

Apprenticeship Futures Commission

Meeting Tomorrow's Needs

Presented to
The Minister, Manitoba Competitiveness, Training
and Trade

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Responsive

Client-centered

Outcomes-Based

Quality

MEETING TOMORROW'S NEEDS

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MEETING TOMORROW'S NEEDS

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GLOSSARY OF TERMS AND ACRONYMS

- ATOQB – The Apprenticeship and Trades Qualifications Board
PTACs – Provincial Trade Advisory Committees
SYAO – Senior Years Apprenticeship Option
MCTT – Manitoba Competitiveness, Training and Trade
MECY – Manitoba Education, Citizenship and Youth
PLAR – Prior Learning Assessment and Recognition

The Apprenticeship and Trades Qualifications Act

The legislative and regulatory base for apprenticeship training and trades certification.

Active Registered Apprentice

Someone actively participating in the apprenticeship training (either enrolled in a level of technical training or participating in practical training with an employer).

Apprentice

Means a person who enters into an apprenticeship agreement with an employer.

Apprenticeship Agreement

Means an agreement entered into by an apprentice and an employer in which the apprentice undertakes to learn designated trade through apprenticeship training and the employer undertakes to employ the apprentice and provide the apprentice with practical experience and the opportunity to obtain technical training.

Apprenticeship Training

Means training received by an apprentice in a designated trade as required under the Act and includes practical experience and technical training.

Compulsory Occupations

Compulsory occupations require workers to be certified or registered as apprentices in order for them to practice in the occupation.

Designated Trade

Is a trade that has been designated by the Board and objectives, standards and requirements have been established or approved for apprenticeship training and certification in the trade and for certification in the trade without apprenticeship training.

Designated Trainer

- A designated trainer is an individual who has not been certified in the trade but has been approved by the director and:
- Has been employed in the relevant trade in the immediate preceding 10 years for 1.5 times the term of apprenticeship in that trade; and
- Has experience in 70% of the scope of the relevant trade.

Non-Red Seal Trades

A non-red seal trade is a trade where an interprovincial red seal endorsement is not available. Generally these are trades that are not common to all jurisdictions. Non-red seal trades do not have National Occupational Analyses (NOAs) or interprovincial examinations and are defined and validated by the individual jurisdictions.

Practical Experience

Means the part of apprenticeship training in which an apprentice works on a job site learning the skills of a designated trade under the supervision of a journeyman.

Red Seal Trades:

A nationally registered trademark symbol adopted for the Interprovincial Standards Program to signify interprovincial qualification of tradespersons at the journeyman level. It is affixed to the provincial and territorial Certificates of Apprenticeship and Qualifications of the apprentices and tradespersons who have met the national standard in a Red Seal Trade. The Red Seal is a passport that allows the holder to work anywhere in Canada without having to write further examinations.

Technical Training

Means the part of apprenticeship training in which the apprentice receives formal instruction, including theoretical aspects of the designated trade designed to complement skills acquired through practical experience.

EXECUTIVE SUMMARY

Manitoba's economy is currently robust and projected to have strong growth. However, specific sectors of the economy and some individual businesses will continue to be challenged in maintaining ongoing growth and prosperity. Globalization, increased competition and labor market shifts have resulted in the need to be innovative and aggressive in developing and executing strategies to prosper in the current and future environments. Meeting the requirements for skilled workers will be the central focus of many strategic efforts.

Manitoba is also experiencing historically low unemployment rates, resulting in widely reported labour shortages, particularly in the skilled trades. The labour market faces competition for skilled workers particularly as western provinces experience strong economic activity. The shortage of skilled labour, that has been increasingly evident over the past decade, has reached a point where in some sectors it will determine whether or not economic activity can be sustained or expanded.

The need for skilled workers is clearly essential to maintaining economic activity. It is important to acknowledge and respect the shared interests of employers and employees as well as the larger community in sustaining viable economic activities. However, any consideration of policies or initiatives to address specific economic factors such as the supply of skilled workers cannot be viewed in isolation of other considerations, including public policy. As was noted by the Task Force on Access to Professions and Trades in Ontario (1989), fixing the balance between interests that should be seen as complementary, but perceived by some as competing, is a difficult task.

As one measure to support the increased need for skilled workers, in the spring of 2007 the Government of Manitoba committed to enhancing and significantly expanding the existing apprenticeship training and certification system. This system which has a long history is considered to be one of the important models contributing to the development of a skilled labour force. In support of this commitment, the Minister of Competitiveness, Training and Trade established the Apprenticeship Futures Commission in September, 2007. The role of the Commission was to consult with employer and employee representatives, business sectors, community interest groups, education and training providers, as well as the general public regarding the apprenticeship model and make recommendations that would contribute to the future strategic direction for enhancing skilled trades in Manitoba.

The objectives of the consultation process and thus the mandate of the Commission were:

- To identify opportunities and challenges with respect to meeting the changing and evolving needs of the Manitoba labour market;
- To engage, key stakeholders to develop creative, innovative and practical solutions/approaches focused on flexibility, enhancements and/or expansion of, the apprenticeship training and certification system; and
- To make recommendations intended to achieve improvements to, and expansion of, the apprenticeship system and its service delivery mechanisms.

The Apprenticeship Futures Commission established four general themes as the basis for requesting input and as a 'lens' through which the Commission would consider the apprenticeship training and related certification systems; access, engagement, innovation and effectiveness. The Apprenticeship Futures Commission advertised in several publications across the province and via radio, the opportunity to present at a public consultation session and/or complete the on-line survey. The Apprenticeship Branch also sent notices to all apprentices and employers who have been involved in the system within the prior five year period. A submission guide available through the website provided guidelines for the areas of inquiry.

The Apprenticeship Futures Commission considered information provided through the following

1. Five public consultation sessions held in Winnipeg, Brandon and Thompson;
2. Targeted consultation sessions with approximately 43 groups;
3. One hundred and eighty- nine responses to an online survey made available on the AFC website;
4. Eighteen written submissions; and
5. Numerous relevant documents about apprenticeship.

As the basis for reviewing and assessing all input and for developing and prioritizing the recommendations, the Apprenticeship Futures Commission articulated both role and vision statements. It must be understood that these may be refined through the implementation process.

Role of Apprenticeship in Skill Development

To ensure that the Manitoba labour market has sufficient qualified and certified (as defined by industry standards) tradespeople to meet the current and future requirements of a prosperous economy.

Future Vision for Apprenticeship in Manitoba

To be a 'best-in-class' apprenticeship system. It will be:

- Flexible and responsive to the current and emerging needs of the Manitoba labour market;
- Focused on the employer and apprentice 'client';
- Based on high employer and apprentice participation and apprentice completion rates; and
- Characterized by top quality technical and on-the-job training.

RESPONSIVE

CLIENT-CENTERED

OUTCOMES-BASED

QUALITY

Findings of the Consultation Process

The following provides summary results of the consultation processes including public presentations, written submissions, targeted interviews and on-line surveys.

The Manitoba Labour Market

The apprenticeship 'foot print' as part of the total employed labour force in Manitoba is relatively small. As of December 2007, 6273 individuals of the employed labour force in Manitoba (approximately 598000) are registered in an apprenticeship program. This is approximately 1% of the employed labour force. However, in some sectors such as construction, manufacturing and transportation as much as 20% of their labour force is in skilled trades. According to the Manitoba Bureau of Statistics, in 2005 individuals employed in the category of trades, transport and equipment operators represented 13.9% of the employed labour force with an additional 6.6% employed in processing, manufacturing and utilities. These represent the primary industry sectors that employ skilled tradespeople in Manitoba.

There is a widespread belief that there are labour and skills shortages in all trades in Manitoba and that a skilled workforce is crucial to a robust economy. Some of these beliefs are based on personal experience, some on information in the media and some on empirical data. Employers who participated in the consultation process believe that the inability to attract and retain qualified workers is negatively impacting the growth of their businesses. All groups who participated in the consultation processes perceive that there are insufficient numbers of employers who are participating in the apprenticeship system but there are conflicting opinions of whether there are enough people being attracted to the trades and apprenticeship. Many of the labour organizations that are actively involved in recruiting for select industries provided feedback that they have individuals who would like to register as apprentices but have yet to be matched with an employer.

Aboriginal people and new Canadians are considered to be the most significant sources of new workers in the next ten years. All research indicates that there will be more individuals leaving the workforce in the next ten years than will be entering it. Aboriginal populations are the fastest growing within Canada and it is projected that 25% of the workforce will be aboriginal within the next 15 years. International migration is expected to be the main driver of population growth for Manitoba.

There is no single universally understood and accepted process of defining the current labour market and forecasting future needs at the provincial level and/or across industries. Because the apprenticeship system involves apprentices, employers, training providers, educators, associations, unions and other government departments and agencies with different mandates and interests, there are numerous sources of information used in an attempt to quantify where the labour and skill shortages are and where they are forecast to be in the future. Stats Canada is the major source of information, but is often criticized for its lack of currency and the difficulty in defining provincial information. Many industry associations or sectors adopt their own methods to forecast future needs and identify gaps. There is limited alignment, coordination and harmonization of the data gathering and analysis processes.

In terms of demographic information collected by the Apprenticeship Branch, gender and date of birth are collected on all applicants. Equity group information is requested based on self-disclosure principles. Ethnicity or race is not a required field and therefore determining the participation of immigrants in the apprenticeship system is difficult. Although highest education level is requested, feedback was provided that it is not a mandatory field. There is currently no system of tracking individuals after they have received journeyman certification and limited resources are dedicated to collecting information from individuals who leave apprenticeship programs. As well, planning for the growth of the apprenticeship system is not currently aligned with capacity planning considerations with colleges and employers.

It is perceived by most that there is a great untapped labour pool for potential apprentices in Manitoba. Feedback was provided during the consultation process that there are numerous individuals who want to pursue apprenticeship training, but that the barriers to access and engagement are limiting those who actually become involved in the system. Common barriers cited were a lack of understanding of how to go about becoming an apprentice, a shortage of employers who are willing to take on apprentices, inadequate financial support, and inflexible training models, both technical and on-the-job.

Understanding, Awareness and Perception of Apprenticeship

There is a lack of understanding and awareness of the apprenticeship system in general and its benefits to the individual, employer, industry and community. Within the general public, there appears to be only a cursory awareness of apprenticeship. It was commonly stated throughout the consultation sessions that Manitoba's apprenticeship system is not understood by most Manitobans. It was described by one individual as a 'mystery.' The

survey results support this finding as almost 70% of respondents disagreed or strongly disagreed with the statement, “Manitoba’s apprenticeship and related training and certification systems are understood by most Manitobans.” Feedback was provided that individuals are not sure how you become an apprentice, what the pre-requisites are and what the advantages are of apprenticing in the trades. Even individuals who participated in the consultation sessions and have been involved in the system were unclear about the various ‘paths’ to become an apprentice and the benefits and drawbacks of each.

There is a perception that occupations in the skilled trades areas are still considered to be jobs, not careers. Although the majority of people who participated in the consultation process believe that it is improving, these individuals also stated that the skilled trades are considered ‘second class’ and are still promoted only as options to those individuals who have difficulty completing the more traditional academic courses. There is a belief that the image of ‘dirty, unpleasant’ work and work environments still exists and prevents many individuals from considering skilled trades as an option.

There is a widespread belief that the public school system does not do enough to promote and encourage skilled trades as viable alternatives to more academically-focused, post secondary training. It was often stated that vocational and technical training is still believed to be the option provided only to students who cannot successfully complete regular academic programming in the high schools. Although those who work closely with the students and teachers in technical/vocational programming in the school divisions acknowledge that many of their top students are choosing to pursue trades training and that the perception of this type of training is improving, they also stated that a significant bias still exists. Feedback was provided that many teachers and guidance counsellors have limited information about apprenticeship and the various options, and that there is little information provided in the existing professional development programming for teachers.

It was stated by many that it is difficult to find accurate and easy to understand information about apprenticeship. Many commented that the printed material is not easy to read and understand, that web-site access and navigation is not user friendly or intuitive and that it is difficult to receive timely and accurate information through telephone inquiries.

Structure, Framework and System

The Apprenticeship and Trades Qualifications Board is operating as an advisory board and, therefore, can only *influence* policy and direction. Although described as a policy board, the current board is appointed by the Minister but receives limited direction and guidance from the government. The board is accountable to the Minister to recommend policy, legislation and regulation. The board works closely with the Apprenticeship Branch in identifying issues to be addressed and in setting priorities for discussion and action. However, the board has no authority over the resources and operations of the Apprenticeship Branch. It is unclear where the vision for apprenticeship is determined, how strategic directions are created and how goals and objectives are defined and prioritized.

It is difficult to determine who or what group represents the opinions and needs of industry or whether these needs are being accurately represented by the existing Provincial Trade Advisory Committees (PTACs). There are numerous organizations, associations and initiatives that suggest that they represent or are addressing the opinions, needs and requirements of industry relative to the development of a skilled labour force. The PTACs are considered by the apprenticeship system to represent the specific trade and provide recommendations to the board related to the legislation and regulations of the trade. Feedback provided during the consultation process suggested that it is very difficult to get individuals to actively participate in the PTACs. Although there was limited direct commentary provided about the functioning of the PTACs, there was a common belief that consultation around legislation and regulations is

required with other associations and industry players. It is also unclear how initiatives related to apprenticeship within multiple organizations align/ integrate/harmonize toward common goals and objectives.

The major role and mandate of the Apprenticeship Branch is not clear and may be affecting its ability to increase access, engagement and effectiveness of the system. Education and enforcement are both considered key mandates of the branch and yet many perceive that these roles conflict. Feedback was provided that the branch does not have the resources to effectively perform both roles. Some stakeholders provided feedback that the focus on compliance has resulted in an inflexible and unresponsive system. Numerous stakeholder groups believe that the Apprenticeship Branch should act as a 'facilitator' of the apprenticeship process and not as an 'enforcer' of rules and regulations.

It is unclear who the 'client' of the branch is, what the accountabilities to the client(s) are and what constitutes success. Some believe the apprentice is the major client and some believe the employer is the major client. Some believe that completion of programming to journey person certification is the only measure of success and some believe that skill set development that contributes to other careers is also success and a key goal of the system.

There appears to be overlapping legislation, regulations and procedures that are designed to address similar issues or achieve similar goals but cause confusion and a perception of unnecessary and inefficient regulation. Employment Standards and Workplace Safety and Health legislation regulate components of the employment relationship as well as workplace practices that may impact employee and public safety. Legislation and regulations concerning compulsory certification of the trades also address these areas.

The standard ratio of journeypersons to apprentices across all trades and for all apprenticeship levels are considered by employer groups and those representing the equity groups to be a barrier to access and engagement in the apprenticeship system. This is especially evident in the northern and rural areas where it is very difficult to find qualified journeypersons. This ratio is perceived to negatively impact the journeyperson's individual productivity, the ability of employers to effectively utilize their resources and the employer's willingness and capacity to hire potential apprentices including those from the identified equity groups. There are few training models that require one-to-one instruction. In fact, it was mentioned that there is no such requirement for the technical training component where there may be extensive practical application situations. It was also suggested that Level 3 and 4 apprentices, for the most part, do not require one-on-one supervision and could assume supervision for level 1 and 2 apprentices.

There was no agreement among the groups consulted during this process on the issue of full versus partial certification. There were strong opinions that the full scope of the trade is required for certification as this provides the most options for the worker. There are also strong opinions that if the individual works in a very specialized area of the trade and wants to remain in that area, that partial certification is expedient and will more quickly address the shortages. Some of the concerns expressed relate to the desire to designate some of these 'more specialized areas' as separate and distinct trades.

There is a belief both internal and external to the department that the Apprenticeship Branch does not have the capacity to effectively meet the needs of the current or expanded apprenticeship system. This was a common issue raised by all groups consulted during this process. The workload of the apprenticeship counsellors is believed to be impacting the ability to be responsive to information requests, to assist individuals and employers through the process, to process applications for apprenticeship and to enforce the regulations. A focus on client service is desired, but there is a perception that this will be very difficult given the existing resources.

Reduced income during in-school training, lengthy waits for employment insurance, high cost of tools in some trades and the perceived inability for employers to enhance income during these periods is believed to be negatively impacting both access and engagement in the apprenticeship system. The average age of apprentices in the system in Manitoba is in the late twenties. Many of these individuals have significant financial commitments and cannot afford to have a reduced income even for a short period of time and cannot wait long periods for their employment insurance payments. Because of the current state of the market, certification is not necessary for individuals to be employed and to make healthy incomes in these occupations. It is perceived that employers are prevented from 'topping up' during the period of in-school training if the individual is on E.I. It was also raised that the training model in the hairdressing trade that requires 'up front' in-school training for one year results in a significant financial burden for the individual student.

The significant investment in time required for training, potential lost productivity as well as the mandated wage structure are preventing many employers from engaging in the system. Concern was expressed by many employers that they make great investments in training apprentices both in lost productivity and the resources required by regulation only to have these individuals recruited away by other organizations. The mandated wage structure especially for those individuals in the first levels of apprenticeship and the senior years apprenticeship option program are perceived by some to be restrictive.

There is significant frustration among private sector employers with the perceived 'poaching' of certified journeymen by public sector organizations. Anecdotal evidence suggested that the public sector is minimally involved in apprenticeship. There are currently no provisions in publicly tendered contracts for required participation in apprenticeship training.

Training and Skill Development

There is a widespread belief that the current training system does not have the capacity to meet the current and/or future demand for qualified tradespeople. Lengthy waiting lists at the colleges was mentioned by almost all groups/individuals consulted during the process. However, these lists are for the one year pre-employment training programs in the trades areas. Further discussions clarified that current demands for technical training purchases by the Branch are being met but there may be issues of scheduling/timing for employers and employees. Whether the current system could accommodate the increased need, quantified by the provincial government, would require further exploration.

There appears to be a desire to address the perceived current and potential future capacity issue by introducing new training providers and by considering alternative training methods. It was suggested that there is capacity for meeting the training requirements through use of facilities and instructors in 'off hours' in several public schools, through other semi-public or private institutions and through union/association training facilities.

There was strong support for the introduction of a competency-based method of training as a complement to the current time-based method. Most groups/individuals consulted during the process believe that the introduction of competency-based training will expedite the apprenticeship training process without compromising quality and will promote 'career pathing/laddering.' Concern was raised by some unions and educational institutions that mastery of skills requires repetition and that a competency-based method may not allow for this.

There appears to be a desire to consider alternatives to the current block release model for in-school training. Many employer and industry groups stated that the current model is inflexible and negatively affects the operational requirements of the employer. They also stated that it is very difficult for apprentices to leave their employment and

live on a reduced income for the six to eight-week period. There is significant support for 'up-front' training where an individual receives the majority of the technical training prior to beginning the on-the-job instruction. Day release, distance learning and community-based learning were some suggestions for different options. The colleges have suggested that they offer some of these options already. This would require further exploration.

It is unclear whether the program standards and curricula are current and relevant. The Provincial Trade Advisory Committees are responsible for providing recommendations about program standards and curricula and the colleges have stated that they have industry advisory committees who provide input in the development of theory. As well, these are based on national occupational analysis. However, there were several groups/ individuals consulted during the process that provided examples of training where outdated equipment and methods are still being used. The survey results and feedback during the consultations expressed a high level of satisfaction with the level of competence demonstrated by journeypersons. This is one indicator of confidence in the current curricula.

The primary method of on-the-job training that requires instruction by qualified journeypersons requires that these individuals have the ability to instruct, mentor and supervise. The Apprenticeship model is based on the premise that skilled tradespeople pass on their knowledge to apprentices. However, research and experience demonstrates that individuals with strong technical skills may not be the most effective instructors, mentors or supervisors.

RECOMMENDATIONS

The following recommendations have been developed to provide the strategic framework for the future directions of apprenticeship in Manitoba. The Apprenticeship Futures Commission has developed these recommendations within the context of the following points:

- Apprenticeship is viewed as the larger system including the Apprenticeship and Trades Qualification Board, PTAC's, the Apprenticeship Branch, training providers, employers, apprentices and students;
- The time constraints for the Commission's work did not provide time for extensive research. Many of these recommendations will require additional discussion and assessment to ensure the implications and impacts are clearly understood.
- Some changes can be implemented in the near term (within 1 year) while others require longer timelines for implementation (1-3 years).
- Apprenticeship capacity is determined not only by capacity for in-school technical training. Capacity is also determined by the number of employers prepared to hire apprentices as well as the availability of a strong pool of individuals with a desire to seek employment in the area of designated trades.

Goal

The ultimate goal of the AFC recommendations is an enhanced delivery model for apprenticeship training in Manitoba which will significantly increase employer participation as well as apprentice participation and completion rates by implementing the following:

- Providing enhanced flexibility in the system to meet the unique needs of the industry, the trades and the geographic regions;
- Increasing the understanding, responsiveness and effectiveness of the system (processing of

agreements, decision-making etc.);

- Enhancing the quality of the technical and on-the-job training;
- Providing incentives to employers and apprentices;
- Promoting the opportunities for other occupations/trades to engage in the apprenticeship system; and
- Improving the profile and perception of apprenticeable trades.

1. The Apprenticeship Futures Commission recommends that the Department of Competitiveness Training and Trade (CTT), in consultation with the Apprenticeship and Trades Qualifications Board and the Apprenticeship Branch (ATQB), confirm the role/purpose of apprenticeship in the development of a skilled workforce in Manitoba and clarify the mandate of the Apprenticeship Branch to ensure alignment.
2. The Apprenticeship Futures Commission recommends that CTT in consultation with the ATQB and the Apprenticeship Branch, develop and implement a governance model and operating framework that:
 - Ensures the Board is a true governing rather than an advisory board;
 - Structures the Board to ensure the wide range of skill sets required of a governing Board;
 - Provides the Board and the Branch with more clear and direct accountability for results and the authority commensurate with this accountability including financial;
 - Ensures effective representation from all stakeholder groups as well as geographic regions;
 - Ensures high functioning industry and trade advisory committees;
 - Has the ability to be flexible and responsive to industry (employers and apprentice) needs.
3. The Apprenticeship Futures Commission recommends that the ATQB and the Branch develop and implement a comprehensive and consistent strategic and operational planning process, that is based on:
 - A solid understanding of the needs of the labour market;
 - Clear goals and objectives including key performance indicators; and
 - Valid and credible information about the current performance of the apprenticeship system including the existing and forecast capacity for technical and on-the-job training.
4. The Apprenticeship Futures Commission recommends that the Apprenticeship Branch adopt the use of 'new technology' to enhance the system and process of registering and tracking apprentices.
5. The Apprenticeship Futures Commission recommends that the Apprenticeship Branch align the organization culture and operations of the Apprenticeship Branch to support a 'client-centred' and 'service' approach.
6. The Apprenticeship Futures Commission recommends that the Apprenticeship Branch, working in collaboration with other departments and industry, develop and implement a multi-faceted, widespread and comprehensive public promotional and educational campaign about apprenticeship in Manitoba.
7. The Apprenticeship Futures Commission recommends that CTT and the Apprenticeship Branch working in collaboration with other departments and branches immediately harmonize the legislation, regulations and processes related to apprenticeable trades.
8. The Apprenticeship Futures Commission recommends that CTT and the Apprenticeship Branch transfer accountability for enforcement of apprenticeship regulations to the Department of Labour.

9. The Apprenticeship Futures Commission recommends that the Apprenticeship Branch in collaboration with Manitoba Education Citizenship and Youth and Advanced Education develop, implement and promote a framework of 'career pathing and laddering' within the broader education system in Manitoba.
10. The Apprenticeship Futures Commission recommends that the Apprenticeship Branch in consultation with training providers explore the introduction of a competency-based training system for both in-school and on-the-job training.
11. The Apprenticeship Futures Commission recommends that the Apprenticeship Branch working in collaboration with community colleges, public schools and other accredited training providers explore the opportunities to increase the capacity of the technical training system to meet the projected need for skilled tradespeople by considering:
 - College scheduling.
 - Physical capacity and training resources.
 - The relationship between pre-employment and apprenticeship technical training.
 - Use of on-line delivery models.
 - Alternatives to block release.
 - Use of the secondary school programs and facilities.
 - Other accredited training providers.
 - Community-based training.
12. The Apprenticeship Futures Commission recommends that the ATQB and the Apprenticeship Branch working in collaboration with the PTACs and other stakeholders immediately review the ratio requirements of journeypersons to apprentices where appropriate to more accurately reflect the training requirements of the trades.
13. The Apprenticeship Futures Commission recommends that CTT and the Apprenticeship Branch through further consultation with employers, explore the introduction of a variety of incentives to encourage increased employer participation in the apprenticeship system.
14. The Apprenticeship Futures Commission recommends that the Apprenticeship Branch actively promote the existing processes to enhance financial support to apprentices during in-school training and pursue discussions to significantly reduce the waiting period (Employment Insurance) for apprentices.
15. The Apprenticeship Futures Commission recommends that the Apprenticeship Branch, working with other departments and other public agencies, develop and implement comprehensive strategies to significantly increase the engagement and completion rates of Aboriginal people in apprenticeship training in Manitoba.
16. The Apprenticeship Futures Commission recommends that the Apprenticeship Branch, working with other departments and other public agencies, develop and implement comprehensive strategies to significantly increase the participation of underrepresented groups in the apprenticeship system in Manitoba, new Canadians, women, and disabled.
17. The Apprenticeship Futures Commission recommends that the Apprenticeship Branch working with the trade and employer associations identify and implement mechanisms to enhance the overall quality of on-the-job

training by providing alternatives to the traditional approach, encouraging continuous updating of journeyperson knowledge, incorporating mentoring, coaching and supervisory skill development in the journeyperson standard and closely monitoring the training expectations of apprenticeship agreements.

