



**MANITOBA APPRENTICESHIP AND CERTIFICATION  
SYSTEM GOVERNANCE REVIEW**

**FINAL REPORT**

Submitted to:  
**Apprenticeship Manitoba**  
**Post-Secondary Education and Workforce Development**  
**Manitoba Education and Training**  
Winnipeg, Manitoba

Submitted by:  
**Amec Foster Wheeler Environment & Infrastructure,**  
**a Division of Amec Foster Wheeler Americas Limited**  
Fredericton, New Brunswick

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## TABLE OF CONTENTS

	PAGE
<b>1.0 INTRODUCTION.....</b>	<b>1</b>
1.1 PURPOSE.....	1
1.2 OBJECTIVES.....	1
1.3 CONTEXT.....	2
1.4 ORGANIZATION OF THE REPORT.....	3
<b>2.0 METHODOLOGY.....</b>	<b>4</b>
<b>3.0 FINDINGS.....</b>	<b>6</b>
3.1 INDUSTRY / STAKEHOLDER CONSULTATION.....	6
3.1.1 Process.....	6
3.1.2 Results.....	6
3.1.3 Conclusion.....	9
3.2 LITERATURE REVIEW.....	9
3.2.1 Purpose.....	9
3.2.2 Previous Assessments.....	10
3.2.2.1 Office of the Auditor General: Management of Manitoba's Apprenticeship Program.....	10
3.2.2.2 Apprenticeship Futures Commission.....	10
3.2.2.3 Speech from the Throne (November 21, 2017).....	10
3.2.2.4 Look North Economic Task Force (2017).....	11
3.2.2.5 Manitoba Budget 2017.....	11
3.3 APPRENTICESHIP AND CERTIFICATION BOARD.....	11
3.3.1 Legal Purpose and Functions.....	11
3.3.2 Review.....	15
3.3.2.1 Observations.....	15
3.3.2.2 Apprenticeship and Certification Board Annual Strategic Plans: 2014- 17; 2018-23.....	16
3.3.2.3 Annual Reports: 2014-15, 2015-16, 2016-17.....	17
3.3.2.4 Standing Committee Terms of Reference: Nominating; Community Liaison; Governance and Planning, Industry and Stakeholders.....	17
3.3.2.5 Youth Action Plan February 2012, Employer Engagement Action Plan February 2012.....	17
3.3.2.6 Conclusion.....	17
3.4 REVIEW OF THE LEGISLATIVE AND REGULATORY FRAMEWORK.....	17
3.5 JURISDICTIONAL SCAN.....	19
3.6 MANITOBA ECONOMIC OUTLOOK.....	22
3.7 COMPARATIVE PERFORMANCE (10 RED SEALS).....	23
<b>4.0 RECOMMENDATIONS.....</b>	<b>24</b>

4.1	INTRODUCTION .....	24
4.2	GUIDING PRINCIPLES .....	24
4.3	PHASE-ONE .....	25
4.3.1	Recommendations and Impacts .....	25
4.3.2	Summary.....	32
4.4	PHASE-TWO.....	34
4.4.1	Recommendations and Impacts .....	34
4.4.2	Organization chart and lines of communication .....	36
4.4.3	Summary.....	39
<b>5.0</b>	<b>CONCLUSION.....</b>	<b>40</b>
<b>6.0</b>	<b>BIBLIOGRAPHY.....</b>	<b>41</b>

### LIST OF TABLES

Table 3.1	Governance Models by Jurisdiction .....	19
Table 3.2	Governance Roles and Responsibilities .....	21
Table 4.1	Phase-One Issues and Recommendations .....	32
Table 4.2	Phase-Two Responsibilities and Powers .....	38
Table 4.3	Phase-Two Issues and Recommendations .....	39

### LIST OF FIGURES

Figure 2.1	Work Plan .....	5
Figure 3.1	Consultation Findings – Related to Apprenticeship Components .....	7
Figure 3.2	Consultation Findings – External Stakeholders .....	8
Figure 3.3	Minister, Education and Training Organization .....	12
Figure 3.4	Apprenticeship Manitoba Organization.....	14
Figure 4.1	Proposed Organizational Framework.....	37

### LIST OF APPENDICES

Appendix A	Interview Guide
Appendix B	Manitoba Apprenticeship Profile
Appendix C	Jurisdictional Scan
Appendix D	Manitoba Economic Outlook
Appendix E	Top 10 Red Seal Trades in Manitoba
Appendix F	Trade Regulation Development Process – Flow Chart

## 1.0 INTRODUCTION

### 1.1 Purpose

Amec Foster Wheeler Environment & Infrastructure, a Division of Amec Foster Wheeler Americas Limited and PRISM Economics and Analysis were engaged by Apprenticeship Manitoba, Manitoba Education and Training, to provide consulting services to strengthen the apprenticeship and certification system in Manitoba through improved stakeholder engagement, streamlined processes, and increased efficiency for clients and stakeholders. The purpose of this report is to outline the current issues and provide recommendations for a two-phased approach to resolving the governance challenges facing Manitoba's apprenticeship and certification system.

For the purposes of this assignment, governance, in the public sector, refers to the processes and structures by which the activities of an organization are directed and managed to improve long-term stakeholder value, by enhancing performance and accountability, while accounting for the interest of the public. Governance is about building credibility, ensuring transparency and accountability as well as maintaining an effective channel of information disclosure that would foster good performance. The elements of good governance include: board focus on organizational mission and objectives; functional and effective controls; transparent disclosure; and well-defined stakeholder roles and responsibilities.

### 1.2 Objectives

The objectives of the review are:

- Enhance and increase stakeholder and client engagement in the apprenticeship and certification system, including employers, apprentices, journeypersons, industry associations and training providers.
- Improve the quality of training provided to clients of the apprenticeship and certification system.
- Increase accessibility to, and the responsiveness of, the apprenticeship and certification system.
- Improve administrative processes relating to the Apprenticeship and Certification Board and Provincial Advisory Committees, including streamlined processes for standards updates.
- Align with other systems and strategic initiatives within the Department of Education and Training, as well as with new provincial legislative requirements relating to regulatory accountability.
- Reduce red tape for clients and stakeholders.
- Streamline services and improve efficiency with the goal of improving services to employers and apprentices and stakeholder engagement.

### 1.3 Context

This review was conducted in recognition that the Government of Manitoba has several overarching initiatives underway, including: Transforming the Manitoba Public Service, A Strategy for Action; and the *Regulatory Accountability Act*, C.C.S.M. c. R65.

The *Regulatory Accountability Act*, proclaimed in June 2017, relates to Manitoba's efforts to reduce red tape and to minimize administrative burden to stakeholders and promote regulatory accountability.

The new legislation requires government to better track regulatory requirements and improve the overall approval and review processes to provide additional transparency. The legislation also allows for a mandatory 45 days of public consultations before new regulations can be put in place.

As part of its commitment to 'red-tape reduction', the government confirmed an initial baseline total count of 906,824 regulatory requirements across its government departments, Crown corporations, Workers Compensation Board and other government agencies and boards. Apprenticeship Manitoba has approximately 4,700 regulatory requirements.

The government is required to implement the Act's legislated 'two-for-one rule' which mandates government to remove two existing regulatory requirements for every new regulatory requirement implemented until 31 March 2021, after which point, the government is required to remove one existing regulation for every new regulatory requirement.

Close attention to both the increased timeline associated with public consultation and the 'two-for-one rule' is critical when considering changes to Manitoba's Apprenticeship and Certification system. The time to implement regulatory changes is anticipated to increase with forthcoming legislative changes. This must be considered going forward to ensure a responsive system.

It will also be important to maintain communications with the Regulatory Accountability Committee of Cabinet which oversees the implementation of the legislation, and the Regulatory Accountability Secretariat which has key responsibilities under the legislation, including coordinating the public posting of the proposed instruments, as well as receiving and analyzing comments from the public.

Transforming the Manitoba Public Service provides the following vision:

*....a public service that embraces challenges and places innovation at the centre of its work to improve outcomes for Manitobans every day. To transform our work, we will build the tools we need to streamline our focus, and ensure we are meeting the needs of citizens. To transform our culture, we will build the vehicles you need to be able to grow your career within a modern, innovative, and outcomes-focused public service.*

The elements of the desired future culture expressed in the strategy are very relevant to Apprenticeship Manitoba:

- a single, cross-functional team;
- collaborative;
- innovative, flexible;
- engaged and fully contributing;
- predictive;
- high performing, efficient, and effective;
- outcomes-driven;
- strategic; and
- client-centric and accountable to clients.

The recommendations in this report (Section 4) focus on several important elements of the strategy:

- reduce the legislative and regulatory burden;
- simplify and enhance engagement with industry and employers;
- focus on clients; and
- harness and effectively deploy talent and assets.

## **1.4 Organization of the Report**

This report is organized into six chapters:

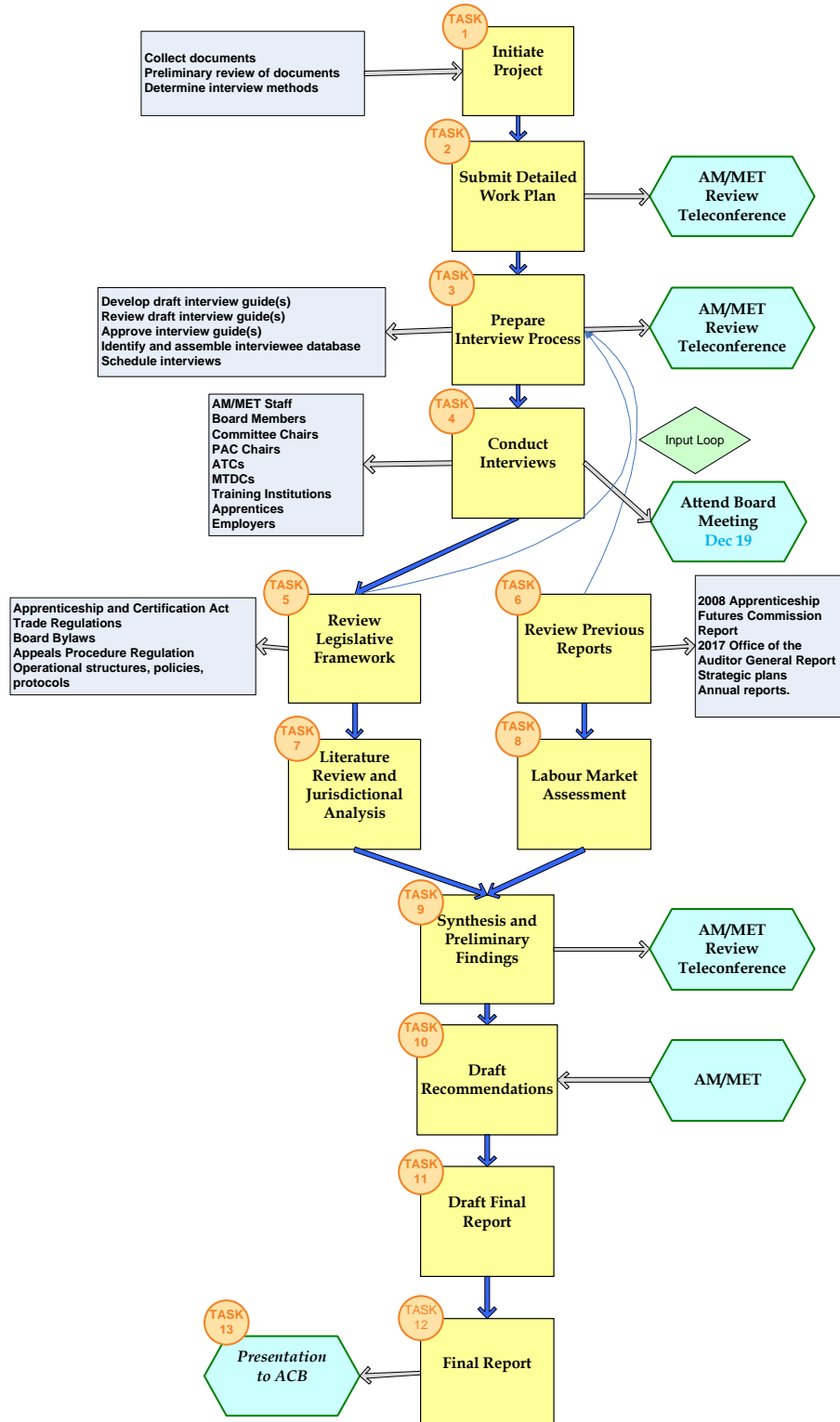
- Chapter 2 provides an overview of the methodology.
- Chapter 3 explains the findings of the consultation process and outlines current challenges.
- Chapter 4 presents the recommendations.
- Chapter 5 provides the conclusion.
- Chapter 6 presents the bibliography.

## 2.0 METHODOLOGY

The work plan comprised 13 tasks which are shown in the schematic presented at Figure 2.1. The scope of work included the following:

- Consultation with stakeholders (including but not limited to Board members, apprentices, journeypersons, industry employers, training providers, sector councils, unions, and industry associations).
- Review and analysis of relevant statutes and regulations to identify legislative barriers (including internal and external barriers to the Department). This review included regulations under The *Apprenticeship and Certification Act*, including the Appeals Procedure Regulation.
- Review and analysis of the 2008 Apprenticeship Futures Commission Report and its recommendations; including an analysis of the implementation of the recommendations and identification of new concerns.
- Review and analysis of the 2017 Office of the Auditor General Report on the “Management of Manitoba’s Apprenticeship Program”.
- Review of the Apprenticeship and Certification Board documents, including past and present strategic plans and annual reports.
- Review of the existing Apprenticeship and Certification Board structure and Provincial Advisory Committee structure.
- Literature review of best practices.
- Jurisdictional review of board structures across Canada and special operating/agency models.
- Presentation of recommendations to resolve identified challenges.
- Production of two interim reports, a draft final report, a final report and a presentation to the Apprenticeship and Certification Board.

**Figure 2.1 Work Plan**





## **3.0 FINDINGS**

### **3.1 Industry / Stakeholder Consultation**

#### **3.1.1 Process**

The purpose of the consultation process was to obtain a fulsome understanding of issues facing Apprenticeship Manitoba, and solicit possible paths to solutions. The consultation process involved the preparation of an interview guide and the assembly of a database of potential interviewees. The interview guide (Appendix A) was prepared in concert with Apprenticeship Manitoba. A list of approximately 160 stakeholders, and another 180 apprentices, was provided to the consulting team. To improve efficiency, the stakeholders were grouped according to discipline, staff function or subject matter interest. Meeting invitations were sent to all stakeholders by email. A series of face-to-face group and individual meetings was conducted in Winnipeg in December 2017. The consulting team also attended the Apprenticeship and Certification Board meeting on December 19, 2017. In total, about 40 percent of the total number of stakeholders (not including apprentices) invited to participate were interviewed. Some individuals, distributed around the province, who could not participate in the December sessions were contacted by telephone during January and February 2018. In addition, about a half dozen written submissions were received.

#### **3.1.2 Results**

Almost all stakeholders commented that the apprenticeship system has improved considerably since the change in government in the spring of 2016. Prior to that point, the system was primarily government-driven with little formal communication between the various parties. Over the past two years, the environment is much more consultative and responsive, and, while the overall system aspires towards an industry-driven model, several regulatory and structural barriers hinder full accomplishment of that objective. In addition, the Apprenticeship and Certification Board with a new Chair, is building credibility and heightening the level of proactive and collaborative engagement with all partners. This period of transformative change has made interpretation of interview comments rather challenging as many interviewees raised issues and concerns which may no longer be valid, or are in the process of being resolved.

The challenges which remain relevant in today's context, as well as the potential consequences and impacts resulting from the issues are presented in Figures 3.1 and 3.2. Figure 3.1 summarizes comments and perceptions received from stakeholders and partners regarding the components of apprenticeship internal to government, including Apprenticeship Manitoba, the Apprenticeship and Certification Board, the legislative and regulatory framework and the Government of Manitoba. Figure 3.2 summarizes what was heard from external stakeholders, including industry and employers, trainers and educators, apprentices and the Provincial Advisory Committees.

**Figure 3.1 Consultation Findings – Related to Apprenticeship Components**

**Consultation Findings – Related to Apprenticeship Components**

<i>Apprenticeship Entity</i>	<i>Apprenticeship Manitoba</i>	<i>Apprenticeship and Certification Board</i>	<i>Legislative Framework</i>	<i>Government</i>	<i>Training Institutions</i>
<p>Comments made by stakeholders / partners regarding the apprenticeship entity</p>	<p>Excellent one-to-one working relationship between stakeholders and current ED and AM staff.                      High ED turnover. Part of a large department with broad mandate.                      System is generally reactive rather than proactive.                      External stakeholders communicate directly with ED; limited trust in organization.                      Staff are excellent but it is felt that there is limited understanding of overall functions.</p>	<p>Very engaged and "hands on" in developing annual strategic plan.                      Unclear role, responsibilities and authority.                      Limited decision-making power.                      Cumbersome and unclear membership nomination, selection and appointment process.                      Strategic Plan is not strategic as it is debated every year.                      Many stakeholders are unaware of ACB existence, purpose and mandate.</p>	<p>Too much detail prescribed in the Manitoba Apprenticeship and Certification Act.                      Excessive number of regulations.                      Cumbersome and time consuming to make modifications.</p>	<p>Disconnect with socio economic climate and future of Manitoba.                      Limited understanding of labour market needs.                      Apprenticeship not supported as a direct link to Manitoba's economic growth.</p>	<p>Disconnect with emerging technologies and industry needs / standards / innovation.                      Limited input from SMEs.                      Inadequate communication between AM, academia and industry.                      HSAP lacks support and has little consistency across high schools.                      Limited feedback on curriculum development with PACs / AM / ACB.                      Non-compliance with training standards, hours, etc.</p>
<p>Potential impact on apprenticeship system governance</p>	<p>Frustration and disconnects in delivery of robust program.                      No formal mechanism to engage and institute changes.                      AM priorities may rank low relative to K-12 and other post-secondary training issues.                      Slow decision-making, policy development and implementation.</p>	<p>Generally negative perception and limited confidence in ACB capacity.                      Distracted from important priorities by excess reporting.</p>	<p>Limited nimbleness to implement change to meet desired outcomes and respond to emerging technologies or meet industry skills needs.</p>	<p>Government unable to meet stakeholder needs.                      Limited capacity to address issues with alacrity.</p>	<p>Apprentices frustrated with increased time to completion.                      Potential for MB economic growth to lag rest of Canada.                      Inadequate response to future labour market needs.                      Potential perception that apprenticeship not robust or credible path to skilled trades.                      Ineffective scheduling of technical training.</p>

**Figure 3.2 Consultation Findings – External Stakeholders**

Consultation Findings – Stakeholders and Partners			
Stakeholder / Partner	Industry and Employers	Apprentices	Provincial Advisory Committees
<p>Comments made by stakeholders / partners</p>	<p>Consultation with industry not effective or successful.                      Limited response to AM outreach.                      Perception that apprenticeship is government driven.                      No participation / voice at PAC's.                      Not participating in the vetting of changes.</p>	<p>Excellent experience with ATC's and employers.                      Inadequate technical training system and process.                      Inadequate number of seats per scheduled technical training rotation.                      No alternate training delivery models available in MB.                      Most apprentices have little or no contact with or awareness of AM services.</p>	<p>Too many.                      Not constituted.                      Not consultative.                      Too few members to represent broad industry interests.                      Low interest in participation.                      Inadequate compensation.                      Limited authority to affect change.                      Only meets when requested.                      Poor to non-existent relationship with ACB.                      Individual employers employ several trades represented by multiple PACs.</p>
<p>Potential impact on apprenticeship system governance</p>	<p>Some employers losing interest and / or perceive limited value in apprenticeship.</p>	<p>Reduced efficiency in completing programs.</p>	<p>Limited nimbleness to implement change to meet desired outcomes and respond to emerging technologies / industry needs.                      No one tracking scope of trade.                      No mechanism to identify challenges, system failings or deficiencies.                      Frustrating process for ATCs and industry.</p>

### 3.1.3 Conclusion

There is a consensus that the current system is perceived to be “top down” driven. Directives to Apprenticeship Manitoba and PACs come from the Apprenticeship and Certification Board or Minister in response to industry concerns or lobbying through ad hoc or informal channels. There is no clear, formal direct line of communication between the Apprenticeship and Certification Board and Apprenticeship Manitoba and Executive Director. The Apprenticeship and Certification Board has no regulatory powers, does not oversee the Executive Director, but rather reports directly to the Minister. The Executive Director reports to the Assistant Deputy Minister. This contributes to confusion and frustration for both the Apprenticeship and Certification Board and Apprenticeship Manitoba. Apprenticeship Manitoba serves as a secretariat to support the Apprenticeship and Certification Board, but the operating relationship between the Apprenticeship and Certification Board and the Branch is not clear.

The consultation process revealed that the perceived overarching governance shortcomings are as follows:

- Inadequate stakeholder relations;
- Inadequate industry involvement;
- Unclear lines of communication between Apprenticeship Manitoba and external stakeholders;
- The roles and responsibilities of Apprenticeship Manitoba staff and managers are unclear; and
- Unclear and limited decision-making authority by the Apprenticeship and Certification Board.

These challenges result in performance which is less than optimal. The major impacts are:

- Not leveraging existing resources and assets to full potential;
- Poor perception of apprenticeship as a career;
- Industry and employers losing interest in apprenticeship process;
- Inadequate response to labour market needs;
- Potential apprentices not attracted to skilled trades career; and
- Further elaboration of these issues and challengers are provided in Section 4.0.

## 3.2 Literature Review

### 3.2.1 Purpose

The purpose of the literature review was to develop an understanding of the historic context of apprenticeship in Manitoba. The review focused on:

- previous initiatives to evaluate apprenticeship performance issues and address challenges;
- other government studies and reports relevant to Apprenticeship Manitoba operations and stakeholder / partner relations; and
- recent policy directives pertinent to the present governance review.

The sections below provide a summary assessment of several documents. The overall conclusion is that previous assessments corroborate the general findings of the stakeholder engagement process. The root of a solution pivots around industry authority and involvement in decision-making. This leads to the recommendations presented in Chapter 4 that stresses the primary thrust of change must be on empowering employers.

### **3.2.2 Previous Assessments**

This section provides an overview of previous reports evaluating Apprenticeship Manitoba governance and operations.

#### **3.2.2.1 Office of the Auditor General: Management of Manitoba's Apprenticeship Program**

This report was prepared in July 2017. The four main points are as follows:

- Gaps in oversight of in-school training.
- Inadequate processes for ensuring the quality of on-the-job training.
- Weaknesses in overseeing and supporting apprentice progress.
- Weak planning and performance reporting.

Apprenticeship Manitoba has undertaken numerous actions to respond, some of which include:

- The development of a strategic plan for Apprenticeship Manitoba alongside consultations to create a new multi-year strategic plan for the Apprenticeship and Certification Board for 2018 – 2023.
- A review of accreditation processes and requirements to establish a comprehensive framework for all apprenticeship-related training.
- The establishment of an advisory committee with K-12 and post-secondary trades training stakeholders to address joint efforts for the provision of trades training.
- Review and development of policies and procedures to ensure consistent interpretation and application, monitoring and compliance of apprenticeship regulatory requirements.
- Participation and alignment with the departmental labour market strategy currently under development.

#### **3.2.2.2 Apprenticeship Futures Commission**

This report was originally commissioned in 2006. The themes of the recommendation included;

- Manitoba's skilled labour shortage and increased labour market demands.
- Competition for skilled labour due to economic growth and activity in western Canada.
- Increased interest in apprenticeship participation from employers.
- Increased employer demand for technical training.

A status update (date appears to be October 2017) was completed by Apprenticeship Manitoba indicating that all 23 recommendations have been addressed.

#### **3.2.2.3 Speech from the Throne (November 21, 2017)**

Comments regarding higher education include:

*“Our enhanced Manitoba Scholarship and Bursary Initiative is attracting more public and private support for students seeking higher education and training. We will ensure this support is accessible and aligned with the diverse needs of our labour market.”*

*“We will continue to work with our post-secondary institutions to ensure their programs remain innovative and aligned with the needs of today’s rapidly evolving labour market, to better position our graduates to find jobs. Our Sector Councils will be reviewed to ensure they are focused on the key sectors identified in our economic development strategy.”*

#### **3.2.2.4 Look North Economic Task Force (2017)**

One of the key findings of the Look North Report and Action Plan was that: *There is a general lack of information, coordination and planning to realize opportunities.*

Education, training and workforce development were cited among the “Things That Matter Most”: *Improved alignment between identified local industry and community needs with education and training opportunities is necessary to build new ‘industry-fit’ education pathways.*

The suggested actions include:

- Development of ‘Industry Fit’ education pathways through industry partnerships and labour market analysis.
- Developing a youth enterprise program with schools based on partnership with local industry.
- Provide procurement policies, and employment targets for northerners.
- Targeted youth engagement.

#### **3.2.2.5 Manitoba Budget 2017**

This budget speech has no content related to apprenticeship training, funding, programs, governance, etc. The only tangentially related statement is on page 6, where it is stated that there will be an intention to convene two additional “Unlock the Toolkit Girls Forums” to expose grade 5 and 6 students to “non-traditional trades and sciences, technology, engineering and math fields.

### **3.3 Apprenticeship and Certification Board**

#### **3.3.1 Legal Purpose and Functions**

Apprenticeship in Manitoba falls under the jurisdiction of Apprenticeship Manitoba of the Ministry of Education and Training, Post-Secondary Education and Workforce Development Division, and is governed by the *Apprenticeship and Certification Act*. The Ministry is responsible for the delivery of a broad spectrum of education, training and labour market programs. Decisions related to the designation of trades, trade standards and accreditation and certification and the education system ultimately rest with the Minister, who is advised by the Apprenticeship and Certification Board (see Figure 3.3).



**Figure 3.3** Minister, Education and Training Organization



The roles, responsibilities, powers, composition, of the Apprenticeship and Certification Board are prescribed in the *Apprenticeship and Certification Act*. The provisions are what can be generally expected in legislation of this nature, based on the content of similar acts in other jurisdictions. However, the Act prescribes several Board processes and functions that would normally be at the discretion of the Board (see Section 3.4, legislative review).

The Apprenticeship and Certification Board provides a governance and leadership role within its advisory mandate to coordinate a relevant, accessible and responsive apprenticeship and certification system. The Apprenticeship and Certification Board's governance role involves responsibility for the development of an annual strategic plan based on consultations with stakeholders to identify and provide leadership on issues that have an impact on the apprenticeship system. The Apprenticeship and Certification Board is comprised of a Chair and a maximum of 13 members. The Chair is the official spokesperson, and is responsible for communications between the Apprenticeship and Certification Board and the Minister. Representation includes five employee members, five employer members, two public members, and one non-voting apprentice member (see Figure 3.4). the Executive Director is an Ex-officio Board member and Secretary to the Board (i.e. 15th board member).

The functions of the Apprenticeship and Certification Board include:

- Promoting apprenticeship training and certification.
- Supporting employer and employee participation in apprenticeship and certification.
- Advising the Minister about the training needs of Manitobans and the needs of the Manitoba labour market for skilled and trained persons.
- Participating in interprovincial apprenticeship initiatives.

The Apprenticeship and Certification Board has four Standing Committees that are solely comprised of Board members:

- Governance Standing Committee
- Community Liaison Standing Committee
- Program Standards Standing Committee
- Nominating Standing Committee

The Minister (through the Agencies, Boards and Commissions) appoints Apprenticeship and Certification Board members and the Chair. The Apprenticeship and Certification Board appoints Provincial Advisory Committees (PACs) from which it receives and reviews recommendations about trade regulations, training standards, examinations, and certification requirements. Apprenticeship Manitoba provides secretariat support to the Apprenticeship and Certification Board and the PACs.

A comprehensive overview of the Manitoba apprenticeship program is presented in Appendix B.



**Figure 3.4 Apprenticeship Manitoba Organization**



### 3.3.2 Review

The purpose of this section is not to evaluate the Board per se, but to determine the Board's overall position in Apprenticeship Manitoba from a governance perspective:

- What is the fundamental work of the Board?
- How does the Board add value?
- Is the Board independent from management?
- What is the relationship between the Board and the Executive Director?

