 likes	Up to 9,000 views/video
<b>Saskatchewan (Sask Apprentice)</b>	975 followers	2,057 likes	Up to 150 views/video
<b>NWT</b>	571 followers (@skillsnt)	417 likes	Up to 200 views/video (Essentials NWT)
<b>Yukon</b>	None	None	None
<b>Alberta</b>	None	None	None

### Print Materials

Yukon produces the Step into the Trades, a 28 page brochure directed at graduating high school students that describes the length of 40 apprenticeships and relevant skills and interests. Resources to support apprentices are listed briefly at the end of the brochure. Saskatchewan also has brochures that introduce the trades on its website, including three fold pamphlets that describe industry scholarships, and the Saskatchewan Youth Apprenticeship Program. Both websites provide links to download Adobe PDF versions of the documents.



ITA BC, by contrast, has fewer print materials and more informative online tools and videos embedded in its website. There are a few question and answer documents used to supplement information which is predominately housed on the internet.