18. The Apprenticeship Futures Commission recommends that the ATQB in consultation with the PTACs, reinstate the 'designated trainer' provision to allow for greater flexibility while meeting the learning needs of the apprentice and protecting the integrity of the trade.
19. The Apprenticeship Futures Commission recommends that the ATQB and the Apprenticeship Branch in consultation with appropriate departments and agencies as well as industry stakeholders conduct a review of compulsory certification to determine if it is meeting the needs of apprentices and employers and consider options such as industry self regulation or harmonization with licensing processes.
20. The Apprenticeship Futures Commission recommends that the Apprenticeship Branch in collaboration with MECY and other stakeholders such as the Manitoba Association of School Trustees, parent councils, Skills Canada/Manitoba as well as industry associations develop and implement an aggressive junior and high school strategy to increase awareness and promote trades as careers, to allow for career exploration, as well as technical and on-the-job crediting toward apprenticeships, and to provide clear and easily-understood pathways into the apprenticeship system.
21. The Apprenticeship Futures Commission recommends that the Apprenticeship Branch facilitate and promote the trades qualifications process to northern, rural and remote areas, and ensure the process effectively and efficiently evaluates the competencies required by the trade.
22. The Apprenticeship Futures Commission recommends that the Apprenticeship Branch undertake to discuss and promote the apprenticeship model with other occupations not currently 'designated'.
23. The Apprenticeship Futures Commission recommends that the Province of Manitoba, as an employer of skilled trades, commit to leading by example through increased participation in training of apprentices within its workforce and that the Province encourage this same commitment to training of apprentices in all publicly funded agencies that employ skilled trades. In addition, a provision should be made for consideration of apprenticeship training in all procurement processes for publicly tendered work contracts.

1.0 INTRODUCTION AND BACKGROUND

Although our economy is robust and we are enjoying sustained prosperity, today's businesses will continue to be challenged in ensuring ongoing growth and prosperity. Globalization, increased competition and labour market shifts have resulted in the need to be innovative and aggressive in developing and executing strategies to continue to prosper in today's and tomorrow's environments.

Manitoba is currently experiencing historically low unemployment rates, resulting in widely reported labour shortages, particularly in the skilled trades. Manitoba's labour market faces greater competition for skilled workers as western provinces experience increased economic activity. In the past decade a shortage of skilled labour required by employers has become a dominant feature of Manitoba's labour market.

Apprenticeship in Manitoba has a long history and is considered an important model and process, although only one, contributing to the development of a skilled labour force. Apprenticeship is a partnership between journeypersons and apprentices, employees and employers and also between government and industry. An apprentice is a person who has entered into a legal agreement to work for an employer for a specified period that incorporates on-the-job (practical) and in-school (technical) training.

The Apprenticeship and Trades Qualification Act provides the legislative authority for the apprenticeship system in Manitoba. The Apprenticeship and Trades Qualification Board is responsible for making legislative, regulations and policy recommendations to the Minister of Competitiveness, Training and Trade. The Board works in partnership with the Provincial Trade Advisory Committees (PTACs) and the Apprenticeship Branch to:

- Identify and designate trades for apprenticeship training and certification;
- Develop standards for apprenticeship training in designated trades;
- Specify trades that are appropriate for compulsory certification; and
- Advise the Minister about trades training and Manitoba's labour market.

The Apprenticeship Branch is responsible for the implementation of apprenticeship training and trades certification in more than 50 regulated trades. The Branch registers and monitors apprenticeship agreements between apprentices and employers and schedules and purchases technical training for apprentices. The training is provided through colleges and other accredited training providers. Technical training follows the standards developed and maintained by the Branch and approved by the Apprenticeship and Trades Qualifications Board. For Red Seal trades, these standards correspond to a national standard agreed upon by all participating provincial and territorial apprenticeship systems.

To meet the increased need for skilled workers in Manitoba, the Government of Manitoba committed to enhancing and significantly expanding the existing apprenticeship training and certification system. In September 2007, the Minister Competitiveness, Training and Trade established the Apprenticeship Futures Commission. Its role was to consult with the public, business, industry and labour representatives on apprenticeship and related training and certification systems and based on these consultations, make recommendations that will contribute to the future strategic direction for skilled trades in Manitoba.

The following individuals were appointed to the Commission by the Minister, Manitoba Competitiveness Training and Trade:

Leonard Harapiak	Chair, Apprenticeship and Trades Qualifications Board
Bob Dolyniuk	General Manager, Manitoba Trucking Association
Darlene Dziewit	President, Manitoba Federation of Labour
Ron Hambley	Executive Vice President, Winnipeg Construction Association
Tom Goodman	Vice President, Technical Services and Human Resources, HudBay Minerals Inc.
Kathy Knight	Executive Director, Information and Communication Technologies Association of Manitoba
Ron Koslowsky	Vice President, Manitoba Division, Canadian Manufacturers and Exporters
David Martin	Executive Director, Manitoba Building and Construction Trades Council
Curtis Nordman	Public Interest Representative
Don Robertson	Public Interest Representative
Joyce Sobering	Past Chair, Apprenticeship and Trades Qualifications Board; Vice President, Sobering Automotive Centre Ltd.
Jeff Zabudsky	President, Red River College

The following report summarizes the results of the consultation process and the recommendations of the Apprenticeship Futures Commission. The Commission would like to thank the individuals and organizations who committed their time to participate in an interview or focus group, deliver a public presentation, complete an on-line survey or present a written submission.

2.0 THE CONSULTATION PROCESS

The objectives of the consultation process and thus the mandate of the Commission were:

- To identify opportunities and challenges with respect to meeting the changing and evolving needs of the Manitoba labour market;
- To engage, key stakeholders to develop creative, innovative and practical solutions/approaches focused on flexibility, enhancements and/or expansion of, the apprenticeship training and certification system; and
- To make recommendations intended to archive improvements to, and expansion of, the apprenticeship system and its service delivery mechanisms.

The Apprenticeship Futures Commission established four general themes as the basis for requesting input and as a 'lens' through which the Commission would consider the apprenticeship training and related certification systems:

- Access
- Engagement
- Innovation
- Effectiveness

Access	Engagement	Innovation	Effectiveness
<ul style="list-style-type: none"> • Is the system flexible and responsive to the diverse needs of employers and apprentices? • Can equity groups such as women, Aboriginal peoples, immigrants and visible minorities easily gain entry to and participate in the apprenticeship and related training and certification systems? • Are financial barriers affecting participation in apprenticeship training? 	<ul style="list-style-type: none"> • Does the general public have a good understanding of the Apprenticeship and related training and certification systems? • Are employers, parents and educators engaged enough to ensure a vibrant and relevant approach to provincial apprenticeship programming? • How can key stakeholders work better together to grow and sustain our apprenticeship training and certification systems? 	<ul style="list-style-type: none"> • What improvements can be made to the existing framework of policies, programs and services? • What kind of innovative partnerships would enable the apprenticeship and related training and certification systems in Manitoba to train and certify more skilled workers? • What role can technology play in generating greater access to apprenticeship training? 	<ul style="list-style-type: none"> • Do the current apprenticeship and related training and certification systems effectively meet the demands of employers and employees for training skilled labour in Manitoba? • What efficiencies could speed up the process of enhancing the qualifications and skills of workers? • Are there more cost effective and/or efficient ways of providing apprenticeship training in Manitoba?

The Apprenticeship Futures Commission considered information provided in several different ways:

1. Public consultation sessions;
2. Targeted consultation sessions (including individual interviews);
3. Online surveys;
4. Written submissions; and
5. Relevant documents about apprenticeship.

2.1 PUBLIC CONSULTATION SESSIONS

The Apprenticeship Futures Commission advertised in several publications across the province and via radio, the opportunity to present at a public consultation session and/or complete the on-line survey. The Apprenticeship Branch also sent notices to all apprentices and employers who have been involved in the system within the prior five year period. A submission guide available through the website provided guidelines for the areas of inquiry. Public consultation sessions were held:

- November 8, 2007 – Winnipeg
- November 20, 2007 – Brandon
- November 27, 2007 – Winnipeg
- December 3, 2007 – Thompson
- December 5, 2007 – Winnipeg (added to meet additional demand)

The following organizations/associations/individuals presented to the commission during the public consultation sessions:

Presenter	Formal Presentation	Public Commentary	Details
Magic Cuts	√		
Manitoba Federation of Labour	√		
Significant Training Solutions	√		
Manitoba Tourism Education Council		√	Bev Shuttleworth, Executive Director – provided general commentary
Gabe Mercier	√		Vice Principal of Dauphin Regional School
Garth Rice	√		Current apprentice
Ben Poliquin		√	
Kerry Mousseau		√	enrolled in pre-employment program through ACC
Marco Ryden		√	HVAC journey person

Presenter	Formal Presentation	Public Commentary	Details
Mardelle Reid		√	parent
Lindsey Morran		√	parent
Workplace Integration of Newcomers	√		
Manitoba Shingling Contractor's Association	√		
Manitoba Aerospace Human Resources Coordinating Committee	√		
Winnipeg Technical College	√		
Merit Contractor's Association	√		
Manitoba Aboriginal Trades Strategy Committee	√		
Provincial Council of Women of Manitoba	√		
Employment Projects of Winnipeg	√		
Success Skills Centre	√		
Canada West Equipment Dealers Association	√		
Vale Inco	√		
Northern Manitoba Sector Council	√		
Manitoba Mining Association	√		
R.D. Parker Collegiate	√		
Manitoba Government Employees Union	√		
Kinetic Machine	√		
Frontier School Division	√		
Assembly of Manitoba Chiefs	√		

2.2 TARGETED CONSULTATION SESSIONS

The Apprenticeship Futures Commission identified the major stakeholder groups that they wanted to be able to meet to ask specific questions about the apprenticeship training and related certification systems in Manitoba. The following organizations/associations/individuals participated in these sessions:

Business Associations	<ul style="list-style-type: none"> • Aboriginal Chamber of Commerce • Brandon Chamber of Commerce • Thompson Chamber of Commerce • Manitoba Motor Dealers Association • Automotive Traders Association
Sector Associations	<ul style="list-style-type: none"> • Manitoba Trucking Association • Northern Manitoba Sector Council
Construction Associations	<ul style="list-style-type: none"> • Winnipeg Construction Association • Manitoba Home Builders Association • Construction Labour Relations Association of Manitoba • Mechanical Contractors Association of Manitoba
Employers	<ul style="list-style-type: none"> • R.G. Mazer Group • City of Winnipeg • University of Manitoba • Manitoba Hydro
Construction Trade Unions	<ul style="list-style-type: none"> • International Brotherhood of Electrical Workers • Operating Engineers of Manitoba • Sheet Metal Workers • Carpenter's Union
Industrial Unions	<ul style="list-style-type: none"> • Canadian Auto Workers • United Food and Commercial Workers'
Public Sector Unions	<ul style="list-style-type: none"> • MGEU
Training Providers	<ul style="list-style-type: none"> • Assiniboine Community College • Red River College • University College of the North
Educational Organizations	<ul style="list-style-type: none"> • Apprenticeship Professional Learning Group • Manitoba Association of School Trustees • Technical Vocational Leadership Council • Manitoba Association of Parent Councils
Aboriginal Organizations	<ul style="list-style-type: none"> • CAHRD • Aboriginal Council of Winnipeg • MKIO • Manitoba Metis Federation
Immigrant Associations	<ul style="list-style-type: none"> • Manitoba Interfaith Immigration Council
Province of Manitoba	<ul style="list-style-type: none"> • Advanced Education and Literacy

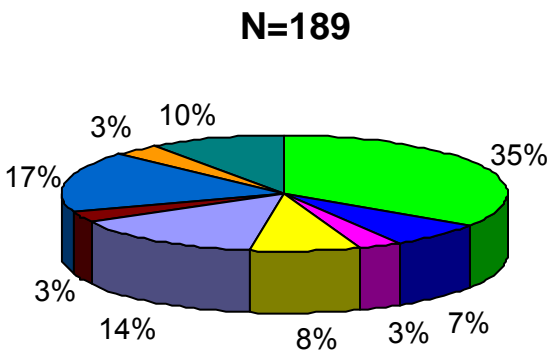
Government Departments

- Manitoba Student Aid
- Council of Post Secondary Education
- Apprenticeship Branch Staff
- Labour and Immigration
 - Employment Standards
 - Workplace Safety and Health
 - Immigration and Multiculturalism
- Aboriginal and Northern Affairs
- Education, Citizenship and Youth

2.3 ONLINE SURVEYS

An online survey was developed and accessible through the commission website for the month of November. Access to the on-line survey was provided through the Apprenticeship Futures Commission web-site. It was not restricted but was left open to anyone who became aware of it through advertising, notices and/or word of mouth. As a result and because of the small sample size, this cannot be considered a statistically valid survey. One hundred and eighty-nine responses were received. A breakdown of survey responses can be found in Appendix A.

Respondents were asked to choose a category that best described them as it related to the apprenticeship and related training and certification systems. The results below indicate the majority of people who responded to the survey were employers at 35% and educators/trainer at 17%.



Employer	35%
Student	7%
Prospective apprentice	3%
Current apprentice	8%
Certified journeyperson	14%
Trades professional*	3%
Educator/trainer	17%
Parent	3%
Other	10%

* Without certification and not registered as an apprentice.

2.4 WRITTEN SUBMISSIONS

The following organizations provided written submissions to the Apprenticeship Futures Commission:

<ul style="list-style-type: none"> Manitoba Hotel Association Manitoba Committee of the Propane Gas Association of Canada Oasis Plumbing Inc. Studio 103 Hair Salon Construction Association of Rural Manitoba Margaurite Smith Canadian Manufacturers and Exporters Manitoba Division Skills Canada Manitoba 	<ul style="list-style-type: none"> Industrial Mechanic Level 1 – Fall Class 2007 Canadian Culinary Federation Flin Flon School Division – School Board Trustee Construction Sector Council Manitoba Teacher’s Society The Manitoba Chambers of Commerce The Apprenticeship Branch Assiniboine Community College Apprenticeship and Trades Qualifications Board Manitoba Association of School Trustees
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2.5 RELEVANT DOCUMENTS ABOUT APPRENTICESHIP

The following documents were reviewed during the consultation process:

<ul style="list-style-type: none"> Canadian Apprenticeship Forum 	Accessing and Completing Apprenticeship Training in Canada, Perceptions of Barriers, January 2004
<ul style="list-style-type: none"> Canadian Apprenticeship Forum 	Apprenticeship – Building a Skilled Workforce for a Strong Bottom Line
<ul style="list-style-type: none"> Options for a Renewed Apprenticeship System in Saskatchewan 	Website
<ul style="list-style-type: none"> Stats Canada 2005 RAIS Release 	
<ul style="list-style-type: none"> HRSDC Apprenticeship Characteristics 	Interim Interview Schedule – COMPAS Inc.
<ul style="list-style-type: none"> Construction Sector Council 	<ul style="list-style-type: none"> Labour Requirements for 2005 to 2013 for Manitoba National summary of Labour Requirements from 2007 to 2015 Working Mobile: A Study of Labour Mobility in Canada’s Industrial Construction Sector Impact of Government Policy on Labour Mobility in the Canadian Construction Industry Measuring Skills in Construction Foreign Credential Recognition Construction Industry Strategy A Study of Assessment and Recognition of Foreign-Trained Worker Credentials in the Construction Industry
<ul style="list-style-type: none"> B.C. Industry Training Authority 	– Website
<ul style="list-style-type: none"> Centre for Economic Performance 	– Apprenticeship in Europe ‘Fading’ or Flourishing?

3.0 THE FUTURE – WHAT WE WANT TO BE AND WHERE WE ARE GOING

As the basis for reviewing and assessing all input and for developing and prioritizing the recommendations, the Apprenticeship Futures Commission articulated both role and vision statements. It must be understood that these may be refined through the implementation process.

Role of Apprenticeship in Skill Development

To ensure that the Manitoba labour market has sufficient qualified and certified (as defined by industry standards) tradespeople to meet the current and future requirements of a prosperous economy.

Future Vision for Apprenticeship in Manitoba

To be a ‘best-in-class’ apprenticeship system. It will be:

- Flexible and responsive to the current and emerging needs of the Manitoba labour market;
- Focused on the employer and apprentice ‘client’;
- Based on high employer and apprentice participation and apprentice completion rates; and
- Characterized by top quality technical and on-the-job training.

RESPONSIVE

CLIENT-CENTERED

OUTCOMES-BASED

QUALITY

4.0 FINDINGS OF THE CONSULTATION PROCESS

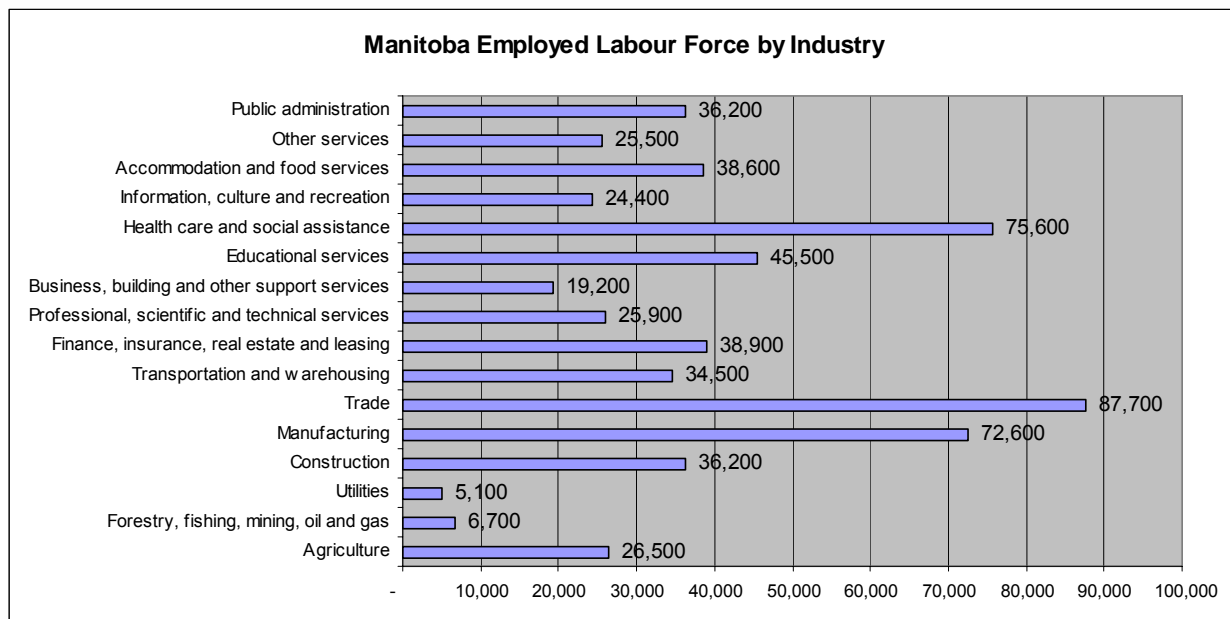
The information in the following section is a combination of contextual information and the findings of the consultation process. The information has been presented to mirror the major inquiry areas of the public presentations, written submissions and the on-line survey:

- The Manitoba Labour Market
- Understanding, Awareness and Perception of Apprenticeship
- Structure, Framework and System
- Training and Skill Development

4.1 THE MANITOBA LABOUR MARKET

To understand the 'footprint' of apprenticeship in the labour market and the needs for skilled tradespeople, it is important to know the current structure of the labour market and some of the projections for the future. The following tables provide a general overview of the Manitoba labour market:

Figure 4-1 Manitoba Employed Labour Force by Industry



Statistics Canada. January 2008 Table 282-0087 - Labour force survey estimates (LFS)

The following are the Statistics Canada definitions of the industries where there are the majority of apprenticeable trades:

Transportation and Warehousing

This sector comprises establishments primarily engaged in transporting passengers and goods, warehousing and storing goods, and providing services to these establishments. The modes of transportation are road (trucking, transit and ground passenger), rail, water, air and pipeline. These are further subdivided according to the way in which businesses in each mode organize their establishments. National post office and courier establishments, which also transport goods, are included in this sector. Warehousing and storage establishments are subdivided according to the type of service and facility that is operated.

Manufacturing

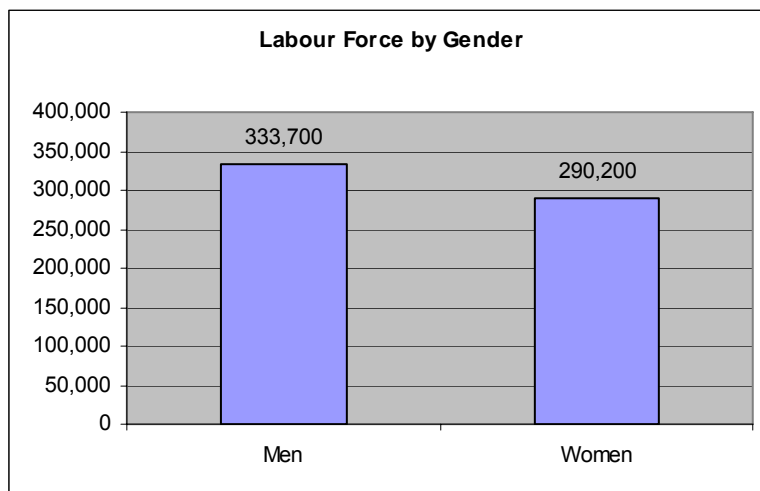
This sector comprises establishments primarily engaged in the physical or chemical transformation of materials or substances into new products. These products may be finished, in the sense that they are ready to be used or consumed, or semi-finished, in the sense of becoming a raw material for an establishment to use in further manufacturing. Related activities, such as the assembly of the component parts of manufactured good; the blending of materials; and the finishing of manufactured products by dyeing, heat-treating, plating and similar operations are also treated as manufacturing activities. Manufacturing establishments are known by a variety of trade designations, such as plants, factories or mills.

Construction

This sector comprises establishments primarily engaged in constructing, repairing and renovating buildings and engineering works, and in subdividing and developing land. These establishments may operate on their own account or under contract to other establishments or property owners. They may produce complete projects or just parts of projects. Establishments often subcontract some or all of the work involved in a project, or work together in joint ventures. Establishments may produce new construction, or undertake repairs and renovations to existing structures.

As of December 2007, 6,273 employees of the employed labour force in Manitoba (approximately 598,000) are registered in an apprenticeship program in Manitoba. This is approximately 1% of the employed labour force in Manitoba.

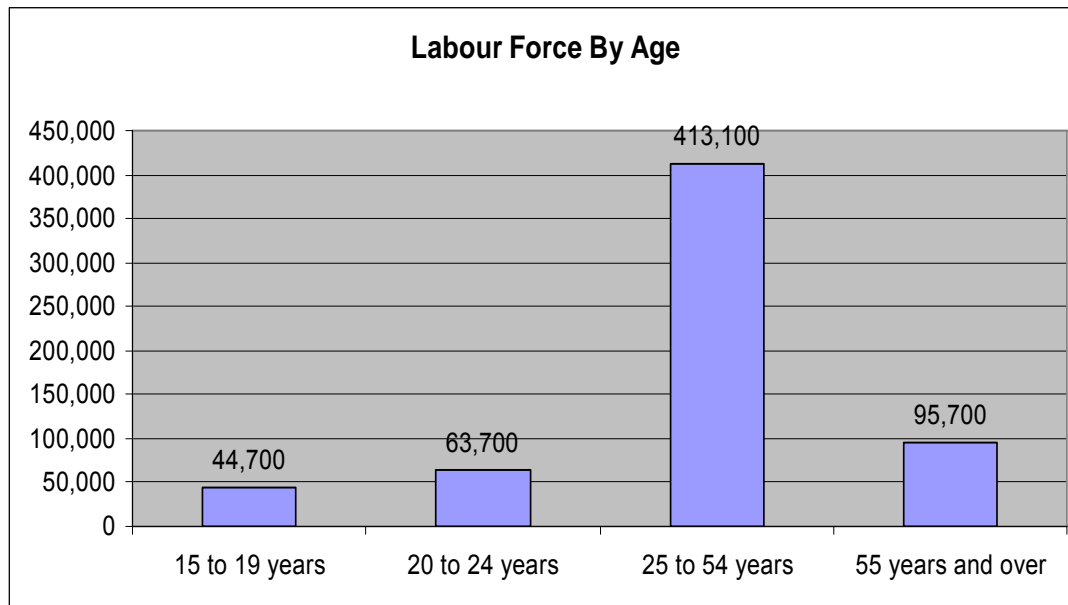
Figure 4-2 Manitoba Labour Force Participation by Gender



Statistics Canada. January 2008 Table 282-0087 - Labour force survey estimates (LFS)

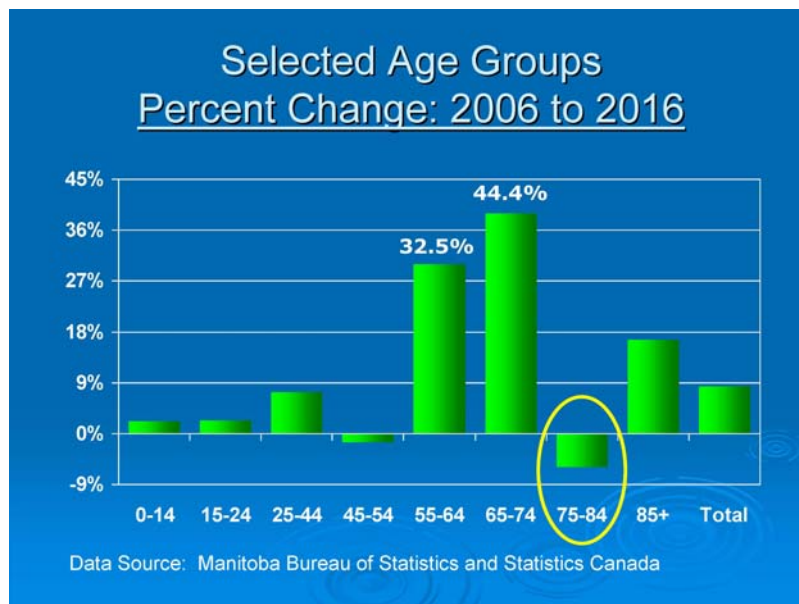
There are 824 female apprentices in Manitoba; approximately 1 in every 7 or 14.1% of all apprentices in Manitoba. This percentage has increased from 4.8% in 1999/2000. Eighty-eight percent of apprentices in the traditional trades such as cook and hairstylist are women. Only 2.5% of apprentices in non-traditional trades are women.