#### 3.3.2.1 Observations

Discussions have revealed the following:

- The Apprenticeship and Certification Board mandate is to guide and coordinate an apprenticeship training and certification system. The focus is not necessarily on the provision of a qualified and certified workforce. Thus, the K-12 and college systems are less coordinated.
- The current Board is comprised of mostly experienced journeypersons. However, knowledge of trades or trades training is not a recommended requirement. A selective review of meeting minutes indicates about 90 percent of meeting time is dedicated to operational concerns, perhaps reflective of the hands-on experience of the members.
- The Apprenticeship and Certification Board has no regulatory powers, does not oversee the Executive Director, but rather reports directly to the Minister. The Executive Director reports to the Assistant Deputy Minister. The Minister makes decisions, but the rationale for decisions is not necessarily communicated to the Board.
- The Board interface with industry is through the Community Liaison Standing Committee and the Provincial Advisory Committees (PACs). The consensus is that the Community Liaison Standing Committee has been essentially moribund for some time and most of the PACs are not constituted and / or meet only when required, hence there is limited continual, formal dialogue between the Board and employers. The lack of effective industry engagement which leads to timely interventions has been described as the fundamental flaw in the Manitoba Apprenticeship and Certification system. But this situation is improving, largely by using “work arounds” and other avenues of communication.
- The Apprenticeship and Certification Board is not an operational Board, nor is it a policy governance Board (Carver model). It has no delegated authority. Its role is unclear regarding how strategic direction is set (see comments on annual strategic plan), and how staff are instructed to execute that direction.
- The member appointment process is convoluted. To initiate the recruitment process prospective appointees are invited to submit an application and resumé directly to the Agencies, Boards and Commissions, which then collaborates with the Minister's office to review applications and resumé, and members are selected. The process is slow; two Board positions (including that for an apprentice) have been vacant for some time. The Board does not play a part in the appointment of new members.

### **3.3.2.2 Apprenticeship and Certification Board Annual Strategic Plans: 2014-17; 2018-23**

The Annual Strategic Plans are not truly “strategic”. These are based on a template established in 2014 and addendums in subsequent years involve text to address five components which have remained unchanged through the years: Relevant, Accessible, Responsive, Effective, and Collaborative. Elements common to most strategic plans are absent, including: critical analysis of the operating landscape, SWOT analysis of the organization, strategic objectives, measurement framework. The plans read like abbreviated work plans and often duplicate the content of the Annual Report. Almost no organizations prepare a strategic plan on an annual basis. Rather, the strategic plan is a 3- to 5-year document which provides guidance on strategic imperatives to be accomplished within the time span. The strategic plan is implemented through annual work plans which describe in detail: tasks, roles, responsibilities, timelines, resources, key performance indicators, etc. An annual strategic plan is prescribed in the Act. The Apprenticeship and Certification Board is spending a substantial amount of time developing this plan; time which could be devoted to other important priorities.

The Strategic Plan 2014 – 2017 comprises five components that are used to group activities of the Board: Relevant, Accessible, Responsive, Effective, and Collaborative. These same groupings are used for the four annual strategic plans for the fiscal years from 2014 to 2018. The three-year plan (2014-17) lacks a strategic imperative that would address potential future directions related to the provincial economy and fiscal situation, the need for skilled trades, innovations in technology or new requirements for technical training delivery. The annual strategic plans offer a good listing of proposed actions and activities to ensure the execution of the mandate of the Board, but there is little strategic content.

The Board would be better served if it developed a five-year plan that was forward looking and provided strategic directions to overcome weaknesses and capitalize on opportunities; and a performance measurement framework that is clearly linked back to the goals and objectives. The strategic directions are the three to five main issues to be addressed over the next five years. There should be no more than five – a smorgasbord of directions rarely gets implemented within the context of available human and financial resources. What is important for Apprenticeship Manitoba to blossom? Do we need to improve our image and visibility? Do we need to build institutional capacity (administration, infrastructure, technology, personnel)? Do we need to strengthen government and partner relations? What is of strategic importance?

The measurement framework addresses effectiveness and answers the question: Is Apprenticeship Manitoba achieving its goals? This framework reflects the goals established, and (usually) follows a logic model based upon the outcomes that Apprenticeship Manitoba is trying to achieve for its stakeholders. The indicators should be further developed into a balanced set of measures, which should be assessed and reported each year as evidence of progress towards achieving the mission. As baseline data becomes available, Apprenticeship Manitoba should develop and report on specific targets that will measure progress towards the goals.

### **3.3.2.3 Annual Reports: 2014-15, 2015-16, 2016-17**

The annual reports (which are different than the annual strategic plans) contain excellent information related to Apprenticeship Manitoba metrics and statistics. However, there is no evident direct link back to the strategic plan components: Relevant, Accessible, Responsive, Effective, and Collaborative.

### **3.3.2.4 Standing Committee Terms of Reference: Nominating; Community Liaison; Governance and Planning, Industry and Stakeholders**

The standing committees are prescribed in the Act. The membership is primarily constituted for the Board. There is concern that these committees may be creating “busy work” to meet inflexible regulatory requirements, are an administrative burden in terms of scheduling meetings, and have limited effectiveness in support of decision-making. In most other jurisdictions, committee work is not prescribed in legislation; rather, the Apprenticeship Board relies solely on an Executive Committee and strikes (and disbands) subcommittees as the need arise to address specific issues.

### **3.3.2.5 Youth Action Plan February 2012, Employer Engagement Action Plan February 2012**

These action plans are sufficient in terms of providing taskings for employer and youth engagement. They are quite dated. There is no clear evidence that the proposed recommendations have been drafted and approved by government.

### **3.3.2.6 Conclusion**

To return to the original questions, the impression is that the Manitoba Apprenticeship and Certification Board is working well within the context of its prescribed parameters. However, the Board is constrained by legislation, regulation and bylaws that create unnecessary administrative burden and limit its flexibility to engage with industry and respond in a direct, timely manner. Further detail regarding these parameters is provided in Section 4 of this report.

## **3.4 Review of the Legislative and Regulatory Framework**

The legislative, regulatory and policy provisions framing the Manitoba Apprenticeship and Certification system are comprised of:

- *The Apprenticeship and Certification Act;*
- Apprenticeship and Certification – General Regulation;
- Appeals Procedure Regulation;
- Administrative Penalty Regulation;
- Apprenticeship and Certification Fees Regulation;
- Military Trades Recognition Regulation;
- 55 Trade Regulations; and
- 10 Board policies.

In comparison to all other jurisdictions except Alberta, the number of Acts and regulations (61) in Manitoba represents a heavy load. While Alberta has 3 Acts and 63 regulations, most other jurisdictions have far fewer. For example, New Brunswick has only one Act and four regulations: Wage, Notice of Orders, Compulsory Occupations, Fees. Saskatchewan has one Act and two

regulations: Commission, Trade Certification. Newfoundland and Labrador has one Act and no regulations. PEI has two Acts, one of which is the trade general regulations. Ontario has one act and 17 regulations (the Act gives the Board of Governors of the College of Trades the authority to make regulations prescribing wage rates, ratios and training hours for apprentices). These jurisdictions have less regulations and have also enshrined less requirements (Board committees, non-compulsory trades, scope of practice, etc.) in either regulations or legislation than Manitoba.

In addition, many operational components of the apprenticeship system are unnecessarily enshrined in legislation / regulation. This situation, coupled with the fact that the Board is not a true decision-making body, creates a rigidity that is less than ideal in the current increasingly volatile economic climate with fast-moving industry practices. Catering to ever-changing market dynamics requires the capacity to respond in a nimble manner.

As described in Section 1.3, the Government of Manitoba is committed to reduce the “red-tape” burden. In the case of the apprenticeship and certification system this can be accomplished by either adopting an agency model, as found in Nova Scotia, Ontario, Saskatchewan and British Columbia, or emulating a jurisdiction with a direct government governance model where the legislative and regulatory burden has been minimized. For example, New Brunswick has:

- Single act which prescribes the responsibilities, powers membership, etc., of the Board, yet is sufficiently vague to allow flexible interpretation as the need arises.
- Use of Board Orders as a flexible instrument that articulates the scope of the trade and other parameters, but can be changed relatively quickly and easily by the Board through consultation with industry.
- True decision-making Board comprised of strong industry representation that has a vested interest in making the system deliver skilled tradespersons to the work site in a timely manner.
- A single standing committee to ensure the equality of the French linguistic community. This committee meets concurrently with the Board. Board subcommittees are stuck as needed to create work plans that provide direction, through the Director of Apprenticeship, to government staff.
- Certified journeypersons in key government staff roles that involve interfacing directly with employers, apprentices and training institutions.
- Creation of a New Brunswick apprenticeship “brand” and movement towards a stand-alone, dedicated website.

Board Orders are public documents that outline program guidelines for apprenticeship trades and training in New Brunswick. Through these Orders, the Apprenticeship and Occupational Certification Board has the authority to designate, rescind, and makes changes to voluntary occupations to ensure apprenticeship training meets industry's needs, increases access to quality careers, and matches the skills needed with today and tomorrow's jobs. The Board Chair has the authority to sign off on Board Orders.

Adopting some of the elements of the New Brunswick approach and allow Manitoba to:

- Change the trade regulations to Board Orders (or similar instrument).
- Eliminate many detailed provisions of the Act related to the:
  - Annual strategic plan;
  - Standing committees;
  - Trade designation; and
  - Non-compulsory trades.

The bottom line is to craft a legislative and regulatory framework that ensures the efficient and effective operation of the apprenticeship system to meet the needs of industry in a timely manner. The framework must also ensure accountability to both industry and government. Government staff and Board members must feel that they are an important implementing component of the regulatory framework; not “handcuffed” by it. Further detail regarding these parameters is provided in section 4 of this report.

### 3.5 Jurisdictional Scan

Apprenticeship is a provincial jurisdiction. The system of governance for each province / territory varies from high levels of government support and co-ordination, to oversight by a crown corporation or a special operating agency.

Apprenticeship system governance models fall into two categories (Table 3.1):

- Direct Government – government maintains direct control of all aspects related to apprenticeship delivery, usually through the department responsible for post-secondary education.
- Agency Model – government devolves most of the responsibility for the apprenticeship system to an “agent” responsible to, but independent of government.

**Table 3.1 Governance Models by Jurisdiction**

<i>Direct Government</i>		
<b>Jurisdiction</b>	<b>Ministry / Department Responsible for Apprenticeship</b>	<b>Section/Division/Branch/Unit Responsible for Apprenticeship under the Department</b>
Nunavut	Family Services	Apprenticeship Unit
Northwest Territories	Education, Culture and Employment	Advanced Education
Yukon	Education	Advanced Education
Alberta	Advanced Education	-----
Manitoba	Education and Training	Post-Secondary Education and Workforce Development
Quebec	Labour, Employment and Social Development	Emploi-Quebec
New Brunswick	Post-Secondary Education, Training and Labour	Apprenticeship and Occupational Certification



<b>Direct Government</b>		
<b>Jurisdiction</b>	<b>Ministry / Department Responsible for Apprenticeship</b>	<b>Section/Division/Branch/Unit Responsible for Apprenticeship under the Department</b>
Prince Edward Island	Workforce and Advanced Learning	Post-Secondary and Continuing Education Division
Newfoundland and Labrador	Advanced Education and Skills	Apprenticeship and Trades Certification Division
<b>Agency Model</b>		
<b>Jurisdiction</b>	<b>Agency Name</b>	<b>Reporting Minister for the Agency</b>
British Columbia	Industry Training Authority (ITA)	Jobs, Tourism and Skills Training and Responsible for Labour
Saskatchewan	Saskatchewan Apprenticeship and Trade Certification Commission (SATCC)	Economy
Ontario	Ontario College of Trades (OCOT)	Training, Colleges and Universities
Nova Scotia	Nova Scotia Apprenticeship Agency (NSAA)	Labour and Advanced Education

Table 3.2 summarizes the differences, by jurisdiction, regarding roles and responsibilities, autonomy of apprenticeship boards and involvement of industry advisory committees. Responsibilities under ministerial authority are shaded in orange; those under apprenticeship board authority and industry-driven agencies are shaded in green.

**Table 3.2 Governance Roles and Responsibilities**

Juris-diction	Designate Trades	Designate Trades Compulsory	Register Apprentices	Establish Training and Curriculum Standards	Issue Certificate of Qualification (C of Q)
<b>Direct Governance Model</b>					
PE	MA	LG	DA	PAB	MA
NL	PAB	MA/ PAB	PAB	PAB	PAB
NB	MA	MA	DA	PAB	PAB
MB	MA/PAB	LG/MA	DA	DA/PAC	DA
AB	MA/PAB	MA/PAB	DA	PAB/PAC	MA
YK	COM	COM	DA	DA	DA
NWT	MA	COM	DA	DA	MA
NU	MA	NA	DA	MA	MA
<b>Agency Model</b>					
BC	MA	NA	GA	GA /PAC	GA
SK	MA (TR)	LG/ GA	GA	GA /PAC	GA
ON	LG/MA	LG/MA	DA	GA/DA	DA
NS	MA	MA	DA	DA	DA

Notes:

- PAB – Province’s Apprenticeship Board
- GA – Agent of Government responsible for Apprenticeship
- NA – Not applicable (no compulsory trades)
- COM – Commissioner
- LG – Lieutenant Governor in Council
- DA – Director, Manager or Supervisor of Apprenticeship
- PAC – Provincial Trade Advisory Committee
- MA – Minister responsible for Apprenticeship
- TR – through regulation

Four provinces have adopted an agency model: Nova Scotia, Ontario, Saskatchewan, and British Columbia. The most recent change in apprenticeship system governance in Canada occurred in Nova Scotia in 2014. The reasoning behind moving from a direct government model to an agency model was to accomplish the following objectives:

- better serve industry needs and those of current and future apprentices;
- give industry more authority in decision making, which in turn increases employer involvement in the system;
- ensure employers, training partners, apprentices and government are all working together for success;
- develop an industry-led strategy that defines employer roles and responsibilities, and identifies ways of engaging employers and industry associations to create new apprenticeship opportunities; and
- streamline the apprenticeship system, making it easier for employers, apprentices and under-represented groups to access apprenticeship and experience success.



The objective of all jurisdictions, regardless of governance model, is to develop a skilled, job-ready workforce capable of meeting industry's ever-evolving demands in terms of the range of skill sets and the number of qualified journeypersons, with an end-point of fostering sustained economic development. The apprenticeship organizational structure should be designed to achieve this objective.

Apprenticeship is a four-legged stool involving apprentices – employers – government – training institutions. Solidifying the bonds between these entities requires effective industry engagement as ultimately it is industry that hires and deploys apprentices and journeypersons.

The received wisdom is that the organizational structure should provide industry with a strong voice and authority in decision-making, thus ensuring the system is responsive to industry demands. Employers make the apprenticeship system work. The more invested they are, the more they will take on apprentices to complete high-quality, practical training in Manitoba, the more committed they will be to ensure full-scope, long-term, meaningful careers for apprentices.

The challenges currently facing Apprenticeship Manitoba are similar to other jurisdictions that have decided to reform their governance. Specifically, industry needs to be directly involved in decisions about funding, program design, pre-apprenticeship, technical training, and program entrance requirements. Pre-apprenticeship training needs to align with labour demands. Technical training needs to better match the expectations of the trade. More employers need to be engaged in apprenticeship so that apprentices can obtain the skills and experience they need to achieve certification. Apprenticeship governance reforms must serve to create a competitive and responsive market that gives employers the best value for money.

Additional detail regarding organizational structures, Board of Directors, Board membership selection and removal process lines of communication and roles and responsibilities for the provinces of Saskatchewan and British Columbia are presented in Appendix C.

### **3.6 Manitoba Economic Outlook**

A summary of potential economic and labour market conditions in Manitoba is presented in Appendix D. The outlook helps inform potential apprenticeship training demands for individual programs. Collecting and disseminating timely labour market information is key to guiding policy decisions related to apprenticeship delivery. The role Apprenticeship Manitoba plays in providing timely labour market information to industry stakeholders, or the degree to which it makes policy decisions based on available labour market information are important questions with respect to the governance of the apprenticeship system.

The economic outlook and market conditions have changed significantly since the Apprenticeship Futures report. Looking at the decade ahead, Manitoba is likely to experience a slower pace of growth compared to the last decade, but steady population growth and rising retirements are expected to continue to drive hiring and apprentice training requirements.

Manitoba's strong residential activity and recovering manufacturing sector contributed to projected real Gross Domestic Product growth of 2.2 percent in 2017. Housing starts surpassed 7,000 units, which is up from just over 5,000 units in 2016. The lower Canadian dollar also contributed to growth through increased consumer spending and increased exports which have strengthened manufacturing activity.

Over the coming three years, exports are expected to continue to contribute positively to economic growth, while the winding down of major electrical power transmission work and the Keeyask Dam project, and lower levels of residential investment will result in an overall slowing in real GDP growth.

Manitoba's construction labour market, which accounts for the majority of Manitoba's apprentices, is expected to contract over the next 10 years, due to lower new housing demand and non-residential activity receding from peak levels, but expected retirement activity will maintain pressure on industry to hire and train new workers. According the latest Buildforce Canada outlook, total construction employment is expected to decline by 2,600 jobs – or a 7 percent decline from 2017 levels. Non-residential construction declines by 1,900 jobs, while residential employment declines by 700 jobs. Over the same period Manitoba is likely to lose 8,200 workers due to retirement.

### **3.7 Comparative Performance (10 Red Seals)**

An overview of the performance of Manitoba's apprenticeship program in comparison to other provinces is presented in Appendix E.

In summary, over the past five years:

- The average completion rate for Cook, Welder, Plumber, Industrial mechanic (millwright) and Agricultural equipment technician programs fell below the Canadian average.
- The highest growth in apprenticeship registration among Manitoba's top trades has occurred in Automotive painter (66%), Cook (29%) and Transport trailer technician (9%).
- New registration in Welder, Construction electrician and Agricultural equipment technician programs has declined by 10 percent to 12 percent.
- Welder, Cook and Agriculture equipment technician have had the highest increase in number of program completions among all top trades in Manitoba.

## 4.0 RECOMMENDATIONS

### 4.1 Introduction

This section outlines the issues and recommendations concerning the organizational structure and governance of Manitoba's apprenticeship and certification system. The recommendations are based on the requirements and objectives set out in the Request for Proposal, the guiding principles set out in Section 4.2, as well as the findings of the stakeholder consultation and background research.

The recommendations are set out in a two-phase plan:

- Phase-one recommendations can be implemented in a relatively short period with little impact on the existing regulatory framework and the current governance model. However, some recommendations will require some changes to the Apprenticeship and Certification Act and related Regulations.
- Phase-two recommendations are predicated on replacing the current apprenticeship and certification system with an 'agency' model independent, but accountable to, the Manitoba government. This transformation requires significant changes to the *Apprenticeship and Certification Act*, related Regulations and other legislation. As such, Phase-two recommendations would require a longer implementation timeline and further consultation with other levels of government.

### 4.2 Guiding Principles

1. Public agency - The apprenticeship system must remain accountable to the public and serve the interests of the apprenticeship system and the public. Government must maintain powers over decisions and policies with the potential to impact the livelihoods of employers and workers and the public interest. The governance model must ensure that the public interests and those of the apprenticeship system are protected from the private interests of individual groups.
2. Apprenticeship system sustainability - The long-term viability of the apprenticeship system depends on serving the economic interests of all stakeholders – employers, apprentices, training providers, government and the public. The needs of each stakeholder must be met while maintaining the integrity of the system. This includes:
  - Promoting apprenticeship as the preferred form of training for skilled trades that aligns with the economic interests of industry and apprentices. There must be a strong economic incentive for employers to register apprentices as part of their human resources strategy and for individuals to pursue trade certification through apprenticeship.
  - Alignment with national harmonization initiatives while reflecting specific provincial requirements and responsiveness to unique workforce and population dynamics.

3. Alignment with the Ministry of Education and Training and other government ministries involved in delivering education services and programs. The system should leverage and coordinate with other levels of education to promote pathways to apprenticeship training. High school and Indigenous groups.
4. The staff that interface directly with apprentices, employers and industry should be committed to apprenticeship and possess an understanding of the needs of these stakeholders. The system must be equipped to understand and respond to industry needs and the pace of change. The system would benefit by being staffed with apprenticeship specialists with an understanding of trades, jurisdiction, scope of trade, challenges, etc. Certificate of Qualification holders should be matched with trades to understand nuances.

### **4.3 Phase-One**

#### **4.3.1 Recommendations and Impacts**

##### ***Enhance and increase stakeholder and client engagement***

Public consultations revealed a consensus that stakeholder engagement is weak and needs to be improved. Many characterized the current system as “top down”, with initiatives driven either by the government of Manitoba or in response to national harmonization efforts directed by the Canadian Council of the Directors of Apprenticeship (CCDA). Industry and other stakeholders suggested there are insufficient formal channels to raise issues or provide timely input on decisions related to the apprenticeship system. The perceived lack of formal channels leads apprenticeship stakeholders to raise concerns or issues directly with the Minister of Education, members of the Apprenticeship and Certification Board or Apprenticeship Manitoba Executive Director, or other Apprenticeship Manitoba staff.

The reliance on informal channels appears to contribute to an overloading of senior level management and many individual Apprenticeship Manitoba staff members by having to respond to issues often outside the scope of their role.

The current adhoc approach to stakeholder engagement through working groups and Provincial Advisory Committees (PACs) has resulted in many issues languishing and contributes to the general perception that curricula for many trades have not kept up with emerging technologies and industry practices. It is our opinion that the status quo risks undermining the perceived value of apprenticeship and threatens the long-term viability of Manitoba’s apprenticeship system.

##### ***Ineffectiveness of the Provincial Advisory Committees (PACs)***

The perceived breakdown of industry and stakeholder engagement was attributed by many to the ineffectiveness of the Provincial Advisory Committees (PACs) - the central mechanism for industry engagement. There are currently 55 established PACs (one for each trade). Feedback from Apprenticeship Manitoba staff suggests there are simply too many PACs to manage, coordinate, meet with regularly in a meaningful manner given Apprenticeship Manitoba resources.

As a result, individual PACs are only called upon to meet when their specific trade is reviewed. As only a small number of the 55 trades are reviewed in any given year, most PACs remain dormant and/or un-constituted for years.

Consequentially, when PACs are called upon, they are commonly no longer viable. The time required to reconstitute PACs slows the responsiveness of the system and delays the decision-making process. It was also suggested by many that PACs made up of only 5 individuals are too small to represent the broad interests of all stakeholders of a trade.

Constituting PAC's was also raised as a significant concern by Apprenticeship Manitoba staff. Although some PACs are represented by dedicated long time serving individuals, many others require significant resources to fill open positions. Some industry stakeholders felt there was a lack of interest in participating on the PACs because of a perception that members had little influence and were only asked to respond or to provide input on a narrow set of issues. Another cause cited was the relatively low compensation for participation on PACs.

#### **Recommendation 1**

Replace the current 55 Provincial Advisory Committees with a small number of new industry (multi) trade advisory committees organised by industry and sector (tentatively referred to as ITACs). The mandate of the ITACs is to make recommendations on issues pertaining to trade scope, competency and training standards, entrance requirements, examinations and any other issues related to regulated trades. It is recommended that ITACs:

- a) Be organised by trades that share common curriculum components and by those commonly employed by the same employer (e.g. construction, motive power, industrial sector and services sector). The specific grouping of trades and number of ITACs should be decided by Apprenticeship Manitoba in concert with the Apprenticeship and Certification Board.
- b) Consist of a minimum number of members established by the Board for sufficient sectoral representation of the number of trade programs and market segments. As decisions of the ITACs impact the economic interests of employers and employees, each group should be represented equally. However, it is important that individuals are selected based on their industry experience and knowledge and are motivated by the success of the system rather than representing the interests of particular groups or organizations. ITACs should also include at least one representative from a technical training institution/provider in an observer capacity.
- c) Meet regularly at least twice per year.
- d) Have the authority to establish trade sub-committees on an as needed basis, to ensure sufficient representation of employers and employee for trade under review.
- e) For transparency, member nominations, applications and selection committee decisions should be posted online. And any vacant positions should be filled annually.

The replacement of the current 55 PACs with a much smaller number (4 to 6 recommended) of new industry trade advisory committees is a central recommendation of this report. The recommendations outlined above aim to establish regular, meaningful and transparent engagement with industry and other apprenticeship stakeholders.

A smaller number of committees with greater representation should be able to meet regularly, thus establishing a formal two-way channel of communication and engagement between AM, industry and apprenticeship stakeholders.

This arrangement will make a significant contribution to red tape reduction. Most of the current trade regulations can be eliminated and the administrative burden for Apprenticeship Manitoba staff to manage meetings, members, reporting requirements, etc., will be lessened.

Special attention should be paid to the make-up of the advisory committees. To be effective, committees will need to have sufficient sectoral representation and include individuals with significant first-hand industry experience and knowledge. Given that the decisions of the advisory committees would potentially impact the economic interests of employers and employees, each group should be represented equally. However, the selection criteria should be clear and transparent and identify individuals with demonstrated experience in achieving the broader goals of the apprenticeship system, rather than lobbying for the individual interests of specific groups. Selection of individuals based on the sole criteria of balance of interests could result in interest-based divisions, gridlock and dysfunction.

The fact that many employers often employ multiple trades means some members can represent multiple trades. This provides opportunities for greater efficiency (fewer individuals can represent more trades) and synergies, as members of an industry advisory committee can identify and understand implications of board decisions on the broader group of trades represented, rather than on individual trades in isolation of each other.

The new ITAC structure should ensure issues experienced by any individual trade are raised quickly, irrespective of the trade review cycle. The larger committee, with the power to establish adhoc sub-committees, will be able to respond quicker to provide recommendations and advice to the Apprenticeship and Certification Board. The recommendation to include an observer representative from a training institution delivering training for respective trades is intended to increase the level of coordination between training institution's own advisory groups and ITACs and reduce potential duplication of efforts. AM should also consider inviting participants from Manitoba's Sector Councils to participate.

The new channel for communication can be used to bring other issues and concerns beyond those related to regulations and technical training standards (current scope of PACs) to the attention of the board and AM staff. This would reduce the reliance on back channel communication with senior management and AM staff, thus reducing the burden on the Executive Director and AM staff of responding to a plethora of issues, often outside the scope of their role and responsibilities.



***Slow pace of change, too many regulations.***

The current system has been characterised as “bogged down” by regulatory bureaucracy, having a slow decision making and implementation process and being reactive rather than proactive when it comes to policy development. Many issues identified are symptomatic of a government delivery model, but some stem from the burden of over regulation.

Manitoba’s apprenticeship system is governed by the *Apprenticeship and Certification Act*. The Act and its related regulations specify the roles and responsibilities of various parties and serve as the authority for establishment and regulation of designated trades. For each of the 55 designated trades, there is currently a separate regulation that defines the tasks of the trade, specifies the term of apprenticeship, establishes the minimum wage rates and the certification requirements. A General Regulation applies to all trades and specifies rules pertaining to apprentice and employer eligibility and responsibilities, ratios of apprentices to journeypersons, general minimum wage rates, accreditation of training providers and certification requirements.

Under the current Act, any changes to either the General Regulation or any of the 55 trade specific Regulations requires going through a long and complicated regulation development process<sup>1</sup> which includes lengthy period of consultation and several levels of approval. This process significantly slows the system’s ability to respond to changing conditions or requirements. The significant resources required to update trade specific regulations results in many trades falling behind, often with detrimental impacts on the apprenticeship program.

**Recommendation 2**

Replace the 55 existing trade Regulations with a single schedule specifying designated trades and restricted (compulsory) trades. Regulations pertaining to the scope, or tasks encompassed by the trade, as well as specific program entrants, training and certification requirements should be outlined in comprehensive Plans of Training established and augmentable by the Executive Director based on recommendations from the board and advisory committees. Regulations pertaining to trade specific apprentice-to-journeyperson ratios, minimum wages and other rules which divert from the General Regulation (currently in trade specific Regulations) should be incorporated in Plans of Training. Standards specified in the current Regulations for individual trades should be grandfathered and replaced as Plans of Training are developed.

The replacement of the existing 55 trade regulations with a single schedule will require amending the General Regulation to refer to Plans of Training rather than the existing Regulations.

Special attention will need to be paid to enforceable items, such as apprentice-to-journeyperson ratios, minimum wages, and scope of practice.

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<sup>1</sup> See Appendix F for Trade Regulation Development Process – Flow Chart

It is felt that replacing 55 regulations with a single schedule will reduce bureaucracy, significantly reduce the number of regulations and increase the responsiveness of the system to the rapidly changing needs of industry. Changes to tasks of trades, scope of practice, training and certification requirements, wages rates and other requirements would be reflected in revised Plans of Training rather than amendments to Regulations. Any changes to tasks and work restricted to the scope of compulsory trades should continue to require Ministerial approval. Final decisions about the scope of Plans of Training should be based on a comprehensive review of regulations by AM and the Board with input from the industry committees.

Once scopes are defined, the establishment and development of Plans of Training would be a significant job for the newly established ITACs. To facilitate the process, it is recommended that the standards in the current regulations for individual trades be grandfathered as Plans of Training are developed.

British Columbia has set a precedent for this approach. Under BC's *ITA Act*, the Industry Training Regulation (B.C. Reg. 324/2003) only identifies the designated and accredited trades and programs. The scope of trades is defined by the Program Outlines developed by ITA in conjunction with the respective industry organisations (ITOs).

### **Recommendation 3**

Remove reference to standing committees, other than the Executive Committee, from the *Apprenticeship Act*. This would allow the Board the freedom to abolish, establish standing committees to support meeting the objectives of the strategic plan without requiring changes to the Act or its Regulations. The rationale is increased flexibility in the application of Board resources.

### ***Clarity of roles and responsibilities***

Consultations revealed some ambiguity in terms of roles and responsibilities resulting from relatively recent changes in practices are impacting consistent delivery of services. Inconsistencies in quality of frontline communication, variability in internal communication and some perceived overlap between the roles and responsibilities of the Board and AM Executive Director and staff were described as frustrating and often unclear.

Many stakeholders described a reliance on various “work arounds” dependent on relationships with key individuals, often not related to their defined role (e.g. ATCs responsible for a different trade). As a result, more experienced or knowledgeable staff become stretched trying to satisfy client requests. It was also noted that some policies are applied inconsistently. The protocol for enforcement of restrictions of certain work in compulsory trades to certified workers or registered apprentices was one explicit concern.

Some staff also voiced frustration in not being able to effectively raise issues and concerns with senior management or members of the Apprenticeship and Certification Board. A specific issue was the role and function of ATCs and the nature of their participation on existing PACs.



#### **Recommendation 4**

Apprenticeship Manitoba, led by the Executive Director, should review, update and clarify roles responsibilities and communication protocols of senior management and other staff. Ensure that policies and protocols are clearly established and communicated.

#### ***High turnover of Executive Director Position***

There have been 7 individual Executive Directors at Apprenticeship Manitoba over the past 6 years. The position has recently become vacant and is currently filled on an interim basis. The high level of turnover in this critical position can disrupt operations and often requires the reorganisation of senior staff duties during periods of transition. To be effective, the Executive Director must foster strong working relationships with Apprenticeship Manitoba staff, industry and other apprenticeship stakeholders. This takes time. As does acquiring the knowledge and understanding of the apprenticeship system required to effectively manage operations, contribute to policy development and execute the powers and duties afforded to the Executive Director in the *Apprenticeship and Certification Act*.

Improving stability at the senior level should be a key priority for Apprenticeship Manitoba and the Government of Manitoba. Consultations suggest the relatively high turnover of the Executive Director position can be partly attributed to the significant workload of managing operations while responding to a multitude of impromptu issues raised by individual stakeholders, Board members, as well as government directives. A second factor is natural career progression within the civil service, which tends to follow a hierarchical path. Some characterised the Executive Director position at Apprenticeship Manitoba as a “stepping stone” to more senior positions within government.

Although it is felt that the implementation of Recommendations 1 and 3 should help address the workload of the Executive Director, by providing formal channels of communication, they do not address turnover related to natural career progression.

#### **Recommendation 5**

The Manitoba Government should review and refine the Executive Director position to achieve greater permanency and reduce turnover. One way to meet this objective would be to establish the Executive Director role as a multi-year (i.e. 3-year to 5-year) fixed term appointment by the Minister.

Although there are many other ways to reduce turnover in the Executive Director position, all of which should be considered, it is felt that a multi-year term appointment would attract candidates with an interest and understanding of trades and apprenticeship. The overarching objective of this recommendation is to:

- increase focus on apprenticeship system outcomes; and
- address the chronic lack of continuity in the executive director position.

The rationale for fixed term appointment of the executive director is rooted in the logic of public sector performance management. A fixed term appointment, accompanied by set objectives from the minister, a strategic plan and accompanying performance measures would focus accountability over the performance of the apprenticeship system on the Executive Director. The government could also consider including back-ended incentives for completing the term of appointment and for meeting the established performance targets. The appointment model would also place greater accountability on the minister to appoint the most qualified person for the role.

### **Recommendation 6**

The Executive Director should lead the development of a 5-year strategic plan for Apprenticeship Manitoba. This should be executed in concert with Apprenticeship Manitoba staff, the Apprenticeship and Certification Board and include consultation with industry stakeholders. The strategic plan should align with the mandate and objectives of the Ministry of Education and training and be accompanied by the establishment of measurable targets for outcomes.

Transitioning to a multi-year strategic plan would require a change to the Apprenticeship and Certification Act and a modification of the role of the Apprenticeship and Certification Board. Currently, the Apprenticeship and Certification Board is mandated to develop a strategic plan each year. Not only does this take up a significant amount of time and Apprenticeship Manitoba staff resources, but a single year plan is (in our opinion, and opinion of others consulted) too short to be effectively strategic. Many apprenticeships can often take between 3 to 6 years to complete. To anticipate and meet Manitoba's current and future workforce and training requirements, workforce development strategies should look well forward of a single year.

The rationale for the Executive Director to lead the development of the multi-year strategic plan is to focus the accountability on an individual rather than a Board whose membership can vary. This should also raise the profile of the Executive Director role.

### **Recommendation 7**

Section 4.1 of the *Apprenticeship Certification Act* should be amended to replace the requirement for the Apprenticeship and Certification Board to submit an annual strategic plan with the requirement to submit an annual report and plan for the year ahead in line with the multi-year strategic plan. The annual report should include:

- a) Measures of system activity and performance.
- b) Reports from ITACs.
- c) Measures of progress on goals set out in the 5-year plan.

An outcome of the recommendation outlined above, would be a shift in the Board's focus and resources towards providing greater oversight and guidance and away from hands on execution. This would also increase Board resources available to focus on industry engagement through ITACs.

### **Availability of labour market information performance indicators**

Another issue raised was the perceived lack of information about apprentice or apprenticeship system outcomes (completion rates, employment) and labour market needs. Apprenticeship Manitoba regularly produces information about the number of active apprentices by trade, new registrations, and certifications awarded. However, there are few measures of outcomes such as completion rates and employment outcomes. Apprenticeship Manitoba staff feel the implementation of the new Apprenticeship Management System (already underway) should greatly improve Apprenticeship Manitoba’s capacity to make more information available. Some individuals also felt there was little in the way of labour market information to help guide the development of policies to improve workforce planning in the trades.

#### **Recommendation 8**

Apprenticeship Manitoba should identify, collect and analyse various sources of labour market information. This information should be disseminated to the board and its advisory committees to be used to guide strategic planning and to make evidence based decisions with respect to the allocation of training resources to meet Manitoba’s long-term trades workforce and certification requirements. A key source for this information are Manitoba’s sector councils, as well as national sector councils and other government and private sector labour market information providers.

#### **4.3.2 Summary**

Table 4.1 summarizes identified issues, symptoms and outlines the specific phase-one recommendations. Most recommendations can be implemented with no changes to legislation or regulations and have limited impacted on funding.

**Table 4.1 Phase-One Issues and Recommendations**

<b>Issue</b>		<b>Symptom/Consequence</b>	<b>Recommendation</b>
1	Poor industry engagement (see issue 2)	<ul style="list-style-type: none"> <li>• Current system is “top down” driven.</li> <li>• No formal channels for industry or stakeholder inputs.</li> <li>• Concerns or issues are raised directly, members of the Apprenticeship and Certification Board or the Executive Director.</li> <li>• Disconnect with emerging technologies and industry needs.</li> <li>• Outdated curricula and exams.</li> </ul>	Replace 55 PACs with 4 new multi-trade advisory committees organized by industry or sector (ITACs): Motive power, Construction, Industrial, and Services. The number of members of each ITAC should be established by the board to sufficiently represent the trades in each sector. Equal representation of employers and employees. (e.g. 10 members (5 employee, 5 employers, plus 1 apprentice, 1 training institution as observers)).
2	Provincial Advisory Committees (PACs) are not working	<ul style="list-style-type: none"> <li>• There are too many PACs to manage.</li> <li>• Many are un-constituted.</li> <li>• No regular meetings.</li> <li>• Nomination/selection process unclear.</li> </ul>	Regular meetings of each ITAC scheduled at least twice per year. ITACs establish trade sub-committees on an as needed basis

	Issue	Symptom/Consequence	Recommendation
		<ul style="list-style-type: none"> <li>• 5 members is too few; not representative.</li> <li>• PACs have no channel to communicate up to Apprenticeship and Certification Board.</li> <li>• Limited power, low compensation, difficult to constitute.</li> </ul>	
3	Poor transparency of PAC nomination and selection	<ul style="list-style-type: none"> <li>• Apprenticeship stakeholders unclear about nomination and selection process.</li> </ul>	ITAC nominees /applicants and selection committee decisions posted. Vacant positions filled annually.
4	Slow pace of change, too many regulations.	<ul style="list-style-type: none"> <li>• System is “bogged down” by regulatory bureaucracy and red tape.</li> </ul>	<p>Remove non-enforceable items from trade regulations, with reference to Plans of Training.</p> <p>Establish and develop Plans of Training which outline trade standard (scope), training and certification requirements and ratios for individual trades.</p>
5	Apprenticeship and Certification Board annual strategic planning requirement is inefficient	<ul style="list-style-type: none"> <li>• Significant amount of time and AM staff resources</li> <li>• 1 year is too short for plan to be effectively strategic.</li> </ul>	Replace the requirement for the Board to submit an Annual strategic plan with the requirement to submit an annual report and plan for the year
6	High turnover of Executive Director Position	<ul style="list-style-type: none"> <li>• Frequent turnover disrupts operations</li> <li>• Interrupts working relationships with AM staff, industry and other apprenticeship stakeholders</li> </ul>	Establish the Executive Director role as a multi-year fixed term position.
7	Lack of enforcement	<ul style="list-style-type: none"> <li>• Employers evade standards; don't abide by ratios, engage in work restricted to certified workers.</li> <li>• Undermines the value of apprenticeship.</li> </ul>	<p>Develop stronger enforcement mechanism. (May require additional resources for MOL inspection).</p> <p>Greater powers and resources available for ATCs.</p>
8	Frontline communication inconsistent	<ul style="list-style-type: none"> <li>• Website merges government and apprenticeship services.</li> <li>• Contact details limited to single generic email address and phone number and location address.</li> </ul>	<p>Develop dedicated website for apprenticeship.</p> <p>Develop dedicated channels (email/phone) of communication for specific stakeholder groups</p>
9	Internal communication	<ul style="list-style-type: none"> <li>• Changes in role of ATCs and other AM staff appear to have</li> </ul>	Define and reiterate roles and formal channels of internal communication.

Issue		Symptom/Consequence	Recommendation
		contributed to inconsistency in communication protocols. <ul style="list-style-type: none"> <li>• Staff workload.</li> </ul>	Clarify distinction between board (policy) and operations.
10	Limited information about apprenticeship outcomes and	<ul style="list-style-type: none"> <li>• Limited apprenticeship outcomes data, insufficient to gauge success, limits accountability.</li> </ul>	AM currently working towards developing a robust data system (AMS).
11	Limited labour market information	<ul style="list-style-type: none"> <li>• No or limited labour market information inhibit AM from anticipating apprenticeship and workforce needs.</li> </ul>	Acquire or produce and disseminate regular and consistent labour market information at the occupation level.

## 4.4 Phase-Two

### 4.4.1 Recommendations and Impacts

Phase-Two recommendations address some of the same issues identified previously, but also address deeper systemic issues related to the current governance model. Many of the recommendations outlined in Phase two would require significant changes to the *Apprenticeship and Certification Act*, other legislation and different government departments. As such this approach would take a longer period to implement. The full implications of some recommendations on existing legislation and government policy would also require further study. The implementation of recommendations is considered outside the scope of this review.

Many Phase-Two recommendations address issues symptomatic of the organizational structure and governance model of the current apprenticeship certification system. The system has been described as slow to respond, government-driven rather than industry-driven and suffering from high level of turnover which contributes to inconsistent application of rules, policies and variability in communication, staff knowledge and day-to-day operations. A lack of stability at the senior level is a concern.

The current system has been described as “bogged down” by regulatory bureaucracy, having a slow decision making and implementation process and being reactive rather than proactive regarding policy development. Though reducing the number of regulations should increase the system’s responsiveness, many of the issues identified are symptomatic of a government delivery model.

Based on our review and understanding of apprenticeship systems across other jurisdictions in Canada, there is a consensus that governance over apprenticeship systems should be industry-driven and self-regulating, with government oversight to protect the public interest. The report produced by Kevin Whitaker in 2009, outlining the establishment of the College of Trades in Ontario (commonly referred to as “the Whitaker Report”), concluded that one of the key guiding principles for governance models for apprenticeship systems is models must be “industry-

driven”.<sup>2</sup> The core of the argument is that journeypersons and apprentices are best situated to understand the skills and needs of the system with respect to its responsiveness to changes in technology and consumer, and market demands.

The recognition of the need for industry-driven and industry-led trades training has compelled several jurisdictions to transition to an arm’s length agency model. This includes:

- Saskatchewan Apprenticeship and Trades Commission - 1997
- British Columbia Industry Training Authority (ITA) - 2003
- Nova Scotia Apprenticeship Agency – 2013
- Ontario College of Trades - 2009

Although there has been little research conducted on the comparative success of these systems since the transformation, Saskatchewan’s system, the first to transition to an agency model, has among the highest completion rates in Canada<sup>3</sup> and BC has experienced significant increases in apprenticeship registrations following its transformation. Perhaps the strongest argument for success of the agency model is, despite some initial challenges, no jurisdiction has chosen to revert back to a government model.

The review of BC’s ITA published in 2014, concluded there was “no evidence that there would be any cost savings in reverting to a government-run model, and there would be much lost if the current “industry-led” system is not maintained and even enhanced”.<sup>4</sup>:

The main challenge of the government model identified by the report was that government serves multiple objectives while having to balance often competing interests. But, aligning the supply of skilled trades with workforce demands requires “dedicated focus and proactive approach to setting policies”.<sup>5</sup>

### **Recommendation 9**

Transform Apprenticeship Manitoba and the current apprenticeship and certification system to an industry-led non-departmental government agency: Manitoba Apprenticeship Board (MAB). The new agency would be established under a strong mandate to work for the interest of the apprenticeship system and Manitoba’s workforce requirements.

An important feature of the proposed model is the appointment of the Director of Apprenticeship and CEO by the Minister to the non-government position. This new role will:

- Ensure the individual is suitably qualified to protect the interest of the public and the apprenticeship system.

<sup>2</sup> "Perhaps the most important and common thread among all governance models and in particular the trades governance models reviewed is that each strives to ensure that their governance is "industry driven", Whitaker, 2009. <http://www.collegeoftrades.ca/docs/whitaker%20report.pdf>.

<sup>3</sup> See Appendix E for analysis of program completion rates

<sup>4</sup> The Industry Training Authority and Trades Training in BC: Recalibrating for High Performance; McDonald , 2014.

<sup>5</sup> IBID.



- Reduce turnover.
- Maintain accountability by government.

#### **Recommendation 10**

The Director of Apprenticeship, appointed by the Minister, should have specific statutory responsibilities and serve as the CEO of the Manitoba Apprenticeship Board.

#### **Recommendation 11**

Establish an oversight and advisory board comprising employer, employee and public interest representation, whose members are appointed by the Minister.

#### **Recommendation 12**

Establish industry training advisory committees (four) to advise and inform the Board on trade specific issues.

Another important feature is the new agency would be staffed by non-government employees. The rationale is that public sector workers enter government because they seek careers in the public service, not necessarily the apprenticeship branch. Staff hired based on qualifications, experience and knowledge relevant directly to the administration of apprenticeship would, over time, increase the knowledge of apprenticeship staff. Compensation could be set based on qualifications and outside the confines of narrow government bands. The intended outcome would be to develop a professional expert inhouse resources dedicated to apprenticeship with reduced turnover at the senior level.

#### **Recommendation 13**

The new agency should be staffed by non-government employees hired at the discretion of the Director of Apprenticeship and CEO.

One option to facilitate the transition would be to allow current employees of the Apprenticeship Branch to be seconded to the MAB for a period of two years after which they will either terminate their secondment and take up another position in the civil service or become employees of the Agency.

#### **4.4.2 Organization chart and lines of communication**

The agency model would operate outside the government departmental framework, allowing for reduced bureaucracy and an independent and speedier decision-making process. Under the proposed agency model program delivery will be less impacted by the political cycle.

A proposed organizational frame work is presented in Figure 4.1.

**Figure 4.1 Proposed Organizational Framework**

**Manitoba Apprenticeship Board (MAB)**

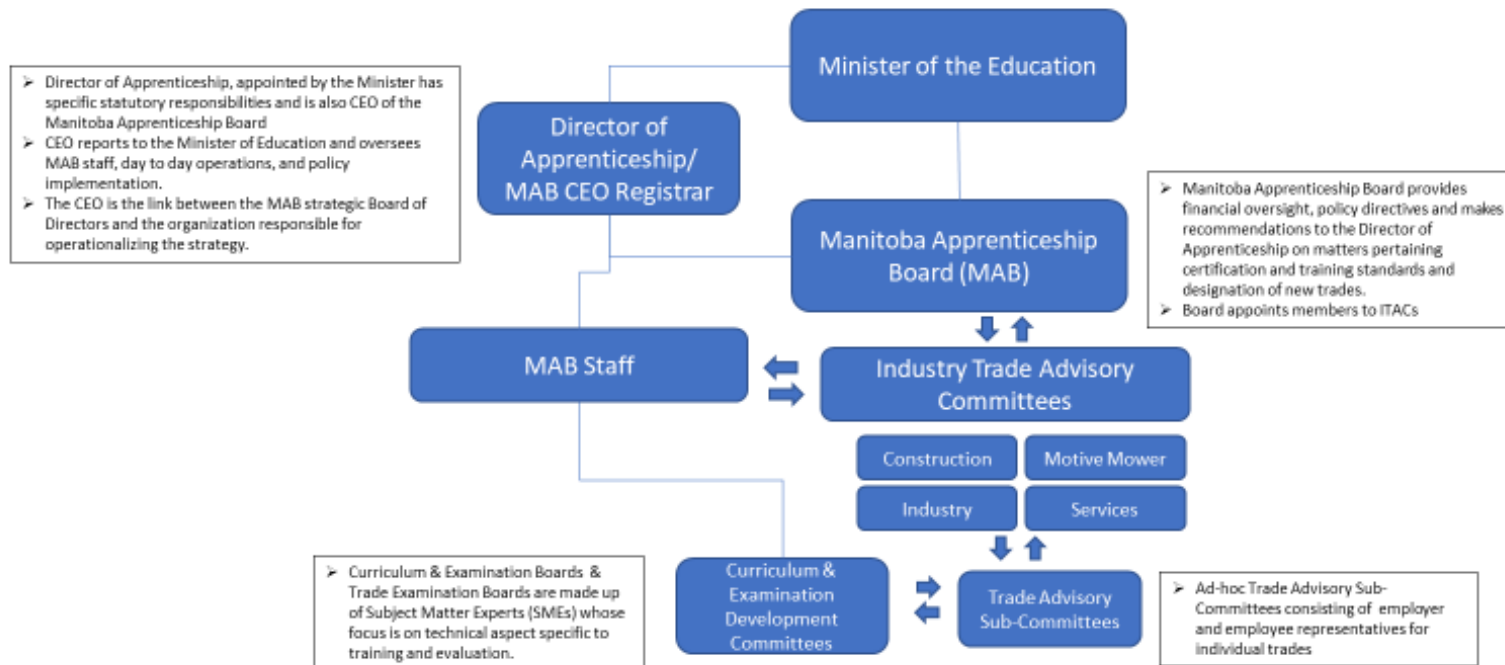




Table 4.2 presents the statutory responsibilities and powers of the various components of the organization.

**Table 4.2 Phase-Two Responsibilities and Powers**

<b>Minister of Education</b>
<ul style="list-style-type: none"> <li>• Appoint Director of Apprenticeship, Registrar and CEO.</li> <li>• Appoint individuals to the Apprenticeship Board.</li> <li>• Direct Board to submit annual budget and report of agency performance.</li> <li>• Authorize the annual budget of the Manitoba Apprenticeship Board.</li> <li>• Approve the five-year strategic plan of the Manitoba Apprenticeship Board.</li> <li>• Approve Board Orders / Plans of Training made by Apprenticeship Board.</li> <li>• Designate one or more persons to act on the Minister's behalf.</li> <li>• Establish committees of the Board.</li> <li>• Make recommendations to the Director of Apprenticeship with respect to:               <ul style="list-style-type: none"> <li>○ Establishment of new designated trades, occupations or to combine existing trades and occupation.</li> <li>○ Approval and amendment to competency and training standards for regulated trades</li> <li>○ A change in the status of a trade such that some or all of the scope of practice of the trade is restricted.</li> </ul> </li> <li>a. Establishment of a standard for apprentice sponsors.</li> </ul>
<b>Director of Apprenticeship, Registrar and CEO</b>
<ul style="list-style-type: none"> <li>• Function as CEO of the Manitoba Apprenticeship Board.</li> <li>• Make regulations to establish or designate trades and occupations, based on recommendation of the Board.</li> <li>• Designate trades or restrict certain tasks to persons who have a C of Q in the relevant trade or trades or are registered apprentices.</li> <li>• Establish trade standards and program training and certification requirements, based on recommendation of the Board.</li> <li>• Register, suspend, cancel apprenticeship contracts.</li> <li>• Authorize the issuance of Certificates of Qualification (C of Qs) to qualified tradespersons.</li> <li>• Develop Plans of Apprenticeship.</li> <li>• Provide for the training, examination and certification of apprentices in a designated trade.</li> <li>• Enter into contracts, determine seat purchases, accredit and inspect training institutions and training providers.</li> <li>• Set fees, to apprentices, journeypersons and employers for providing training, examinations or registration services.</li> <li>• Enforce compliance of regulations under the ACT and inspect employer's buildings, structure, premises or work site.</li> </ul> <p>The responsibilities of the Director Apprenticeship as CEO of the Manitoba Apprenticeship Board are:</p> <ul style="list-style-type: none"> <li>• Establish human resources policies.</li> <li>• Appoint staff and determine terms of employment, subject to any collective agreements or Manitoba Government policies.</li> <li>• Prepare reports at the request of the Manitoba Apprenticeship Board.</li> </ul>
<b>Manitoba Apprenticeship Board</b>
<ul style="list-style-type: none"> <li>• Establish and appoint members to industry trade advisory committees to provide advice on competency and training standards for one or more trades.</li> <li>• Submit an annual operations and financial report to the Minister.</li> <li>• Submit annual budget to the Minister.</li> </ul>

- Review and approve quarterly and annual operating and financial reports.
- Approve expenditures over \$100,000 not otherwise authorized by an approved budget.
- Monitor the quality and outcomes of the apprenticeship system and individual programs.
- Provide policy directives to the Apprenticeship Director and CEO.
- Review and approve a five-year strategic plan, as developed by the Director Apprenticeship.
- Establish committees of the Board.
- Make recommendations to the Director of Apprenticeship with respect to:
  - Establishment of new designated trades, occupations or to combine existing trades and occupation.
  - Approval and amendment to competency and training standards for regulated trades
  - A change in the status of a trade such that some or all of the scope of practice of the trade is restricted.
  - Establishment of a standard for apprentice sponsors.

#### 4.4.3 Summary

Table 4.3 summarizes identified issues, symptoms and outlines the specific Phase-Two recommendations. The recommendations are predicated on transforming Apprenticeship Manitoba and the current apprenticeship certification system into a non-departmental government agency.

**Table 4.3 Phase-Two Issues and Recommendations**

Issue		Symptom	Recommendation
1	Perception that the current system is government rather than industry driven.	<ul style="list-style-type: none"> <li>• Lack of industry consultation prior to policy changes.</li> <li>• Declining buy-in into apprenticeship in non-compulsory trades.</li> </ul>	Transform Apprenticeship Manitoba (AM) to a non-departmental government agency: Manitoba Apprenticeship Board (MAB).
2	The system is reactive rather than proactive, lacks attention from government due to competing concerns/demands.	<ul style="list-style-type: none"> <li>• Apprenticeship Manitoba is one Branch of Post-Secondary Education and Workforce Development which serves multiple objectives.</li> </ul>	Establish Director of Apprenticeship, appointed by the Minister who has specific statutory responsibilities and is also CEO of the MAB.
3	Staff Retention/ High Turnover.	<ul style="list-style-type: none"> <li>• Interrupts flow of governance</li> <li>• New staff have limited knowledge of apprenticeship system and programs.</li> <li>• Inconsistent application of rules/policies.</li> <li>• Little institutional memory, mistakes are repeated.</li> </ul>	Employees of the MAB will be employees of the MAB, not civil servants employed by the Manitoba government.
4	Mandate susceptible to political cycle and changes in government mandate.		Establish a clear mandate for the MAB separate from Manitoba government policy.

## 5.0 CONCLUSION

All stakeholders should work collaboratively to enhance the apprenticeship and certification system to achieve the following objectives:

- Meet the industry demand for a skilled workforce.
- Maximize operational efficiencies through timely and cost-effective utilization of Manitoba resources and sharing of appropriate resources from other jurisdictions where feasible and appropriate.
- Optimize access to training to meet the needs of employers, apprentices and trade qualifiers.
- Maximize employer and apprentice awareness and engagement.

Implementation of the recommendations requires that:

- Political will exists and industry is engaged.
- Sufficient resources are in place or are procurable within a reasonable time frame.
- There is an ongoing long-term commitment at all levels.
- Decisions will be based on best available evidence.
- There will be no negative impact to normal progress to completion for apprentices currently in the system.

Adoption of the key features of the proposed governance model would resolve most of Manitoba's apprenticeship and certification system challenges. These features include:

- The new agency would be established under a strong mandate to work for the interest of the apprenticeship system and Manitoba's workforce requirements.
- Director of Apprenticeship, appointed by the Minister has specific statutory responsibilities and is also CEO of the Manitoba Apprenticeship Board.
- An oversight and advisory Board consisting of employer, employee and public interest representation, whose members are appointed by the Minister.
- Regulations, stripped of references to non-enforceable items. Training and certification requirements moved to newly developed Plans of Training updatable without need to change regulations.

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**APPENDIX A**  
**Interview Guide**

**Apprenticeship Manitoba  
Governance Review  
Interview Guide  
Board, Standing Committees, Advisory Committees**

Name (interviewee): \_\_\_\_\_ Organization: \_\_\_\_\_

Role (within Apprenticeship system): \_\_\_\_\_

Date: \_\_\_\_\_ Location: \_\_\_\_\_ Interview method: \_\_\_\_\_

**Pre-amble:**

The Government of Manitoba has hired Amec Forster Wheeler and Prism Economics and Analysis to undertake a governance review of the apprenticeship and certification system. For the purposes of this discussion, governance refers to *how decisions are made and by whom and the processes through which these decisions are made*. This includes the Apprenticeship and Certification Board, the Provincial Advisory Committees, the Apprenticeship and Certification Act and its regulations and all interactions with industry and apprentices.

As part of the exercise we are conducting interviews with key stakeholders to collect feedback about how effective the system's governance is, including Board, its Committees and PACs. This should require 30 – 45 minutes of your time.

**Questions:**

1. What are the strengths of the current governance structure for the Manitoba apprenticeship system (for example in terms of how decisions are made)?
2. What are the challenges with the current governance structure? What changes would you recommend?
3. Do you have any concerns related to accountability within the apprenticeship system? In reality, who are the decision makers, who are the advisors and who is accountable to whom?
4. Does the current structure facilitate or impede industry engagement? Is the structure allowing for industry needs to be met? (E.g. are you aware of the trade designation process or how to bring your concerns to the attention of the Board?)
5. Are you satisfied with how standards are being developed in the designated trades? How can we ensure that trade and training standards are meeting industry and apprentice needs?
6. Given your involvement in the system, how would you streamline processes (i.e. reduce red tape) for clients and stakeholders?