Figure 4-3 Manitoba Labour Force Participation by Age

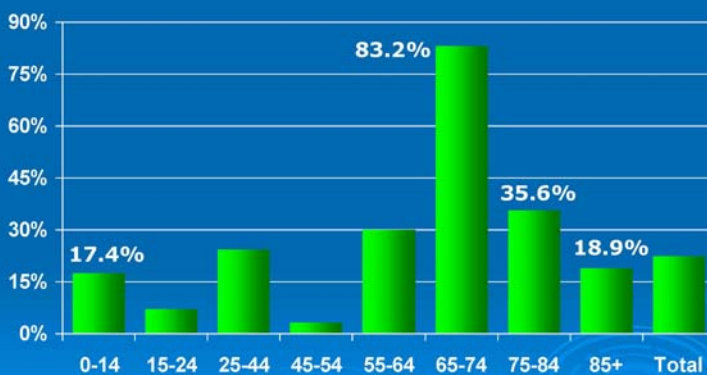


Statistics Canada. January 2008 Table 282-0087 - Labour force survey estimates (LFS)

The following three graphs, developed by the Manitoba Bureau of Statistics provide projections about changes in age demographics over the next 10 to 20 years.

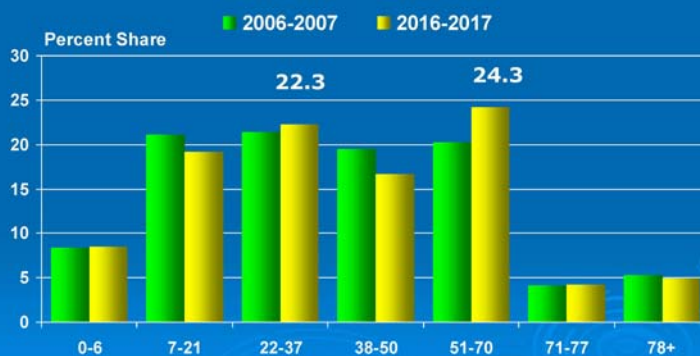


Selected Age Groups Percent Change: 2006 to 2026



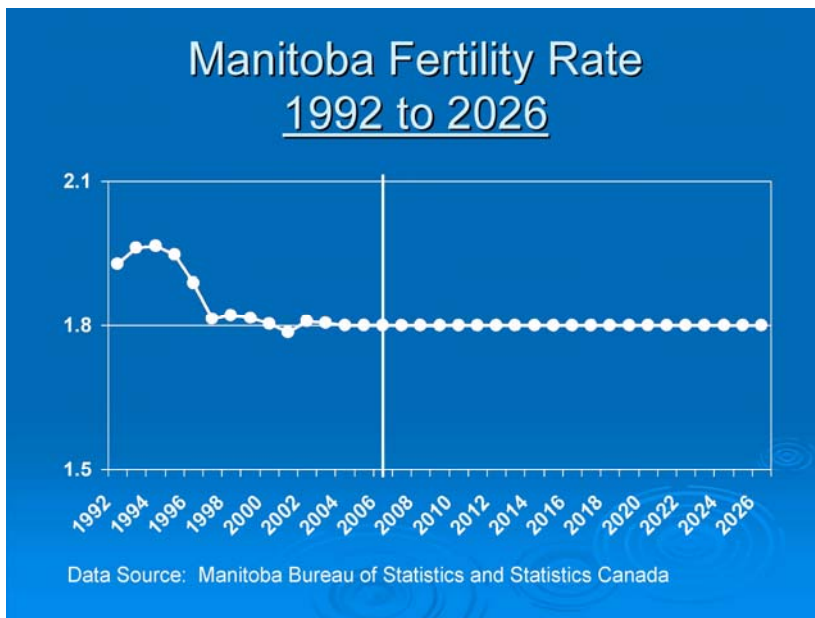
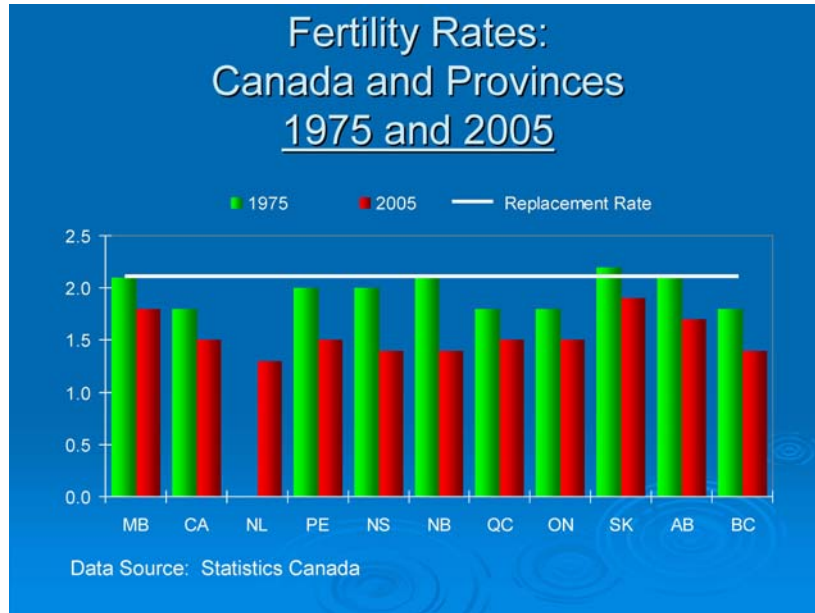
Data Source: Manitoba Bureau of Statistics and Statistics Canada

Manitoba Population Percent Share by Age Group 2006 and 2017

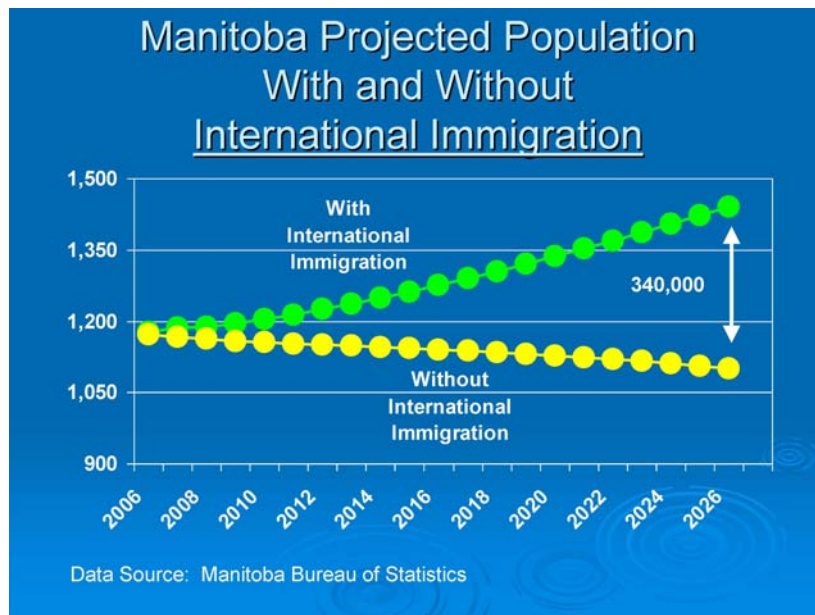
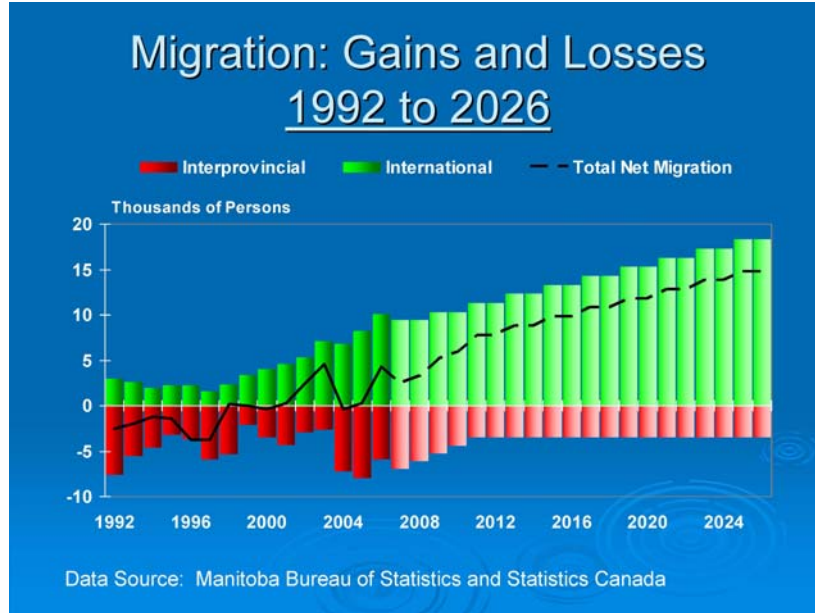


Data Source: Manitoba Bureau of Statistics and Statistics Canada

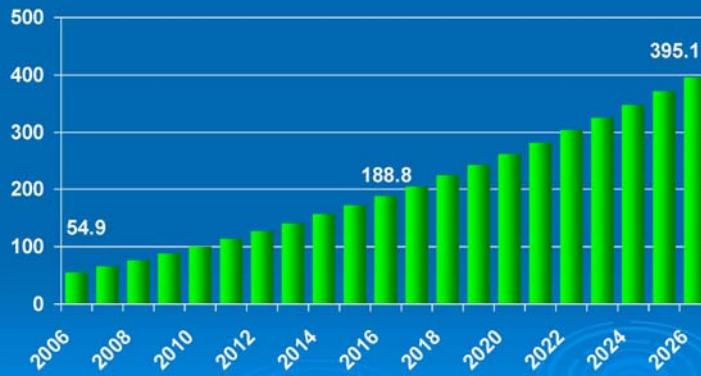
The following graphs, developed by the Manitoba Bureau of Statistics, clearly demonstrate that fertility rates in Canada and Manitoba are significantly lower and as a result we are not replacing our current population.



The Manitoba Bureau of Statistics has concluded that migration will determine population growth. Net interprovincial migration will remain relatively constant. Net international migration will be the main driver, doubling by 2026. From 2007 to 2026 the population is expected to grow by 254,000 people or about 23%.



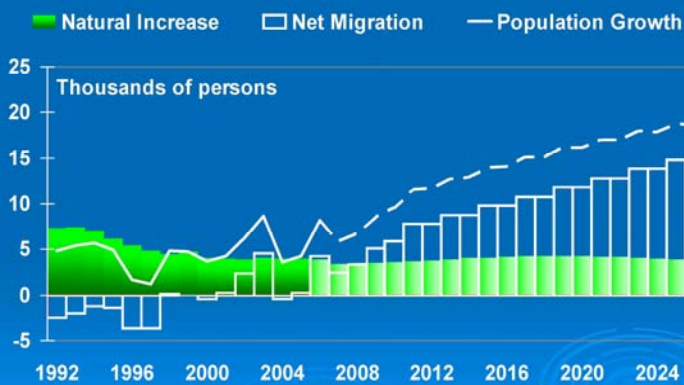
Projected Recent Immigrant Population 2006 to 2026



Data Source: Manitoba Bureau of Statistics

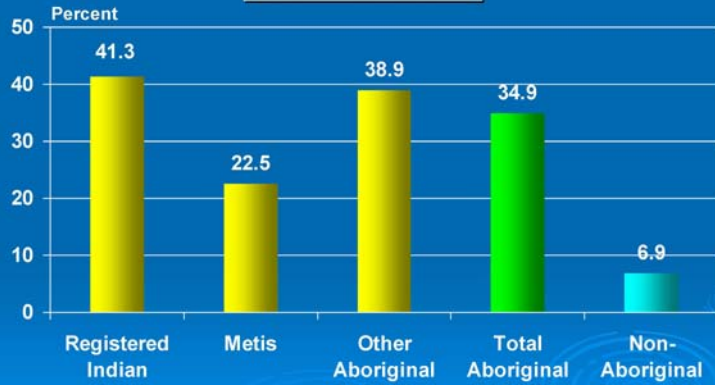
Since 1996, approximately 54,900 immigrants have settled in Manitoba. In 2006 over 10,000 immigrants arrived in Manitoba and more than 11,500 in 2007.

Population Change 1992 to 2026



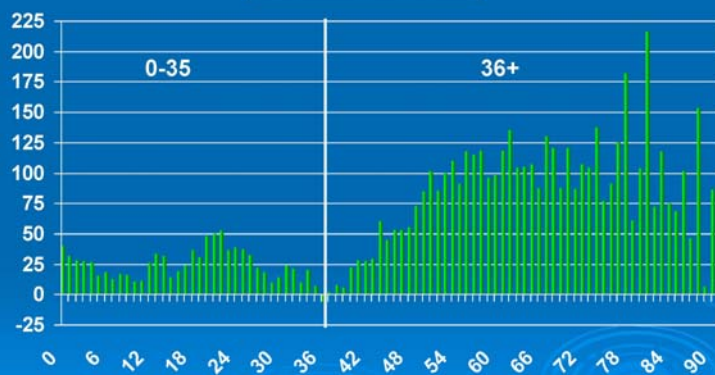
Data Source: Manitoba Bureau of Statistics and Statistics Canada

Aboriginal Communities Annual Growth 2001 to 2016

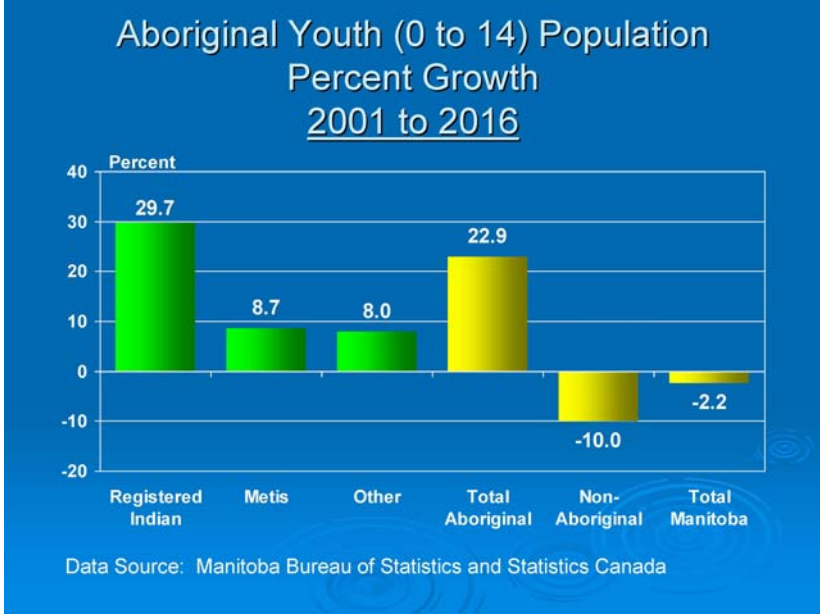


Data Source: Manitoba Bureau of Statistics and Statistics Canada

Aboriginal Population % Change by Single Year of Age 2001 to 2016



Data Source: Manitoba Bureau of Statistics and Statistics Canada



By 2026, the number of 15-19 year olds becomes the fastest growing age group.

Opinion and Perception of the Manitoba Labour Market

The following two graphs demonstrate the results from the on-line survey.

Figure 4-4 Survey Results related to the Manitoba Labour Market

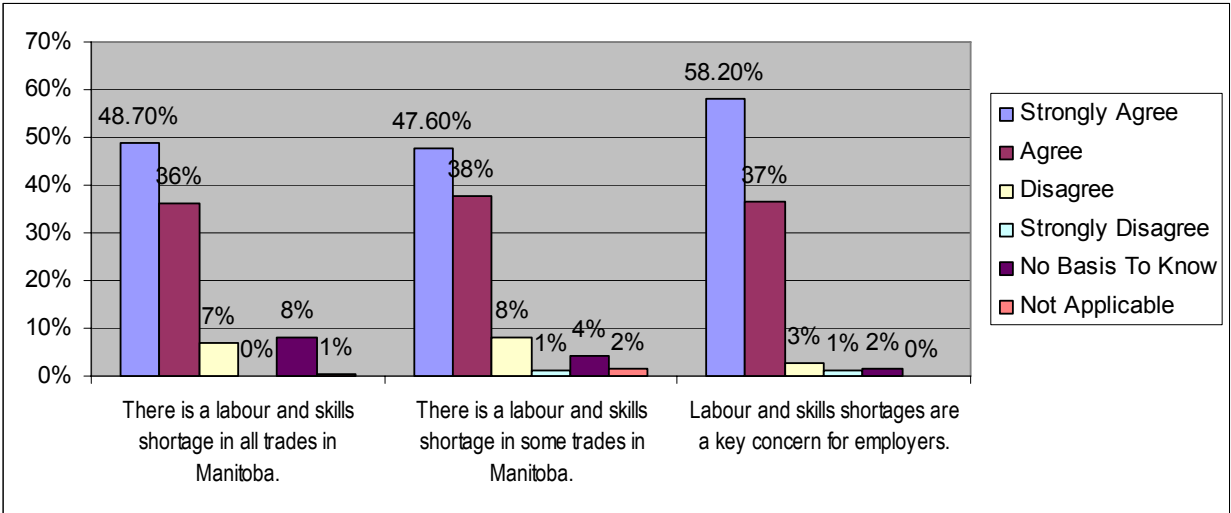
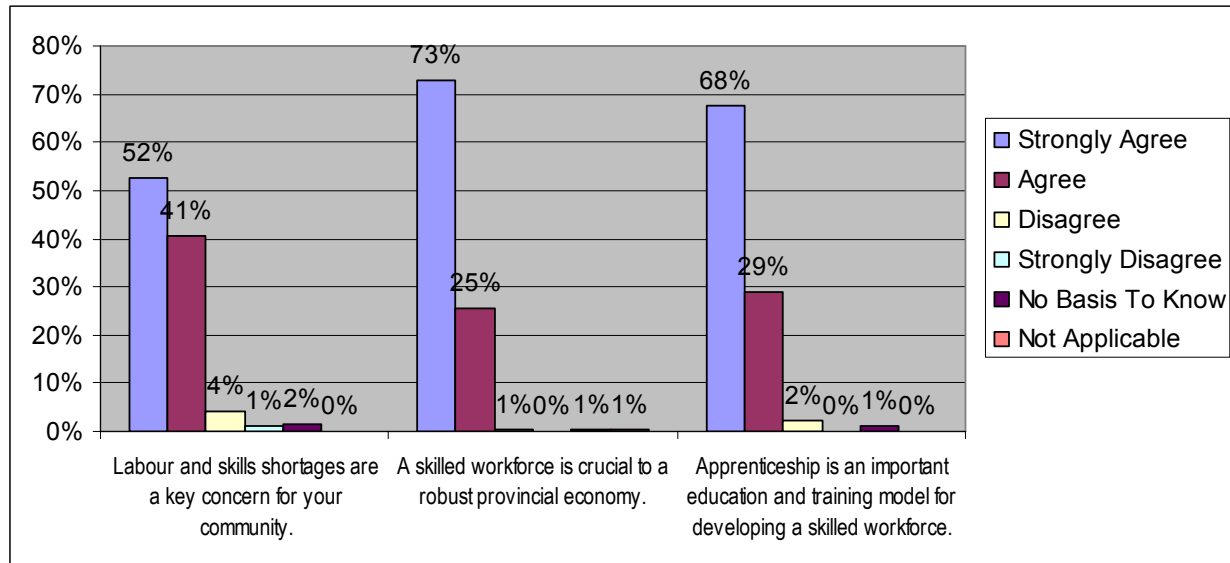


Figure 4-5 Survey Results related to the Manitoba Labour Market (Continued)



The high percentage of strongly agree and agree responses to the statements related to the Manitoba labour market demonstrate that the survey respondents believe that there are skill shortages in all trades in Manitoba, that labour and skill shortages are key concerns for employers and communities, that a skilled workforce is crucial to a robust provincial economy and that apprenticeship is an important education and training model for developing a skilled workforce.

The need for increased employer involvement in the apprenticeship system is highlighted in a study released jointly by the Canadian Apprenticeship Forum and Skills Canada showing that less than two in ten (18%) of employers in the manufacturing, transportation, construction and service sectors currently employ apprentices. The study also shows that 55% of employers have never hired apprentices.

There are however, differences of opinions about whether there are sufficient numbers of individuals being attracted to the trades and apprenticeship system. While all groups consulted during this process agree that there are insufficient numbers of employers who are engaged in the apprenticeship system, labour organizations that provided input during the consultation process, believe that there are minimal shortages of individuals who want to become apprentices. In the organized construction sectors, unions play a larger role in apprenticeship recruitment and have stated that they have wait lists of individuals who would like to apprentice in the construction industry.

There are numerous sources of information used in an attempt to quantify where the labour and skill shortages are and where they are forecast to be in the future. Stats Canada is the major source of information, but is often criticized for its lack of currency and the difficulty in defining provincial information. The Canadian Occupational Projection System (COPS) is a demand model developed and maintained by Human Resources Development Canada. The

At Vale Inco's Manitoba operations we have an active apprenticeship program with 65 apprentices in our division today. And due to the fact that almost 20 percent of our division's 1600 employees are positioned to retire within the next five years, we see a healthy and renewed apprenticeship system as a key to meeting our critical human resources challenges.

Vale Inco Limited

model is run on an annual basis and is adjusted for variables such as GDP projections, demographics projections, population health data and labour force data. The validity of information of the system is also questioned.

Many industry associations or sectors adopt their own methods to forecast future needs and identify gaps. The Construction Sector Council has developed a comprehensive forecasting model. The national Construction Sector Council's report "Construction Looking Forward – Labour Market Requirements from 2007-2015 for Manitoba" estimates that Manitoba will need to replace approximately 4500 workers in the construction trades to maintain current workforce levels and recruit over 2500 additional workers to meet demands over the forecasting period. Other sectors have adopted their own labour market analysis and forecasting processes. *However, there is no single universally understood and accepted process of defining the current labour market and forecasting future needs at the provincial level and/or across industries.*

Feedback was provided during the consultation sessions that there is limited consistent and structured planning conducted at the provincial departmental level to accurately define the labour market, forecast future needs, identify the gaps and align labour market programs to these gaps. Planning for the growth of the apprenticeship system is not integrated with capacity planning considerations.

In relation to the apprenticeship system, the Apprenticeship Branch utilizes a customized database system. Feedback was provided that the administrative requirements of the existing system and process are significant and the branch does not have the capacity to ensure the databases are current or to accurately track apprentices through the system.

In terms of demographic information collected by the Apprenticeship Branch, gender and date of birth are collected on all applicants. Equity group information is requested based on self-disclosure principles. Ethnicity or race is not a required field and therefore determining the participation of immigrants in the apprenticeship system is difficult. Although highest education level is requested, feedback was provided that it is not a mandatory field. There is currently no system of tracking individuals after they have received journeyman certification and limited resources are dedicated to collecting information from individuals who leave apprenticeship programs.

4.2 UNDERSTANDING, AWARENESS AND PERCEPTION OF APPRENTICESHIP

'One of the biggest challenges Skills Canada Manitoba and its partners currently face is people's misconception about careers in the skilled trades and technology. More needs to be done to dispel the negative myths which surround careers in skilled trades. Our primary focus needs to be guidance counselors and parents, both of which have strong influence over youth'.

Skills Manitoba

It was commonly stated throughout the consultation sessions that Manitoba's apprenticeship system is not understood by most Manitobans. It was described by one individual as a 'mystery.' The survey results support this finding as almost 70% of respondents disagreed or strongly disagreed with the statement, "Manitoba's apprenticeship and related training and certification systems are understood by most Manitobans."

Feedback was provided that individuals are not sure how you become an apprentice, what the pre-requisites are and what the advantages are of apprenticing in the trades. Even individuals who participated in the consultation sessions and have been involved in the system were unclear about the various 'paths' to become an apprentice and the benefits and drawbacks of each.

Although not as high a percentage, approximately 45% - 50% of the survey respondents disagreed or strongly disagreed with the statements, "Appropriate and sufficient information about apprenticeship is provided to prospective apprentices in Manitoba" and "Appropriate and sufficient information about apprenticeship is provided to prospective employers in Manitoba." Feedback was provided that the written material is not easy to understand and would benefit from clear, simple language and graphical presentation of information.

It is also widely believed that the use of television and radio media is needed to both inform the general public about apprenticeship, as well as attract more people to the trades in Manitoba. Campaigns like those conducted by Workplace Health and Safety were cited as positive examples.

Almost all participants in the consultation process perceive that the public school system does not do enough to promote and encourage consideration of further education in skilled trades. It was often said that vocational and technical training is still believed to be the option provided only to students who cannot successfully complete regular academic programming in the high schools. Although those who work closely with the students and teachers in technical/vocational programming in the school divisions acknowledge that many of their top students are choosing to pursue trades training and that the perception of this type of training is improving, they also stated that a significant bias still exists. Feedback was provided that many teachers and guidance counselors have limited information about apprenticeship and the various options, and that there is little information provided in the existing professional development programming for teachers.

Engagement of students earlier in the public school system in consideration of trades occupations is believed to be necessary to significantly increase participation in the apprenticeship system and is also cited as a solid 'stay-in-school' strategy for a diverse student population. There are programs and initiatives in the existing school system designed to promote and develop knowledge and skills in the trades. The Senior Years Technology Education Program is coordinated through the Instruction, Curriculum and Assessment Branch of Manitoba Education Citizenship and Youth. This program consists of 14 compulsory credits and an approved cluster of 8 to 14 compulsory technology education credits. The Apprenticeship Branch recognizes trades-related courses or programs of study offered by training institutions, colleges and high schools. Student who take accredited courses can, within a specified time period, apply their course credits towards the technical training requirements of full-time apprenticeship training. Schools that offer accredited programs have met Apprenticeship standards that include program content, facilities, equipment and quality of instruction. There are over 30 senior years schools across Manitoba that offer a variety of accredited technical training programs in apprenticeable trades.

In 1995 a proposal was prepared by the Apprenticeship Branch and MECY's Program Implementation Branch (K-S4) for consultation on and implementation of a Senior Years Apprenticeship Option (SYAO). It was proposed that regular school instruction be combined with paid, part-time, on-the-job apprenticeship training for Grade 11 and 12 students. The program was introduced in 1995 on a pilot project basis for two years. In 2001, the SYAO became a legislated option into apprenticeship through its inclusion under Section 3, 'Apprentices eligibility', of *the Apprenticeship and Trades Qualifications – General Regulation (2001)*. The SYAO program is coordinated and marketed by the Field Operations Unit of the Branch.

The purpose of the SYAO program is to facilitate earlier entry into trades and build awareness and interest for future apprentices through the option of practical, paid, and on-the-job work experience training to students in Grades 11 and 12. Students must be at least 16 years of age, have completed Grade 10 and be enrolled in Grade 11 or 12 courses. Through on-the-job work experience training; students are provided with an opportunity to earn up to eight supplemental academic credits based on 110 work hours per credit of the 28 required for high school graduation. Hours can be accumulated during the week, in the evenings, on weekends and/or during holidays. A school must

provide a percentage mark for each credit earned by a student as well as grant these credits. The minimum pass mark is 70%. Students are also able to apply their hours of on-the-job training towards those required by a Level 1 apprentice in that respective trade.

The renewed Technical Vocational Initiative (TVI), is a four-year, \$8.2 million project jointly sponsored by Manitoba Advanced Education and Literacy (AEL), Manitoba Education, Citizenship and Youth (ECY) and the Department of Competitiveness, Training and Trade (CTT). The overarching purpose of the Initiative is to revitalize Technical Vocational Education (TVE) in Manitoba. The Initiative works with education partners, business, industry and labour to develop and recommend strategies that address the six “Action Pillars” that form the core of its mandate:

1. Improve the Image of Technical Vocational Careers
2. Enhance Awareness of Technical Vocational Programming
3. Ensure Program Relevance to Labour Market Needs
4. Facilitate Programming Articulation between High Schools & Colleges
5. Develop Strategies to Address Technical Vocational Teacher Currency and Shortage Issues
6. Increase Funding to Support Technical Vocational Equipment Upgrades

There appears to be significant support for providing college credentials upon completion of an apprenticeship program and for developing what was described as ‘career bridging and laddering.’ The ability to show prospective apprentices the various entry points into apprenticeship and the potential career paths beyond journeyman certification is believed to be a great attraction and retention strategy. *Many involved in the current public school system, the colleges, employer associations and several union organizations emphasized the need for much improved integration/coordination between pre-employment and pre-apprenticeship programs with the apprenticeship system, more work experience and cooperative type of programs and increased connections between journeyman certification to college certificates or diplomas and other forms of higher education.* The development of a ‘crediting’ system where the training and skill development of apprentices, at any level, is recognized between educational institutions as well as employers was contentious. Some believe that this is necessary for a true ‘career laddering’ approach and some saw it as potentially negatively impacting the integrity of the full scope of the trade. Manitoba Hydro spoke of a recent initiative with the university that is considering granting credit in a management program for those with journeyman certification.

We are intrigued by the idea of ‘laddering’ the apprenticeship system, in other words, integrating it with the post secondary system to improve the potential advancement of apprentices and the flexibility of their credentials.

*The Manitoba
Chambers of Commerce*

Representatives of aboriginal organizations and those who work with new Canadians stated that a lack of knowledge of the apprenticeship system and limited supports to assist these individuals through the processes are significant barriers to the engagement of aboriginal people and new Canadians. It was suggested that more formal arrangements with organizations who work directly with these groups could assist with increasing both participation and completion rates in the apprenticeship system.

'Apparently 1000 trades people immigrated to Manitoba in the past year. On the surface that sounds like a number that should satisfy some of the current labour market demands. However, at present, there is no mechanism in place to track the numbers who actually obtain employment in their skill area. Many simply give up and, needing to earn a living, accept employment as production workers, cashiers, labourers etc. This is a waste of talent that we need to address.'

*Employment Projects of
Winnipeg*

4.3 STRUCTURE, FRAMEWORK AND SYSTEM

Throughout the consultation process, significant feedback was provided about the structure, framework and system of Apprenticeship in Manitoba. The following section provides contextual information and consultation results in the following areas:

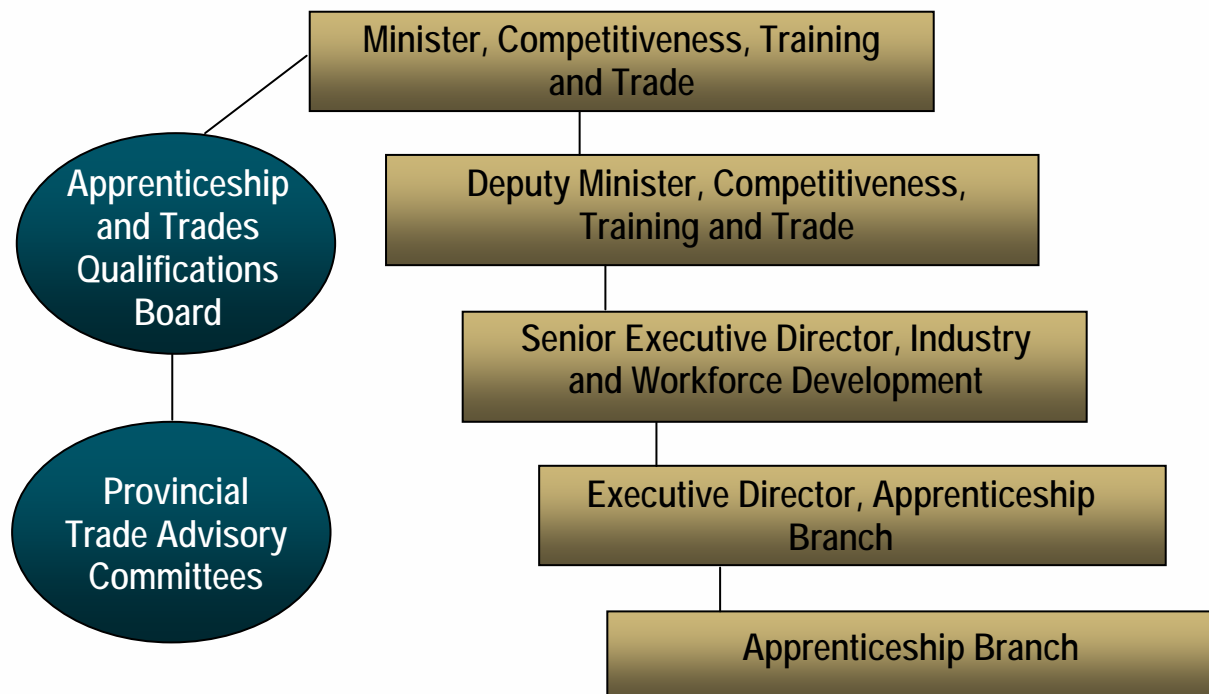
- Governance
- Scope of Apprenticeship in Manitoba
- Participation and Completion Rates
- Compulsory Certification
- Ratios and Designed Trainers
- Full versus Partial Certification
- Equity Group Participation

4.3.1 GOVERNANCE

The following provides information about the Apprenticeship and Trades Qualifications Board, the Provincial Trade Advisory Committees, the Apprenticeship Branch and the legal and regulatory framework.

4.3.1.1 MANITOBA APPRENTICESHIP ORGANIZATION

Responsibility for the apprenticeship system in Manitoba resides in the Department of Competitiveness Training and Trade. The following is the overarching organizational structure:



4.3.1.2 THE APPRENTICESHIP AND TRADES QUALIFICATIONS BOARD (ATQB)

The Apprenticeship and Trades Qualifications Board is established by The Apprenticeship Trades Qualifications Act and is appointed by the Minister of Competitiveness, Training and Trade. It represents industry and public interest in the Apprenticeship system. The Board appoints Provincial Trade Advisory Committees (PTACs), and receives and reviews recommendations from the PTACs respecting regulations, training, examinations and certification standards.

The Apprenticeship and Trades Qualifications Act provides for an Apprenticeship and Trades Qualifications Board. The functions of the Board are:

- To make the regulations respecting trades apprenticeship;
- To advise the Minister about the needs of the Manitoba labour market for skilled workers, the training and certification of persons in designated trades, the fees to be prescribed and any other matter about which the minister requests advice;
- To develop objectives, standards and requirements for apprenticeship training and to monitor and assess practical experience offered by employers in designated trades and technical training provided in those trades in Manitoba;
- To assess programs of instruction that could be suitable for apprenticeship training in Manitoba;
- To establish trade advisory committees for designated trades or groups of related designated trades and establish policies and procedures for those committees; and
- To consider recommendations made by trade advisory committees.

4.3.1.3 PROVINCIAL TRADE ADVISORY COMMITTEES (PTACs)

Provincial Trade Advisory Committees are appointed by the Board. The Act specifically addresses the function, membership, terms of appointment and remuneration of PTAC members. The function of a PTAC is to make recommendations to the board about:

- The designation of trades and the specification of designated trades as compulsory certification trades
- Apprenticeship training in designated trades including:
 - The objectives and the form and content of apprenticeship training programs;
 - Technical training requirements and practical experience requirements for apprenticeship training; and
 - The assessment of apprenticeship training programs, including programs of instruction that could be suitable for apprenticeship training in Manitoba
- The qualifications and experience required for certification in a designated trade
- Upgrading standards and the endorsement of certificates of qualification of persons who meet those standards
- The content of regulations made or proposed to be made by the board respecting designated trades.

Each committee for a designated trade must have at least two persons representing the interests of employers and the same number of persons representing the interests of employees in that designated trade. A minimum of 5 individuals are required. The board makes every effort in the nomination and appointment process to ensure representation of all aspects of the industry as well as geographic regions. The term of office of a member is not to be more than three years and there is a limit of two consecutive terms. At this time there are 41 PTAC's.

4.3.1.4 LEGISLATIVE AND REGULATORY ENVIRONMENT

The Apprenticeship and Trades Qualifications Act is the regulatory base for apprenticeship training and trades certification in our province.

The Act addresses:

The Apprenticeship and Trades Qualifications Board

- Functions of the board
- Appointment of board members
- Members must be knowledgeable about trades
- Term of appointment
- Limit on terms
- After term expires
- Vacancies
- Remuneration and expenses
- Director as ex officio member and secretary
- Vice-chairperson
- Quorum at meetings
- Voting rights of chairperson
- By-laws
- Staff

The Advisory Committees

- Board may establish trade advisory committees
- Function of trade advisory committee
- Members
- Members must be knowledgeable about trades
- Term of appointment
- Limit on Terms
- After term expires
- Vacancies
- Remuneration and expenses
- Vice-chairperson
- Quorum
- Staff

Director of Apprenticeship and Trades Qualifications

- Appointment of director
- Powers and duties of director
- Powers of entry and inspection

Designation of Trades

- Designation of trades
- Description of designated trades

Apprenticeship Agreements

- Apprenticeship agreements
- Application to register agreement
- Registration of agreements
- Agreement of no effect unless registered
- Credits for previous training and experience
- Director may suspend or cancel agreement
- Termination of agreement
- Effect of strike or lockout on agreement
- Assignment of agreement
- Prohibition of apprenticeship except by agreement

Certificates of Qualification

- Director may issue certificates to certain persons
- Suspension or cancellation of certificates

Compulsory Certification Trades

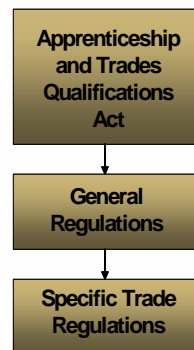
- Board may specify compulsory certification trades
- Prohibition on practicing compulsory certification trade
- Prohibition on employing unauthorized persons
- Director may grant exemptions
- Temporary permits

Appeals

- Grounds for appeal
- Notice of appeal
- Appeal board
- Equal number of representatives
- Remuneration and expenses
- Decision of appeal board
- Notice of appeal board decision
- Decision is final

General Provisions

- Annual report
- Tabling report
- Offence
- Regulations by board
- Regulations by Minister



The Board has the authority to make General Regulations.

General Regulations address:

Responsibilities of Director

- Director's powers and duties

Eligibility re Apprenticeship Training

- Apprentice eligibility
- Employer eligibility
- Recognized associations may be employer

Apprenticeship Agreements

- Responsibilities of apprentice
- Responsibilities of employer
- Apprentice transferring to a new employer
- Overtime hours
- Ratios of apprentices to journeypersons

Apprenticeship and Trades Qualifications

- Transition – designated trainers in northern or aboriginal communities
- Transition – designated trainers for senior years apprentices
- Qualifications – Designated trainers
- Time limit – designated trainers
- Increase in ratio
- Apprentice wage rates
- Apprentices who are inmates
- Non-payment of fees
- Cancellation for other reasons

Accreditation

- Accreditation of training providers
- Agreements re accreditation
- Cancellation of accreditation

Recognition of Prior Learning and Progression Criteria

- Credit for prior learning
- Progression criteria

Certification

- Eligibility to write examinations
- Certificate through apprenticeship qualification
- Certificate through trades qualification

Compulsory Certification Trades

- Terms and conditions for issuing a certificate through grandparenting
- Exemptions
- Hiring in compulsory trades

General Provisions – Examinations

- Interprovincial "Red Seal" certification
- Recognition of other certificates
- Director may require additional upgrading
- New application to write examination required

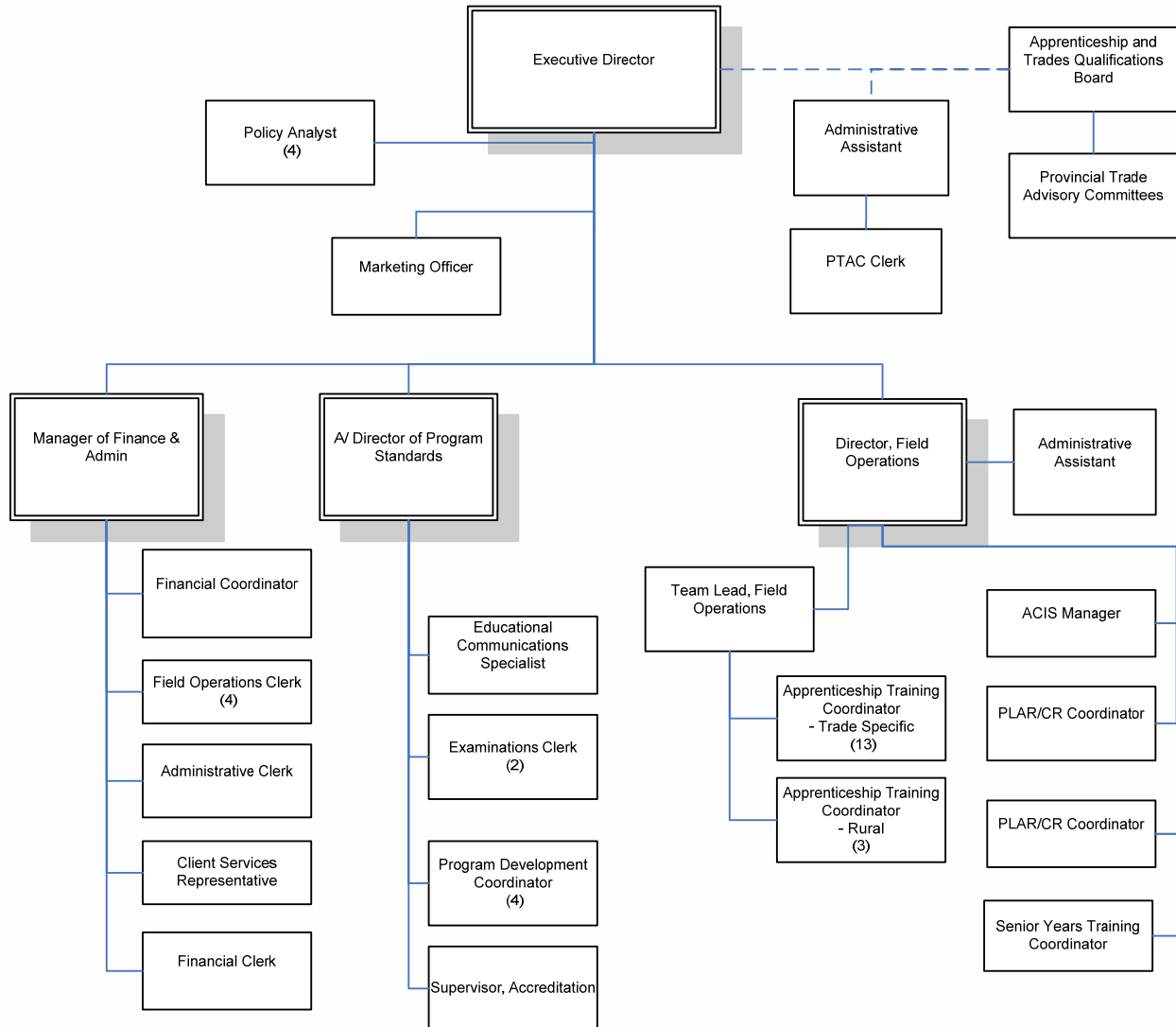
Miscellaneous

- Address for notice
- Obligations of employer not reduced
- Provision of designated trade regulation prevails

Each designated apprenticeship trade in Manitoba is governed by a specific trade regulation.

4.3.1.5 THE APPRENTICESHIP BRANCH

The following chart demonstrates the organizational structure of the Apprenticeship Branch:



The Apprenticeship Branch

The Apprenticeship Branch (Branch) is responsible for the administration of The Apprenticeship and Trades Qualifications Act, the Apprenticeship and Trades Qualifications General Regulation, the Apprenticeship and Trades Qualifications Fees Regulation, the Appeals Procedure Regulation, and apprenticeship programs for 53 trades (52 designated and 1 pending) and their regulations under the Act. The Branch co-ordinates the training system that delivers accredited, structured, workplace-based skills and technical training to apprentices, leading to journeyperson certification.

The Branch promotes trades training and certification to industry standards; co-ordinates information and planning for the designation of new trades; develops competency standards in co-operation with Manitoba industry and other provincial/territorial apprenticeship systems; processes requests for the accreditation of training programs to designated trade standards; assists under-represented groups to access apprenticeship training; counsels on trades careers and certification matters; and performs other essential support services to facilitate apprenticeship training and certification.

The Executive Director of Apprenticeship provides management direction for the Branch, is the Secretary to the Apprenticeship and Trades Qualifications Board, and is the main point of contact for inter-provincial and pan-Canadian apprenticeship initiatives. The Executive Director is responsible for consulting with industry, represents Manitoba at the Canadian Council of Directors of Apprenticeship (CCDA), and the Canadian Apprenticeship Forum (CAF).

To achieve its objectives, the Branch's Field Operations Unit receives applications for apprenticeship, registers apprenticeship agreements between apprentices and employers, monitors practical (on-the-job) training, and arranges for apprenticeship technical training delivery, examinations, and certifications. The Unit participates in the promotion and marketing of the Apprenticeship Program and the Senior Years Apprenticeship Option (SYAO).

The Program Standards Unit develops, revises, and secures industry approval of apprentice portfolios, curricula, apprenticeship levels tests, examinations, and provincial occupational analyses. It oversees Manitoba's contributions to interprovincial examinations, common core curricula, and the National Occupational Analyses (NOA) series. The Program Standards Unit processes requests for the accreditation of training programs from public schools, community colleges, unions and associations, and accredits those programs that meet designated trade standards. The Unit also makes course content comparisons for the recognition of trades training programs delivered by non-accredited providers and by other jurisdictions. The unit administers Prior Learning Assessment and Recognition (PLAR) services, administers level examinations, and trade certification examination to apprentices and candidates with demonstrated related work experience.

The Branch participates in the Interprovincial Standards "Red Seal" Program, which establishes common standards in 45 skilled trades across Canada. Provinces/territories define and update inter-provincially recognized standards through the Canadian Council of Directors of Apprenticeship (CCDA). Forty-one of Manitoba's 52 designated trades participate in the Interprovincial Standards "Red Seal" Program. Certificates of Qualification, with the Red Seal endorsement affixed, are issued when a candidate attains a mark of 70% or higher on the Red Seal examination. The Red Seal endorsement is recognized by all Canadian jurisdictions. The Program Standards Unit co-ordinates the Branch's Red Seal and other inter-provincial activities. Manitoba has host responsibility for 5 of the 45 Red Seal trades.

The Policy Unit is responsible for apprenticeship legislation and regulation research and analysis, and for general policy research and development. The Unit also provides support to the Branch, the Apprenticeship and Trades Qualifications Board, Provincial Trade Advisory Committees (PTACs), and Industry Working Groups (IWGs). The Unit provides support for corporate initiatives and is the Branch's liaison with other branches of Competitiveness Training and Trade and with other departments where there are linkages with training, economic, education, labour, and social policies.

The Finance and Administration Unit is responsible for administrative services to the Branch financial control systems, information technology systems support, and for preparation of the annual estimates and budgetary information. In 2005/06, the Unit continued to apply a financial framework for costing of technical training delivery which improves the cost-effectiveness of delivering technical training in northern communities and at all three community colleges. The Unit also uses a rational model for technical training course purchase processes that has improved communications with, and services to, the Branch's contracted technical training providers.

4.3.1.6 PERCEPTION OF THE APPRENTICESHIP AND TRADES QUALIFICATIONS BOARD, THE PROVINCIAL TRADE ADVISORY COMMITTEES AND THE APPRENTICESHIP BRANCH

One of the most interesting findings, based on both the survey results and the feedback provided during the consultation sessions, is the high percentage of stakeholders who have limited or no knowledge of the role and functioning of the Apprenticeship and Trades Qualifications Board, the Provincial Trades Advisory Committees and the Apprenticeship Branch.

The Apprenticeship Board consists of 13 members appointed by the Minister to include 5 employer representatives, 5 employee representatives, 2 public interest representatives and a chairperson. The current role of the Apprenticeship and Trades Qualifications Board and its relationship with the Apprenticeship Branch was raised at the public meetings as well as at the targeted sessions and consultations. At a minimum there appears to be a need for clarification and there may be an opportunity for exploring alternatives to current roles and responsibilities for both the Board and the Branch. There is currently a gap, and perhaps a conflict, between the actual role of the Board and the perceived role of the Board.

As currently defined in the Act, the Board is primarily an advisory board to the Minister on matters of legislation and regulations. It does have certain authority, including the authority to set program standards and appoint program advisory committees. The Commission was told that the Board is perceived by some as the governing board of the Apprenticeship Branch when in fact the Branch is responsible to the Executive Director who reports to the Senior Executive Director who in turn reports to the Deputy Minister. There is a working relationship between the Board and the Branch but no reporting or accountability relationships. The Board does not have the responsibility in the following areas that are often within the defined role of governing boards:

- Responsibility for, or involvement in, strategic planning
- Responsibility for human resources organization and allocation
- Financial planning and oversight
- Accountability for meeting performance objectives

The areas noted above are at present the responsibility of the Apprenticeship Branch working within the reporting and accountability structure of the Department of Competitiveness Training and Trade. The Board's role in developing legislative recommendations and policies is often based on Branch staff information and recommendations but the Board has no direct involvement with the Branch's strategic planning or budgetary processes within the Department. The Board and Branch exert influence on each other but there is no formal

reporting or accountability between them. In this structure the Board is responsible to the Minister for the quality of the recommendations which provide the legislative, regulatory and policy framework for delivery of apprenticeship while the Branch, through the Executive Director is responsible for performance management. In this operating framework the board member's fiduciary responsibility could appear to be secondary to a representational role.

Joanna Gaultieri, Founder, Federal Accountability Initiative for Reform made the following statement at the 2007 Crown Corporate Governance Summit:

"Governance is only partly about reporting obligations, risk avoidance, stringent prescriptive measures and legal frameworks. It is really about leadership, which is not science or legal construct but more about conscience and soul. It is about trust and hope coalescing to give power which fosters excellence instead of conformity."

In the context of the review of responsibility for apprenticeship it is necessary to provide a better understanding of where the responsibility lies for "fostering excellence rather than conformity."