7. Are you aware of other governance structures that would provide some best practices for improving Manitoba's current structure? E.g. other provincial or territorial apprenticeship authorities.

### Board/Committee Specific

8. What do you see is the general function or purpose of the Board / Committee. What works well; what does not?
9. How effective is the current governance structure of the Board, including the roles of the four standing committees?
10. How would you streamline current Board-related decision-making processes?
11. Do you think the Board and its committees adequately represent Manitoba stakeholders? How should industry and other apprenticeship stakeholders be represented on the Board?
12. Is the current process for selecting PAC members effective? What process should be used to select individuals for PAC appointments?
13. With respect to the Board / Committee, please comment on how effective these activities are in achieving the goals of the apprenticeship system:
  - ) Organizational structure of the apprenticeship system (i.e. Board, PACs reporting to Minister);
  - ) Political support (e.g. strategic importance, relationship between Board and Minister);
  - ) Decision-making processes;
  - ) Accountability framework (accreditation of programs/courses, employer eligibility standards, designated trainer oversight);
  - ) Communications (internal, external, web site; and media)
  - ) Progress monitoring and improvement (e.g. performance measurements); and
  - ) Annual report and strategic plan.
14. PAC Chair/Member Specific Questions
  - ) What made you apply to sit on a PAC? What do you like about this work?
  - ) Do you have any concerns/frustrations related to your role as a member of the PAC?
  - ) What would you suggest to improve your experience?
15. Employer Specific Questions
  - ) Why do you hire apprentices?
  - ) What are your primary concerns with the apprenticeship system? What are the biggest barriers to hiring an apprentice in your experience?
  - ) What supports would you like as an employer of apprentices?
16. Do you have any other comments to add?

**THANK YOU!**



**APPENDIX B**  
**Manitoba Apprenticeship Profile**

## Manitoba Apprenticeship Program Profile

According to the Apprenticeship Manitoba, there are over 55 trade programs offered in this province (Table 1). Across all trade programs, nine are compulsory trades which require registered apprenticeship agreement or certificate of qualification in order to legally work in Manitoba.

Table 1: Manitoba Trade Programs

Manitoba Trades	
Agricultural Equipment Technician	Insulator (Heat and Frost)
Aircraft Maintenance Journeyperson	Ironworker (Generalist)
Automotive Painter	Landscape Horticulturist
Automotive Service Technician	Lather (Interior Systems Mechanic)
Boilermaker	Machinist
Bricklayer	Marine and Outdoor Power Equipment Technician
Cabinetmaker	Motor Vehicle Body Repairer (Metal and Paint)
Carpenter	Painter and Decorator
CNC Machinist	Partsperson
Concrete Finisher	Plumber
Construction Craft Worker	Pork Production Technician
Construction Electrician	Power Electrician
Cook	Pre-Engineered Building Erector
Crane and Hoisting Equipment Operator	Railway Car Technician
Diesel Engine Mechanic	Recreation Vehicle Service Technician
Electric Motor System Technician	Refrigeration and Air Conditioning Mechanic (Commercial)
Electrologist	Rig Technician
Esthetician	Roofer
Floorcovering Installer	Sheet Metal Worker
Gas Turbine Repair and Overhaul Technician	Sloped Roofer
Gasfitter	Sprinkler System Installer
Glazier	Steamfitter-Pipefitter
Hairstylist	Tool and Die Maker
Heavy Duty Equipment Technician	Transport Trailer Technician
Industrial Electrician	Truck and Transport Mechanic
Industrial Mechanic (Millwright)	Water and Wastewater Technician
Instrumentation and Control Technician	Welder

Source: Apprenticeship Manitoba

Note: Blue rows represent compulsory trades in Manitoba.

There are apprenticeship training programs available for all trades in Manitoba (as listed above). In some trades such as Construction Craft Worker, Tool and Die Maker, and Transport Trailer Technician, Manitoba is among a few provinces that provide training.

The apprenticeship term is varied across trade programs and provinces. In Manitoba, the apprenticeship term in the majority of programs is similar to that of other provinces. However, in some trade programs, the apprenticeship term is longer or shorter in Manitoba compared to other provinces. Table 2 summarizes the difference in apprenticeship term in Manitoba vs other provinces.

Table 2: Comparison of Apprenticeship term in Manitoba Vs Other Provinces

Program Name	Apprenticeship Term - Years and Total Hours												
	NL	NS	PE	NB	QC	ON	MB	SK	AB	BC	NT	YT	NU
Refrigeration and Air Conditioning Mechanic (Commercial)	4	4	4		4		5	4	4	5	4	4	4
	7200	7200	7200	7200	8000	9000	9900	7200	6960	7220	7200	7200	1800
Steamfitter-Pipefitter	4	4	4		4		5	4	3	4	4	4	4
	7200	7200	7200	7200	8000	9000	9000	7200	5220	5260	7200	6400	1800
Boilermaker	4	3	3		3		4	3	3	3			
	5400	5400	5400	5400	6000	6600	6400	5400	5400	5700			
Lather (Interior Systems Mechanic)	3				3		4	4	3	4		3	
	5400			5400	6000	5400	7200	6000	5400	4500		5400	
Plumber	4	4	4	4	4		5	4	4	4	4	4	4
	7200	7200	7200	7200	8000	9000	9000	7200	6960	6420	7200	6400	1800
Sprinkler System Installer	4	4	4		4		4	4	4	4	4	4	4
	7200	7200	7200	7200	8000	7200	6800	7200	7320	5680	7200	7200	1800
Hairstylist	2.5		3				2	2	2	2	2	2	2
	4000		5400		Var	3500	3000	3600	3400	3600	3600	3600	1800
Bricklayer	3	3	3		3		3	4	3	4		3	
	5400	5400	5400	5400	6000	5600	4800	6000	5520	5000		5400	
Cabinetmaker	4		4				4	4	4	4	4	4	4
	7200		7200	7200	Var	8000	6400	6400	6400	6480	7200	7200	7200
Industrial Mechanic (Millwright)	4	4	4		3		4	4	4	4	4	4	4
	7200	7200	7200	7200	6000	8000	6400	7200	7200	6600	7200	7200	1800
Landscape Horticulturist	3	3	3				3	4	4	4			
	5400	5400	5400	5400	Var	6120	5100	5400	5760	1620			
Power Electrician							4		4		4	4	4
							6400		6870		7200	7200	7200
Roofer		3			2		3	3	4	3	3	3	3
		5400		5400	4000	4000	4200	4500	6400	3600	5400	5400	1800
Welder	3	3	3				3	3	3	3	3	3	3
	5400	5400	5400	5400	6000	6000	4800	5400	5400	4500	5400	5400	1800

Source: Ellis Chart

Note: Green colour represents programs in which Manitoba has longer apprenticeship term, whereas red colour represents programs in which Manitoba provides shorter apprenticeship term compared to other provinces.

Var=Variable

The apprenticeship term in three of the compulsory trades in Manitoba is on average longer than other provinces. Hairstylist is the only compulsory trade in which the apprenticeship term is the shortest across all provinces. (excluding Nunavut).

In Manitoba, there is prior learning assessment and recognition (PLAR) available for all trades listed in Table 1. However, according to the Management of Manitoba’s Apprenticeship Program report (2017), prepared by the Office of the Auditor General, Apprenticeship Manitoba does not have any formal process aligned with the trade regulations for prior learning assessment. The decisions made for prior learning assessment and recognition are inconsistent and the related documentation are insufficient.

Additionally, Apprenticeship Manitoba offers apprenticeship accreditation process to evaluate training programs and/or on-the-job training experience against formal apprenticeship training. The province also recognizes equivalent training programs/experience. In trades such as Glazier and Rig Technician, Manitoba is among a few provinces that do not have apprenticeship accreditation process.

In Manitoba, technical training as a component of apprenticeship term is required in all trades but it is not the case in other provinces. For example, technical training is not required for Hairstylist in Nova Scotia, Prince Edward Island, Quebec, and Saskatchewan. The pre-employment training is either compulsory or voluntary for the trades in Manitoba. Cabinetmaker and Hairstylist are the trades that need compulsory pre-employment training in Manitoba while training is voluntary or no training is available in other provinces.

In total, Manitoba has 9 compulsory trade programs. In all compulsory trades in Manitoba, obtaining journeyman certification is mandatory except for working as Crane and Hoisting Operator in which being certified is voluntary. Manitoba has the sixth highest number of trades requiring mandatory journeyman certification across the Canadian provinces. (Figure 1).

Figure 1: Compulsory Journeyman Certification Across Provinces/Territories

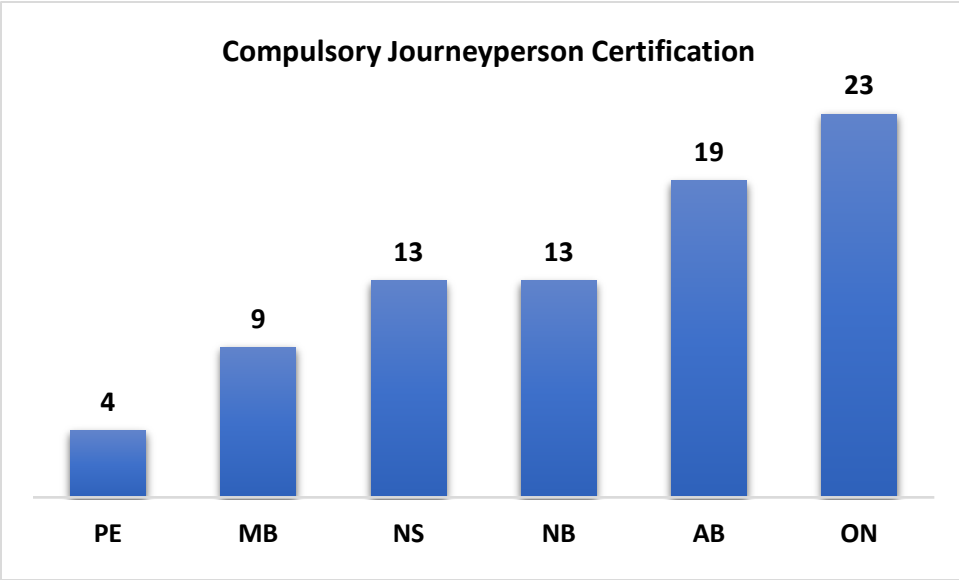


Table 3 profiles the comparison of compulsory vs voluntary journeyman certification in selected trades.

Table 3: Comparison of Journeyperson Certification Requirement in Selected Trades

Manitoba Trades	Journeyperson Certification Compulsory (C); Voluntary (V); Not Available (NA)												
	NL	NS	PE	NB	QC	ON	MB	SK	AB	BC	NT	YT	NU
Industrial Electrician	V	V	C	V	C	V	C			V		V	
Sprinkler System Installer	V	C	V	C	C	V	C	V	V	V	V	V	V
Hairstylist	V	V	V	V	V	C	C	C	C	V	V	V	V
Automotive Service Technician	V	C	C	C	C	C	V	V	C	V	V	V	V
Plumber	V	C	C	C	C	C	V	C	C	V	V	V	V
Sheet Metal Worker	V	C	V	C	C	C	V	C	C	V	V	V	V

Source: Ellis Chart

For the most part, Manitoba is relying on the national occupational analysis versus provincial/territorial analysis. This analysis empowers decision makers with an accurate estimate of current and future supply and demand for workforce across the trade programs. There are province or territory level analyses available in a limited number of occupations such as Pre-Engineered Building Erector, Diesel Engine Mechanic and Electrologist.

Manitoba does not have apprenticeship program outline for the following trades:

- Aircraft Maintenance Journeyperson (Engineer)
- Boilermaker
- Concrete Finisher
- Electric Motor System Technician
- Floorcovering Installer
- Glazier
- Instrumentation and Control Technician
- Partsperson
- Recreation Vehicle Service Technician

Table 4 shows the availability of apprenticeship program outline for selected trade programs in all provinces and territories.

Table 4: Availability of Apprenticeship Program Outline Across Provinces

Manitoba Trades	Apprenticeship Program Outline												
	NL	NS	PE	NB	QC	ON	MB	SK	AB	BC	NT	YT	NU
Boilermaker	No	*	*	*	*	*	No	*	*	*			
Construction Craft Worker	No	No	No	*		*	*	*	No	*			
Instrumentation and Control Technician	*	*	*	*		*	No	*	*	*	*	No	*
Tool and Die Maker	No	No	No	No	No	*	*			*			

Source: Ellis Chart

Note: \*Means apprenticeship program outline is available.

In terms of apprenticeship on-the-job training record book, Manitoba's performance is poor. Manitoba and British Columbia are the two provinces that do not have record book to log training hours and type of training for apprentices, while other provinces and territories such as Ontario, Alberta, Saskatchewan, Yukon, Nunavut and Northern Territories keep the track record of training hours/types in the majority of trade programs.

Apprenticeship Manitoba offers modularized learning resource materials in five trade programs:

- Automotive Painter
- Automotive Service Technician
- Diesel Engine Mechanic
- Pork Production Technician
- Railway Car Technician
- Rig Technician
- Water and Wastewater Technician

Overall, modularized learning is not widely used in apprenticeship training. Quebec, Alberta and Nova Scotia are the only provinces that have incorporated modularized learning in their apprenticeship training.

## Manitoba Apprenticeship Outcomes

In general, the employment outcome is a function of appropriate education/certification, related experience, and more importantly the demand for a certain occupation. In trades, the employment outcome is not necessarily dependent on obtaining education/certification since the highest employment outcome sometimes occurs in voluntary trades that do not require formal education or certification. In 2017, trades with the highest employment in Manitoba are all voluntary:

- Cook
- Carpenter
- Construction Craft Worker
- Transport Trailer Technician / Truck and Transport Mechanic / Automotive Service Technician
- Welder

These trades are also the top five trades with the highest replacement demand in 2017. The top trades with the highest expansion demand are Carpenter, Construction Craft Worker, Cook, Lather (Interior Systems Mechanic), and Plumber (Table 5).

Besides the occupations that have faced employment expansion, there are three occupations that have experienced employment loss in 2017: Cabinetmaker (-105), Water, Wastewater Technician (-35), and Transport Trailer Technician / Truck and Transport Mechanic / Automotive Service Technician (-19).



Table 5: Top Trades by Employment, Manitoba, 2017

Manitoba Trades	Total Employment	Expansion Demand	Replacement Demand	Total Annual Demand
Carpenter	7498	404	148	552
Construction Craft Worker	6935	308	93	401
Cook	8449	173	120	293
Lather (Interior Systems Mechanic)	1649	136	33	169
Plumber	2336	69	44	113
Transport Trailer Technician / Truck and Transport Mechanic / Automotive Service Technician	5914	-19	154	135
Welder	4863	39	113	152

Source: Prism Economics & Analysis

Green cells represent the top five trades in each column.

Table 6: Top Trades by Registration and Completion, Manitoba, 2017

Manitoba Trades	Registered Apprentices	New Registration	Completion Rate	Trade Qualifiers
Construction Electrician	2663	431	54.7%	7
Electrologist / Esthetician	449	131	74.9%	39
Hairstylist	940	207	70.1%	12
Aircraft Maintenance (Engineer) / Gas Turbine Repair and Overhaul Technician	116	25	72.5%	
Boilermaker	69	10	96.7%	
Carpenter	2062	365	33.6%	10
Cook	623	163	16.8%	12
Gasfitter	100	29	49.6%	74
Instrumentation and Control Technician	42	11	70.5%	4
Plumber	1156	176	46.0%	7
Transport Trailer Technician / Truck and Transport Mechanic / Automotive Service Technician	1243	292	50.7%	12
Welder	393	85	30.9%	14

Source: Prism Economics & Analysis

Green cells represent the top five trades in each column.

Trades with the lowest number of registered apprentices: Floorcovering Installer, Glazier and Water and Wastewater Technician

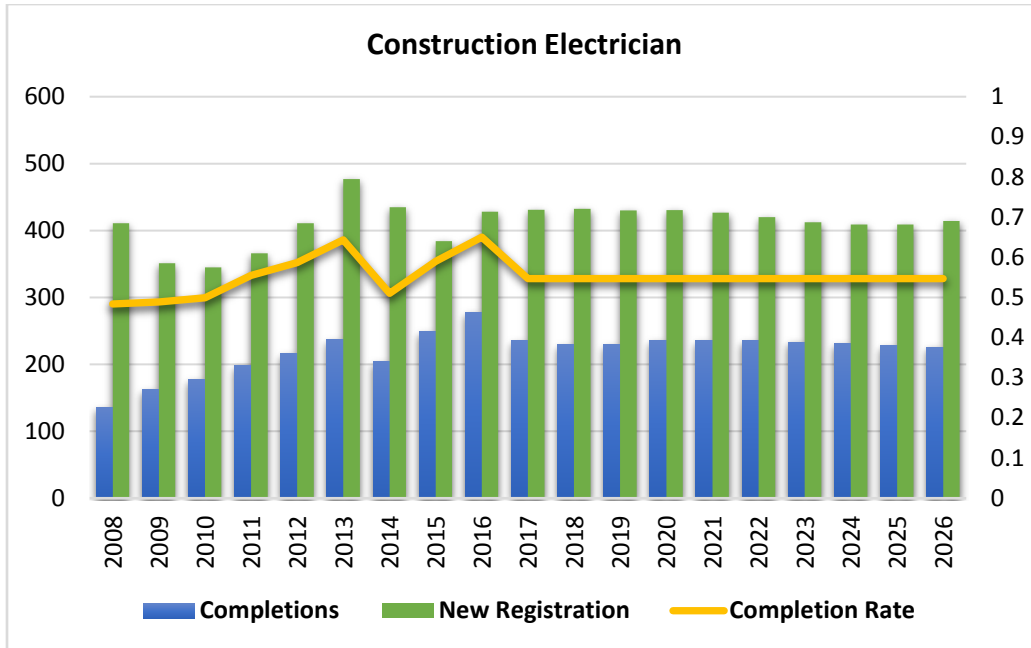
Trades with the lowest completion rate: Cook, Insulator (Heat and Frost) and Landscape Horticulturist.

A more detailed diagnostic of individual apprenticeship programs is provided in Appendix I.

## Appendix I - Apprenticeship Requirements Profile

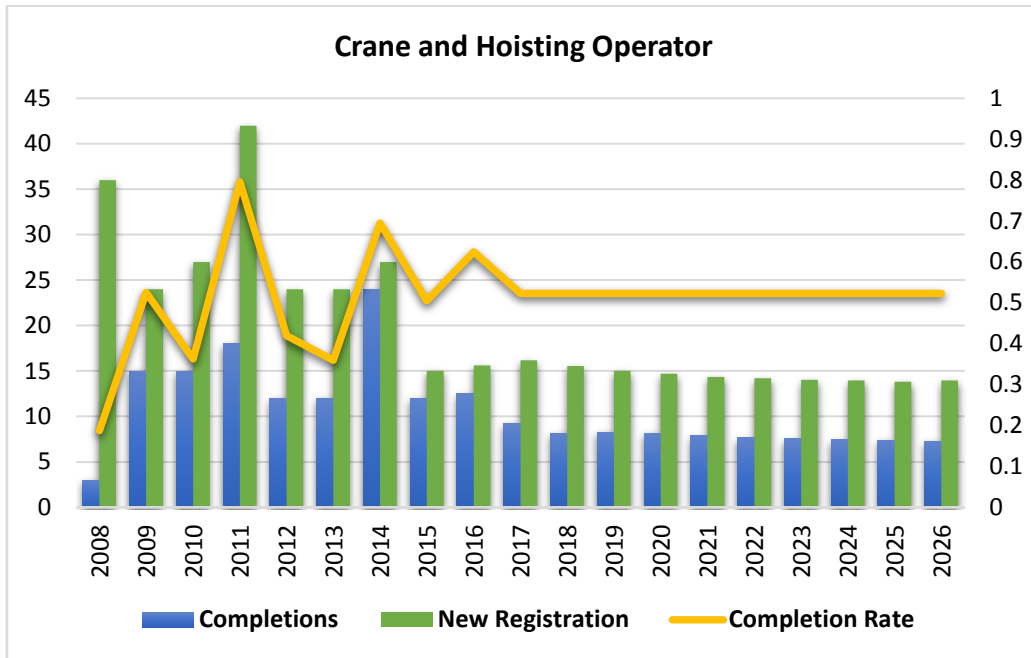
The following section provides a profile of historic, current and projected program registrations, completions and completion rates. The projections are based on anticipated changes in trades employment and completion rates based on historic averages. The information is presented to provide context to support the governance review. The relative size of individual programs, completion rates, and directional future demands help develop a better understanding of the health and overall resource requirements of the system.

### Construction Electrician



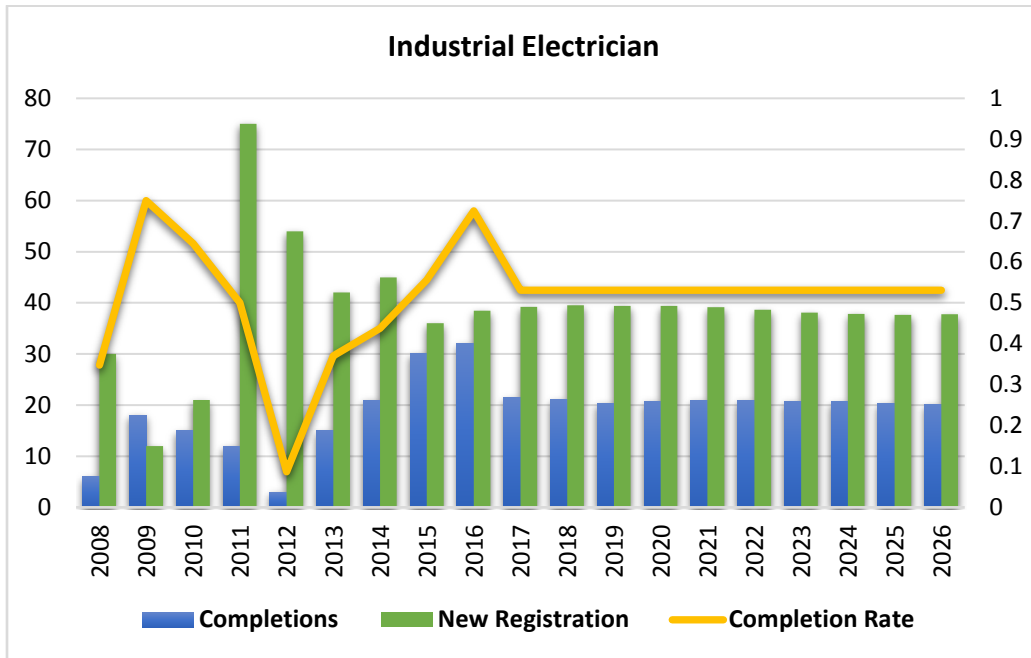
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	2863	411	48%	135
2017	3146	431	55%	236
2026	3027	415	55%	226
2008-17	9.9%	4.8%	55.6%	74.6%
2017-26	-3.8%	-3.8%	54.7%	-4.3%

## Crane and Hoisting Operator



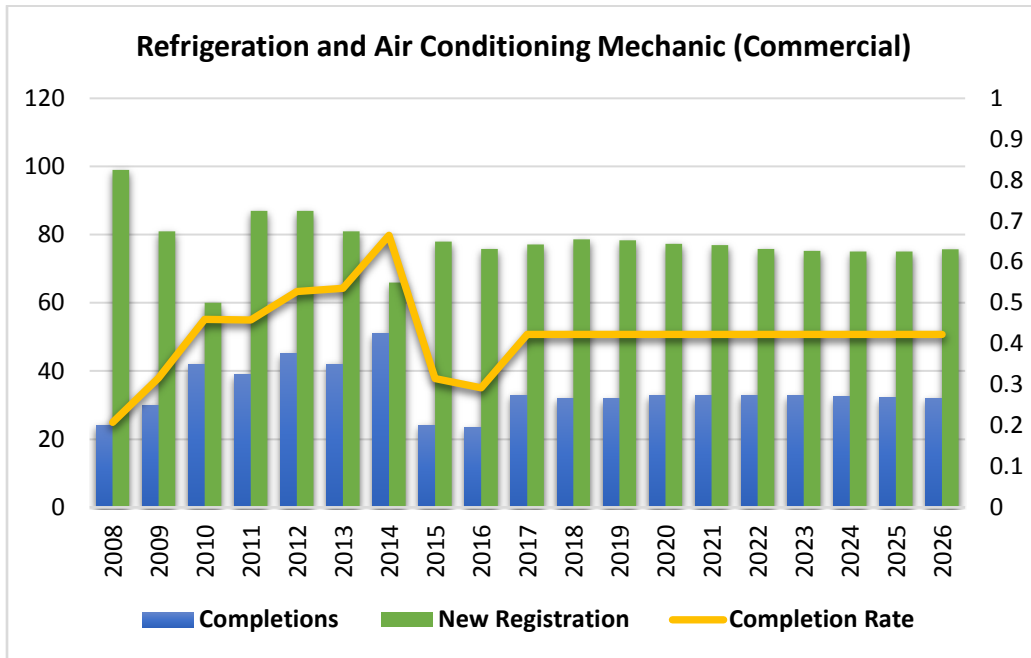
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	425	36	19%	3
2017	468	16	52%	9
2026	404	14	52%	7
2008-17	10.2%	-55.1%	49.7%	208.6%
2017-26	-13.7%	-13.7%	52.3%	-21.3%

## Industrial Electrician



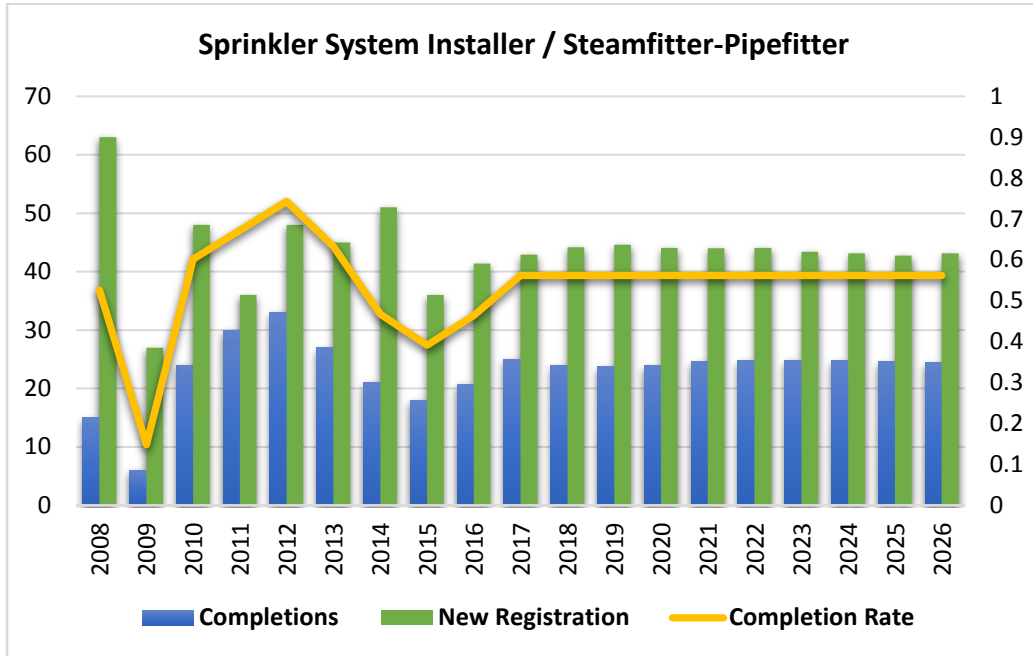
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	731	30	35%	6
2017	1376	39	53%	21
2026	1325	38	53%	20
2008-17	88.3%	30.8%	49.1%	257.0%
2017-26	-3.7%	-3.7%	53.1%	-5.7%

## Refrigeration and Air Conditioning Mechanic (Commercial)



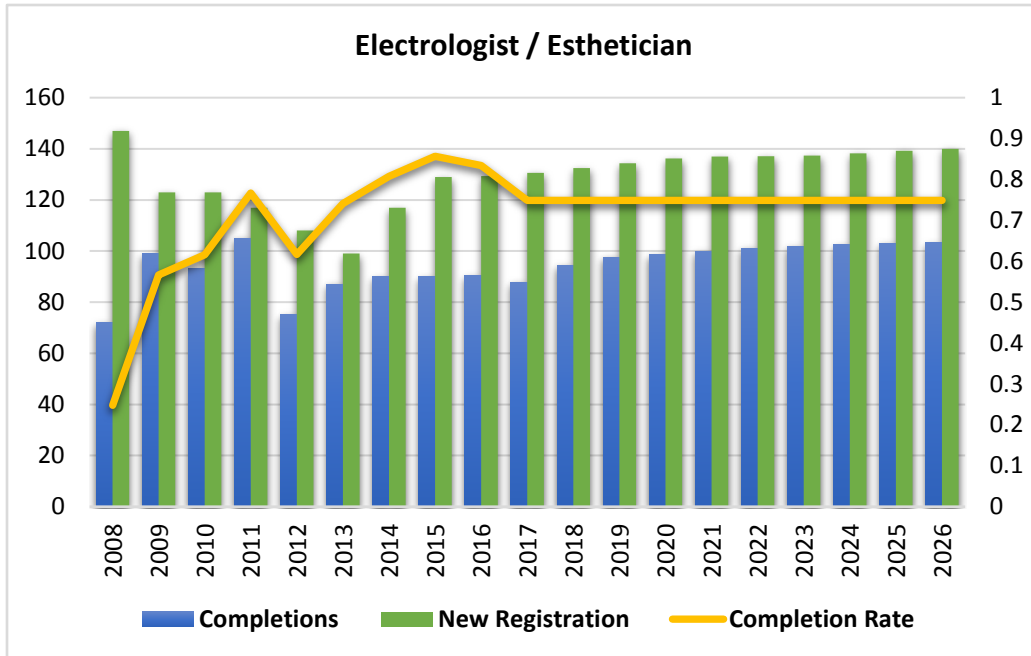
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	906	99	21%	24
2017	1195	77	42%	33
2026	1174	76	42%	32
2008-17	31.9%	-22.1%	42.0%	37.1%
2017-26	-1.8%	-1.8%	42.3%	-2.8%

Sprinkler System Installer / Steamfitter-Pipefitter



Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	399	63	53%	15
2017	584	43	56%	25
2026	587	43	56%	24
2008-17	46.2%	-31.9%	51.7%	66.4%
2017-26	0.5%	0.5%	56.2%	-2.2%

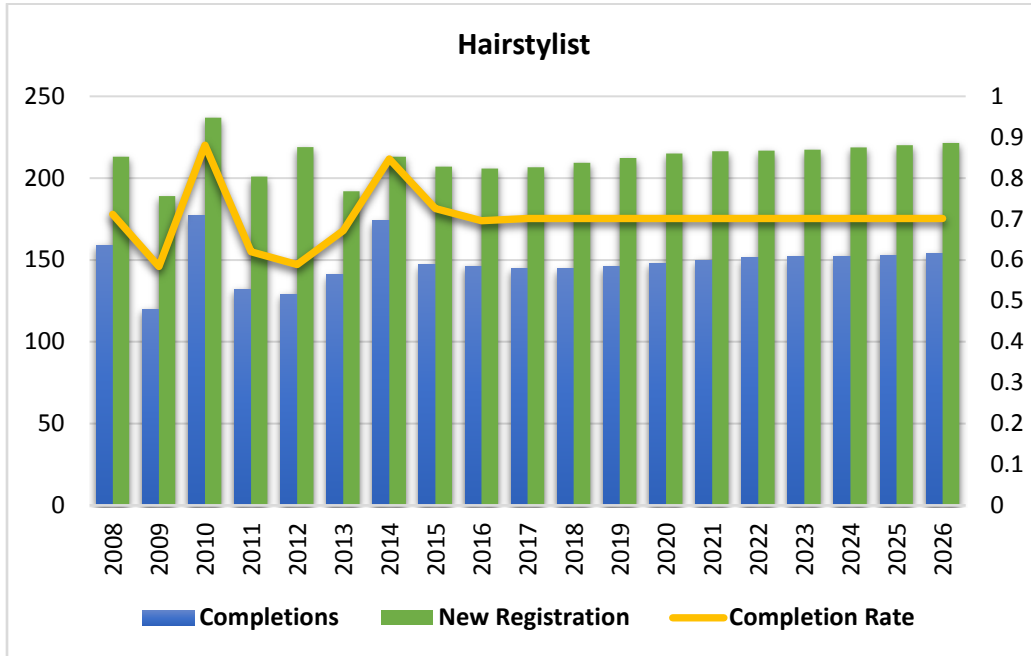
## Electrologist / Esthetician



Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	857	147	25%	72
2017	1001	131	75%	88
2026	1073	140	75%	103
2008-17	16.8%	-11.2%	67.3%	21.8%
2017-26	7.2%	7.2%	74.9%	17.8%

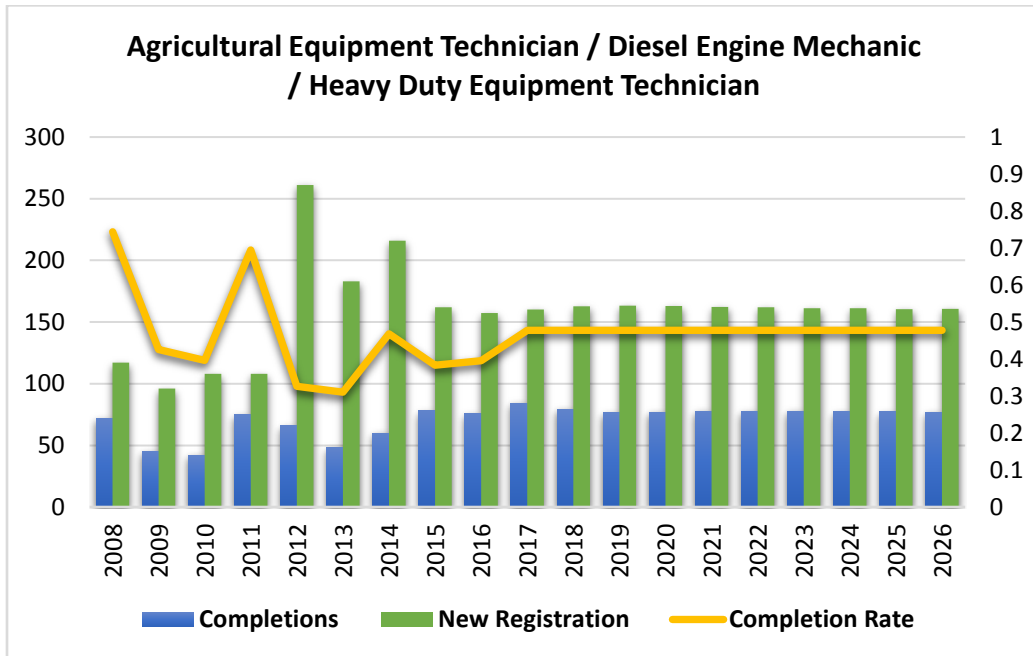


## Hairstylist



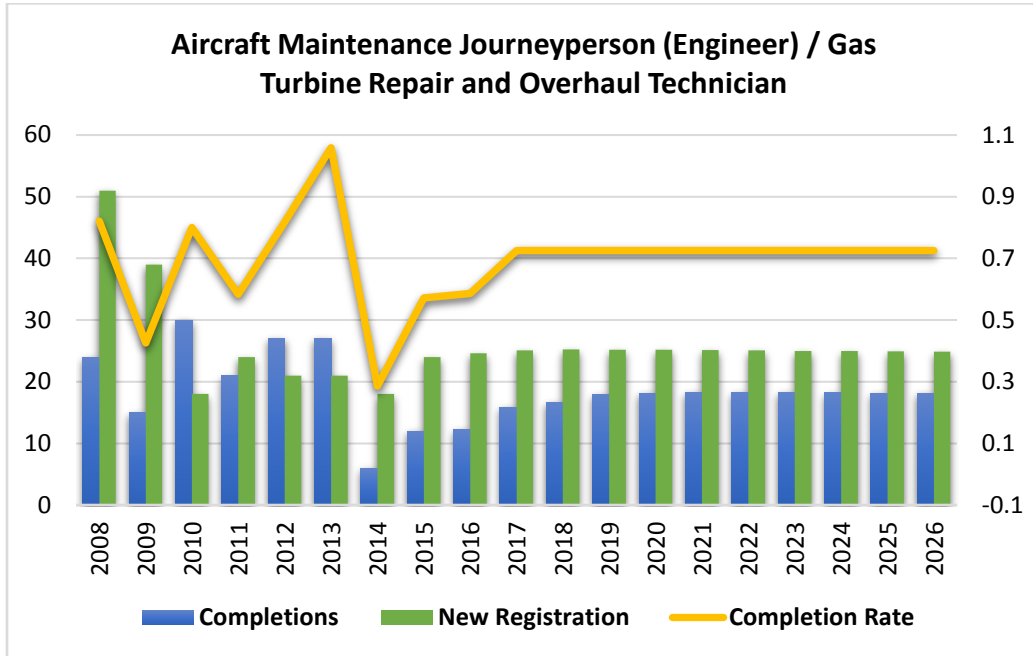
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	3229	213	71%	159
2017	3760	207	70%	145
2026	4029	221	70%	154
2008-17	16.5%	-3.0%	70.3%	-8.9%
2017-26	7.2%	7.2%	70.1%	6.3%

Agricultural Equipment Technician / Diesel Engine Mechanic / Heavy Duty Equipment Technician



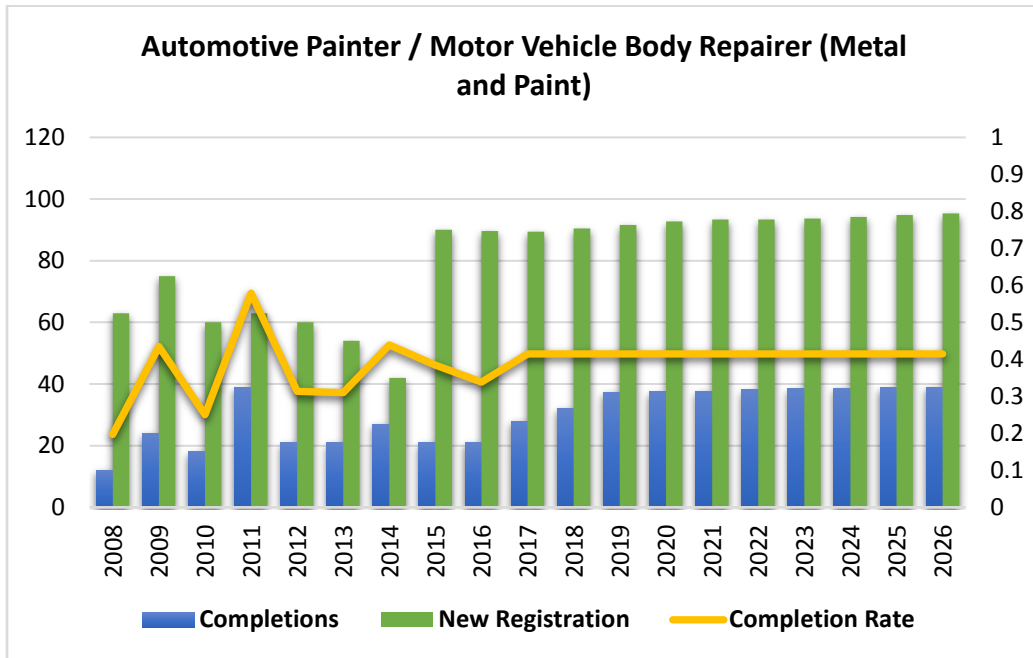
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	2103	117	74%	72
2017	2602	160	48%	84
2026	2607	161	48%	77
2008-17	23.7%	37.0%	46.0%	16.8%
2017-26	0.2%	0.2%	47.7%	-8.5%

Aircraft Maintenance Journeyperson (Engineer) / Gas Turbine Repair and Overhaul Technician



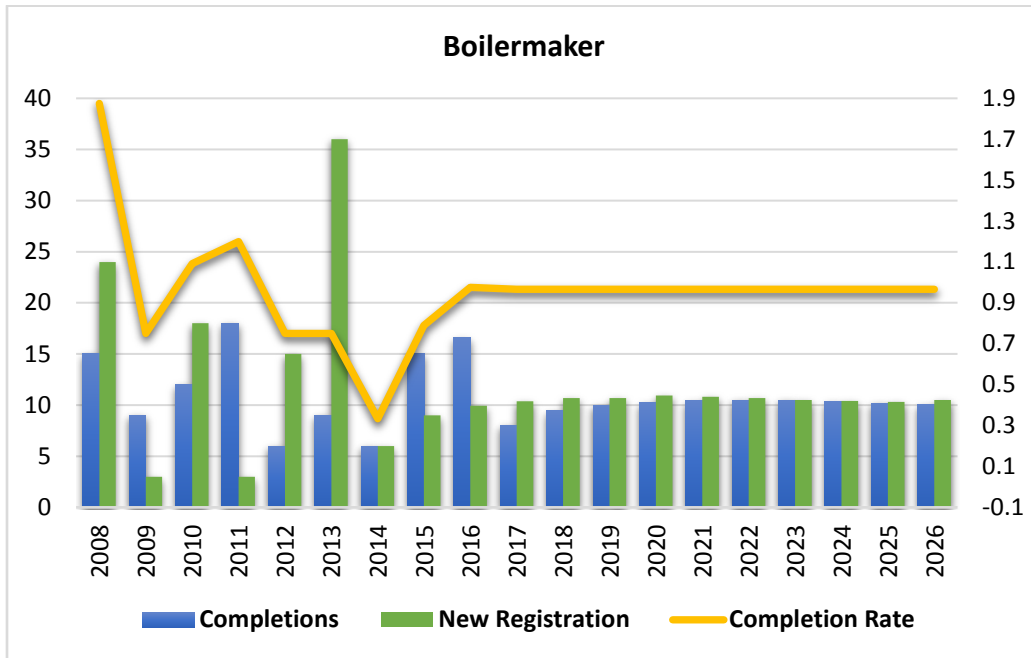
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	1236	51	82%	24
2017	1232	25	72%	16
2026	1222	25	72%	18
2008-17	-0.4%	-50.8%	66.1%	-33.8%
2017-26	-0.8%	-0.8%	72.5%	14.1%

Automotive Painter / Motor Vehicle Body Repairer (Metal and Paint)



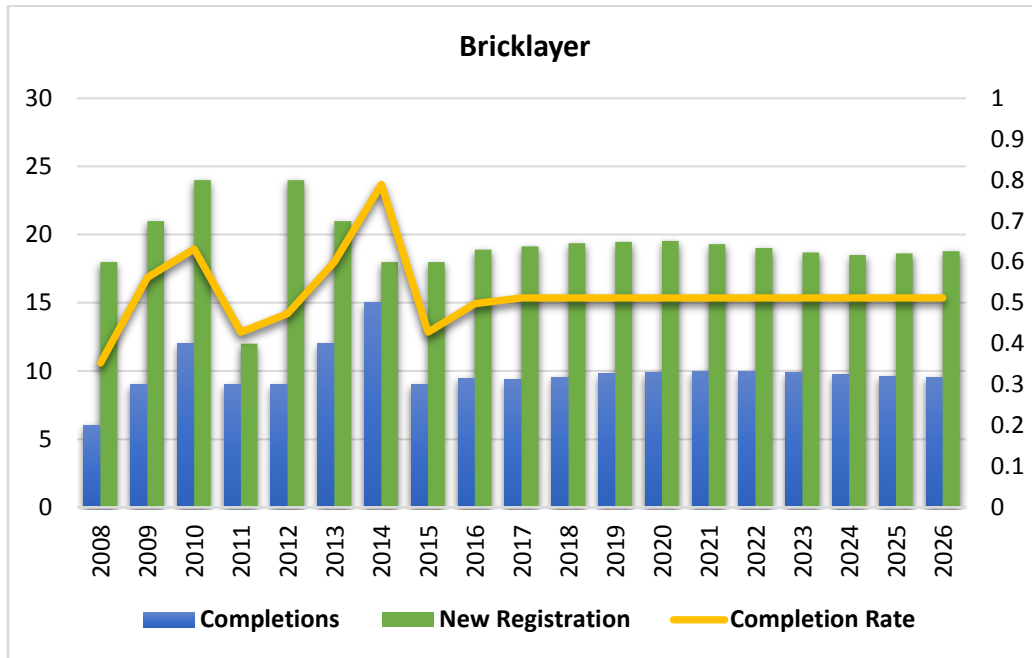
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	1428	63	20%	12
2017	1454	89	41%	28
2026	1549	95	41%	39
2008-17	1.8%	42.0%	36.1%	132.9%
2017-26	6.5%	6.5%	41.5%	39.5%

## Boilermaker



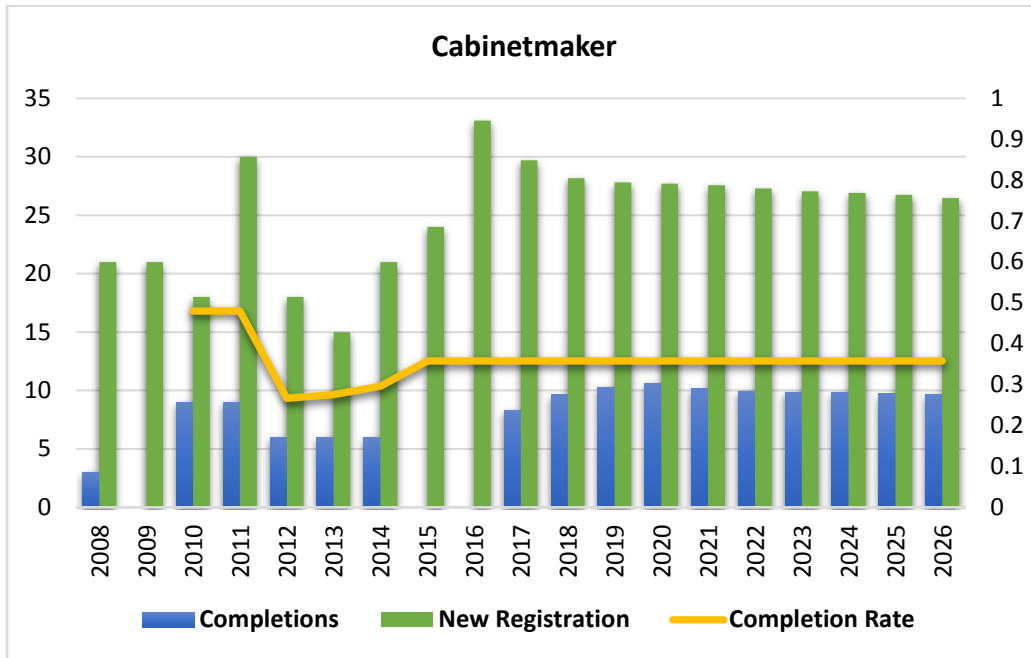
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	119	24	188%	15
2017	251	10	97%	8
2026	254	10	97%	10
2008-17	110.6%	-56.8%	94.6%	-46.4%
2017-26	1.2%	1.2%	96.7%	25.1%

## Bricklayer



Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	376	18	35%	6
2017	336	19	51%	9
2026	330	19	51%	10
2008-17	-10.5%	6.3%	52.9%	56.1%
2017-26	-1.8%	-1.8%	51.2%	1.7%

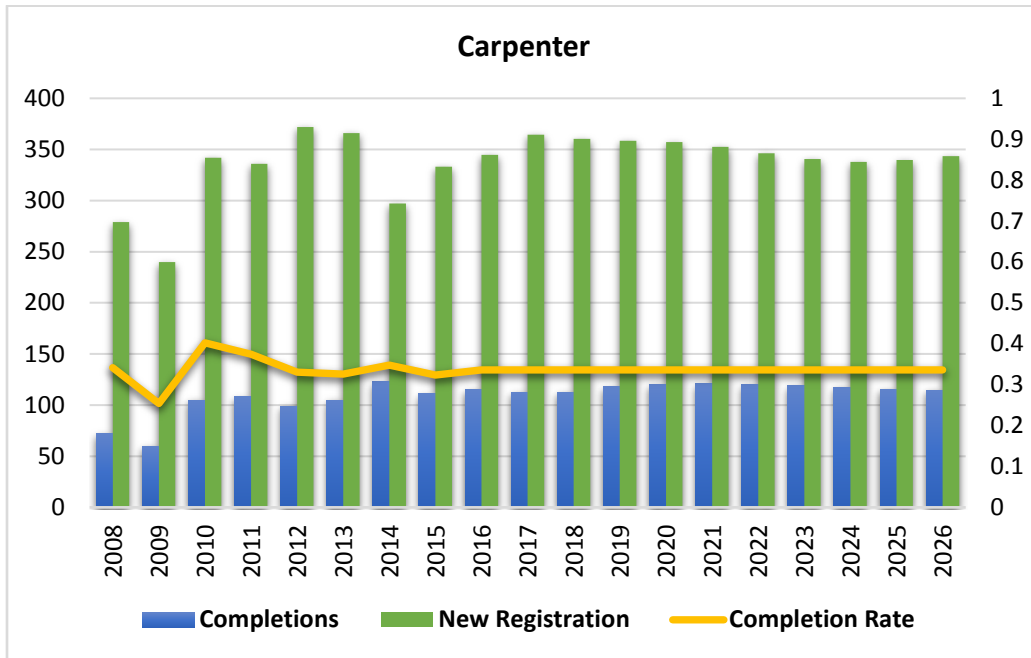
## Cabinetmaker



Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	1041	21	24%	3
2017	914	30	36%	8
2026	815	26	36%	10
2008-17	-12.2%	41.3%	34.4%	177.6%
2017-26	-10.8%	-10.8%	35.8%	16.0%

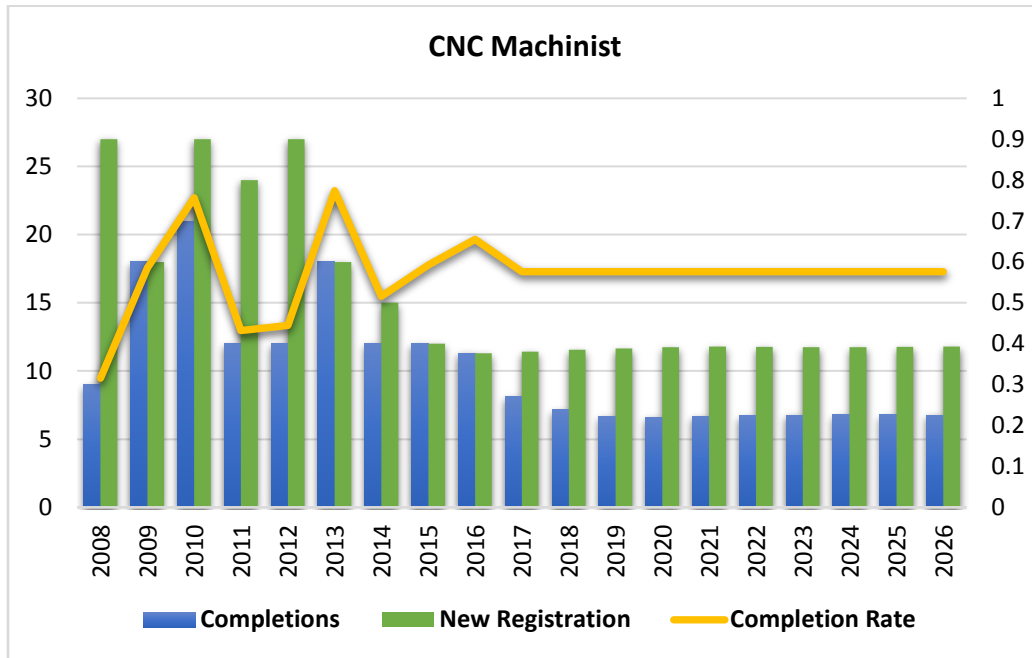


## Carpenter



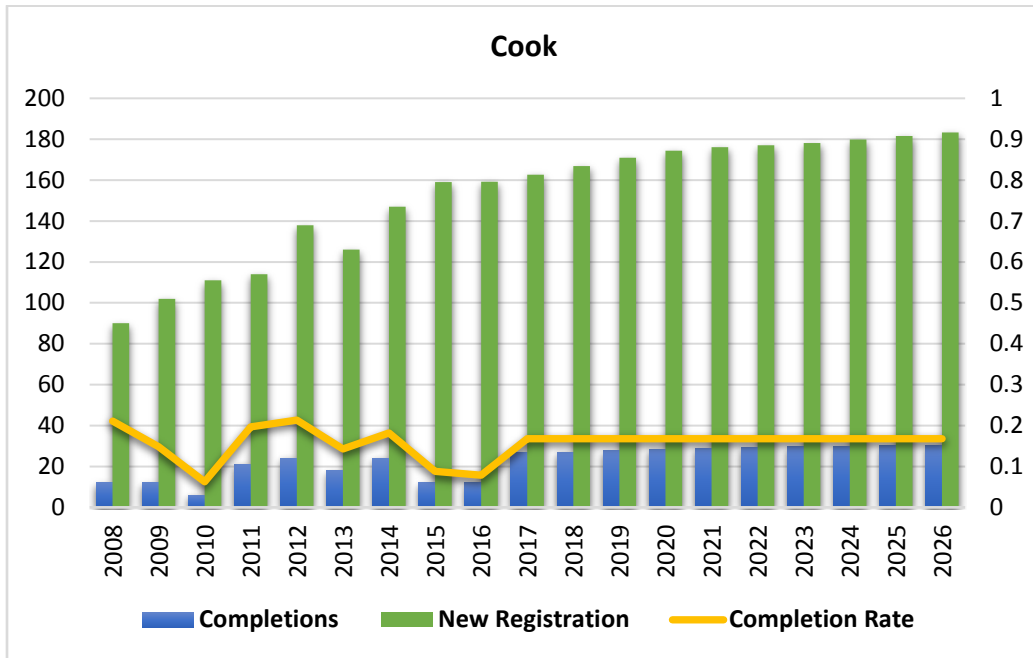
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	5874	279	34%	72
2017	7498	365	34%	113
2026	7065	343	34%	115
2008-17	27.6%	30.6%	33.7%	56.5%
2017-26	-5.8%	-5.8%	33.6%	1.7%

## CNC Machinist



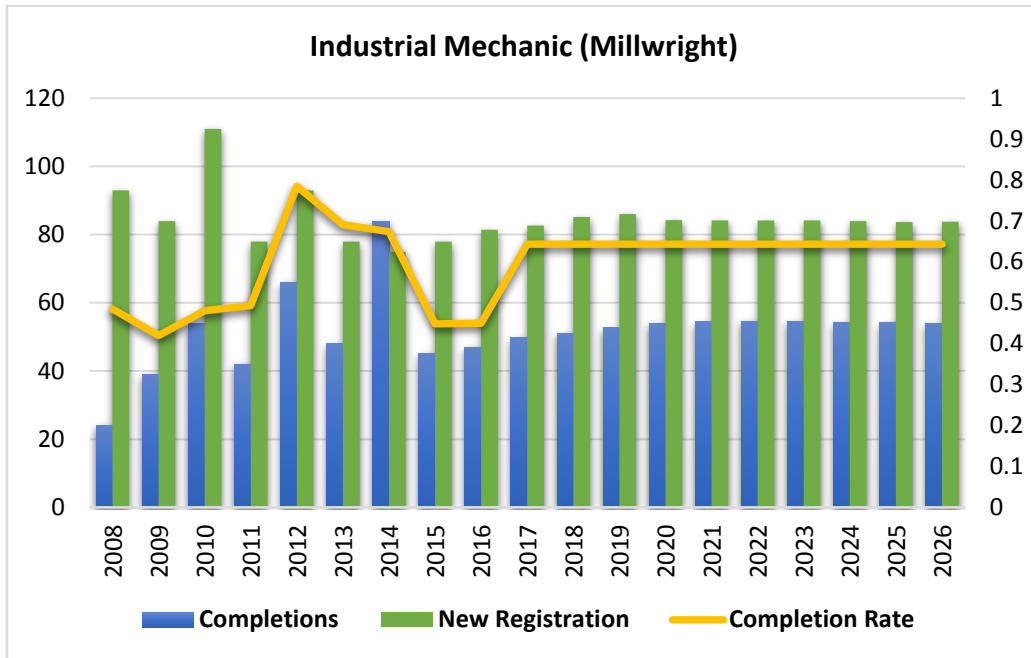
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	1642	27	32%	9
2017	1529	11	58%	8
2026	1581	12	58%	7
2008-17	-6.9%	-57.7%	56.4%	-9.9%
2017-26	3.4%	3.4%	57.6%	-16.5%