There was limited commentary about the board except for some questions of whether the board is representative of the actual make-up of the apprenticeship system. Comments were provided about the apparent absence of both employer and employee representation in the non-unionized industry. As well, it was suggested that a Level 3 or Level 4 apprentice should be appointed to the board. It was also stated that the board could more effectively utilize the expertise of branch staff when considering new or modified policy.

There was limited feedback about the Provincial Trade Advisory Committees. However, commentary was provided that many of the PTACs have not met in over a year and some have never met. Concerns were raised that it is very difficult to convince employer and employee representatives to participate in these committees. The time commitment away from the business and its impact from a financial perspective (including lost wages/income) were cited as deterrents. There were several statements made that the industry associations should be consulted much more when policy decisions are being made. It is unclear whether the industry (in the broadest sense) feels that the PTACs effectively represent their interests.

The resource requirements from the Apprenticeship Branch to support both the Board and the PTACs are significant. Statements were made that the inability to provide sufficient resources has impacted and will continue to impact the functioning of the PTACs. Dedicated resources to support the work of the Board and the PTACs was raised as a significant need.

Approximately 50% of the survey respondents agreed or strongly agreed with the statement, "The Apprenticeship Branch effectively and efficiently delivers programs and services related to apprenticeship training and trades certification." It is widely believed by external stakeholders as well as internal branch staff that the branch does not have the capacity to effectively perform all the functions currently within its mandate. Long waiting periods for processing of applications and lack of responsiveness to telephone inquiries were concerns raised by external stakeholders as well as internal staff. This is believed to be a significant barrier to access and engagement in the apprenticeship system.

It appears the role and mandate of the Apprenticeship Branch is not clear. The feedback during the consultation sessions suggested that education and enforcement are both major roles of the branch, but that these roles often conflict. Some stakeholders provided feedback that the focus on compliance has resulted in an inflexible and

unresponsive system. Numerous stakeholder groups believe that the Apprenticeship Branch should act as a 'facilitator' of the apprenticeship process and not as an 'enforcer' of rules and regulations.

In addition, it is unclear who the 'clients' of the branch are and what accountabilities there are to these 'clients'. Questions raised during some of these sessions included: "Is the employer or apprentice the major client or is it both?" "What if the needs of these two groups conflict?"

The lack of a comprehensive strategic plan with a clear vision and commonly understood and agreed upon definitions of success and indicators of performance is believed by those internal to the system to be inhibiting their ability to focus on priorities and organize and resource them properly.

The opportunity to better utilize technology to increase the effectiveness and efficiency of the major Branch processes was identified by those familiar with Branch operations. This would require further review once the structure, role, accountabilities, vision, strategic directions and goals and objectives of the Apprenticeship Branch are defined.

4.3.2 SCOPE OF APPRENTICESHIP IN MANITOBA

The following table includes all current designated trades in Manitoba, whether they are Red Seal and/or compulsory certification trades and the current number of registered apprentices in each trade:

Trade	Red Seal	Provincial (Non- Red Seal)	Compulsory	# Journey-person Certifications (past 10 years)*	Active Registered Apprentices						
					No Technical Training to date	1st	2nd	3rd	4th	N/A	Total
Agricultural Equipment Technician	■			308	29	10	14	25	23		101
Aircraft Maintenance Journey-person	■		≠	236	17	30	23	16	21		107
Boilermaker	■			78	3	2	9	8			22
Bricklayer	■			37	16	17	1	27			61
CNC Machinist		▲			1						1
Cabinetmaker	■			58	9	11	8	2	2		32
Carpenter	■			541	375	194	151	59	75		854
Concrete Finisher	■										
Construction Electrician	■		≠	994	360	306	229	151	13		1059
Cook	■			285	15	13	42	5			75
Crane & Hoisting Equipment Operator – Mobile	■		≠	376	22	10	9	1			42
Crane & Hoisting Equipment Operator – Boom Truck		▲			7	2	1				10
Crane & Hoisting Equipment Operator – Tower Crane		▲			3						3

Trade	Red Seal	Provincial (Non- Red Seal)	Compulsory	# Journey-person Certifications (past 10 years)*	Active Registered Apprentices						
					No Technical Training to date	1st	2nd	3rd	4th	N/A	Total
Drywall Mechanic		▲		1							0
Electric Motor Winder		▲		8	1		1				2
Electrologist		▲		39	3					2	5
Esthetician		▲	≠	506	73					63	136
• Nail Technician		▲	≠		23					13	36
• Skin Care Tech		▲	≠								
Floorcovering Installer	■		≠								
Glazier	■			4							
Hairstylist	■		≠	903	291					137	428
Heavy Duty Equipment Technician				255	46	52	41	37	21		197
Industrial Electrician	■		≠	193	20	17	17	11	2		67
Industrial Instrument Mechanic	■			40	5	4	2	6	4		21
Industrial Mechanic (Millwright)	■			584	45	75	10	36	18		184
Industrial Welder	■			272	25	19	11	14			69
Insulator (Heat and Frost)	■				42						42
Ironworker	■			57	16	12	3	8			39
Landscape Technician		▲		41	9	4	11	1	9		34
Lather				1							
Lather (Industrial Systems Mechanic)	■			19	29	7	14				50
Machinist	■			236	29	50	46	15	3		143
Motor Vehicle Body Painter	■		Pending	68	6	3					9
Motor Vehicle Body Repairer	■		Pending	178	17	46	29	4	8		104
Motor Vehicle Mechanic	■		Pending	814	104	93	59	72	28		356
Mould and Pattern Maker											
Painter and Decorator	■			58	10	9	4	5	3		31
Partsperson	■			22	8	1	1				10
Plumber	■		Pending	388	165	122	47	70	43		447
Pork Production Technician		▲		268	30	16	17				63
Power Electrician		▲		129	20	59	43	7	19		148

Trade	Red Seal	Provincial (Non- Red Seal)	Compulsory	#Journey-person Certifications (past 10 years)*	Active Registered Apprentices						
					No Technical Training to date	1st	2nd	3rd	4th	N/A	Total
Recreation Vehicle Service Technician	■			3							0
Refrigeration & Air Conditioning Mechanic – Commercial	■		≠	649	49	41	51	25	24		190
Refrigeration & Air Conditioning Mechanic – Residential		▲	≠		7	21	23	5			56
Roofer	■			14	25	12					37
Sheet Metal Worker	■			100	35	35	24	12	6		112
Sprinkler System Installer	■		≠	63	19	18	11	7			55
Steamfitter-Pipefitter	■		≠	333	36	19	9	12	3		79
Steel Fabricator	■			50	3						3
Tool & Die Maker	■			60		5	9	2			16
Transport Trailer Technician	■			209	12	26	13	9			60
Truck & Transport Mechanic	■			1019	77	73	48	44	22		264
TOTAL				10,497	2137	1434	1031	696	347	215	5860

* the number of journeyperson certifications includes individuals who received certification through apprenticeship training and through trades qualification. As the Apprenticeship Branch does not track journeypersons after certification, there is no method of determining who is still practicing in Manitoba.

Please Note:

- For the trades of hairstylist, esthetician and electrologist, enrollment in or completion of technical training at an accredited institution is required for an apprenticeship.
- Crane and Hoisting Equipment Operator certification is not reliant on a previous level being completed. Certification at each level is distinct. There is no final combined certification in this trade.
- Active SYAO apprentices are not included in this report

Definitions

Red Seal Trades

A nationally registered trademark symbol adopted for the Interprovincial Standards Program to signify interprovincial qualification of tradespersons at the journeyperson level. It is affixed to the provincial and territorial Certificates of Apprenticeship and Qualifications of the apprentices and tradespersons who have met the national standard in a Red Seal Trade. The Red Seal is a passport that allows the holder to work anywhere in Canada without having to write further examinations.

Non-Red Seal Trades

A non-red seal trade is a trade where an interprovincial red seal endorsement is not available. Generally there are trades that are not common to all jurisdictions. Non-red seal trades do not have National Occupational Analyses (NOAs) or interprovincial examinations and are defined and validated by the individual jurisdictions.

Compulsory Occupations

Compulsory occupations require workers to be certified or registered as apprentices in order for them to practice in the occupation.

Active Registered Apprentice

Someone actively participating in the apprenticeship training (either enrolled in a level of technical training or participating in practical training with an employer).

Approximately 76% of the survey respondents agreed or strongly agreed with the statement, “Apprenticeship is necessary for all the trades currently covered by apprenticeship training programs.” Only approximately 44% agreed or strongly agreed with the statement, “This is the right number considering apprentice, employer and community needs.” Almost 38% answered that they ‘had no basis to know’ for that question.

The consulting process and the resulting assessment has focused on the apprenticeship system in the narrow sense of the existing traditional model and the ‘trades’ as they are currently described. If apprenticeship is viewed as only one method of producing skilled workers and not as a more general model of technical and on-the-job training, expansion will come through increases in participation in existing trades or introduction of new trades that can be structured in an existing model. If however, the Department of Competitiveness, Training and Trade perceives its mandate to ensure the development of qualified skilled tradespeople, additional occupations could be considered. This might be similar to the ‘designated’ occupations in other provinces.

In our view, the numbers and types of designated trades need to increase to reflect today’s realities. Workplace processes and areas of specialization are in a continuous state of evolution, more so now than at any time in the past. As many of these new work processes as possible should be designated as apprenticeable trades to ensure that workers skills evolve and develop in lock-step with need.

*Manitoba Federation
of Labour*

4.3.3 PARTICIPATION AND COMPLETION RATES

Determining participation and completion rates within the apprenticeship system is complex and easily open to misinterpretation. There are differences in the definition of completion and how these are calculated. Previous studies of a national scope have painted different pictures of the health of the Canadian apprenticeship system. Andrew Sharpe’s 1999 discussion paper entitled “Apprenticeship Training in Canada: A Training System Under Siege?” suggested that the apprenticeship system in Canada was characterized by very low completion rates and a declining trend in completion rates. Based on Mr. Sharpe’s methodology, Manitoba’s completion rates in 1997/98 – 1999/2000 were between 9.4% and 10.2%; significantly lower than anticipated.

Conversely, a Statistics Canada research paper examined the ‘perceived low completion rates of registered apprentices’. This study concluded that within 11 years after registration, about 50% of apprentices completed their requirements for the trade they started in and most completions occurred four to six years after registration.

In November 2007, Statistics Canada released apprenticeship data for Canada and Manitoba for 2005. This data reports on the annual total of completions (individuals who receive a certificate of qualification) and the year over year increase or decrease of the number of completions. This is not the same as a *completion rate* which demonstrates the percentage of apprentices who have completed the entire apprenticeship training program. A snapshot of Manitoba and Canadian registration and completion information is shown on the next page.

Figure 4-6

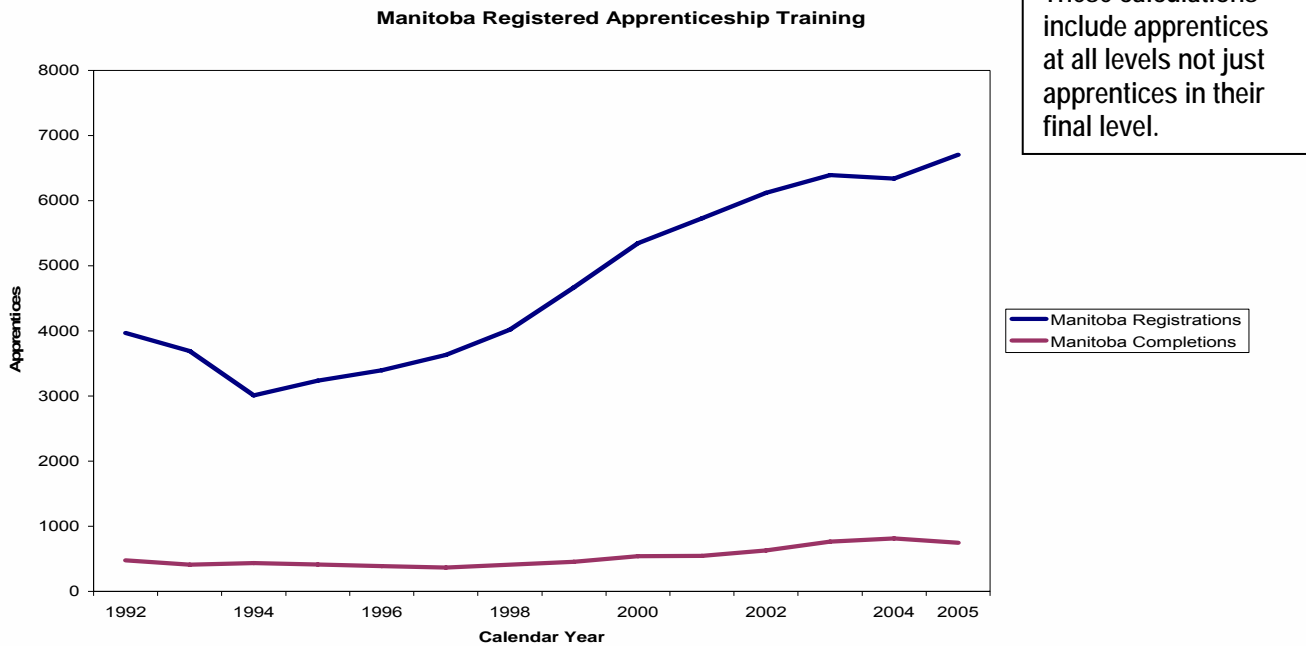
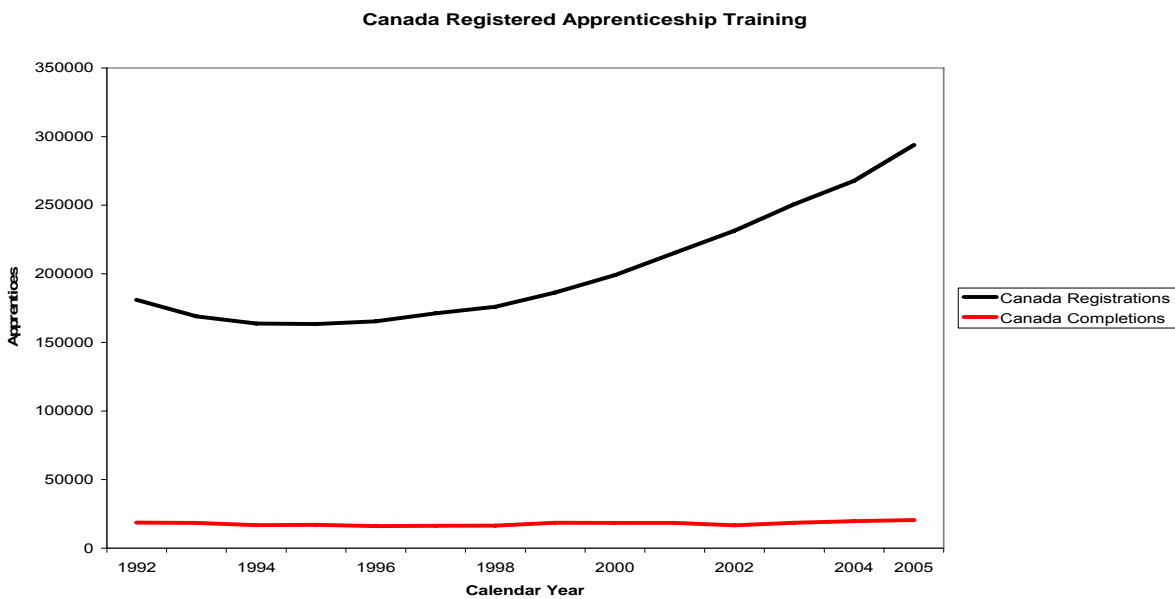


Figure 4-7



The Manitoba Apprenticeship Branch conducted a study of completion rates for cohorts of new apprentices registered by fiscal year. The study examined the relevant data relating to fiscal years 1997/1998 to 1999/2000. The work was undertaken as an extension of earlier efforts by the Apprenticeship Branch to arrive at a basic performance measurement of success rates in the Manitoba apprenticeship system and to address earlier published studies indicating unsettlingly low apprenticeship completion rates in Manitoba.

Manitoba evaluated the completion rate of a yearly cohort of apprentices by identifying the number of apprentices in the cohort who were issued certificates of qualification within 1.5 times the prescribed term of apprenticeship for their respective trade and dividing that number by the size of the cohort. The cohorts are defined as the new apprentices registered within a given fiscal year. The fiscal year is defined as April 1st to March 31st. For example, the cohort for the fiscal year 1997/1998 includes all apprentices registered between April 1, 1997 and March 31, 1998.

Three Year Average of All Trades

*All apprentices who completed within 1.5 times the term of apprenticeship

1997-1998	1998-1999	1999-2000	Average
52%	52%	49%	51%

Three Year Average of All Trades

*All apprentices who were 1997/1998 initial registrants and who completed as of October 20, 2006 and took longer than 1.5 times the term of apprenticeship

1997-1998	1998-1999	1999-2000	Average
55%	57%	53%	56%

Three Year Average by Trade

Trade	Term of Apprenticeship	1.5 3 year Avg	All 3 Year Avg
Agricultural Equipment Technician	4	58%	58%
Aircraft Maintenance Engineer Technician	4	53%	56%
Boilermaker	3	75%	79%
Bricklayer	4	37%	37%
Cabinetmaker	4	54%	54%
Carpenter	4	31%	34%
Construction Electrician	4	51%	59%
Cook	3	45%	45%
Esthetician	2	43%	65%
Glazier	4	0%	0%
Hairstylist	2	39%	62%
Heavy Duty Equipment Technician	4	50%	52%

Trade	Term of Apprenticeship	1.5 3 year Avg	All 3 Year Avg
Industrial Electrician	4	95%	95%
Industrial Instrument Mechanic	4	73%	73%
Industrial Mechanic (Millwright)	4	72%	77%
Industrial Welder	4	52%	53%
Ironworker	3	50%	62%
Landscape Technician	4	13%	21%
Lather	4	0%	0%
Machinist	4	44%	47%
Motor Vehicle Body Repair Painter	2	50%	55%
Motor Vehicle Body Repairer	4	50%	52%
Motor Vehicle Mechanic	4	61%	62%
Painter and Decorator	4	17%	25%
Parts Person	3	43%	43%
Plumber	5	54%	56%
Power Electrician	4	83%	83%
Refrigeration & Air Conditioning Mechanic – Com	5	64%	60%
Refrigeration & Air Conditioning Mechanic – Res	4	9%	27%
Sheet Metal Worker	4	55%	64%
Sprinkler System Installer	4	71%	71%
Steamfitter-Pipefitter	5	67%	66%
Steel Fabricator	4	73%	73%
Tool and Die Maker	4	78%	83%
Transport Trailer Technician	3	35%	38%
Truck and Transport Mechanic	4	59%	61%
Overall Completion Rates		51%	56%

NOTES:

The trades of Roofer, Floorcovering Installer, Insulator, Computer Numerical Control Machinist and Crane and Hoisting Equipment Operator are not included as they are recently designated trades and data was not available to calculate rates. Table indicates the completion rates of trades by year, as expressed in a percentage. Five-year trades completion rate average based on 1.5 times the term of apprenticeship are averaged over 2 years, instead of three.

4.3.4 TRADES QUALIFICATION

The executive director may issue a certificate of qualification to an individual who has not completed apprenticeship training but who:

- Provides evidence acceptable to the director that he or she has been employed in the trade in the immediate previous 10 years for 1.5 times the term of apprenticeship prescribed in the relevant trade regulation;
- Is able to demonstrate experience in 70% of the tasks of the relevant trade; and
- Successfully completes the prescribed certification examinations.

Feedback was provided during the consultation process that there are many qualified individuals who have the skills and experience to the journeyperson standard but who are either unaware of or unwilling to participate in the trades qualification process. Suggestions were made that there needs to be increased promotion as well as additional supports to prepare for examinations.

The following table provides a summary of trade qualifiers by fiscal year:

Fiscal Year (April 1st to March 31st)	Number of TQ Applications	Number of Certification Examinations Written	Number Passed	Percentage Passed
1999-2000	181	122	92	75%
2000-2001	269	312	223	71%
2001-2002	283	227	130	57%
2002-2003	396	288	163	57%
2003-2004	264	330	198	60%
2004-2005	510	513	351	68%
2005-2006	519	480	281	59%
7 Fiscal Year Totals	2,422	2,272	1,438	63%

Please note: The number of trades qualifications applications represent the number of applications received in the fiscal year. Not all applicants receive approval to write or write the examination in the same reporting period. Some applicants may write more than once and some fail to follow through on providing documentation to complete/undertake the Prior Learning Assessment and Credential Recognition Review.

4.3.5 COMPULSORY CERTIFICATION

The issue of compulsory certification is contentious and there was no consensus among stakeholder groups consulted during this process. The Apprenticeship and Trades Qualifications Act and the General Regulations both address compulsory certification.

The Board, subject to the approval of the Minister, may by regulation, specify for the whole or part of the province, that a designated trade is a compulsory certification trade. Requests for designation as a compulsory certification trade come to the Board from the PTACs. In 1997, the Apprenticeship Task Force recommended that, “on a trade by trade basis, Provincial Trade Advisory Committees be permitted to request compulsory registration and certification where this can be justified on the basis of public safety, worker safety, environmental protection or consumer protection”. These 4 pillars have become the basis for assessment of compulsory certification requests. At this time, before designating the trade as compulsory, the Branch is to implement an industry consultation process.

Currently in Manitoba, the following are compulsory trades:

- Construction Electrician
- Industrial Electrician
- Crane and Hoisting Operator
- Steamfitter – Pipefitter
- Sprinkler System Installer
- Refrigeration and Air Conditioning Mechanic
- Esthetician
- Electrologist
- Hairstylist

Compulsory certification designation of the motor vehicle trades is in process. Draft regulations for the trades of Motor Vehicle Body Repairer and Motor Vehicle Body Repairer (Painter) have been completed. The trade of Plumber will also be moving forward for compulsory certification.

Questions were raised during the consultation sessions of whether public safety, worker safety, environmental protection or consumer protection are the responsibilities and/or expected outcomes of apprenticeship and *therefore* whether these should be the basis for assessment of whether a trade should be made compulsory. There are other regulations, systems, structures and processes within the portfolios of other departments that address these issues.

It is in enforcement and compliance of compulsory trades where there appears to be confusion and a perception of duplication and overlap with other regulations and enforcement processes.

The Employment Standards Division within the Department of Labour is responsible for enforcing the terms and conditions of employment. The Workplace Health and Safety Division, within the same department through its two branches; Workplace Safety and Health and the Mechanical and Engineering Branch, are responsible for administration of the Workplace Safety and Health Act, promotion of illness and injury prevention in most Manitoba workplaces, and for licensing and regulating a number of trades in Manitoba. More detailed information about this is included in Appendix C.

A multi-branch monitoring process has been piloted with the Electrician trade to attempt to streamline and reduce duplication in enforcement. The Employment Standards and Workplace Health and Safety divisions have stated that with proper resourcing they can enforce regulations related to apprenticeship within Manitoba.

There is a wide variation in the number of compulsory certified trades in other provinces in Canada:

Ontario	21
Alberta	19
Manitoba	9
Nova Scotia	9
New Brunswick	7
Saskatchewan	4 plus 1 'specialist' regulated trade Hairstylist
PEI	3
Newfoundland	2
British Columbia	0

The Province of Alberta has compulsory certification trades, optional certification trades and designated occupations. Designated occupations have clearly identified competencies. A person may achieve the required competencies in a designated occupation without following a prescribed process; some may have formal training, some may have only work experience and some may have a combination of both. There are seven designated occupations in Alberta:

- Construction Craft Labourer
- Gas Utility Operator
- Oil and Gas Transportation Services
- Snubbing Services
- Steel Detailer
- Warehousing
- Well Testing Services Supervisor

For designated occupations, the industry determines the standards to receive an occupational certificate and the accompanying training that those standards should require. Industry absorbs the costs of the training. The Alberta government administers a fee for the final exam, the last step toward getting an occupational certificate.

Similarly, Ontario has skilled trades for which certification is mandatory and skilled trades for which certification is voluntary. They also support modular training programs to provide hands-on training and certification to individuals working in occupations requiring skill sets in industries regulated under the Occupational Health and Safety Act or the Apprenticeship and Certification Act. These modular training programs are short-term, competency-based programs designed in consultation with industry.

The Ministry of Training, Colleges and Universities develops training standards for and administers all of the modular training programs and certifies the trainers. The Ministries of Labour and of Transportation are responsible for enforcing and monitoring compliance with the pertinent legislation.

The programs, of varying durations, provide trainers with on-the-job and off-the-job training as required. The content of these programs follows the standards set out by the Ministry of Training, Colleges and Universities and encompasses the fundamentals of safe work practices and equipment operation. On successful completion of the required training module, trainers receive the transcript and/or certificate.

4.3.6 RATIOS AND DESIGNATED TRAINERS

The ratio of journeypersons to apprentices was raised as a significant barrier to access and engagement by almost all groups consulted during this process. The General Regulations stipulate that an employer must:

- *Maintain a minimum 1:1 ratio of journeypersons to apprentices in a designated trade; and*
- *Ensure that while undertaking practical experience, an apprentice is directly supervised by a journeyperson in the trade.*

It also states that a regulation of a designated trade may:

- *Provide a different ratio of journeypersons to apprentices; and*
- *Permit a designated trainer to be considered equivalent to a journeyperson for the purposes of supervising the practical experience of an apprentice.*
- A designated trainer is an individual who has not been certified in the trade but has been approved by the director and:
 - Has been employed in the relevant trade in the immediate preceding 10 years for 1.5 times the term of apprenticeship in that trade; and
 - Has experience in 70% of the scope of the relevant trade.

It was raised by many groups that, especially in northern and remote communities, there are very few journeypersons and, therefore, the ability to provide training to apprentices is severely inhibited.

The meaning of 'supervision' was questioned through the consultation process. The regulations interpret supervision:

An apprentice is directly supervised if:

- *The apprentice has on site access to a journeyperson and is able to mutually communicate with that journeyperson.*
- *The journeyperson supplies to the apprentice the technical information, knowledge and guidance necessary for the apprentice to work and develop skills in the trade to a standard of competence expected of a journeyperson in the trade or a person who has reached the apprentice's level in the program.*
- *The extent of supervision by the journeyperson is proportionate to the degree of risk while the apprentice is performing a risk*

There are still differences in the interpretation of the ratio provision. Some interpret it as a "shop ratio" meaning the ratio of apprentices to journeypersons that an employer must maintain on staff before registering an apprenticeship agreement. Others interpret it as a "supervision ratio" meaning the ratio of apprentices to journeypersons that an employer must maintain at each worksite.

There are few training models that require one-to-one instruction. In fact, it was mentioned that there is no such requirement for the technical training component where there may be extensive practical application situations. It was also suggested that Level 3 and 4 apprentices, for the most part, do not require one-to-one supervision and could assume supervision for level 1 and 2 apprentices.

The general regulations provide for designated trainers in northern or aboriginal communities and for senior years apprentices. The provision for senior years apprentices is to be repealed on November 1, 2008 and the provision for northern or aboriginal communities is to be repealed on March 1, 2009. There was strong support among those consulted as part of this process for continuation of the designated trainer provisions.

It must be noted that the union organizations consulted as part of this process strongly advocate for retention of the one-to-one ratios. They believe that reduction of these ratios will reduce the number of completions within the apprenticeship system.

4.3.7 FULL VERSUS PARTIAL CERTIFICATION

There is no agreement among the groups consulted during the process regarding full versus partial certification of the trades. Almost 60% of the survey respondents agreed or strongly agreed with the statement, "Apprenticeship should continue to provide only full certification training." For the most part, the individuals consulted during the process believe that the model that requires a broad basis of foundational knowledge and experience with mastery of the widest scope of the trade provides more options for the worker and ultimately for the employer and protects the integrity of the trade. However, the current model that requires years of on-the-job training is perceived to be incapable of producing enough skilled tradespeople to meet the demand. This has resulted in some jurisdictions reducing these requirements.

Specialization within the trades is a topic that has prompted some of the discussion about full versus partial certification. It is apparent that there is not a common understanding or agreement of what this means. Some refer to the requirement to learn only parts of the trade (as that is all the apprentice may be doing when on the jobsite.) Some refer to developing a depth of expertise in a specialized area after you have mastered the generalist competencies. This would be similar to a doctor who specializes in oncology (requires additional theoretical and practical training). Some perceive that the 'specialist' nature of the work requires the area to be designated as a separate trade. Approximately 83% of the survey respondents agreed or strongly agreed with the statement, "There is an increased requirement for specialization in many of the tasks performed by certified journeypersons." There were presentations during the consultation process from groups wanting to have specific segments of a trade (e.g. Framer) or specialist areas (e.g. renovations specialist) designated within the apprenticeship system. This would require further exploration to ensure a common understanding of the term 'specialization.'

4.3.8 EQUITY GROUP PARTICIPATION

The survey results do not mirror the feedback received during the consultation sessions about equity group participation in the apprenticeship system. Approximately 63% of the survey respondents agreed or strongly agreed with the statement, "Equity groups such as women, aboriginal people, immigrants and visible minorities can easily participate in apprenticeship training". The Apprenticeship Branch collects information as part of their registration process about the gender and equity group status of apprentices. Approximately 1 in every 7 or 14.1% of apprentices in Manitoba are female; 824. This percentage has increased from 4.8% (194) in 1999-2000. Of the 824 female apprentices, 87.6% are enrolled in traditional trades such as cook and hairstylist while only 2.5% are in the non-traditional trades.

Equity group identification is based on self-disclosure. The apprenticeship Branch does not collect information about ethnicity and as a result it is difficult to determine the participation rate of immigrant populations.

The following table provides information about the numbers of active aboriginal apprentices in comparison to the total active apprentices.

Trade	Total Active Registered Apprentices	Active Aboriginal Apprentices (Regular and SYAO) as of December 31, 2007
Agricultural Equipment Technician	101	12
Aircraft Maintenance Journeyperson	107	19
Boilermaker	22	6
Bricklayer	61	10
CNC Machinist	1	0
Cabinetmaker	32	4
Carpenter	854	326
Concrete Finisher	0	2*
Construction Electrician	1059	174
Cook	75	25
Crane & Hoisting Equipment Operator – Mobile	42	6
Crane & Hoisting Equipment Operator – Boom Truck	10	1
Crane & Hoisting Equipment Operator – Tower Crane	3	1
Drywall Mechanic	0	0
Electric Motor Winder	2	0
Electrologist	5	0
Esthetician	136	27
• Nail Technician	36	3
• Skin Care Tech	0	0
Floorcovering Installer	0	0
Glazier	0	0
Hairstylist	428	92
Heavy Duty Equipment Technician	197	45
Industrial Electrician	67	12
Industrial Instrument Mechanic	21	5
Industrial Mechanic (Millwright)	184	53
Industrial Welder	69	29
Insulator (Heat and Frost)	42	10
Ironworker	39	24
Landscape Technician	34	6
Lather	0	0
Lather (Industrial Systems Mechanic)	50	10

Trade	Total Active Registered Apprentices	Active Aboriginal Apprentices (Regular and SYAO) as of December 31, 2007
Machinist	143	20
Motor Vehicle Body Painter	9	1
Motor Vehicle Body Repairer	104	27
Motor Vehicle Mechanic	356	55
Mould and Pattern Maker	0	0
Painter and Decorator	31	5
Partsperson	10	5
Plumber	447	97
Pork Production Technician	63	16
Power Electrician	148	42
Recreation Vehicle Service Technician	0	0
Refrigeration & Air Conditioning Mechanic – Commercial	190	31
Refrigeration & Air Conditioning Mechanic – Residential	56	9
Roofer	37	7
Sheet Metal Worker	112	21
Sprinkler System Installer	55	8
Steamfitter-Pipefitter	79	9
Steel Fabricator	3	1
Tool & Die Maker	16	0
Transport Trailer Technician	60	13
Truck & Transport Mechanic	264	59
TOTAL	5860	1328

*The first column includes only regular registered apprentices. The Aboriginal statistics include both regular and SYAO apprentices.

Although the statistics of aboriginal participation in each of the trades does not indicate underrepresentation in the apprenticeship system, it is believed that this group is underrepresented in the completion of training and certification.

Organizations representing aboriginal people and new Canadians believe that a lack of understanding of the apprenticeship system and process, more limited knowledge of and/or ability to promote themselves to employers and inability to meet the Math and English requirements are barriers to their participation in the system. Comments were provided that some of the evaluation methods used do not necessarily evaluate the individual's competency in specific areas.

Organizations who work with new Canadians stated that some individuals who may be highly skilled in specific trades, but may lack the basic English skills become frustrated with the process and will choose to accept positions in

other occupational areas. There are supports to assist with English as additional language training, but it is often assistance to find an employer and gain access to the other supports that is needed.

Organizations representing aboriginal people believe that limited access to technical/vocational training in their rural communities or on reserves, a lack of qualified journeypersons in their communities to provide apprenticeship opportunities and the limited social supports available for aboriginal students who must leave their communities to access training are inhibiting this population from engaging fully in the apprenticeship system.

The limited programming for women in non-traditional occupations, the lack of targeted promotion of these types of opportunities to women, existing bias against women in the trades at both the school, employer and union levels, lack of proper facilities and equipment for women and inflexibility in the training model were all cited as barriers to increasing the participation of women in skilled trades.

There are many Aboriginal individuals already working in the trades without the certification of their trade. What can we do to put them through that process. Most won't challenge the exam because they don't have the math or technical skills to pass the qualifying exam

CAHRD

4.4 TRAINING AND SKILL DEVELOPMENT

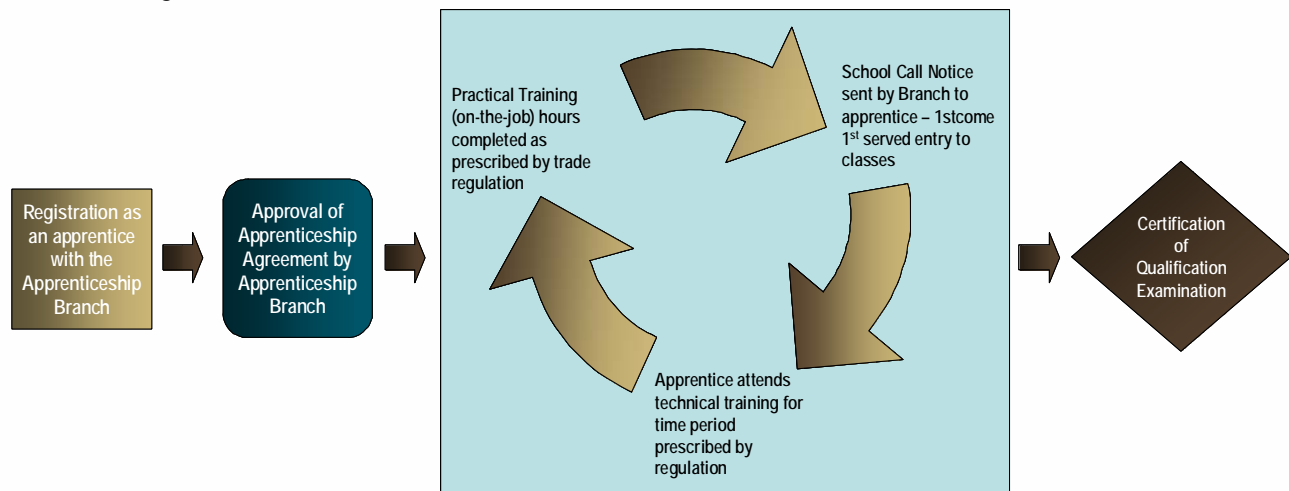
The apprenticeship model is based on a partnership between an employer and apprentice where the apprentice receives both in-school and on-the-job training. When reviewing training and skill development within the current system, both in-school and on-the-job training must be considered.

Technical Training Overview

In Manitoba, most apprenticeship technical training is offered in 'block-release' format. In regular, annual intervals, apprentices are released by their employer from their job responsibilities for 6-12 weeks at a time to attend training.

Most of the training costs for apprenticeship technical training programs in Manitoba are funded by the Apprenticeship Branch. The remaining portion (ranging from \$200 – \$275 per level) is paid by the apprentice. The apprentice also pays for the cost of any required textbooks. An apprentice may qualify for Employment Insurance while attending technical training.

Process Diagram



The apprenticeship training supported by the Apprenticeship Branch is based on the number of apprentices in the apprenticeship system requiring training in combination with the budget available. The sources of funding are provincial training funds and targeted funding from the Labour Market Development Agreement.

The Apprenticeship Branch purchases technical training primarily through the community colleges, Red River College, Assiniboine Community College and University College of the North. Apprentices are scheduled into courses on a “first come-first served” basis. The apprentices who respond to their school calls by remitting the required tuition amount are placed in classes on a first come-first served basis. Apprentices that do not get into these sections are placed in the next scheduled section of technical training which is offered on an ongoing basis throughout the college year. Depending on the number of apprentices who are available for training, the timeframe the apprentice needs to wait for the next class can vary.

The Branch does not have official wait lists for apprenticeship *technical* training. As the Branch does not play a role in ‘matching’ employers and apprentices, it does not have wait lists of apprentices looking for employers or employers wanting apprentices.

The reasons why an apprentice may have to wait to attend training:

- Apprentice says no to the school call notice (financial or other reasons)
- Employer unwilling or unable to permit apprentice to attend training
- Insufficient numbers to warrant offering the class (class sections based on 12 students per class; classes will be cancelled if there are less than 8 apprentices who are able to attend a particular section)
- Apprentice does not pay fees in time
- Class full by the time apprentice responds to notice
- Apprentice unable to respond in time.

An apprentice must complete on-the-job training hours prior to being eligible for ‘school call’ to technical training. The cycle of practical training/school call notice/technical training continues to cycle until an apprentice has completed the number of levels prescribed in the trade regulation.

Total Apprenticeship Seat Purchases (2006/2007)

Institution/Course (By Trade Name)	Total Seat Purchases
ACC	
Agricultural Equipment Technician	70
Carpenter	40
Common Core Electrical	50
Construction Electrician	9
Heavy Duty Equipment Technician	120
Industrial Welder	33
Motor Vehicle Mechanic	31
Plumber	43
Pork Production Technician	89

Institution/Course (By Trade Name)	Total Seat Purchases
Common Core Electrical (community-based training)	26
TOTAL ACC	511
RRC	
Aircraft Maintenance Journeyperson	79
Boilermaker	69
Bricklayer	38
Cabinetmaker	22
Carpenter	209
Common Core Electrical	586
Construction Electrician	98
Cook	6
Crane and Hoisting Operator	30
Industrial Mechanic	13
Ironworker	30
Landscape Technician	13
Lather	20
Machinist	58
Motor Vehicle Body Repairer	61
Motor Vehicle Body Repairer (Painter)	13
Motor Vehicle Mechanic	181
Motor Vehicle Mechanic ASEP	44
Motor Vehicle Mechanic ASSET	35
Painter and Decorator	21
Plumber	196
Power Electrician	28
Refrigeration & A/C Mechanic	148
Sheet Metal Worker	51
Sprinkler System Installer	27
Steamfitter-Pipefitter	36
Tool and Die Maker	8
Transport Trailer Technician	31
Truck Transport Mechanic	160
Carpenter (community-based training)	15
Roofer (community-based training)	13
TOTAL RRC	2339

Institution/Course (By Trade Name)	Total Seat Purchases
UCN	
Carpenter	46
Common Core Electrical	26
Industrial Electrician	11
Industrial Mechanic (Millwright)	106
Carpenter (community-based training)	5
Industrial Mechanic (community-based training)	12
TOTAL UCN	206
Total Seat Purchases	3056

4.4.1 CAPACITY

The question of capacity to meet the requirements of an additional 4000 seats is not an easy one to answer. The system must attract sufficient numbers to be apprentices in the system, have the physical space, appropriate equipment and qualified instructors to provide technical training and ensure there are enough employers willing to apprentice individuals through the life of the agreement. Most of the recommendations of the Apprenticeship Futures Commission were developed to increase employer and apprentice participation in the system.

The Apprenticeship Branch does not maintain lists of individuals waiting to enter into apprenticeship agreements nor lists of employers willing to take on apprentices. It is therefore very difficult to quantify the current need and the future capacity if barriers to participation are removed. The wait lists for pre-employment training at the colleges can only be one indicator.

The survey results mirror the feedback provided during the consultation sessions about the capacity of the current training systems. Almost 67% of the survey respondents disagreed or strongly disagreed with the statement, “The current technical and on-the-job training system is producing the number of skilled individuals needed in the industry.” Almost 62% of the survey respondents disagreed or strongly disagreed with the statement, “The existing training system has the capacity to meet the current and emerging needs of the industry.” Lengthy waiting lists at the colleges were mentioned by almost all groups who participated in the consultation sessions. However, these lists are for the one year pre-employment training programs in the trades areas. Further discussion clarified that there are no significant issues in accessing training for apprentices in the 2nd, 3rd and 4th levels. Whether the current system could accommodate the increased need, quantified by the provincial government, would require further exploration.

In terms of the capacity of the colleges, each college has indicated that they believe they can accommodate the increases as projected. This will however require implementation of innovative program delivery models such as distance learning, scheduling system changes to achieve efficiencies in instructor and facility allocation and addressing capital acquisition and replacement needs. More extensive review is required to accurately determine this capacity.

Currently, approximately 7.5% of Red River College's capacity, 8% of Assiniboine Community College's capacity and 6.9% of University College of the North's capacity is dedicated to apprenticeship training. These percentages are calculated based on full-time equivalents.

At the beginning of February, Red River College announced the construction of a new Heavy Equipment Transportation Centre (HETC) scheduled for completion by January 2009. This centre will provide several trades including heavy duty mechanic, truck and transport mechanic and automotive repair with expanded facilities for apprenticeship training. It is anticipated that the new HETC will accommodate 368 students by 2009/10, up from the current capacity of 230.

In spring 2008, Red River College will acquire two mobile training labs that will enable up to 12 apprentices to undertake apprenticeship training on a rotating basis in rural communities. One of those labs will be dedicated to training apprentices in Aboriginal communities.

In July 2007, the Government of Manitoba committed \$50 Million for revitalization of UCN campuses in The Pas and Thompson. These campuses will feature space for apprenticeship training. The total apprenticeship spaces and capacity is yet to be finalized.

4.4.2 PRE-EMPLOYMENT PROGRAMS

The discussion around pre-employment programs demonstrated that there is not a common and clearly articulated understanding of the various entry points into the apprenticeship system, and the benefits and drawbacks of each. Programming within the high schools, some pre-employment programs and direct employment with an employer are all avenues into the system. This may be confusing both students and parents who may want to consider careers in the trades. Some pre-employment programs have been accredited and are considered equivalent to Level 1 and sometimes Level 2 apprenticeship technical training requirements. It is however unclear about whether completion of pre-employment program is considered advantageous when seeking an employer who is willing to take on apprentices.

If this is considered a significant entry point there must be a clear relationship between pre-employment programs and apprenticeship including alignment of curriculum. This is key to the 'career bridging and laddering' framework advocated by many during the consultation process.

Red River College

Red River College offers pre-employment training in four construction trades:

- Electrical
- Carpentry and woodworking
- Piping trades
- Refrigeration

RRC also offers pre-employment training in five mechanical trades:

- Automotive mechanic
- Collision repair
- Heavy duty mechanic
- Manufacturing/machinist
- Welding

Enrolments in pre-employment programs have grown significantly. Construction pre-employment programs have increased enrolment at RRC by 44% from 105 students in 1997/98 to 151 in 2005/06. Mechanical pre-employment programs have grown 62% from 165 to 268.

Wait lists for trades-related pre-employment programs are not related to apprenticeship training. The wait lists for RRC for pre-employment training as of August 23, 2007 are:

RRC Wait List Programs – August 23, 2007			
Program Name	Next Intake	Capacity	Total on Wait
Automotive Technician Cert	Fall 08	28	17
Carpentry	Winter 08	20	155
Culinary Arts	Fall 08	35	31
Electrical	Winter 08	24	96
Piping Trades	Winter 08	18	23
Welding	Fall 08	18	35

Assiniboine Community College and University College of the North reported no significant wait-lists for pre-employment programs.

4.4.3 BLOCK RELEASE TRAINING

Almost all groups who participated in the public and targeted sessions expressed a desire to consider alternatives to the block release model for in-school training. The survey results don't necessarily mirror this finding. Approximately 58% of survey respondents agreed or strongly agreed with the statement, "This current training delivery model provides sufficient access and encourages engagement by both apprentices and employers." The reduced income for the six to eight-week period, lengthy waits for employment insurance and difficulty for businesses to do without the apprentice during certain times of the year and for lengthy periods were cited as reasons for consideration of changes. On the other hand, union representatives, some educators and even some businesses believe that the ability to concentrate fully on school including homework and the opportunity to network with the class were important to the potential apprentice. Concern was raised that apprentices are often prevented from participating in the in-school training because the business cannot release them. There are already some alternative models being implemented including day release, evening and community-based training. Manitoba Hydro presented information about a change in the training model for their power line technicians that had the theoretical training for the first three levels 'front-loaded' and taking place over a nine-month period. There appears to be support for increased 'front loading' of training.

4.4.4 STANDARDS AND CURRICULUM

It is unclear whether the standards and curricula for apprenticeship training are considered current and relevant. Approximately 52% of survey respondents agreed or strongly agreed with the statement, "The curricula for apprenticeship training are current and relevant." One of the responsibilities of the PTAC is to define standards for the trade and review curriculum and materials. The colleges have industry advisory committees to provide advice and guidance in this area. Related to this, almost 63% of the survey respondents agreed or strongly agreed that, "The current program standards correlate well to the skills and abilities needed by a journeyman in the workplace."

There were examples provided during the consultation sessions of methods and equipment that are out of date, but still being taught within the training programs. It is difficult to quantify this and to determine how much this is related to the specific business or whether it is industry wide. Approximately 71% of survey respondents agreed or strongly agreed with the statement, “The current apprenticeship and related training and certifications systems are providing quality training.”

4.4.5 OTHER TRAINING PROVIDERS

There appears to be a strong desire to consider other training providers in an effort to meet the future demand. Almost 86% of the survey respondents agreed or strongly agreed with the statement, “Consideration should be given to including other partners such as industry associations and product manufacturers in the delivery of technical training.” Many of the stakeholders who are currently involved in vocational training in the public school system believe there are significant opportunities to utilize the facilities and instructors in ‘off hours’ in the local communities to provide trades training. Other semi-public and private training institutions have expressed a desire to increase their participation in technical trades training.

It was stated by many groups throughout the consultation process that the public investment in Manitoba’s colleges must be protected. Concern was expressed that ‘opening the doors’ to other training providers would somehow negatively impact this investment and/or result in sub-standard training.

In order to offer technical training for credit in an apprenticeship program, an individual institution must be accredited by the Apprenticeship Branch. Technical training standards are determined in consultation with Provincial Trade Advisory Committees and ultimately approved by the Board. The provincial colleges, Assiniboine Community College, Red River College and University College of the North are the primary providers of apprenticeship technical training. Quality in the delivery of training through the Colleges is ensured through the terms and conditions prescribed in the memorandum of understanding with the Province.

Any public school, private school, college, private vocational institution in Manitoba that offers a program of instruction in a designated trade is eligible to apply for apprenticeship accreditation. The procedure is as follows:

- All training providers seeking accreditation for a program must deliver curricula content (technical training) that meets Apprenticeship program standards. The method of delivery of an accredited training program is left to the discretion of the training provider. However, the Apprenticeship Branch expects all accredited training programs to be delivered to a high standard of quality.
- A Certificate of Accreditation is valid for a maximum period of three years unless otherwise indicated. Upon expiration, the Certificate of Accreditation may be renewed.
- Instructors delivering Apprenticeship accredited technical training programs must meet the following requirements:
 - Hold a valid journeyman certificate in the trade they are teaching; and
 - Be enrolled in, or have completed a provincially recognized Vocational Teacher Education Certificate Program or Adult Education Certificate Program (if the instructor is enrolled in a teaching certificate program, they must complete the program within five years from the date of registration); or
 - Hold other credentials as the Executive Director of Apprenticeship may require.

- The facilities, tools and equipment must meet or exceed the minimum requirements of the approved program standard for that trade. The facilities, equipment, and tools may be subject to a physical review.
- The Executive Director may cancel a Certificate of Accreditation or may fail to renew a Certificate of Accreditation if the training provider fails to implement program changes.
- Decisions regarding a training provider's accreditation status are not open to appeal under The Apprenticeship and Trades Qualifications Act or the Appeals Procedure Regulation. The decision of the Executive Director is final.
- The applicant must meet any building requirements and hold permits as required.

To date over 100 programs have been accredited throughout the province – almost 50 in Senior Years Schools.

4.4.6 UPGRADING OF JOURNEYPEERSONS

Approximately 84% of the survey respondents agreed or strongly agreed with the statement, “The apprenticeship and related training and certification systems should provide upgrade training to journeypersons to ensure they are up to date on current techniques.” The currency of skill sets, especially with individuals responsible for providing on-the-job training, is important and could serve to enhance the perception of skilled trades as a profession. This appears to be supported by the stakeholders involved in the apprenticeship system. In other professions, ‘upgrading’ is a requirement for maintaining a licence. As the apprenticeship system is structured now, this would be provided as an opportunity rather than a requirement.

4.4.7 COMPETENCY – BASED TRAINING/PRIOR LEARNING ASSESSMENT AND RECOGNITION (PLAR)

There is strong support from almost all stakeholders consulted during the process to consider true competency-based training to complement the time-based system. Many believe that the current model is outdated and does not incorporate different types of learning styles. However, there is not a universally understood definition of competency-based training. Some argue that this type of system does not allow for the mastery of skills through repetition.

A competency-based system incorporates both theory and practical application, and is based on the approach of ‘show me, don’t tell me.’ It requires clear descriptions of the competency as well as how an individual would demonstrate mastery. Evaluation processes used in both technical and on-the-job training must be well-structured and credible in terms of assessing the elements of each competency. It would also require effective co-ordination with existing Prior Learning Assessment and Recognition (PLAR) processes.

Prior Learning Assessment and Recognition (PLAR) is a process used to identify, document, assess and recognize skills and knowledge. During the PLAR process, it is necessary to identify and gather information on past experiences and accomplishments. This learning is then assessed, proven and recognized by the PLAR Coordinators. The PLAR process is used in the following:

A system of competency-based evaluation needs to be developed. This evaluation describes what a learner knows, understands and is able to do, regardless of the system in which the learner’s qualification was acquired. A system characterized by the ability of its participants to meet the validated evaluation criteria of a certifying body. This would help address issues related to mobility of credentials and recognition of immigrants’ credentials

*Northern Manitoba
Sector Council*

- Cross trade credits
- Transfer credits from other provinces
- Credit for practical training
- Recognition of other provincial certificates
- Assessment of foreign credentials

There was support from all groups consulted during this process for continuation of the PLAR processes. However, there is a perception that the current system cannot respond in a timely fashion to requests. Introduction of a competency-based system will significantly increase the work of this function.