Cook



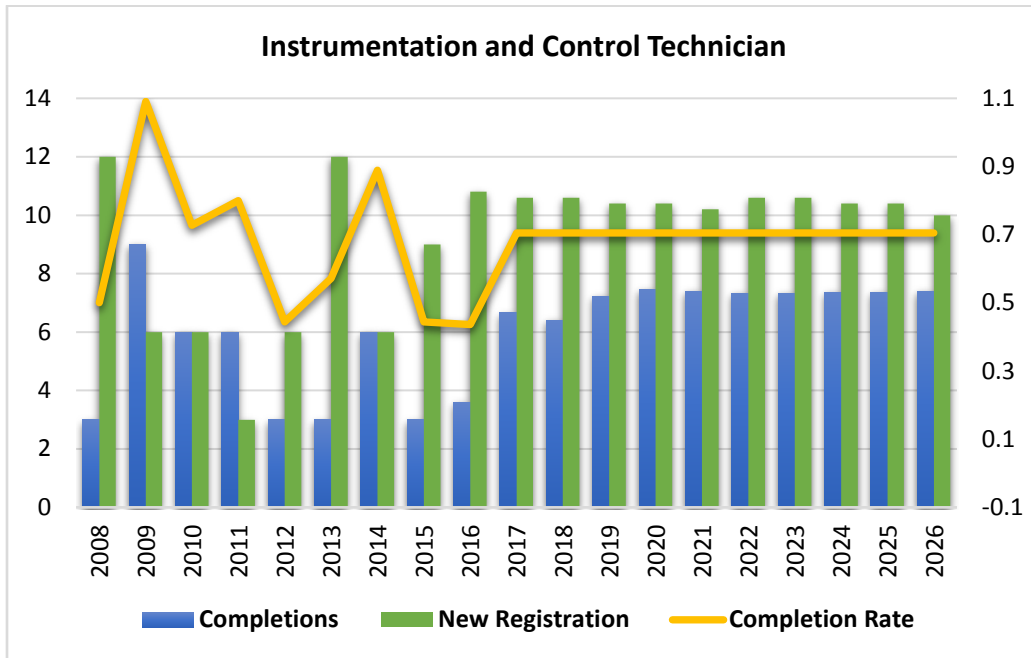
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	7196	90	21%	12
2017	8449	163	17%	27
2026	9521	183	17%	30
2008-17	17.4%	80.7%	14.7%	122.8%
2017-26	12.7%	12.7%	16.8%	13.6%

## Industrial Mechanic (Millwright)



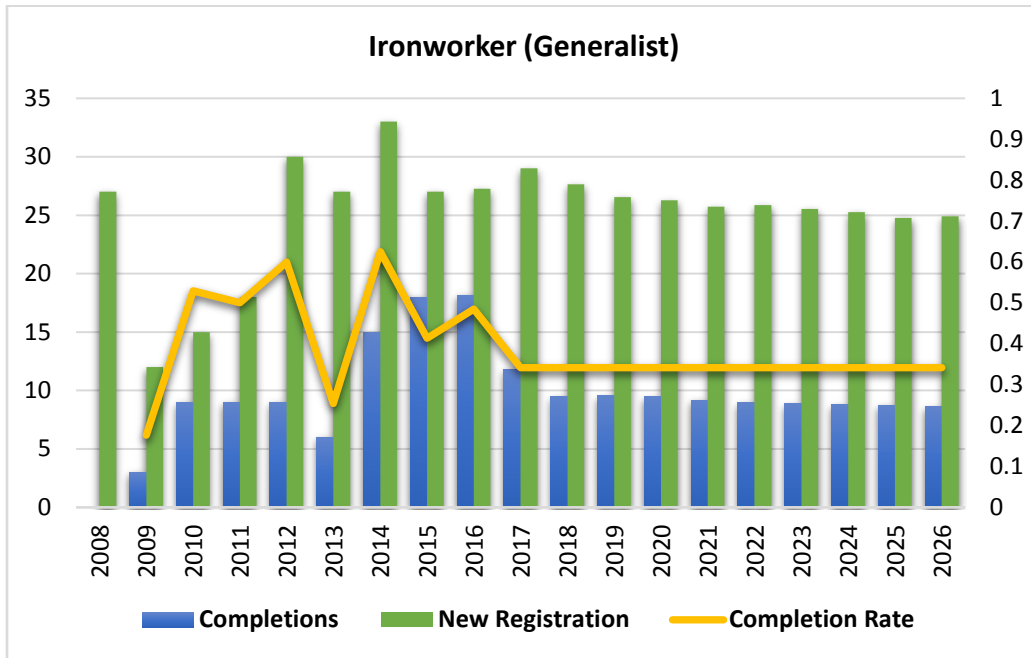
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	1759	93	48%	24
2017	1957	83	64%	50
2026	1984	84	64%	54
2008-17	11.3%	-11.1%	54.8%	107.5%
2017-26	1.4%	1.4%	64.4%	8.6%

## Instrumentation and Control Technician



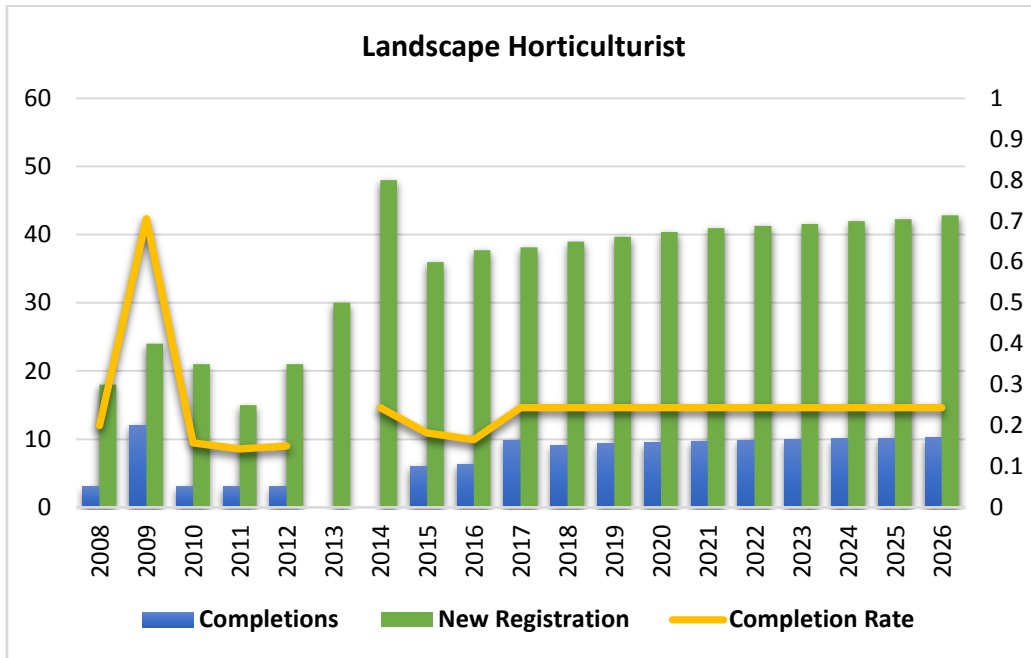
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	214	12	50%	3
2017	53	11	70%	7
2026	50	10	70%	7
2008-17	-75.3%	-11.7%	65.6%	122.0%
2017-26	-5.7%	-5.7%	70.5%	11.1%

## Ironworker (Generalist)



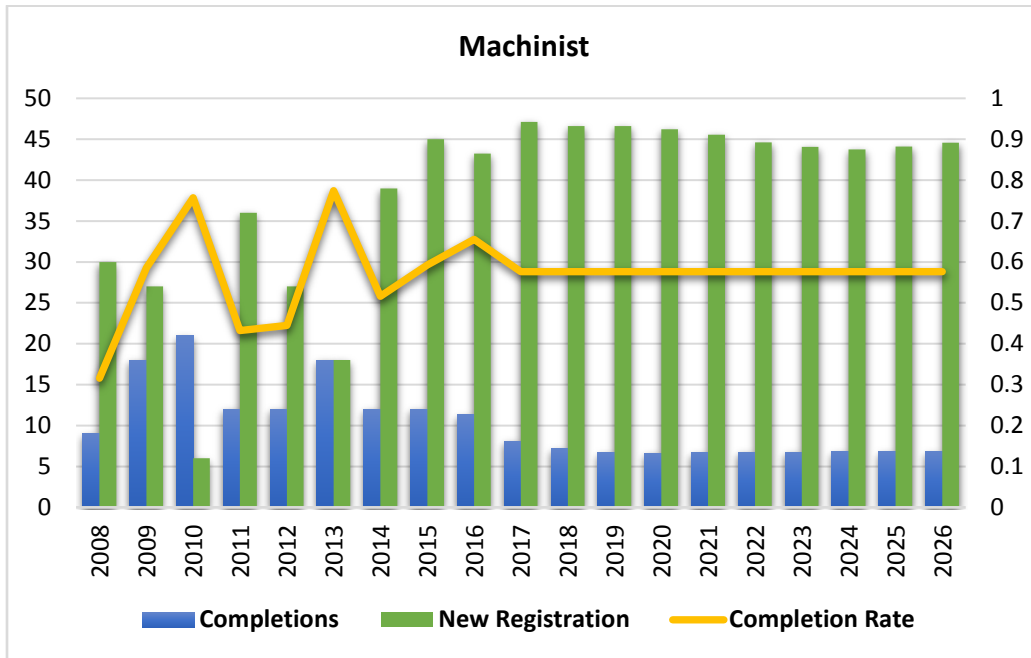
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	207	27		0
2017	223	29	34%	12
2026	192	25	34%	9
2008-17	7.8%	7.4%	44.8%	
2017-26	-14.1%	-14.1%	34.1%	-27.2%

## Landscape Horticulturist



Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	279	18	20%	3
2017	268	38	24%	10
2026	301	43	24%	10
2008-17	-4.0%	111.9%	24.3%	229.2%
2017-26	12.3%	12.3%	24.3%	3.4%

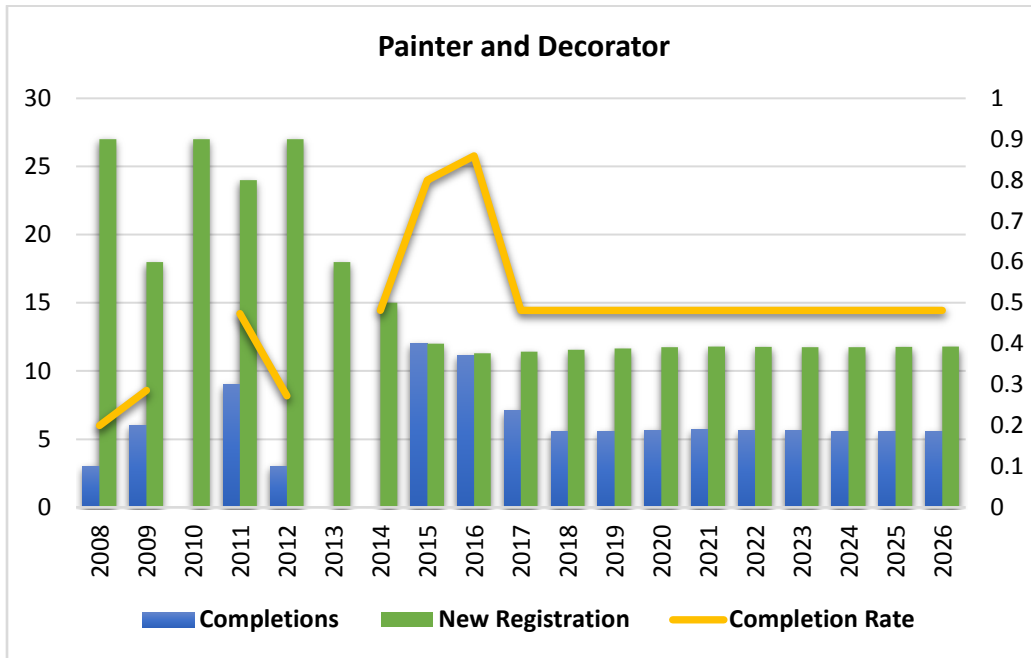
## Machinist



Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	1642	27	32%	9
2017	1529	11	58%	8
2026	1581	12	58%	7
2008-17	-6.9%	-57.7%	56.4%	-9.9%
2017-26	3.4%	3.4%	57.6%	-16.5%

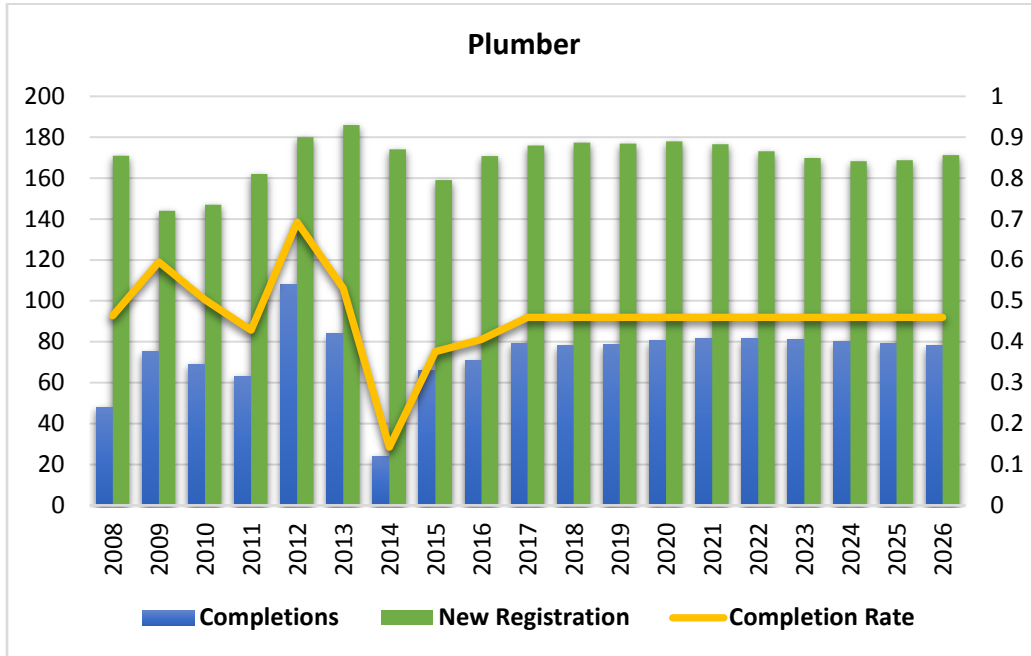


## Painter and Decorator



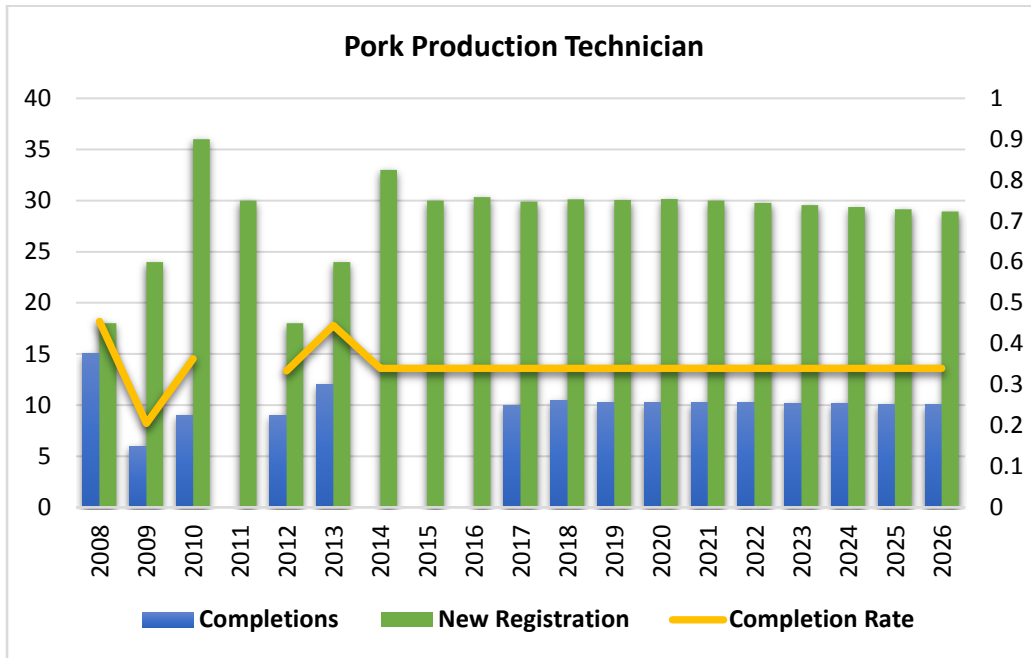
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	1696	36	20%	3
2017	1781	12	48%	7
2026	1780	12	48%	6
2008-17	5.0%	-67.9%	48.2%	136.5%
2017-26	-0.1%	-0.1%	48.2%	-22.0%

## Plumber



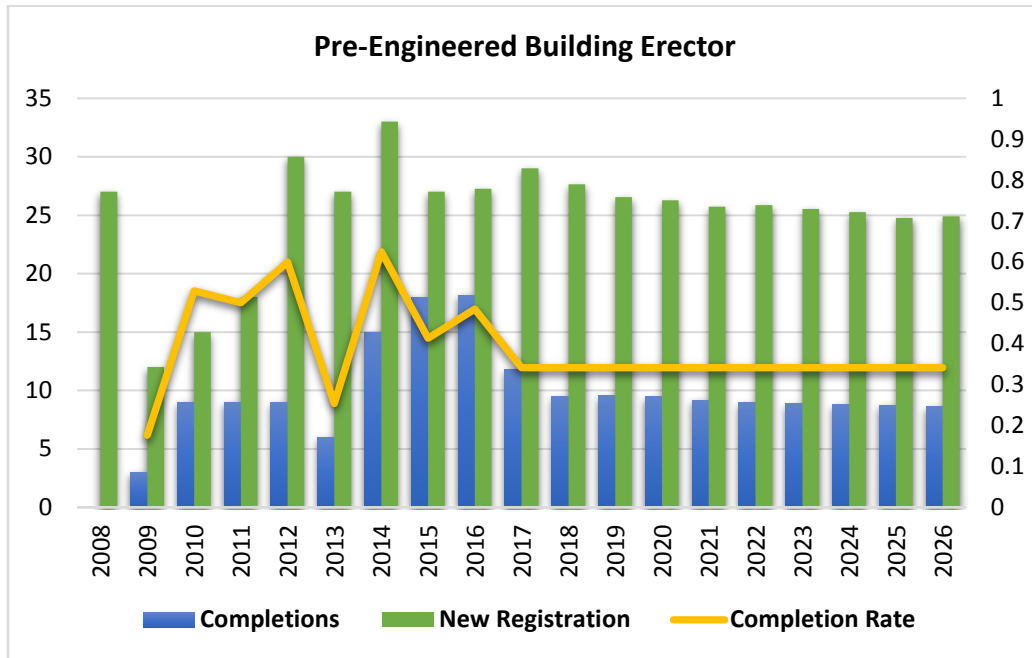
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	1841	171	46%	48
2017	2336	176	46%	79
2026	2272	171	46%	78
2008-17	26.9%	2.9%	46.0%	65.1%
2017-26	-2.7%	-2.7%	46.0%	-1.4%

## Pork Production Technician



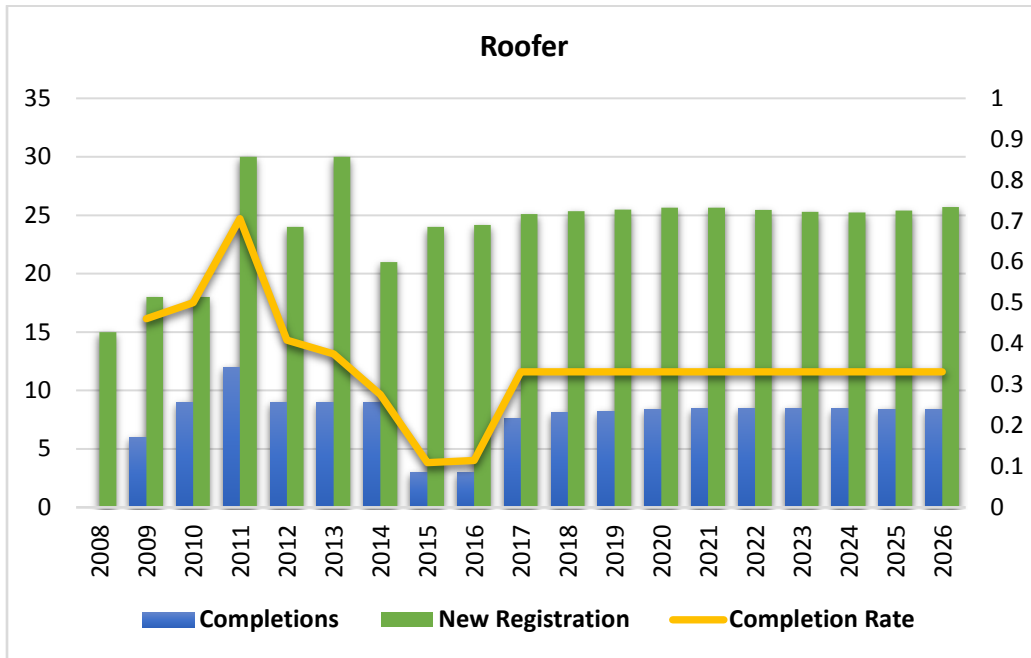
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	590	18	45%	15
2017	535	30	34%	10
2026	518	29	34%	10
2008-17	-9.3%	66.0%	35.3%	-33.5%
2017-26	-3.2%	-3.2%	34.0%	0.5%

## Pre-Engineered Building Erector



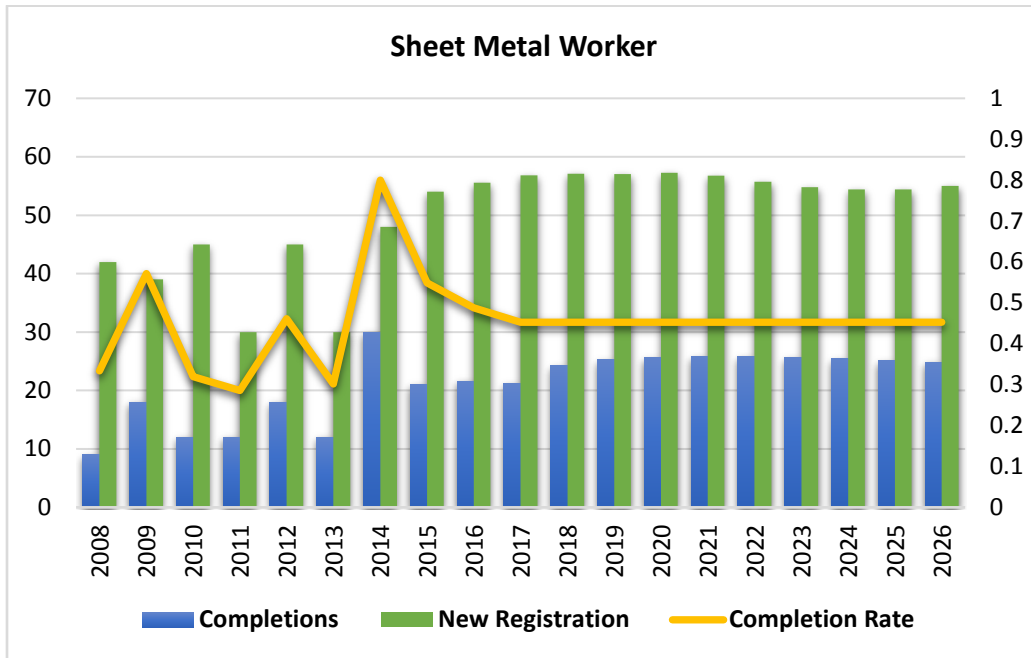
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	207	27		0
2017	223	29	34%	12
2026	192	25	34%	9
2008-17	7.8%	7.4%	44.8%	
2017-26	-14.1%	-14.1%	34.1%	-27.2%

## Roofer



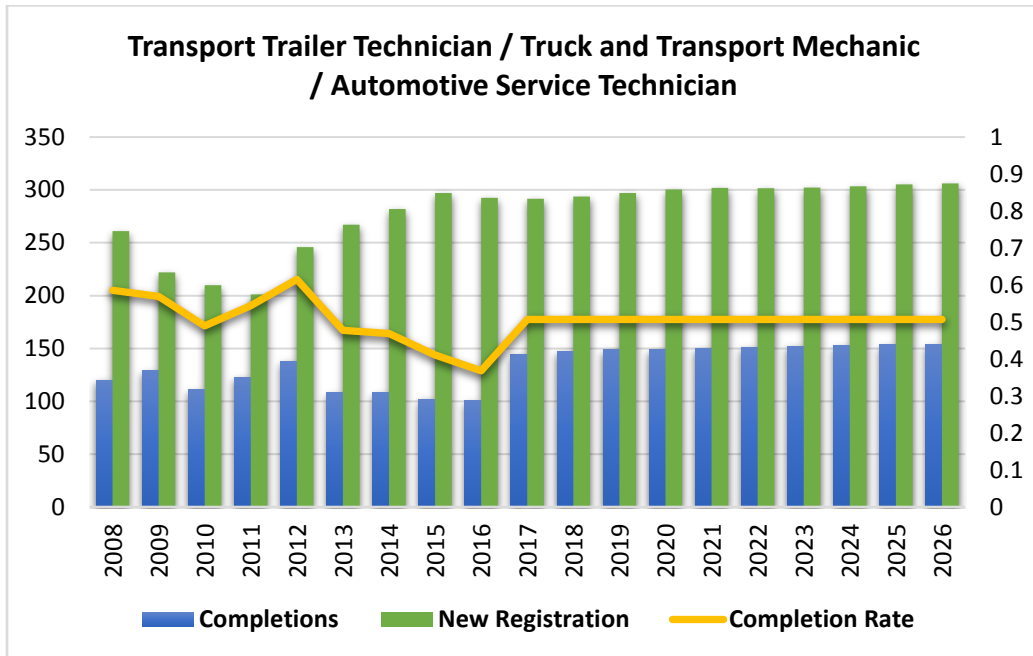
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	811	15		0
2017	1056	25	33%	8
2026	1081	26	33%	8
2008-17	30.1%	67.3%	36.9%	#DIV/0!
2017-26	2.4%	2.4%	33.1%	10.4%

## Sheet Metal Worker



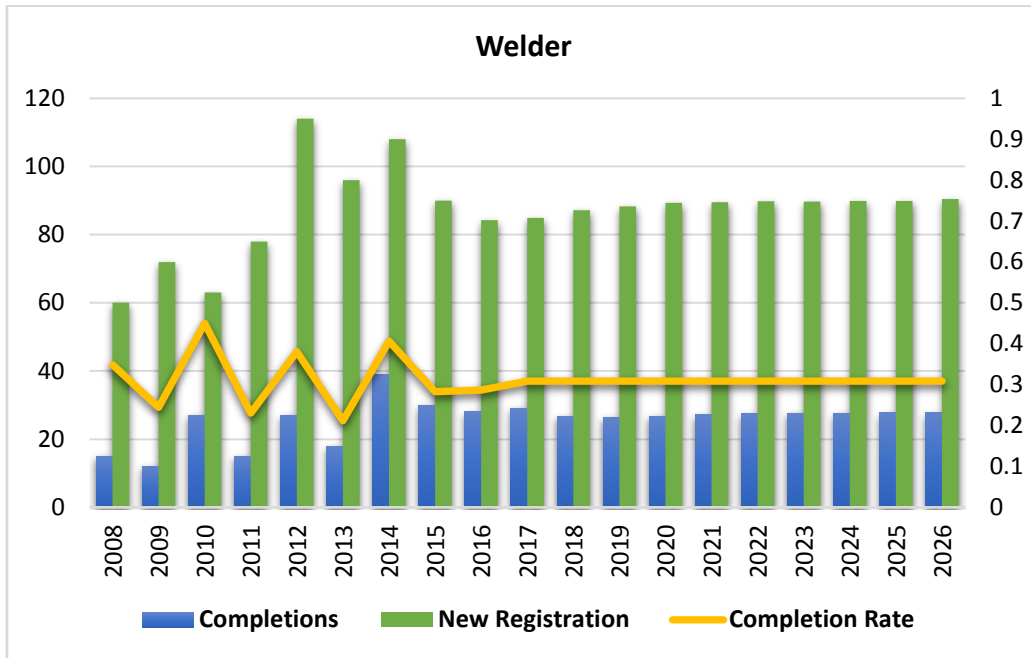
Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	844	42	33%	9
2017	989	57	45%	21
2026	958	55	45%	25
2008-17	17.2%	35.3%	45.7%	135.7%
2017-26	-3.1%	-3.1%	45.2%	16.9%

Transport Trailer Technician / Truck and Transport Mechanic / Automotive Service Technician



Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	5816	261	59%	120
2017	5914	292	51%	144
2026	6213	306	51%	154
2008-17	1.7%	11.7%	50.3%	20.2%
2017-26	5.1%	5.1%	50.7%	6.6%

## Welder



Year	Total Employment	New Registration	Average Completion Rate	Completions
2008	4284	60	35%	15
2017	4863	85	31%	29
2026	5181	90	31%	28
2008-17	13.5%	41.5%	31.6%	93.5%
2017-26	6.5%	6.5%	30.9%	-4.5%





## **APPENDIX C**

### **Jurisdictional Scan**

## **Saskatchewan**

Saskatchewan apprenticeship is governed by the Saskatchewan Apprenticeship and Trade Certification Commission (SATCC), which was established under the *Apprenticeship and Trade Certification Act* 1999 as a Corporation and Agent of the Crown. The members of the SATCC (Commission Board) are appointed by the Provincial Government and consist of equal representation from employees and employers, as well as representation from the Saskatchewan Institute of Applied Science and Technology (SIAST), the Provincial Government and equity groups. The SATCC reports to the Minister of the Economy.