4.4.8 ROLE OF THE PUBLIC SCHOOL SYSTEM

Almost 92% of the survey respondents agreed or strongly agreed with the statement, “The public school system should play a significant role in preparing students for transitioning to the workforce during and after graduating from high school.” This may conflict with the philosophy of many educators who believe their job is to educate and develop the whole person. Approximately 72% of the survey respondents agreed with the statement that the Senior Years Apprenticeship Option (SYAO) is effective in providing awareness of a career in the trades. However, feedback received during the consultation sessions suggested that there needs to be greater participation by employers in the SYAO, that better linkages are required between the SYAO, the accredited vocational programs in some high schools and the college programs, and that there is still a lack of awareness of this option in the school system. This will require confirmation, clarification and commitment from all *departments* involved.

4.4.9 FINANCIAL SUPPORT

Significant concern was expressed about the financial support provided to apprentices during the in-school portion of the training. Most apprentices are in their late twenties and early thirties, and have financial commitments that make it very difficult to live on a reduced income for the six to eight-week period.

Conflicting information was provided about the ability of employers to ‘top-up’ E.I. during this period. It is perceived that there is a process already in place to allow employers to ‘top-up’ but that it is not widely known. Employers are able to provide additional income to apprentices while they are collecting EI benefits its under the Supplemental Unemployment Benefit Program. The employer must register the SUB plan with Service Canada.

The issue of lengthy waiting periods for receipt of E.I. benefits continues to be raised as a significant issue. Many believe there must be increased pressure to reduce these waiting periods.

The following represents the incentives that are currently offered by the Province of Manitoba:

- *CareerFocus Program*: Employers wage incentive to assist in creation of new career-related positions for Senior Years Apprenticeship Option participants.
- Financial assistance may be available for tuition, child care, commuting allowance, living-away-from-home allowance, travel assistance, and disability allowance.
- Aboriginal People may receive the costs of travel, tuition, books, emergencies or living-away-from-home-allowances.

- Scholarships are available for various trades for apprentices enrolled in post-secondary institutions in Manitoba.

There is a federal incentives package offered to apprentices and employers across Canada to encourage enrolment of apprentices in trades programs. The federal government recently announced several opportunities to encourage participation in the trades including: the Apprenticeship Job Creation Tax Credit for employers who hire eligible apprentices, the Apprenticeship Incentive Grant (AIG) for registered apprentices who have successfully completed the first or second year of a Red Seal program in Canada and the Tradesperson's Tools Deduction.

5.0 OTHER JURISDICTIONAL MODELS

The following section provides a brief overview of the major characteristics of the apprenticeship models in other provinces in Canada as well as the European system. This analysis on governance across Canadian jurisdictions was not developed as an exhaustive assessment but rather it was intended to provide a general understanding of the differences between Manitoba and the other provinces.

Province	Governance	# Designated Trades	# Compulsory Trades	Major difference from Manitoba
British Columbia	<ul style="list-style-type: none"> ▪ Governed by a nine-person Board of Directors, whose members come from diverse sectoral backgrounds and broad expertise regarding industry needs and training approaches. ▪ Board members operate in a fiduciary rather than a representative capacity. ▪ The Board oversees the affairs of the ITA and supervises its management (close working relationship with the CEO), and through standards setting and performance monitoring. ▪ The board oversees the development of the ITA's vision and strategic direction, reviews and approves material policies and standards, reviews and approves proposed Industry Training Programs, and assesses and approves strategic options with respect to major organizational issues. 	More than 100	None	A provincial government crown agency with legislated responsibility to govern and develop the industry training system in B.C.
Alberta	<ul style="list-style-type: none"> ▪ The Alberta Apprenticeship and Industry Training Board oversees the system. Together with the industry committees, the Board sets Alberta's training and certification standards. The Board is comprised of an equal number of employers and employees who work together on behalf of 	50	19	<p>Board members appointed by the Lieutenant Governor in Council.</p> <p>Board can appoint members to local apprenticeship committee and provincial</p>

Province	Governance	# Designated Trades	# Compulsory Trades	Major difference from Manitoba
	<p>the designated trades and occupations.</p> <ul style="list-style-type: none"> The foundation of the apprenticeship and industry training system is a network of Industry Committees – Local Apprenticeship Committees (LACs) and Provincial Apprenticeship Committees (PACs) in the designated trades, and Occupational Committees in the designated occupations. A Provisional Committee may be established before the designation of a new trade or occupation comes into effect. Each of these committees is comprised of an equal number of employers and employees. 			<p>apprenticeship committees. Have provision for designated occupations – government/board set standards and certify but industry provides training.</p>
Saskatchewan	<ul style="list-style-type: none"> Saskatchewan's <i>Apprenticeship and Trade Certification Act 1999</i> establishes the Commission as a Corporation and Agent of the Crown. A Board of twenty or fewer members are appointed by the Provincial Government. The majority of the members of the Board are selected by industry, equally representing employers and employees. The Commission Board also has representation from SIAST, the Provincial Government and equity groups. The Commission reports to a Minister of the Provincial Government who is responsible for the administration of the Act, usually the Minister of Advanced Education and Employment. <i>The Apprenticeship and Trade</i> 	50	4 compulsory 1 “specialist” – Hairstylist	Apprenticeship Commission is a “Corporation and Agent of the Crown” and arm’s length from government.

Province	Governance	# Designated Trades	# Compulsory Trades	Major difference from Manitoba
	<p><i>Certification Act 1999</i> authorizes the Commission to manage the Apprenticeship and Trade Certification system.</p> <p>The Commission:</p> <ul style="list-style-type: none"> ▪ designates trades for apprenticeship training and certification; ▪ generates, retains and expends revenues; ▪ registers apprentices and journeypeople, monitoring their training and providing certification of skill levels achieved; ▪ determines and charges fees for products and services; ▪ enters into agreements for training delivery; and ▪ represents Saskatchewan on interprovincial initiatives. ▪ Commission has the authority to make regulations to ensure the efficient and effective operation of the apprenticeship system to meet the needs of industry in a timely manner. ▪ The Commission is accountable to both industry and government. ▪ Committees: The Commission Board implemented a committee structure to facilitate the work of the Board and develop recommendations for the Boards consideration on matters of policy and operations. 			
Ontario	<ul style="list-style-type: none"> ▪ Ontario has a Director of Apprenticeship but no formal over-arching Board structure. Instead there are industry- 	127	21	Ontario has a Director of Apprenticeship but no formal over-arching Board structure. Instead there are industry-

Province	Governance	# Designated Trades	# Compulsory Trades	Major difference from Manitoba
	<p>based committees appointed by the Minister:</p> <ul style="list-style-type: none"> ▪ The Minister may establish a committee for any trade, other occupation or group of trades or other occupations to perform the following functions: ▪ To advise the Minister with respect to apprenticeship programs and the qualifications required for trades, other occupations and skill sets. ▪ To develop and revise apprenticeship programs and to recommend them to the Minister, including curricula, training standards, examinations and the persons and institutions that will provide training. ▪ To promote high standards in the delivery of apprenticeship programs. ▪ To promote apprenticeship as a method of acquiring skills for trades and other occupations. ▪ To consider recommendations from employers in the trade, other occupation or group of trades or other occupations and from apprentices and other persons who work in the trade, other occupation or group of trades or other occupations. 			<p>based committees appointed by the Minister.</p>
Québec	<ul style="list-style-type: none"> ▪ There is no overarching legislation for Québec. Rather the system is governed through various pieces through Emploi-Québec, the Construction Sector as well as multiple decrees related to the automotive sector. 			
New Brunswick	<ul style="list-style-type: none"> ▪ four employer representatives ▪ four employee representatives ▪ one rep from the Department of Post-Secondary Education, Training and Labour ▪ one chairperson 	59	7	<p>New Brunswick has 13 designated occupations for certification only.</p>

Province	Governance	# Designated Trades	# Compulsory Trades	Major difference from Manitoba
	<ul style="list-style-type: none"> ▪ Powers of the Board are as follows: <ul style="list-style-type: none"> ○ Board can issue diplomas of apprenticeship or certificates of qualification ○ Board can issue letters of authenticity in a designated occupation ○ Recommend trade designation to the minister ○ Advise on strategic directions ○ Assist in promotion of apprenticeship ○ Recommend pre-requisites ○ Establish guidelines for implementation of training ○ Establish guidelines for joint apprenticeship training committees 			
Nova Scotia	<ul style="list-style-type: none"> ▪ Board will not have more than fifteen people consisting of: <ul style="list-style-type: none"> ○ three or more employer representatives and an equal number of employee representatives, the total of which must include at least one apprentice and one journey person ○ one or more members-at-large ○ at least one person representing a post-secondary apprenticeship training provider. ▪ The Board shall: <ul style="list-style-type: none"> ○ recommend to the Minister whether a trade is appropriate as a designated trade and whether a designated trade is appropriate to be specified as a compulsory certified trade ○ when requested by the 	61	9	Larger board which includes a representative from the training providers.

Province	Governance	# Designated Trades	# Compulsory Trades	Major difference from Manitoba
	<p>Minister, review, consider and make recommendations on any matters relating to the apprenticeship system</p> <ul style="list-style-type: none"> ○ report to the Minister as the Minister requests ○ advise the Minister on matters relating to the suitability of the apprenticeship system as a means for training apprentices and journeypersons to meet the labour market needs of the Province ○ assist in promoting the benefits of apprenticeship throughout the Province ○ consider recommendations made by an ad hoc advisory committee ○ submit an annual report to the Minister and make recommendations on the distribution of the annual report ○ perform such other duties as are prescribed in the regulations. ▪ The Board may <ul style="list-style-type: none"> ○ examine and research any and all matters relating to the apprenticeship system and advise the Minister on those matters ○ conduct discussions with employers, apprentices and journeypersons regarding matters pertaining to the apprenticeship system ○ organize forums to identify trades that may be eligible for designation and determine the suitability of 			

Province	Governance	# Designated Trades	# Compulsory Trades	Major difference from Manitoba
	<p>current designated trades with respect to labour-market needs</p> <ul style="list-style-type: none"> ○ in conjunction with the Director and business and labour, assist in the development and revision of trade regulations. 			
Prince Edward Island	<ul style="list-style-type: none"> ▪ three persons representative of employers ▪ three persons representative of employees ▪ one person representing Holland College ▪ one or more members at large ▪ a chairperson. 	48	3	Board appointed by Lieutenant-Governor in Council.
Newfoundland	<ul style="list-style-type: none"> ▪ a chairperson ▪ minimum 2 employer reps ▪ minimum 2 employee reps ▪ minimum 2 or more persons not included in the employer or employee groups ▪ director or his or her designate ▪ one alternate rep for each category of member ▪ Powers of the Board: <ul style="list-style-type: none"> ▪ approve plans of training ▪ evaluate and determine the requirements to complete the period of apprenticeship and may grant credits for occupational experience, and training in a recognized training institution ▪ terminate, cancel or suspend for proper and sufficient cause ▪ approve plans specific to certain employers as private plans; ▪ amend, vary or revoke and substitute a plan of apprenticeship training ▪ issue certificates or diplomas to 	58	2	There is a requirement for a Department representative as a full voting member of the Board but it is not specified to be the Director of Apprenticeship.

Province	Governance	# Designated Trades	# Compulsory Trades	Major difference from Manitoba
	apprentices and trade qualifiers who complete their training and pass the necessary journey person examinations <ul style="list-style-type: none"> ▪ appoint advisory committees and prescribe the duties of those committees ▪ with the approval of the minister, set fees for the purpose of this Act ▪ mandate compulsory certification in a designated trade if it is in the public interest and necessary to ensure the protection of the worker, other workers, or the general public including persons who contract for the services in respect of which compulsory certification has been mandated by the board. 			

The European Model

Apprenticeship plays a significant role in skill development and youth education and training in Europe. A core framework which reflects the principles of apprenticeship can be identified in the seven countries of Austria, Germany, Switzerland, France, Denmark, the Netherlands and the United Kingdom. In Germany and Switzerland, approximately two thirds of all young people embark on apprenticeship training. In these two countries, the occupations prepared for by apprenticeship cover all economic sectors, craft, industry and trade, liberal professions and services. In Austria, apprenticeship prepares predominantly for artisan – type occupations and full-time higher level vocational colleges prepare for associate professional and technical occupations.

Currently, approximately one third of all young people in Denmark obtain vocational qualification through apprenticeship. In this country, young people have experienced difficulty in finding an employer to apprentice. Vocational colleges support those searching for a place and take responsibility for those who cannot obtain an offer. In the Netherlands as well, approximately one third of young people enter an apprenticeship program.

In England, approximately 17 per cent of the young age cohort are in apprenticeship programs. Unlike all other apprenticeship programs in Europe, apprenticeship in England is not governed by a statutory framework. Employer placements are found through training providers who also provide skills training. While employers must ensure that apprentices receive training, this can be provided on employers' premises and employers are under no obligation to release students for off-the-job training or adhere to a specified duration for apprenticeship. Apprentices are required to work toward a recognized national skill qualification.

In France, approximately 15% of young people enter apprenticeship programs. In this country, employer organizations act as brokers between apprentices and employers. Apprenticeship Centres operated by employer organizations and co-financed by employers and the state try to ensure a supply of apprenticeship places.

	Between 70 and 80 percent of time spent in the workplace	Fixed duration of apprenticeship contract (3-4 years)	Statutory entitlement of off-the-job education and training	Externally-set examinations for award of apprenticeship certification	Completed apprenticeship leads to nationally recognized qualification
Austria	yes	yes	yes	yes	yes
Germany	yes	yes	yes	yes	yes
Switzerland	yes	yes	yes	yes	yes
Denmark	yes	yes	yes	yes	yes
France	yes	yes	yes	yes	yes
Netherlands	yes	yes	yes	yes	yes
UK	yes	no	no	yes	yes

Source: Apprenticeship in Europe: 'Fading' and Flourishing? Centre for Economics Performance.

In the countries where employer commitment is high, such as Austria, Germany, Switzerland and Denmark, apprenticeship opportunities are a function of employers offering placements. Where employer commitment is lower, France, Netherlands and the UK, apprentice places are a result of approaches to employers by training providers and other brokers. France, Denmark and the Netherlands have situated apprenticeship within a wider framework of nationally-recognized vocational certification. Apprentices can switch between full-time education and apprenticeship with full credit for qualifications acquired and thus continue to tertiary level vocational courses (equivalent to bachelor degrees).

6.0 MAJOR OBSERVATIONS – CHALLENGES AND OPPORTUNITIES

The following section includes a summary of the major observations of the Apprenticeship Futures Commission.

The Manitoba Labour Market

1. The apprenticeship 'footprint' as part of the employed labour force in Manitoba is small. As of December 2007, 6,273 employers of the employed labour force in Manitoba (approximately 598,000) are registered in an apprenticeship program. This is approximately 1% of the employed labour force. However, in some sectors such as construction, manufacturing and transportation as much as 20% of their labour force is in skilled trades.
2. There is a widespread belief that there are labour and skills shortages in all trades in Manitoba. Some of these beliefs are based on personal experience, some on information in the media and some on empirical data. All groups who participated in the consultation process perceive that there are insufficient numbers of employers who are participating in the apprenticeship system but there are conflicting opinions of whether there are enough people being attracted to the trades and apprenticeship.
3. There is a widespread belief that a skilled workforce is crucial to a robust provincial economy. Employers who participated in the consultation process believe that the inability to attract and retain qualified workers is negatively impacting the growth of their businesses.
4. Aboriginal people and new Canadians are considered to be the most significant sources of new workers in the next ten years. All research indicates that there will be more individuals leaving the workforce in the next ten years than will be entering it. Aboriginal populations are the fastest growing within Canada and it is projected that 25% of the workforce will be aboriginal within the next 15 years. By 2026, the number of 15 to 19 year olds becomes the fastest growing age group. International migration is expected to be the main driver of population growth.
5. There is no single universally understood and accepted process of defining the current labour market and forecasting future needs at the provincial level and/or across industries. Because the apprenticeship system involves apprentices, employers, training providers, educators, associations, unions and other government departments and agencies with different mandates and interests, there are numerous sources of information used in an attempt to quantify where the labour and skill shortages are and where they are forecast to be in the future. Stats Canada is the major source of information, but is often criticized for its lack of currency and the difficulty in defining provincial information. Many industry associations or sectors adopt their own methods to forecast future needs and identify gaps. There is limited alignment, coordination and harmonization of the data gathering and analysis processes.
6. The Apprenticeship Branch does not maintain a database that collects the full range of demographic characteristics and that can easily track apprentices through the system as well as after they leave the system. In terms of demographic information collected by the Apprenticeship Branch gender and date of birth are collected on all applicants. Equity group information is requested based on self-disclosure principles. Ethnicity or race is not a required field and therefore determining the participation of immigrants in the apprenticeship system is difficult. There is currently no system of tracking individuals after they have received journeyperson certification and limited resources are dedicated to collecting information from individuals who leave apprenticeship programs. As well, planning for the growth of the apprenticeship system is not currently aligned with capacity planning considerations.

7. It is perceived by most that there is a great untapped labour pool for potential apprentices in Manitoba. Feedback was provided during the consultation process that there are numerous individuals who want to pursue apprenticeship training, but that the barriers to access and engagement are limiting those who actually become involved in the system. Common barriers cited were a lack of understanding of how to go about becoming an apprentice, a shortage of employers who are willing to take on apprentices, inadequate financial support, and inflexible training models, both technical and on-the-job.

Understanding, Awareness and Perception of Apprenticeship

8. There is a lack of understanding and awareness of the apprenticeship system in general and its benefits to the individual, employer, industry and community. Within the general public, there appears to be only a cursory awareness of apprenticeship. It was commonly stated throughout the consultation sessions that Manitoba's apprenticeship system is not understood by most Manitobans. It was described by one individual as a 'mystery.' The survey results support this finding as almost 70% of respondents disagreed or strongly disagreed with the statement, "Manitoba's apprenticeship and related training and certification systems are understood by most Manitobans."

Feedback was provided that individuals are not sure how you become an apprentice, what the pre-requisites are and what the advantages are of apprenticing in the trades. Even individuals who participated in the consultation sessions and have been involved in the system were unclear about the various 'paths' to become an apprentice and the benefits and drawbacks of each.

9. There is a perception that occupations in the skilled trades areas are still considered to be jobs, not careers. Although the majority of people who participated in the consultation process believe that it is improving, these individuals also stated that the skilled trades are considered 'second class' and are still promoted only as options to those individuals who have difficulty completing the more traditional academic courses. There is a belief that the image of 'dirty, unpleasant' work and work environments still exists and prevents many individuals from considering skilled trades as an option.
10. There is a widespread belief that the public school system does not do enough to promote and encourage skilled trades as viable alternatives to more academically-focused, post secondary training. It was often stated that vocational and technical training is still believed to be the option provided only to students who cannot successfully complete regular academic programming in the high schools. Although those who work closely with the students and teachers in technical/vocational programming in the school divisions acknowledge that many of their top students are choosing to pursue trades training and that the perception of this type of training is improving, they also stated that a significant bias still exists. Feedback was provided that many teachers and guidance counsellors have limited information about apprenticeship and the various options, and that there is little information provided in the existing professional development programming for teachers.
11. It was stated by many that it is difficult to find accurate and easy to understand information about apprenticeship. Many commented that the printed material is not easy to read and understand, that web-site access and navigation is not user friendly or intuitive and that it is difficult to receive timely and accurate information through telephone inquiries.

Structure, Framework and System

12. The Apprenticeship and Trades Qualifications Board is operating as an Advisory Board and, therefore, can only *influence* policy and direction. Although described as a policy board, the current board is appointed by the Minister but receives limited direction and guidance from the government. The board is accountable to the Minister to recommend policy, legislation and regulation. The board works closely with the Apprenticeship Branch in identifying issues to be addressed and in setting priorities for discussion and action. However, the board has no authority over the resources and operations of the Apprenticeship Branch. It is unclear where the vision for apprenticeship is determined, how strategic directions are created and how goals and objectives are defined and prioritized.
13. It is difficult to determine who or what group represents the opinions and needs of industry or whether these needs are being accurately represented by the existing Provincial Trade Advisory Committees. There are numerous organizations, associations and initiatives that suggest that they represent or are addressing the opinions, needs and requirements of industry relative to the development of a skilled labour force. The PTACs are considered by the apprenticeship system to represent the specific trade and provide recommendations, suggestions, etc., to the board related to the legislation and regulations of the trade. Feedback provided during the consultation process suggested that it is very difficult to get individuals to actively participate in the PTACs. Although there was limited direct commentary provided about the functioning of the PTACs, there was a common belief that consultation around legislation and regulations is required with other associations, and industry projects. It is also unclear how initiatives related to apprenticeship within multiple organizations align/ integrate/harmonize toward common goals and objectives.
14. The major role and mandate of the Apprenticeship Branch is not clear and may be affecting its ability to increase access, engagement and effectiveness of the system. Education and enforcement are both considered key mandates of the branch and yet many perceive that these roles conflict. Feedback was provided that the branch does not have the resources to effectively perform both roles. Some stakeholders provided feedback that the focus on compliance has resulted in an inflexible and unresponsive system. Numerous stakeholder groups believe that the Apprenticeship Branch should act as a 'facilitator' of the apprenticeship process and not as an 'enforcer' of rules and regulations.
15. It is unclear who the 'client' of the branch is, what the accountabilities to the client(s) are and what constitutes success. Some believe the apprentice is the major client and some believe the employer is the major client. Some believe that completion of programming to journey person certification is the only measure of success and some believe that skill set development that contributes to other careers is also success and a key goal of the system.
16. There appears to be overlapping legislation, regulations and procedures that are designed to address similar issues or achieve similar goals but cause confusion and a perception of unnecessary and inefficient regulation. Employment Standards and Workplace Safety and Health legislation regulate components of the employment relationship as well as workplace practices that may impact employee and public safety. Legislation and regulations concerning compulsory certification of the trades also address these areas.
17. The one standard ratio of journeypersons to apprentices across all trades and for all apprenticeship levels are considered by all employer groups and those representing the equity groups to be a barrier to access and engagement in the apprenticeship system. This is especially evident in the northern and rural areas where it is very difficult to find qualified journeypersons. This ratio is perceived to negatively impact the

journey person' individual productivity, the ability of employers to effectively utilize their resources and the employer's willingness and capacity to hire potential apprentices including those from the identified equity groups. There are few training models that require one-to-one instruction. In fact, it was mentioned that there is no such requirement for the technical training component where there may be extensive practical application situations. It was also suggested that Level 3 and 4 apprentices, for the most part, do not require on-one-one supervision and could assume supervision for level 1 and 2 apprentices.

18. There was no agreement among the groups consulted during this process on the issue of full versus partial certification. There were strong opinions that the full scope of the trade is required for certification as this provides the most options for the worker. There were also strong opinions that if the individual works in a very specialized area of the trade and wants to remain in that area, that partial certification is expedient and will more quickly address the shortages. Some of the concerns expressed relate to the desire to designate some of these 'more specialized areas' as separate and distinct trades.
19. There is a belief both internal and external to the department that the Apprenticeship Branch does not have the capacity to effectively meet the needs of the current or expanded apprenticeship system. This was a common issue raised by all groups consulted during this process. The workload of the apprenticeship counsellors is believed to be impacting the ability to be responsive to information requests, to assist individuals and employers through the process, to process applications for apprenticeship and to enforce the regulations. A focus on client service is desired, but there is a perception that this will be very difficult given the existing resources.
20. Reduced income during in-school training, lengthy waits for employment insurance, high cost of tools in some trades and the perceived inability for employers to enhance income during these periods is believed to be negatively impacting both access and engagement in the apprenticeship system. The average age of apprentices in the system in Manitoba is in the late twenties. Many of these individuals have significant financial commitments and cannot afford to have a reduced income even for a short period of time and cannot wait long periods for their employment insurance payments. Because of the current state of the market, certification is not necessary for individuals to be employed and to make healthy incomes in these occupations. It is perceived that employers are prevented from 'topping up' during the period of in-school training if the individual is on E.I. It was also raised that the training model in the hairdressing trade that requires one year in-school training prior to beginning an apprenticeship results in a significant burden for individuals.
21. The significant investment in time required for training, potential lost productivity as well as the mandated wage structure are preventing many employers from engaging in the system. Concern was expressed by many employers that they make great investments in training apprentices both in lost productivity and the resources required by regulation only to have these individuals recruited away by other organizations, many in the public sector. The mandated wage structure especially for those individuals in the first levels of apprenticeship and the senior years apprenticeship option program are perceived by some to be restrictive.
22. There is significant frustration among private sector employers with the perceived 'poaching' of certified journeypersons by public sector organizations. Anecdotal evidence suggested that the public sector is minimally involved in apprenticeship. There are currently no provisions in publicly tendered contracts for required participation in apprenticeship training.

Training and Skill Development

23. There is a widespread belief that the current training system does not have the capacity to meet the current and/or future demand for qualified tradespeople. Lengthy waiting lists at the colleges was mentioned by almost all groups/individuals consulted during the process. However, these lists are for the one year pre-employment training programs in the trades areas. Further discussion clarified that there are no significant issues in apprentices accessing training in the 2nd, 3rd and 4th levels. Whether the current system could accommodate the increased need, quantified by the provincial government, would require further exploration.
24. There appears to be a desire to address the capacity perceived current and potential future issue by introducing new training providers and by considering alternative training methods. It is commonly perceived that the Colleges still have first right of refusal for apprenticeship training in the province of Manitoba. It was suggested that there is capacity for meeting the training requirements through use of facilities and instructors in 'off hours' in several public schools, through other semi-public or private institutions and through union/association training facilities.
25. There is strong support for the introduction of a competency-based method of training to complement the current time-based method. Most groups/individuals consulted during the process believe that the introduction of competency-based training will expedite the apprentice training process without compromising quality, will allow for limited certification if this is an option for some trades and will promote 'career pathing/laddering.' Concern was raised by some unions and educational institutions that mastery of skills requires repetition and that a competency-based method may not allow for this.
26. There appears to be a desire to consider alternatives to the current block release model for in-school training. Many employer and industry groups stated that the current model is inflexible and negatively affects the operational requirements of the employer. They also stated that it is very difficult for apprentices to leave their employment and live on a reduced income for the six to eight-week period. There is significant support for 'up-front' training where an individual receives the majority of the technical training prior to beginning the on-the-job instruction. Day release, distance learning and community-based learning were some suggestions for different options. The colleges have suggested that they offer some of these options already. This would require further exploration.
27. It is unclear whether the program standards and curricula are current and relevant. The Provincial Trade Advisory Committees are responsible for providing recommendations about program standards and curricula and the colleges have stated that they have industry advisory committees who provide input in the development of theory. As well, these are based on national occupational analysis. However, there were several groups/individuals consulted during the process that provided examples of training where outdated equipment and methods are still being used.
28. The primary method of on-the-job training that requires instruction by qualified journeypersons requires that these individuals have the ability to instruct, mentor and supervise. The Apprenticeship model is based on the premise that skilled tradespeople pass on their knowledge to apprentices. However, research and experience demonstrates that individuals with strong technical skills may not be the most effective instructors, mentors or supervisors.

7.0 RECOMMENDATIONS

The following recommendations have been developed to provide the strategic framework for the future directions of apprenticeship in Manitoba. The Apprenticeship Futures Commission has developed these recommendations within the context of the following points:

- Apprenticeship is viewed as the larger system including the Apprenticeship and Trades Qualification Board, PTAC's, the Apprenticeship Branch, training providers, employers, apprentices and students;
- The time constraints for the Commission's work did not provide time for extensive research. Many of these recommendations will require additional discussion and assessment to ensure the implications and impacts are clearly understood.
- Some changes can be implemented in the near term (within 1 year) while others require longer timelines for implementation (1-3 years).
- Apprenticeship capacity is determined not only by capacity for in-school technical training. Capacity is also determined by the number of employers prepared to hire apprentices as well as the availability of a strong pool of individuals with a desire to seek employment in the area of designated trades.

Future Vision for Apprenticeship in Manitoba

To be a 'best-in-class' apprenticeship system. It will be:

- Flexible and responsive to the current and emerging needs of the Manitoba labour market;
- Focused on the employer and apprentice 'client';
- Based on high employer and apprentice participation and apprentice completion rates; and
- Characterized by top quality technical and on-the-job training.

RESPONSIVE

CLIENT-CENTERED

OUTCOMES-BASED

QUALITY

Goal

The ultimate goal of the AFC recommendations is an enhanced delivery model for apprenticeship training in Manitoba which will significantly increase employer participation as well as apprentice participation and completion rates by implementing the following:

- Providing enhanced flexibility in the system to meet the unique needs of the industry, the trades and the geographic regions;
- Increasing the understanding, responsiveness and effectiveness of the system (processing of agreements, decision-making etc.);
- Enhancing the quality of the technical and on-the-job training;
- Providing incentives to employers and apprentices;
- Promoting the opportunities for other occupations/trades to engage in the apprenticeship system; and
- Improving the profile and perception of apprenticeable trades.

The following recommendations are presented for consideration:

1. The AFC recommends that the Department of Competitiveness Training and Trade, in consultation with the Apprenticeship and Trades Qualifications Board and the Apprenticeship Branch, confirm the role/purpose of apprenticeship in the development of a skilled workforce in Manitoba and clarify the mandate of the Apprenticeship Branch to ensure alignment.

Addresses: Engagement, Innovation and Effectiveness

Supporting Rationale:

This is crucial foundation piece, and must be clear and widely understood by all stakeholders in order for significant change to be successful. The consulting process and resulting assessment has focused on the apprenticeship system in the 'narrow sense' of the existing traditional model and the 'trades' as they are currently described. If apprenticeship is viewed as only one method of producing skilled workers and not as a more general model of technical and on-the-job training, then the mandate of the Apprenticeship Branch will remain relatively confined. If, however, the Department of Competitiveness, Training and Trade perceives its mandate to ensure the development of qualified skilled tradespeople, the Branch's role may become broader.

The feedback during the consultation sessions suggested that education and enforcement are both major roles of the branch, but that these roles often conflict. Some stakeholders provided feedback that the focus on compliance has resulted in an inflexible and unresponsive system. Numerous stakeholder groups believe that the Apprenticeship Branch should act as a 'facilitator' of the apprenticeship process and not as an 'enforcer' of rules and regulations. If 'service' to a client or customer is a key role of the branch, the structure, model and processes must be established to support client service. Feedback was provided that the branch is not sufficiently resourced to effectively and efficiently perform all of its current roles.

it is unclear who the 'clients' of the branch are and what accountabilities there are to these 'clients'. Is the employer or apprentice the major client or is it both? What if the needs of these conflict?

2 The AFC recommends that CTT in consultation with the ATQB and the Apprenticeship Branch, develop and implement a governance model and operating framework that:

- Ensures the Board is a true governing rather than an advisory board;
- Structures the Board to ensure the wide range of skill sets required of a governing Board;
- Provides the Board and the Branch with more clear and direct accountability for results and the authority commensurate with this accountability including financial;
- Ensures effective representation from all stakeholder groups as well as geographic regions;
- Ensures high functioning industry and trade advisory committees;
- Has the ability to be flexible and responsive to industry (employers and apprentice) needs.

Addresses: Innovation and Effectiveness

Supporting Rationale:

The Apprenticeship and Trades Qualifications Board, as currently constituted is operating as an advisory board and, therefore, can only *influence* policy and direction. Although described as a policy board, the current board is appointed by the Minister but receives limited direction and guidance from the political structure. The board is accountable to the Minister to recommend policy, legislation and regulation. The board works closely with the Apprenticeship Branch in identifying issues to be addressed and in setting priorities for discussion and action. However, the board has no authority over the resources and operations of the Apprenticeship Branch. It is unclear where the vision for apprenticeship is determined, how strategic directions are created and how goals and objectives are defined and prioritized.

There are numerous organizations, associations and initiatives that suggest that they represent or are addressing the opinions, needs and requirements of industry relative to the development of a skilled labour force. It is difficult to determine who, or what group, represents the opinions and needs of industry, or whether these needs are being accurately represented by the existing Provincial Trade Advisory Committees.

The representativeness and effectiveness of the PTACs was questioned by some stakeholders during the consultation process.

It is perceived by some, that northern Manitoba may not be effectively represented on the Board or in the PTAC Committees.

Challenges/Barriers:

- This may require consideration of a service delivery model outside the existing departmental model.
- This will require review of the existing appointment process.
- This may require consideration of a different advisory structure than the current PTAC structure. One option is utilization of existing industry associations.
- This will require legislative changes.

3. The AFC recommends that the ATQB and the Branch develop and implement a comprehensive and consistent strategic and operational planning process, that is based on:

- A solid understanding of the needs of the labour market;
- Clear goals and objectives including key performance indicators; and
- Valid and credible information about the current performance of the apprenticeship system including the existing and forecast capacity for technical and on-the-job training.

Addresses: Effectiveness

Supporting Rationale:

There is no single universally understood and accepted process of defining the current labour market and forecasting future needs at the provincial level and/or across industries. Because the apprenticeship system involves apprentices, employers, training providers, educators, associations, unions and other government departments and agencies with different mandates and interests, there are numerous sources of information used in an attempt to quantify where the labour and skill shortages are and where they are forecast to be in the future. Stats Canada is the major source of information, but is often criticized for its lack of currency and the difficulty in defining provincial information. Many industry associations or sectors adopt their own methods to forecast future needs and identify gaps.

The lack of a comprehensive strategic plan with a clear vision and commonly understood and agreed upon definitions of success and indicators of performance is believed by those internal to the system to be inhibiting their ability to focus on priorities and organize and resource them properly.

Challenges/Barriers:

- This will require an investment to effectively resource a labour market information function.

4. The AFC recommends that the Apprenticeship Branch adopt the use of 'new technology' to enhance the system and process of registering and tracking apprentices.

Addresses:

Supporting Rationale:

The Apprenticeship Branch does not collect and/or maintain a database that can easily identify the number of apprentices entering the system, their status as they move through the system, when and why they may exit the system and the full range of demographic characteristics of this population. As well, planning for the growth of the apprenticeship system is not currently aligned with capacity planning considerations.

Challenges/Barriers:

- This will require an investment in technology and dedication of time to modify processes to collect and continually track this type of information.

5. The AFC recommends that the Apprenticeship Branch align the organization culture and operations of the Apprenticeship Branch to support a 'client-centred' and 'service' approach.

Addresses: Effectiveness

Supporting Rationale:

The organization must be designed to effectively perform its role and to be able to implement the strategic priorities of apprenticeship. Many groups perceive that the Branch's focus on enforcement and compliance has resulted in an inflexible and unresponsive system.

Investment Required:

- This will require a complete review of processes.
- This may require investment in new systems and technologies.

6. The AFC recommends that the Apprenticeship Branch, working in collaboration with other departments and industry, develop and implement a multi-faceted, widespread and comprehensive public promotional and educational campaign about apprenticeship in Manitoba.

Addresses: Access and Engagement

Supporting Rationale:

There is a lack of understanding and awareness of the apprenticeship system in general and its benefits to the individual, employer, industry and community. Within the general public, there appears to be only a cursory awareness of apprenticeship. It was commonly stated throughout the consultation sessions that Manitoba's apprenticeship system is not understood by most Manitobans. It was described by one individual as a 'mystery.' The survey results support this finding as almost 70% of respondents disagreed or strongly disagreed with the statement, "Manitoba's apprenticeship and related training and certification systems are understood by most Manitobans."

Feedback was provided that individuals are not sure how you become an apprentice, what the pre-requisites are and what the advantages are of apprenticing in the trades. Even individuals who participated in the consultation sessions and have been involved in the system were unclear about the various 'paths' to become an apprentice and the benefits and drawbacks of each.

There is a perception that occupations in the skilled trades areas are still considered to be jobs, not careers. Although the majority of people who participated in the consultation process believe that it is improving, these individuals also stated that the skilled trades are considered 'second class' and are still promoted only as options to those individuals who have difficulty completing the more traditional academic courses. There is a belief that the image of 'dirty, unpleasant' work and work environments still exists and prevents many individuals from considering skilled trades as an option.

Investment Required:

- Media advertising
- Promotional materials
- Website updates
- Dedicated resources to answer inquires and conduct presentations

7. The AFC recommends that CTT and the Apprenticeship Branch working in collaboration with other departments and branches immediately harmonize the legislation, regulations and processes related to apprenticeable trades.

Addresses: Engagement, Innovation and Effectiveness

Supporting Rationale:

There appears to be overlapping legislation, regulations and procedures that are designed to address similar issues or achieve similar goals but cause confusion and a perception of unnecessary and inefficient regulation. It is in enforcement and compliance of compulsory trades where there appears to be the most confusion and a perception of duplication and overlap.

Employment Standards and Workplace Safety and Health legislation regulate components of the employment relationship as well as workplace practices that may impact employee and public safety. Legislation and regulations concerning compulsory certification of the trades also address these areas.

Investment Required

This will require a comprehensive analysis of all legislation and regulations.

8. The AFC recommends that CTT and the Apprenticeship Branch transfer accountability for enforcement of apprenticeship regulations to the Department of Labour.

Addresses: Engagement, Innovation and Effectiveness

Supporting Rationale:

The roles of education and enforcement conflict and are preventing the branch from doing either well. Feedback from the branch suggested that they do not have the resources to effectively enforce the regulations. Feedback from the employer groups who participated in the consultation process suggested that employers feel if you have regulations, they need to be enforced or the playing field is not level.

Employment Standards and Workplace Safety and Health legislation regulate components of the employment relationship as well as workplace practices that may impact employee and public safety. They have processes in place to monitor and enforce these regulations. Non-training related regulations such as wages and ratios can be enforced as part of other processes. Representatives of these divisions have indicated that with proper resourcing they can enforce these regulations as well.

9. The AFC recommends that the Apprenticeship Branch in collaboration with MECY and Advanced Education develop, implement and promote a framework of 'career pathing and laddering' within the broader education system in Manitoba.

Addresses: Access and Engagement

Supporting Rationale:

There is a belief that allowing for easy transfer of 'credit' from pre-employment and vocational programming to apprenticeship and from trade to trade as well as providing a college credential in the skilled trades will greatly enhance the image of skilled trades and will encourage more individuals to consider apprenticeship. Many of the skills and much of the knowledge are transferable to other trades areas, as well as other professions.

There are also some current examples of providing credit in university programs for individuals with journey person certification.

Challenges/Barriers

- This will require working closely with the public school, college and university systems.

10. The AFC recommends that the Apprenticeship Branch in consultation with training providers explore the introduction of a competency-based training system for both in-school and on-the-job training.

Addresses: Engagement, Innovation and Effectiveness

Supporting Rationale:

Education (measured by formal training) and experience (measured by time) do not necessarily translate into competency. The existing apprenticeship model is based on a specified amount of time at each level of apprenticeship. Competency based training models are considered 'best practice' in today's learning and workplace-based environments. Different learning styles result in a different pace of learning for all individuals.

Each of the apprenticeable trades is well-defined in terms of the skills that must be developed and the tasks that must be mastered. The ability to demonstrate 'mastery' of a competency and move onto other areas will allow some individuals to complete apprenticeship levels more quickly, but also allows for some to move more slowly if necessary.

This should be considered on a trade by trade basis and therefore as a complement to rather than a replacement of the existing time-based approach to education and training.

Challenges/Barriers:

- This will require strong evaluation and monitoring processes, and increased practical demonstration.
- This will also require solid connection with PLAR.

11. The AFC recommends that the Apprenticeship Branch working in collaboration with community colleges, public schools and other accredited training providers explore the opportunities to increase the capacity of the technical training system to meet the projected need for skilled tradespeople by considering:

- College scheduling.
- Physical capacity and training resources.
- The relationship between pre-employment and apprenticeship technical training.
- Use of on-line delivery models.
- Alternatives to block release.
- Use of the secondary school programs and facilities.
- Other accredited training providers.
- Community-based training.

Addresses: Access and Engagement

Principle

- The colleges will remain the foundation/core training provider for technical training of apprenticeable trades in Manitoba.

Supporting Rationale:

There is a widespread belief that the current technical training system does not have the capacity to meet the current and/or future demand for qualified tradespeople. The question of capacity to meet the requirements of an additional 4000 seats is not an easy one to answer. The system must attract sufficient numbers to be apprentices in the system, have the physical space, appropriate equipment and qualified instructors to provide technical training and ensure there are enough employers willing to apprentice individuals through the life of the agreement. Most of the recommendations of the Apprenticeship Futures Commission were developed to increase employer and apprentice participation in the system.

There appears to be a desire to consider alternatives to the current block release model for in-school training. Many employer and industry groups stated that the current model is inflexible and negatively affects the operational requirements of the employer. They also stated that it is very difficult for apprentices to leave their employment and live on a reduced income for the six to eight-week period. There is significant support for 'up-front' training where an individual receives the majority of the technical training prior to beginning the on-the-job instruction. Day release, distance learning and community-based learning were some suggestions for different options. The colleges have suggested that they offer some of these options already. It is believed that there is capacity in the existing public school system throughout the province to utilize facilities and instructional staff in the evenings, weekends and summer seasons. Other training institutions have expressed a desire to be able to offer technical training. This would require further exploration.

Challenges/Barriers:

- The elimination of block release training may negatively impact trades with small numbers
- It is extremely important that standards of training not be compromised

Investment Required:

- The capacity of the current system to meet the demand must be quantified.

12. The AFC recommends that the ATQB and the Apprenticeship Branch working in collaboration with the PTACs and other stakeholders immediately review the ratio requirements of journeypersons to apprentices where appropriate to more accurately reflect the training requirements of the trades.

Addresses: Access, Engagement and Effectiveness

Supporting Rationale:

The ratio of journeypersons to apprentices was raised as a significant barrier to access and engagement by almost all groups consulted during this process. It was stated by both employer groups and those representing equity groups that the limited number of journeypersons, especially in the northern and remote areas of the province, is significantly limiting the ability to provide opportunities for apprentices.

The ratio requirements are meant to provide effective instruction, supervision and safety. It was stated that the supervision safety requirements are an employer's basic responsibility and is better housed within the realm of workplace health and safety.

There are few training models that require one-to-one instruction. In fact, it was mentioned that there is no such requirement for the technical training component where there may be extensive practical application situations. It was also suggested that Level 3 and 4 apprentices, for the most part, do not require one-on-one supervision and could assume supervision for level 1 and 2 apprentices.

Challenges/Barriers:

- This will require an amendment to the general regulation.
- It is important that the PTAC structure or revised structure be involved in the establishment of ratio requirements.

13. The AFC recommends that CTT and the Apprenticeship Branch through further consultation with employers, explore the introduction of a variety of incentives to encourage increased employer participation in the apprenticeship system.

Addresses: Engagement

Supporting Rationale:

Concern was expressed by many employers that there is a significant investment in time required for training apprentices, only to lose them to employers who don't participate in training. Many employers expressed that removing challenges and barriers to participation may be enough of an incentive.

Tax credits, grants and levies, subsidies were all presented as options during the consultation process. However, it was also suggested that financial incentives should be directed to the apprentice.

14. The AFC recommends that the Apprenticeship Branch actively promote the existing processes to enhance financial support to apprentices during in-school training and pursue discussions to significantly reduce the waiting period for apprentices.

Addresses: Access and Engagement

Supporting Rationale:

Reduced income during in-school training, lengthy waits for employment insurance, high cost of tools in some trades and the inability for employers to enhance income during these periods is believed to be negatively impacting both access and engagement in the apprenticeship system. Feedback was provided that there is a mechanism for employers to 'top-up' EI during the training period but it is not well understood.

There are existing financial incentives at both the provincial and federal level designed to assist apprentices.

15. The AFC recommends that the Apprenticeship Branch, working with other departments and other public agencies, develop and implement comprehensive strategies to significantly increase the engagement and completion rates of Aboriginal people in apprenticeship training in Manitoba.

Addresses: Access and Engagement

Supporting Rationale:

Although the statistics of aboriginal participation in each of the trades does not indicate underrepresentation in the apprenticeship system, it is believed that this group is underrepresented in the completion of training and certification.

Feedback provided during the consultation process suggested that a lack of understanding of the apprenticeship system, limited opportunities for both in-school and on-the-job training in many communities and limited social supports when individuals have to leave their communities are significant barriers to the participation of aboriginal people.

16. The AFC recommends that the Apprenticeship Branch, working with other departments and other public agencies, develop and implement comprehensive strategies to significantly increase the participation of underrepresented groups in the apprenticeship system in Manitoba (new Canadians, women, and disabled).

Addresses: Access and Engagement

Supporting Rationale:

New Canadians are considered to be one of the most significant sources of new workers in the next ten years. Feedback provided during the consultation processes suggested that a lack of understanding of the apprenticeship system, limited networks with potential employers, lack of foreign worker credential recognition, evaluation methods not conducive to those where English is not their primary language, and cultural challenges are significant barriers to the participation of new Canadians.

Feedback provided during the consultation process suggested that poor images of the trades and the work environment, limited workplace accommodation, and unfriendly and sometimes hostile work environments are preventing more women from considering a career in the trades.

Investment Required:

- This will require a collaborative effort with other agencies and departments of government as well as employers and educators.

17. The AFC recommends that the Apprenticeship Branch working with the trade and employer associations identify and implement mechanisms to enhance the overall quality of on-the-job training by providing alternatives to the traditional approach, encouraging continuous updating of journeyperson knowledge, incorporating mentoring, coaching and supervisory skill development in the journeyperson standard and closely monitoring the training expectations of apprenticeship agreements.

Addresses: Engagement, Innovation and Effectiveness

Supporting Rationale:

In the apprenticeship model, 80% of the training is on-the-job. Because of the extensive time commitment required of 'productive' journeypersons and restrictive ratios, many employers are hesitant to enter into apprentice agreements. Other potential on-the-job training models such as the dedication of specific people to the training of apprentices (no production responsibilities but the ability to train several apprentices) or apprenticing across a number of employers were suggested.

Some concern was expressed that journeypersons are required to provide training to apprentices but may not be current in their knowledge. As well, while technically strong, some journeypersons do not have the skill sets and/or willingness to teach, mentor and coach.

Some concern was expressed that apprentices may not be receiving the required training in the full scope of the trade and/or being provided with a 'true' apprenticeship experience. A renewed focus on monitoring the training requirements of the agreements rather than enforcement of regulations is perceived to be necessary.

18. The AFC recommends that the ATQB in consultation with the PTACs, reinstate the 'designated trainer' provision to allow for greater flexibility while meeting the learning needs of the apprentice and protecting the integrity of the trade.

Addresses: Engagement and access

Supporting Rationale:

The general regulations provide for designated trainers in northern or aboriginal communities and for senior years apprentices. The provision for senior years apprentices is to be repealed on November 1, 2008 and the provision for northern or aboriginal communities is to be repealed on March 1, 2009. There was strong support among those consulted as part of this process for continuation of the designated trainer provisions.

Feedback was provided that there are highly skilled individuals who may not be certified journeypersons who could provide excellent learning experiences for apprentices. The shortages of qualified journeypersons in northern and remote communities limit the number of apprentices that can become involved in the system.

19. The AFC recommends that the ATQB and the Apprenticeship Branch in consultation with appropriate departments and agencies as well as industry stakeholders conduct a review of compulsory certification to determine if it is meeting the needs of apprentices and employers and consider options such as industry self regulation or harmonization with licensing processes.

Addresses: Innovation and Effectiveness

Supporting Rationale:

The issue of compulsory certification is contentious and there was no consensus among stakeholder groups consulted during this process. The Apprenticeship and Trades Qualifications Act and the General Regulations both address compulsory certification.

The Board, subject to the approval of the Minister, may by regulation, specify for the whole or part of the province, that a designated trade is a compulsory certification trade. Requests for designation as a compulsory certification trade come to the Board from the PTACs. In 1997, the Apprenticeship Task Force recommended that, "on a trade by trade basis, Provincial Trade Advisory Committees be permitted to request compulsory registration and certification where this can be justified on the basis of public safety, worker safety, environmental protection or consumer protection". These 4 pillars have become the basis for assessment of compulsory certification requests. It is unclear whether any of these are the role of the apprenticeship system.

Challenges/Barriers

- The impact of compulsory certification on participation and completion rates should be part of this review.

20. The AFC recommends that the Apprenticeship Branch in collaboration with MECY and other stakeholders such as the Manitoba Association of School Trustees, parent councils, Skills Canada/Manitoba as well as industry associations develop and implement an aggressive junior and high school strategy to increase awareness and promote trades as careers, to allow for career exploration, as well as technical and on-the-job crediting toward apprenticeships, and to provide clear and easily-understood pathways into the apprenticeship system.

Addresses: Access, Engagement and Effectiveness

Supporting Rationale:

Feedback was provided that the introduction of trades as a career option earlier in the school system will not only allow for more informed decision-making, but also act as an incentive to keep at-risk students engaged in school.

There is a general lack of understanding of how to enter the apprenticeship system following high school. The Senior Years Apprenticeship Option program is not widely understood by students, parents or educators.

21. The AFC recommends that the Apprenticeship Branch facilitate and promote the trades qualifications process to northern, rural and remote areas, and ensure the process effectively and efficiently evaluates the competencies required by the trade.

Addresses: Access and Engagement

Supporting Rationale:

Feedback was provided that there are highly-skilled tradespeople in these communities who have never pursued certification. Feedback was provided that there is a perception by many that they would fail the current exams because of the strong theory component and because the practical methods being evaluated are not used in their businesses or in the industry at all.

22. The AFC recommends that the Apprenticeship Branch undertake to discuss and promote the apprenticeship model with other occupations not currently 'designated'.

Addresses: Innovation and Engagement

Supporting Rationale:

The apprenticeship model (technical and on-the-job) is widely used across a number of professions and is perceived to be an excellent skill development and certification model.

The consulting process and the resulting assessment has focused on the apprenticeship system in the narrow sense of the existing traditional model and the 'trades' as they are currently described. If apprenticeship is viewed as only one method of producing skilled workers and not as a more general model of technical and on-the-job training, expansion will come through increases in participation in existing trades or introduction of new trades that can be structured in an existing model.

If however, the Department of Competitiveness, Training and Trade perceives its mandate is to ensure the development of qualified skilled tradespeople, additional occupations could be considered. This might be similar to the 'designated occupations' in other provinces.

23. The AFC recommends that the Province of Manitoba, as an employer of skilled trades, commit to leading by example through increased participation in training of apprentices within its workforce and that the Province encourage this same commitment to training of apprentices in all publicly funded agencies that employ skilled trades. In addition, a provision should be made for consideration of apprenticeship training in all procurement processes for publicly tendered work contracts.

Addresses: Access, Engagement

Supporting Rationale:

There is significant frustration among private sector employers with the perceived 'poaching' of certified journeymen by public sector organizations. Anecdotal evidence suggested that the public sector is minimally involved in apprenticeship. There are currently no provisions in publicly tendered contracts for required participation in apprenticeship training.

This is an excellent opportunity for government organizations to set a positive example.