The SATCC manages the Apprenticeship and Trade Certification system. The SATCC designate trades; register apprentices and journeypersons; monitor training and provide certification; determine charges and fees; generate, retain and expend revenues; enter into agreements for training delivery; make regulations relating to apprenticeship; and, represent Saskatchewan on interprovincial initiatives.

The SATCC consists of a Chair and Vice-Chair, one employer and one employee representative each from three service sectors (agriculture, tourism and service; production and maintenance; and, motive repair), three employers and three employee representatives from the construction sector, and one person each representing persons with disabilities, First Nations, Metis, Northern Saskatchewan, women in trades, Saskatchewan Polytechnic, Ministry of the Economy, and Ministry of Education. In total, there are 20 SATCC members, where the Chair and Vice-Chair are usually selected from amongst the other members.

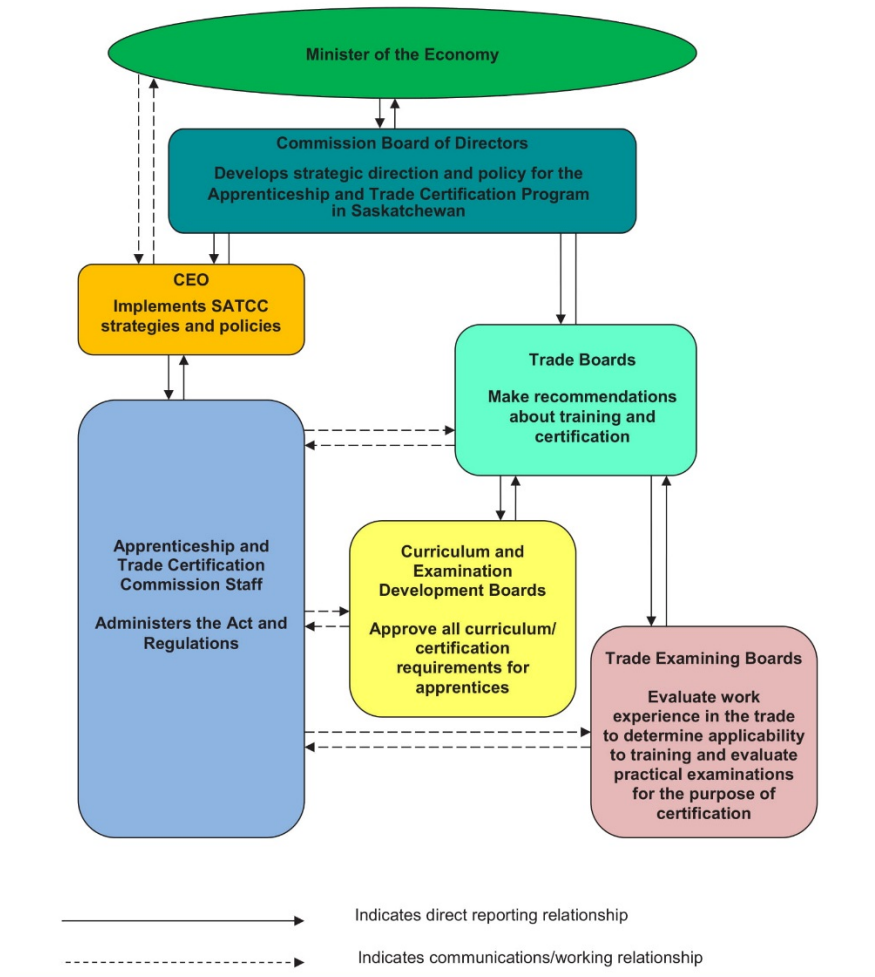
The SATCC is industry-driven, reporting to a largely industry-led Board of Directors. They are accountable to both industry and government. In addition, for each trade there are three boards: A trade board, curriculum board, and examination development board. These trade boards are comprised of an estimated 600 industry volunteers working to support them through the trade boards.

It is noteworthy that Saskatchewan has among the highest rates of completion for Red Seal programs in Canada.

An overview of the organization is provided in Figure C.1. Roles and responsibilities are presented in Figure C.2

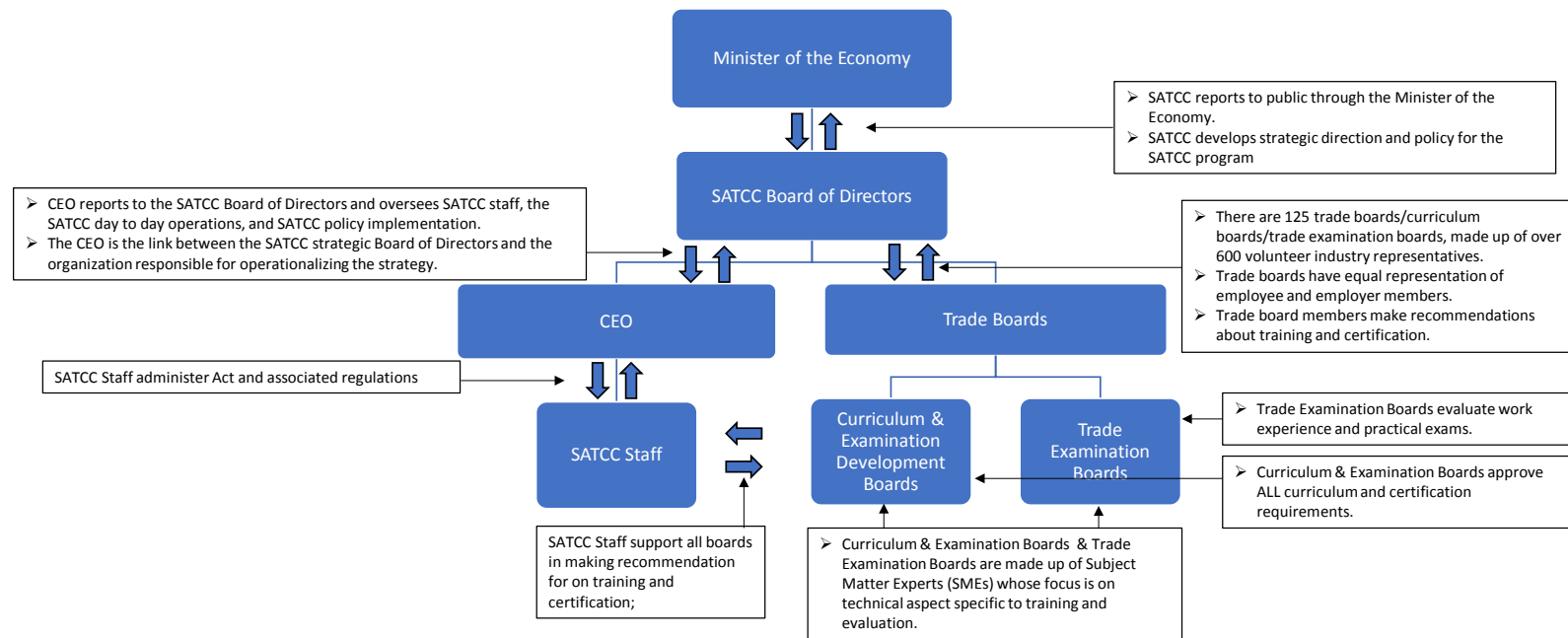
Information related to the Board is presented in Figures C.3 to C.5.

**Figure C.1 Saskatchewan Apprenticeship Governance**



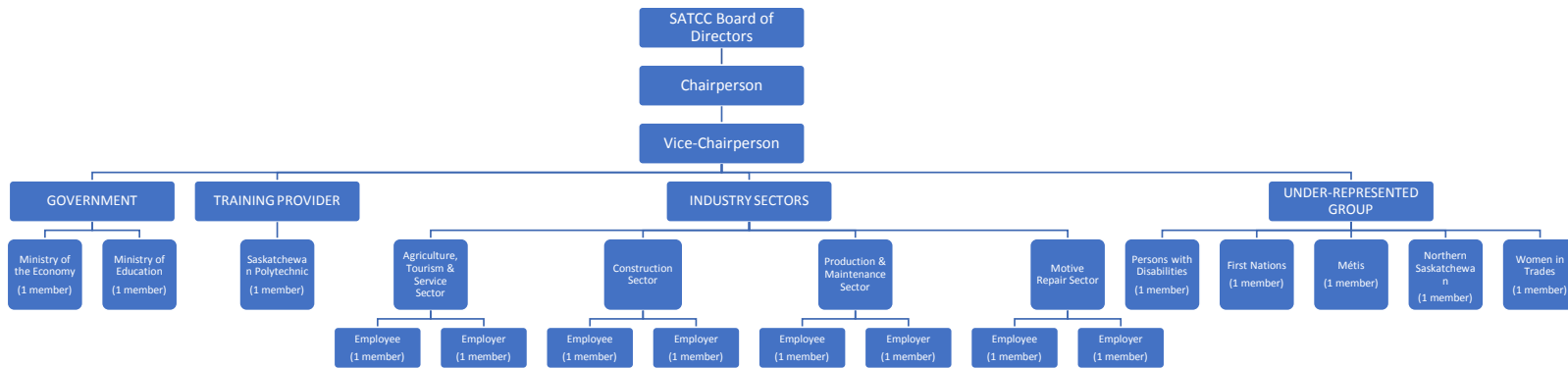
**Figure C.2 Saskatchewan Apprenticeship Roles and Responsibilities**

Saskatchewan Apprenticeship and Trade Certification Commission (SATCC)  
 Orientation to the SATCC Board of Directors



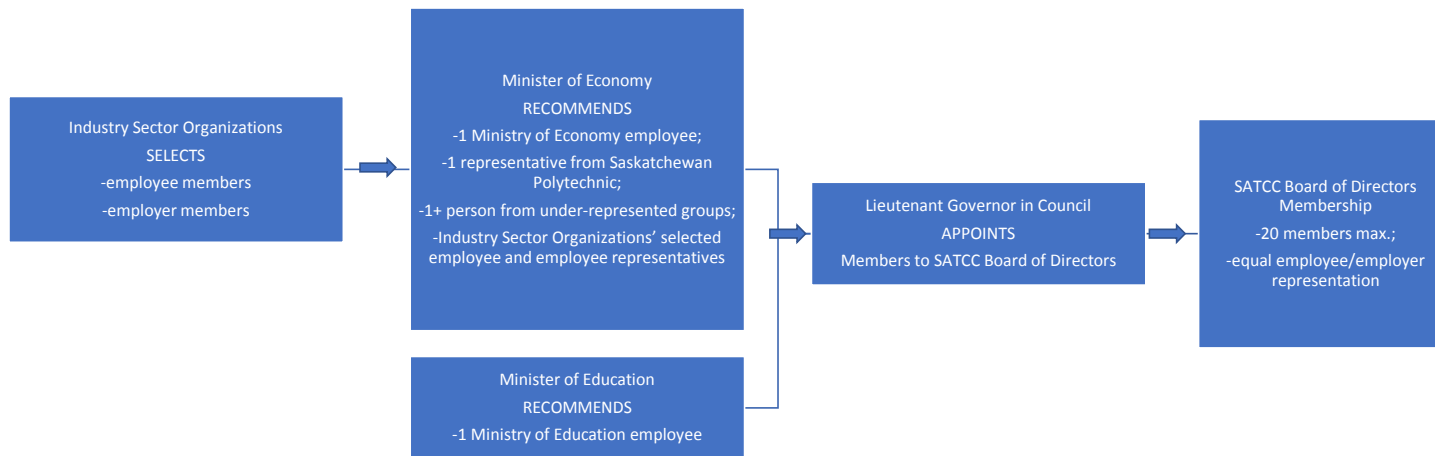
**Figure C.3 Board of Directors - Saskatchewan**

Saskatchewan Apprenticeship and Trade Certification Commission (SATCC) Board of Directors  
 Members (effective 20 September 2017)



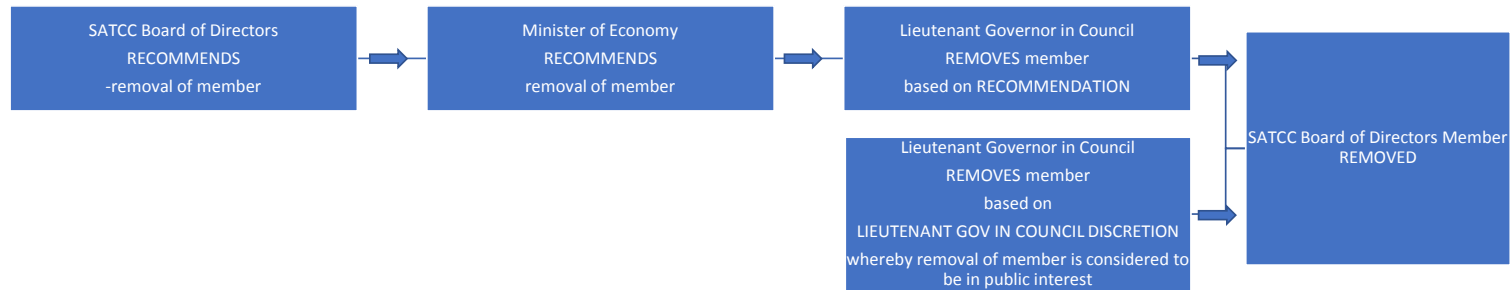
**Figure C.4 Board Membership Selection Process - Saskatchewan**

Saskatchewan Apprenticeship and Trade Certification Commission (SATCC) Board of Directors  
Membership Selection Process



### Figure C.5 Board Membership Removal Process - Saskatchewan

Saskatchewan Apprenticeship and Trade Certification Commission (SATCC) Board of Directors  
Membership Removal Process



## **British Columbia**

The British Columbia apprenticeship system is governed by the Industry Trade Association (ITA) which was created on May 29, 2003, under the *Industry Training Authority Act*. The ITA is a fully functioning Crown Agency authorized to manage the trades training and certification system in the province. ITA is governed by a nine-person Board of Directors appointed by the Minister of Advanced Education, Skills and Training. Appointments are guided by the British Columbia Government's Board Resourcing and Development Office (BRDO) to ensure an appropriate mix of expertise and representation from across the province. The ITA follows the BRDO's Best Practices Guidelines and disclosure requirements to ensure transparency and continuous improvement. The ITA is composed of an ITA Board which is supported by its Senior Leadership Team which includes an Executive Team and Senior Management Team of Directors.

The ITA Board Chair acts as the principal interface between the Board and the Minister. The Board Chair and the Minister communicate a minimum of 4 times per year (minimum quarterly meetings) to develop and maintain a strong working relationship. Standing discussion items Deputy Minister and/or assistant Deputy Minister may attend a portion of each board meeting to update the Board on current Ministry priorities and activities. The CEO is appointed by the ITA Board's Director of Human Resources and reports to the ITA Board. The CEO is accountable for providing overall leadership and direction to the ITA and for working in partnership with government, employers and learners to ensure that the ITA fulfils the goals and objectives established by the ITA Board.

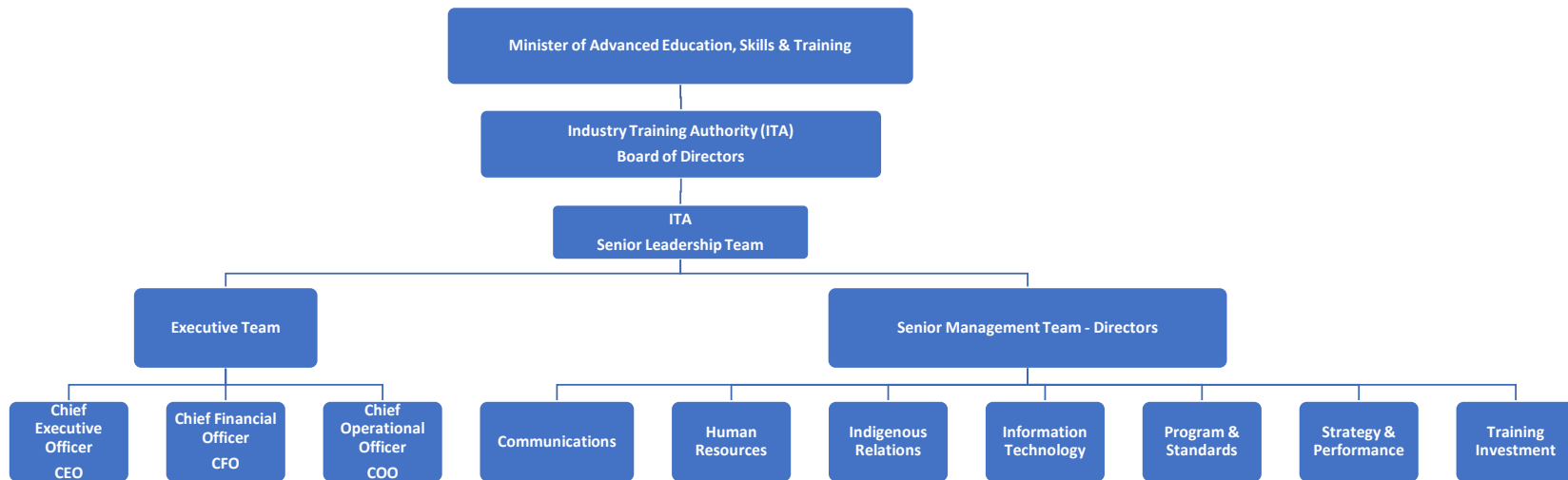
The ITA Board includes 9 seats – 1 seat represents the Board Chair, 1 seat represents the Executive Leadership supported by a Chief Executive Officer (CEO) (who in turns selects a Chief Financial Officer (CFO) and Chief Operating Officer (COO)), and the remaining 7 seats represent the Senior Management Team of Directors responsible for managing the ITA's Communications, Human Resources, Indigenous Relations, Information Technology, Program Standards & Assessments, Strategy & Performance, and Training & Investments.

An overview of the organization is provided in Figure C.6. Roles and responsibilities are presented in Figure C.7.



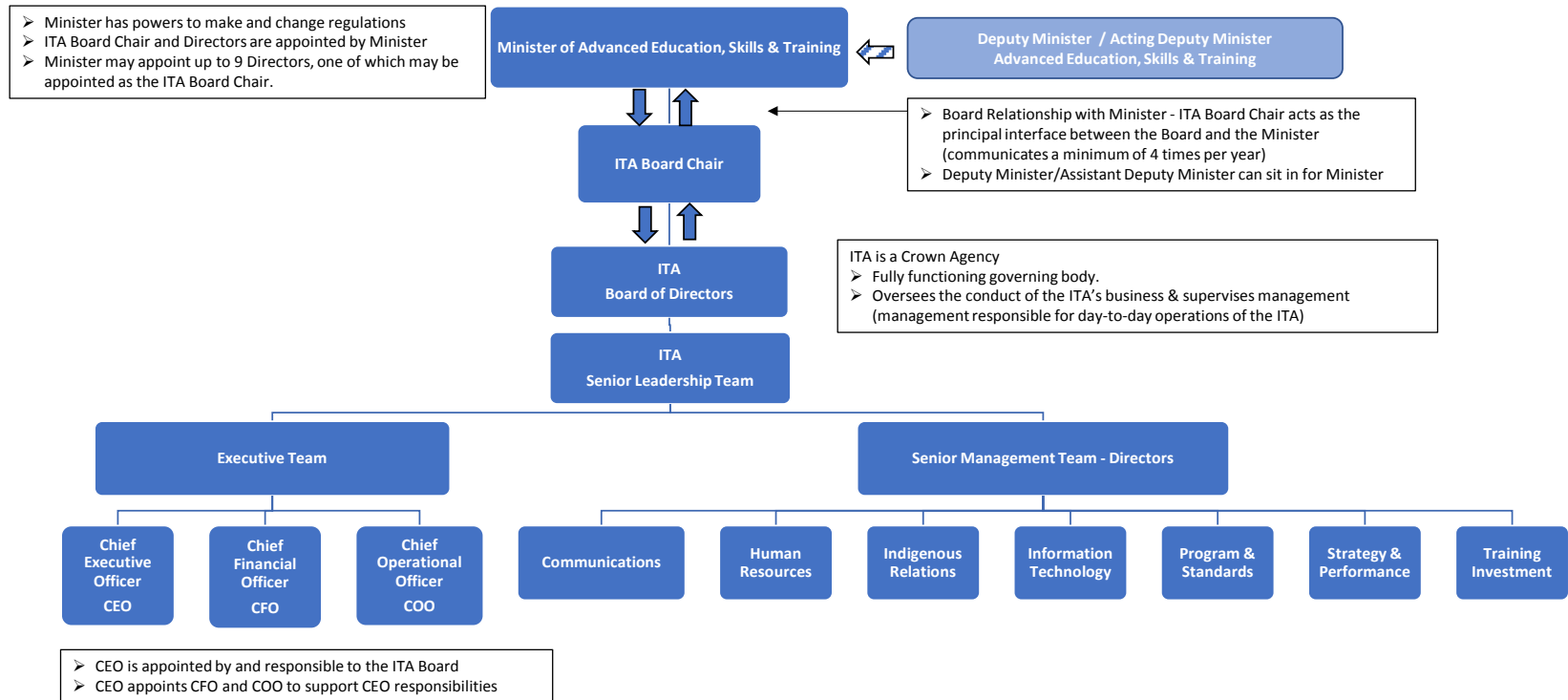
**Figure C.6 British Columbia Apprenticeship Governance**

British Columbia Industry Trade Authority (ITA)  
Governance & Reporting Structure



**Figure C.7 British Columbia Apprenticeship Roles and Responsibilities**

British Columbia Industry Trade Authority (ITA)  
 British Columbia Apprenticeship Roles and Responsibilities



## National Overview

Table C1 presents an overview of the important components of the apprenticeship and certification systems in 12 provinces and territories in Canada.

**Table C1 Provincial and Territorial Jurisdictional Overview of Apprenticeship**

Province/Territory	Statute	Responsible Minister	Apprenticeship Body	Agency or Commission	Entity	Employees-Public Servants? Government Employee?	Provincial Government Funding
Alberta	<i>Apprenticeship and Industry Training Act</i> , RSA2000, 2013, c A-42	Ministry of Advanced Education	Apprenticeship and Industry Training Sector	No	Government Sector of Department of Advanced Education	Yes	Yes
British Columbia	<i>Industry Training Authority Act</i> , 2004	Ministry of Advanced Education, Skills and Training	Industry Training Authority	Yes	Crown Agency	<i>Industry Training Authority Act</i> Section 5, subsection 2: The <i>Public Service Act</i> and the <i>Public Service Labour Relations Act</i> do not apply to the authority, its officers or its employees, but the Lieutenant Governor in Council, on request of the board, may provide, by regulation, that any provision of those Acts applies to the authority, its officers or its employees. (e.g., ITA employees belong to the Public Service Pension Plan and the ITA operates under the provincial government's <i>Taxpayer Accountability Principles</i> )	Yes - Provincial government provides core funding.
Manitoba	<i>Apprenticeship and Certification Act</i> , CCSM, c. A110	Ministry of Education and Training	Apprenticeship Manitoba, Workforce Development (Division), Education and Training (Department)	No	Government Sector Program within Ministry of Education and Training	Yes	Yes
New Brunswick	<i>Apprenticeship and Occupational Certification Act</i> , SNB 2012, c 19	Minister of Post-Secondary Education	Apprenticeship and Occupational Certification Branch	No	Branch - Apprenticeship and Occupational Certification (Branch), Adult Learning and Employment (Division), Post-Secondary Education, Training and Labour (Department)	Yes	Yes
Newfoundland	<i>Apprenticeship and Certification Act</i> , SNL 1999, c. A-12.1	Minister of Advanced Education, Skills and Labour	Apprenticeship and Trades Certification Division (ATCD), Department of Advanced Education, Skills and Labour	No	Division of Provincial Government Advanced Education, Skills and Labour Department	Yes	Yes
Nova Scotia	<i>Apprenticeship and Trades Qualifications Act</i> , RSNS 2003, c 1	Minister of Labour and Advanced Education	Nova Scotia Apprenticeship Agency (NSAA)	Yes	Agent of the Crown (Agency)	Yes, at 'arms reach'...	Assume yes - however, no clear numbers on this.

Province/Territory	Statute	Responsible Minister	Apprenticeship Body	Agency or Commission	Entity	Employees-Public Servants? Government Employee?	Provincial Government Funding
Northwest Territories	<i>Apprenticeship, Trade and Occupation Certification Act</i> , SNWT 2010, c 13 in force October 1, 2012	Ministry of Education, Culture and Employment	Apprenticeship and Trades Program, Labour Development and Standards (Division), Education, Culture and Employment (Department)	No	Program within Government Department of Education, Culture and Employment	Yes	Yes
Nunavut	<i>Consolidation of Apprenticeship, Trade and Occupations Certification Act</i> , RSNWT 1988, c A-4 current to May 2, 2011	Minister of Family Services	Apprenticeship, Trade and Occupations Certification (Program), Career Development (Division), Family Service (Department)	No	Program within Government Department of Family Services and Department of Education	Yes	Yes
		Minister of Education	Adult Learning and Post-Secondary Services, Apprenticeship				
Ontario	<i>Ontario College of Trades and Apprenticeship Act</i> , 2009, S.O. 2009, c. 22	Ministry of Advanced Education and Skills Development	Ontario College of Trades	College	College/Professional Self-Regulatory Body	No?	Note: Some posted career opportunities are represented by the Ontario Public Service Employees Union (OPSEU).
Prince Edward Island	<i>Apprenticeship and Trades Qualifications Act</i> , 2012	Minister of Workforce and Advanced Learning	Apprenticeship and Certification Division	No	Division of Provincial Government Workforce and Advanced Learning Department	Yes	Yes
Saskatchewan	<i>Apprenticeship and Trade Certification Act</i> 1999	Minister of the Economy	Saskatchewan Apprenticeship and Trade Certification Commission	Yes	Corporation and Agent of the Crown	Yes at 'arms reach'; under the public service unclassified division (15(2)(b))	Yes - referenced as 'Grants' - Grants from the Ministry of Economy comprise 80% of SATCC's revenue.
Yukon	<i>Apprenticeship Training Act</i> , RSY 2002, c 7	Minister of Education	Apprenticeship & Trades, Advanced Education Branch, Department of Education	No	Government sector program within the Ministry of Education	Yes	Yes



**APPENDIX D**  
**Manitoba Economic Outlook**

## Economic Outlook and Labour Market Conditions

The following section provides a summary of potential economic and labour market conditions based on the most current (July 2017) provincial economic forecast for Manitoba from the Center for Spatial Economics and insights from the preliminary BuildForce Canada 2018 to 2027 outlook. The outlook helps inform potential apprenticeship training demands for individual programs.

Collecting and disseminating timely labour market information to guide the policy decisions related to apprenticeship delivery. The role Apprenticeship Manitoba plays in providing timely LMI to industry stakeholders, or the degree to which it makes policy decisions based on available LMI are important questions with respect to the governance of the apprenticeship system.

### Economic Outlook

Manitoba's strong residential activity and recovering manufacturing sector contributed to projected real GDP growth of 2.2% in 2017. Housing starts surpassed 7,000 units, which is up from just over 5,000 units in 2016. The lower Canadian dollar also contributed to growth through increased consumer spending and increased exports which have strengthened manufacturing activity.

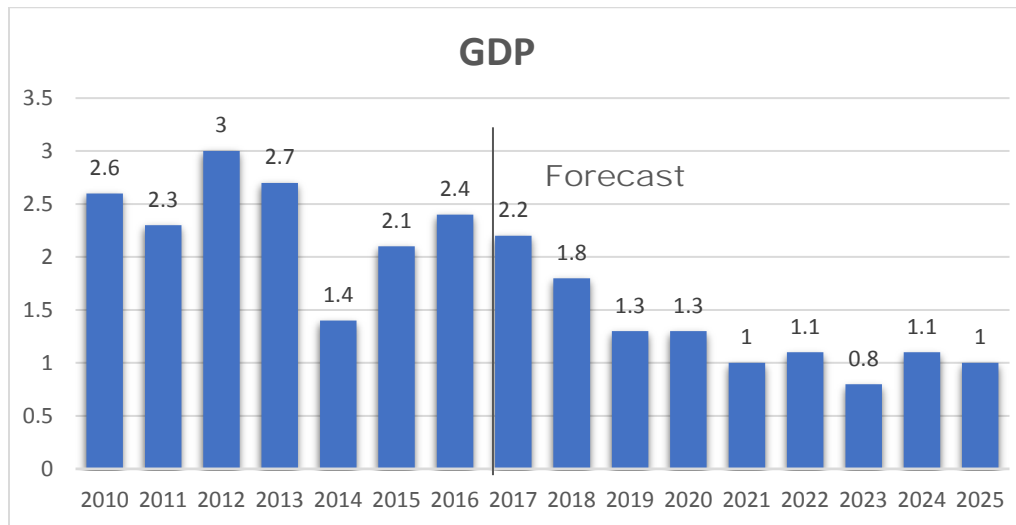
Over the coming three years, exports are expected to continue to contribute positively to economic growth, while the winding down of major electrical power transmission work and the Keeyask Dam project and lower levels of residential investment result in an overall slowing in real GDP growth. Over the latter half of the coming of the scenario period, real GDP growth is expected to regain momentum, averaging around 1.4%.

#### *Highlights:*

- **Exports** are expected to make strong contributions to real GDP growth\* over the medium term, driven by a weaker Canadian dollar compared to the U.S. dollar.
- **Consumer spending** is expected to add to economic growth across the decade, with weaker contributions over the medium term with weaker employment growth and rising unemployment rates.
- **Non-residential construction** drags down economic growth across most of the decade, as several major engineering projects wind down.
- **Residential construction** is not expected to play a major role in real GDP growth over the next decade, but investment levels are expected to be sustained near current levels by renovation activity across the scenario period.
- **Manitoba's construction labour market**, which accounts for the majority of Manitoba's apprentices, is expected to contract over the next 10 years, due to lower new housing demand and non-residential activity receding from peak levels, but expected retirement maintain pressure on industry to hire and train new workers. According the latest Buildforce Canada outlook, total construction employment is expected to decline by 2,600 jobs – or a 7% decline from 2017 levels. Non-residential construction declines by 1,900 jobs, while residential employment declines by 700 jobs. Over the same period Manitoba is likely to lose 8,200 workers due to retirement.

- Manitoba’s population growth** had been on steady rise since 2005, driven by large inflows of international migrants. International migration peaked in 2016 and is expected to recede to more normal levels, averaging 12,000 per year over the coming decade. Although the natural rate of population growth (births less deaths) is expected to remain fairly stable, the steady decline in net in-migration leads to a decline in population growth across the decade.

Figure 2: Actual and Projected Real GDP Growth in Manitoba, 2010 to 2025



Source: Statistics Canada, C4SE 2017 Forecast

\* **Real GDP growth** represents the change in GDP adjusted for inflation. This is used to calculate the real physical year-to-year change of the value of GDP, factoring out growth (increased value) due to increases in prices.

Table 7 below shows the estimated change in industry employment in Manitoba based on the economic outlook described in the preceding section. As illustrated in the table, overall employment is expected to rise by 5% over the next 5 years, driven by growth in health and welfare services, education and other government services utilities, utilities and manufacturing. Over the same period modest declines are expected in agriculture and other primary sectors and construction.



Table 7: Actual and Projected Change in Industry Employment in Manitoba, 2013 to 2017; 2018 to 2022

### Industry Employment

Industry	Employment (000's)	2013 to 2017	2018 to 2022
Total	643	3%	5%
Agriculture	23.6	7%	-5%
Other Primary	6.3	-9%	-14%
Manufacturing	63.8	4%	4%
Utilities	9.3	33%	10%
Construction	47.3	7%	-2%
Transportation & Warehousing	37.2	2%	3%
Trade	91.6	-1%	4%
FIRE	34.7	1%	4%
Professional, Scientific, Managerial	46.4	-1%	5%
Accommodation & Food Services	42.1	4%	9%
Education Services	50.4	11%	6%
Health & Welfare Services	104.8	10%	10%
Other Services	52	1%	7%
Government Services	33.6	-8%	7%

Source: Statistics Canada, C4SE 2017 Forecast

The table below provides employment projections for individual apprenticeable trades based on current industry outlooks, and the most recent projections from Buildforce Canada. As shown below modest declines are expected in most construction trades, while many service sector trades are expected to see moderate increases. It is important to note that employment changes do not account for significant hiring demands driven by expected retirements.

Table 8: Projected Change in Trade Employment in Manitoba, 2018 to 2022

Manitoba Trades	Total Employment (2017)	Change in total employment (2018-2022)
Construction Electrician	3146	-2.9%
Crane and Hoisting Operator	468	-8.7%
Industrial Electrician	1376	-2.1%
Refrigeration and Air Conditioning Mechanic (Commercial)	1195	-3.6%
Sprinkler System Installer / Steamfitter-Pipefitter	584	-0.2%
Electrologist / Esthetician	1001	3.4%
Hairstylist	3760	3.5%
Agricultural Equipment Technician / Diesel Engine Mechanic / Heavy Duty Equipment Technician	2602	-0.5%
Aircraft Maintenance Journeyman (Engineer) / Gas Turbine Repair and Overhaul Technician	1232	-0.5%

Automotive Painter / Motor Vehicle Body Repairer (Metal and Paint)	1454	3.3%
Boilermaker	251	0.0%
Bricklayer	336	-1.8%
Cabinetmaker	914	-3.1%
Carpenter	7498	-3.9%
CNC Machinist	1529	1.8%
Concrete Finisher	526	-6.3%
Construction Craft Worker	6935	-5.6%
Cook	8449	6.0%
Electric Motor System Technician	161	4.2%
Floorcovering Installer	1203	-2.5%
Gasfitter	134	-1.5%
Glazier	631	-2.2%
Industrial Mechanic (Millwright)	1957	-1.2%
Instrumentation and Control Technician	53	0.0%
Insulator (Heat and Frost)	349	-1.7%
Ironworker (Generalist)	223	-6.4%
Landscape Horticulturist	268	5.8%
Lather (Interior Systems Mechanic)	1649	-4.2%
Machinist	1529	1.8%
Painter and Decorator	1781	-2.2%
Plumber	2336	-2.4%
Pork Production Technician	535	-1.1%
Pre-Engineered Building Erector	223	-6.4%
Railway Car Technician	324	1.5%
Recreation Vehicle Service Technician	365	4.6%
Rofer	1056	0.5%
Sheet Metal Worker	989	-2.4%
Tool and Die Maker	198	2.0%
Transport Trailer Technician / Truck and Transport Mechanic / Automotive Service Technician	5914	2.7%
Water and Wastewater Technician	613	6.9%
Welder	4863	3.0%

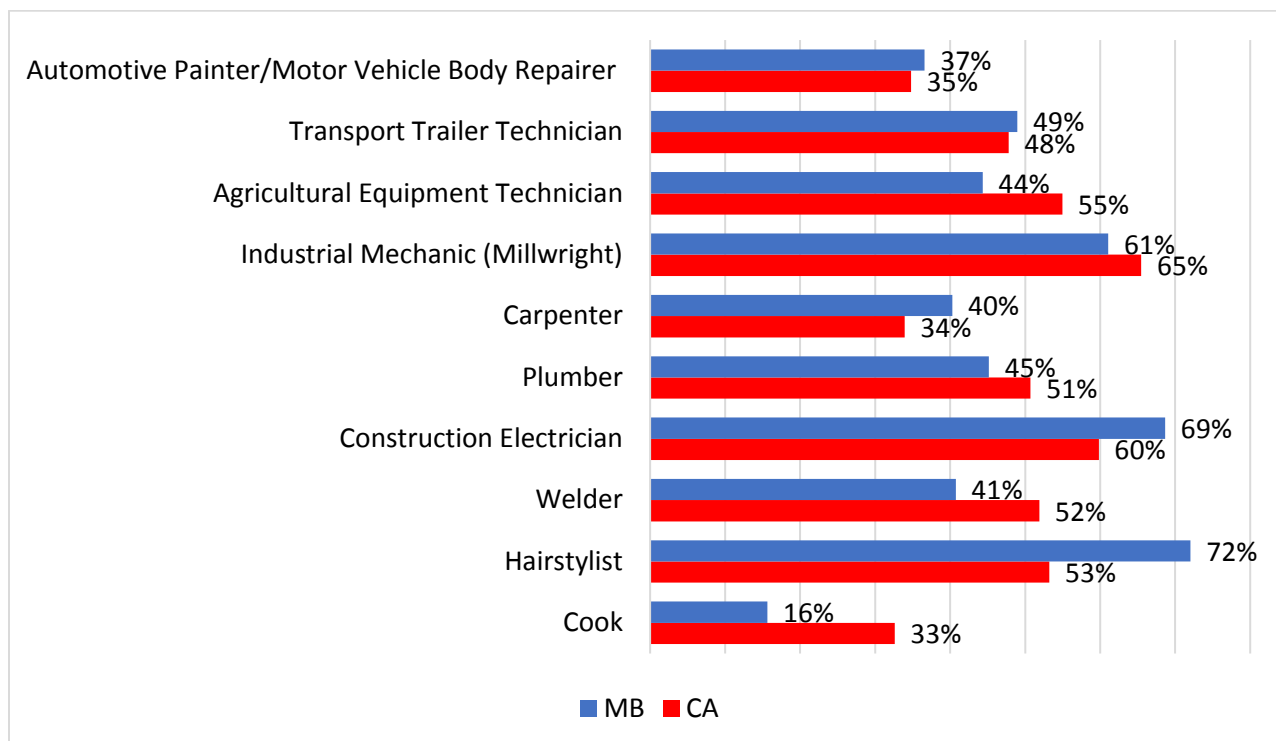


**APPENDIX E**  
**Top 10 Red Seal Trades in Manitoba**

## Top 10 Red Seal Trades in Manitoba (2017)

<b>Manitoba Trades</b>	<b>Total Employment</b>	<b>New Registration</b>
<i>Construction Electrician</i>	3146	431
<i>Hairstylist</i>	3760	207
<i>Agricultural Equipment Technician / Diesel Engine Mechanic / Heavy Duty Equipment Technician</i>	2602	160
<i>Automotive Painter / Motor Vehicle Body Repairer (Metal and Paint)</i>	1454	89
<i>Carpenter</i>	7498	365
<i>Construction Craft Worker</i>	6935	13
<i>Cook</i>	8449	163
<i>Industrial Mechanic (Millwright)</i>	1957	83
<i>Plumber</i>	2336	176
<i>Transport Trailer Technician / Truck and Transport Mechanic / Automotive Service Technician</i>	5914	292
<i>Welder</i>	4863	85

## Average Completion Rate in top 10 Trades (2013-2017), Manitoba vs Canada



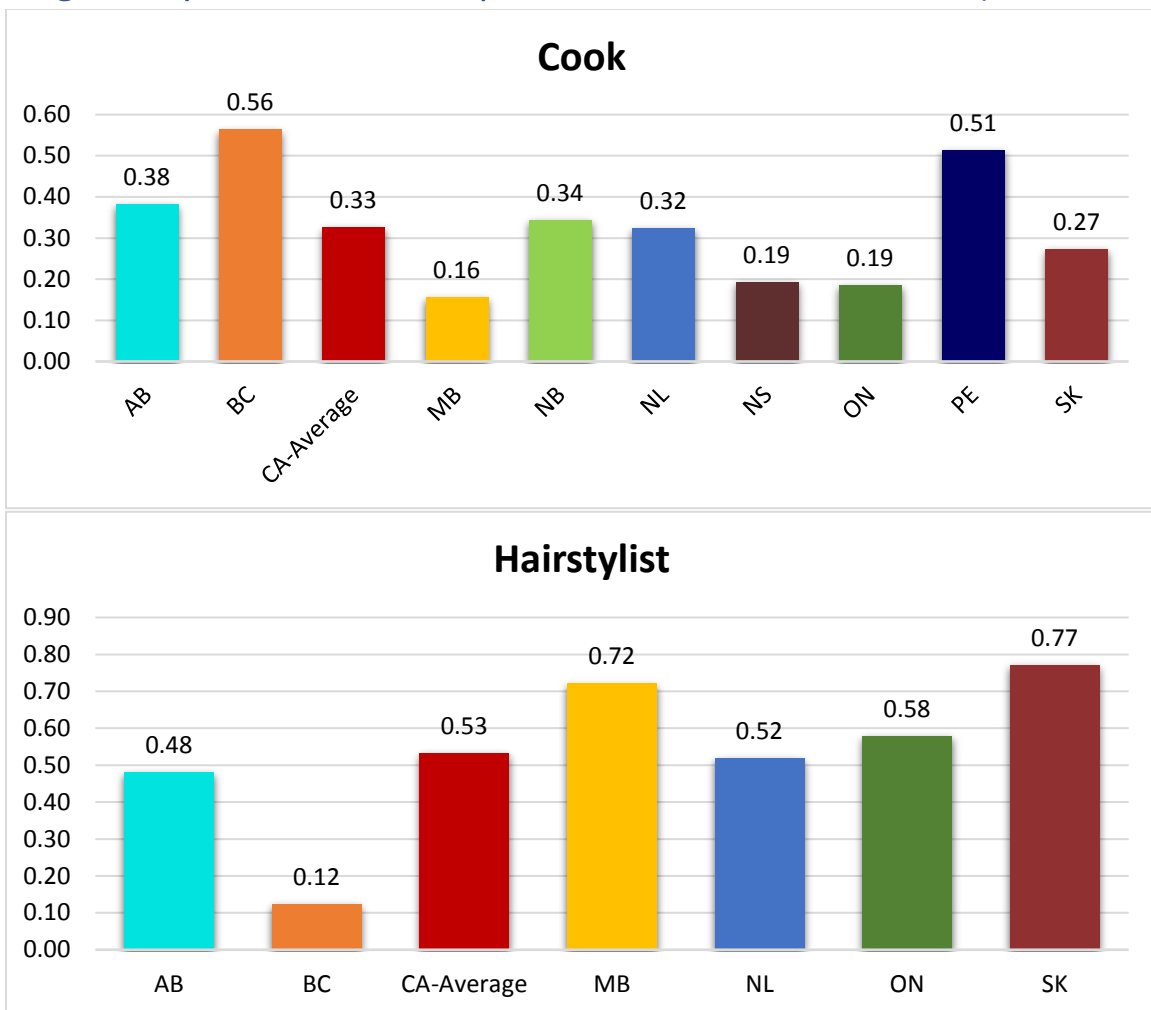


## Findings

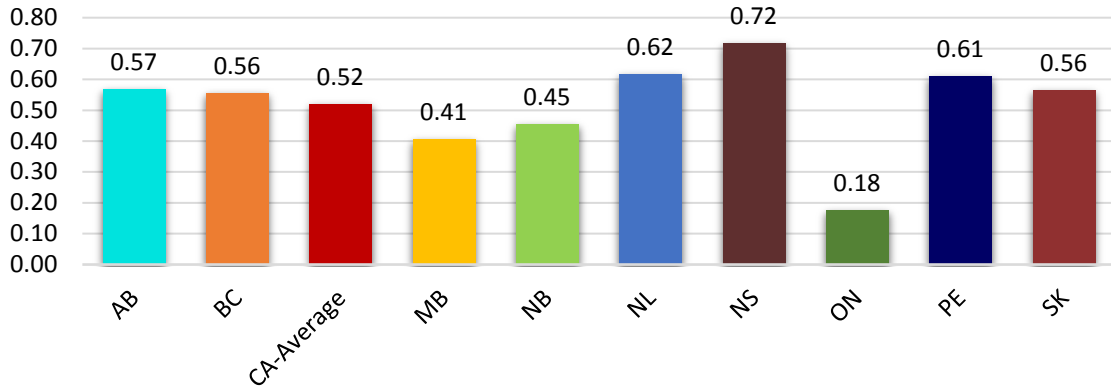
Over the past five years,

- In Cook, Welder, Plumber, Industrial mechanic (millwright) and Agricultural equipment technician programs the average completion rate fell below the Canadian average.
- The highest growth in apprenticeship registration among Manitoba's top trades has occurred in Automotive painter (66%), Cook (29%) and Transport trailer technician (9%).
- New registration in Welder, Construction electrician and Agricultural equipment technician programs has declined by 10% to 12%.
- Welder, Cook and Agriculture equipment technician have had the highest increase in number of program completions among all top trades in Manitoba.

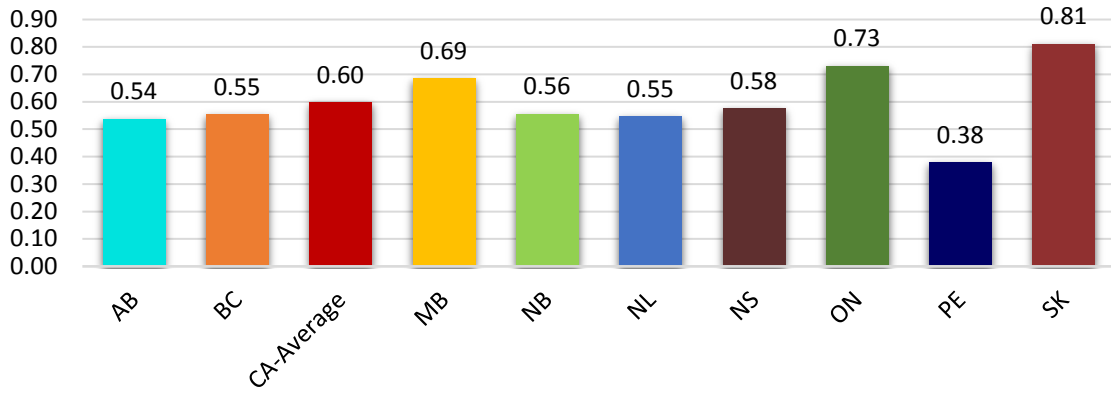
### Average Completion Rate in Top 10 Trades Across Provinces (2013-2017)



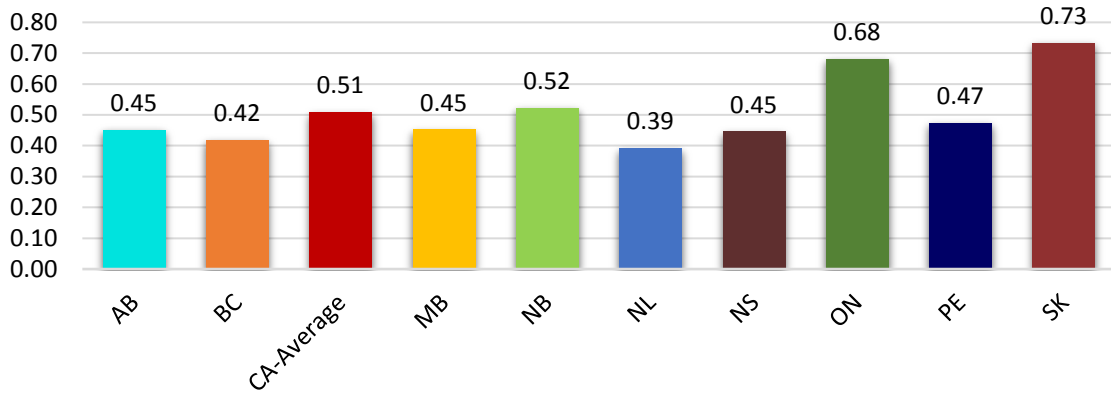
### Welder



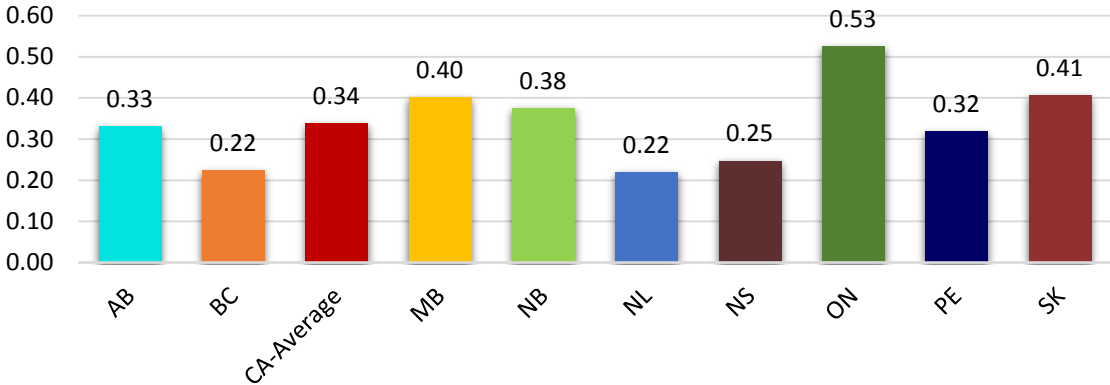
### Construction Electrician



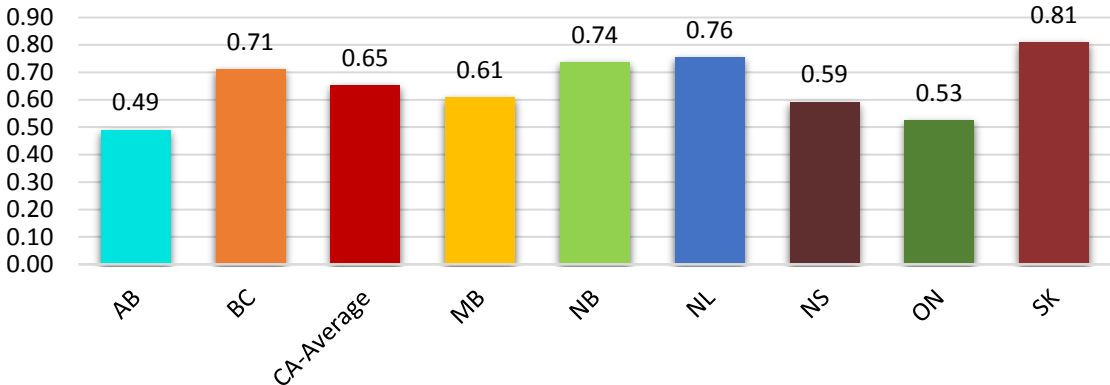
### Plumber



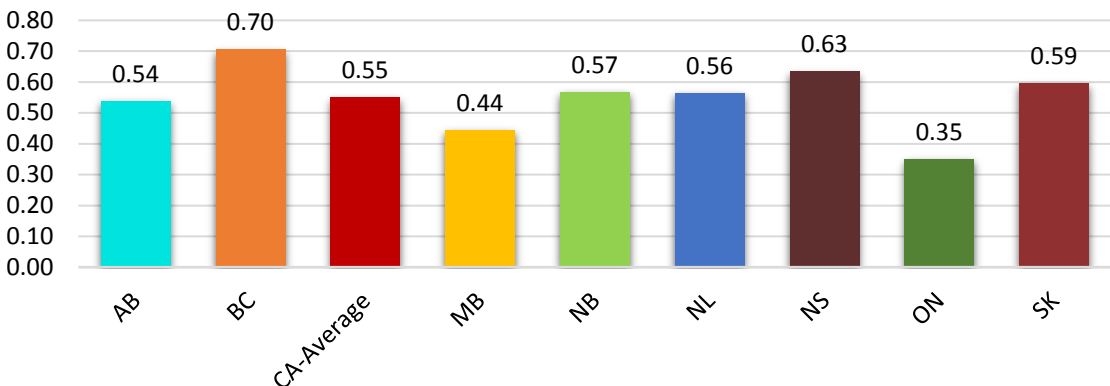
### Carpenter



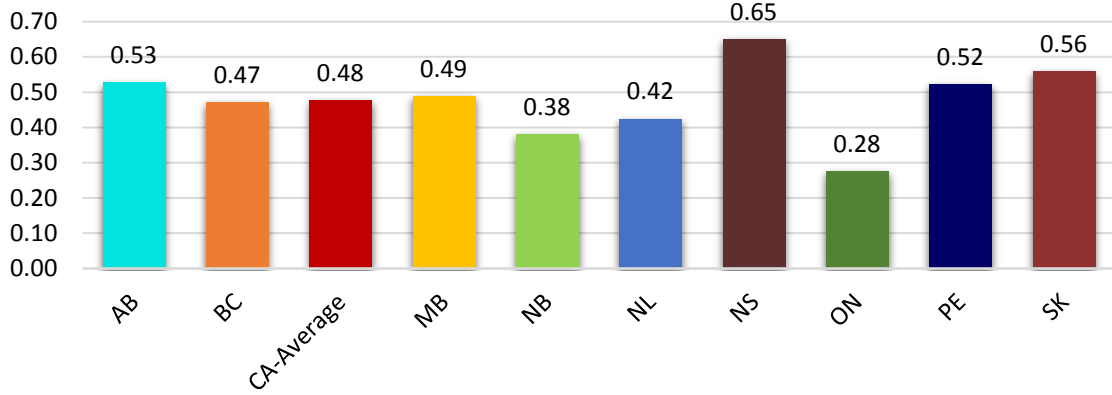
### Industrial Mechanic (Millwright)



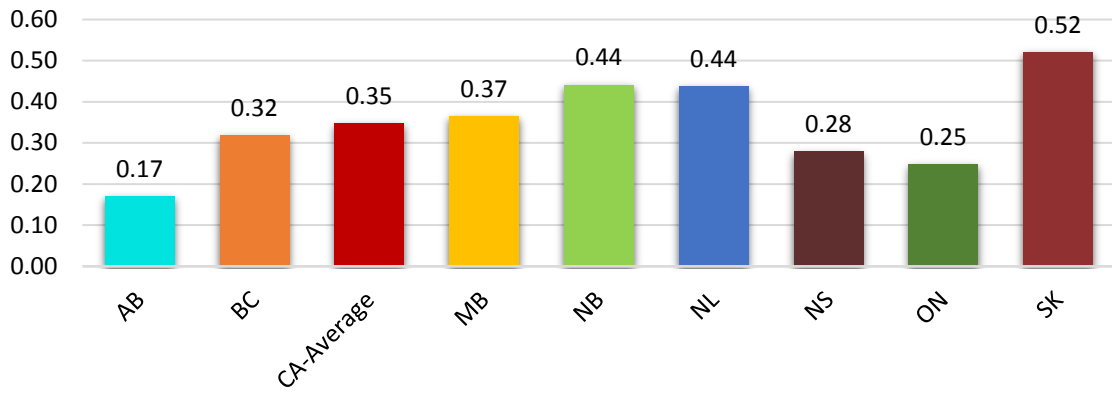
### Agricultural Equipment Technician



### Transport Trailer Technician



### Automotive Painter/Motor Vehicle Body Repairer







**APPENDIX F**  
**Trade Regulation Development Process – Flow Chart**

# Trade Regulation Development Process

