

***The Apprenticeship and
Certification Board***

***Target Groups Advisory
Committee (TGAC)***

**Final Report
2013-2014**

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INTRODUCTION

Mandate

The Apprenticeship and Certification Act (Act) provides a mandate to the Apprenticeship and Certification Board (Board) to prepare and submit an annual strategic plan that sets out the Board's goals and objectives and takes into consideration the strategic direction of the government in the area of apprenticeship training and certification. In doing so, the Board must provide opportunities for consultation with industry, education and government stakeholders. In the Board's Strategic Plan for 2012-2013, the participation and completion rates for target groups, including women in non-traditional trades, persons with disabilities, Aboriginal persons, and internationally experienced tradespersons was identified as an on-going priority. The Board recognizes that many of the challenges these groups face are systemic and will require measures to address them over the long term.¹

As part of the Strategic Plan for 2012-2013, the Board established the Target Groups Advisory Committee (TGAC) to inform, advise and support the Board's efforts to increase the participation and completion of the four target groups in the Manitoba apprenticeship and certification system. The TGAC was created as a committee of the Board under the Act. The TGAC is comprised of representatives from industry as well as non-profit, education and government organizations which provide educational services, resources and advice specifically to advance the social, economic and employment status of women, Aboriginal persons, new Canadians, persons with disabilities and youth. Please see Appendix A for a list of the TGAC members.

Objectives

The TGAC's roles and responsibilities are to (1) report to the Board's Governance Standing Committee (GSC); (2) respond to the priorities outlined in the Board's Strategic Plan by addressing issues for each designated target group in an effective manner; and (3) develop policy recommendations for the GSC for achieving greater participation and completion rates of target groups. The GSC will report TGAC activities to the Board for final decisions.²

Action Plan

In August and September 2013 TGAC members undertook discussions about which direction the committee would take and the process for gathering information. From October 2013 to January 2014, the TGAC undertook extensive consultations with a total of 13 major provincial organizations, including 23 representatives from these organizations. The TGAC heard from 6 industry, 2 non-profit, 2 education and 3 government organizations. Some of these organizations represent a partnership between government, education and industry. For a list of presenters please refer to Appendix B of this report.

Report Format

This TGAC Report on Activities presents an analysis of the presented needs for each target group. Each part contains the following three sections: (1) an environmental scan, which includes an overview of literature findings on statistical representation in Manitoba and Canada, barriers specific to each group and best practices; (2) an overview of presentations from industry, non-profit, education and government stakeholders, which provide insight into the Manitoba context; and (3) a list of opportunities for change which emerged from the environmental scan and consultations.

¹ Apprenticeship and Certification Board, [Apprenticeship and Certification Board Annual Strategic Plan 2013-14](#).

² Apprenticeship and Certification Board, [Target Group Advisory Committee \(TGAC\) Terms of Reference](#), 2012.

The report concludes with a summary of findings and a list of recommendations. The TGAC's recommendations fall under two sections: (1) Priority Recommendations for all Target Groups; and (2) Priority Recommendations for Each Specific Group.

PART I – WOMEN IN NON-TRADITIONAL TRADES

Environmental Scan

According to the Construction Sector Council (CSC) of Canada, there has been little to no growth in the proportion of women in non-traditional trades and related occupations for over three decades. For example, women represent less than 2% of the certified workforce in trades such as plumbing, pipefitting, gas fitting, carpentry, bricklaying, concrete finishing, electrical, construction millwright, air conditioning and refrigeration and crane operation.³ In 2011, men accounted for over three quarters (78.9%) of registered apprenticeship certificate holders (aged 25 to 34 years) and 80.1% among individuals (ages 55 to 64 years) old.

In addition, the 2007 National Apprenticeship Survey (NAS) found that women comprise just 10% of national apprentices, the majority of which are concentrated in a small number of low-paying trades (i.e. food services and “beauty” trades). Of that number, only 2% of female apprentices are located in non-traditional trades.⁴ Provincial rates vary, but are largely reflective of the national statistics. In Manitoba during the 2012/13 fiscal year, approximately 12% of all active apprentices (1132/9885) were women. Of this percentage, however, the majority (925/1132) were concentrated in the so-called “traditional” trades of Hairstylist, Esthetician, Electrologist and Cook. In the same year, just 2% of active female apprentices (207/9885) were in non-traditional trades for the industrial, construction and transportation sectors.⁵ It was also found that women in trade-related occupations tend to make significantly less in salary and wages than men. In female dominated trades the median annual income of a journeyperson is \$29,371 (i.e. hairdressing and cooking), whereas in male dominated trades (i.e. plumbing and electrician), the median income is \$52,305. This is a wage gap of approximately \$23,000.⁶

It is also significant that in Manitoba, the cost of technical training in the “beauty trades” is paid by the apprentice, and not by Apprenticeship Manitoba as with virtually all other trades. Since women comprise the majority of these trades, the financial burden of paying for technical training falls disproportionately to women in this respect. In addition, journeypersons in the “beauty trades”, which include Hairstylist, Esthetician and Electrologist, are required to pay a renewable “Authorization to Practise” fee biannually in order to legally practise in Manitoba. This fee structure is unique in that no other designated trade requires journeypersons to pay Apprenticeship Manitoba for a similar, perpetual fee.

Clearly, women continue to face a number of barriers to apprenticeship training and in gaining long-term sustainable employment in non-traditional trades. According to the literature, the major barriers identified for women in the non-traditional trades include socialization and gender stereotyping of occupations, a lack of relevant and accessible career information, a lack of long term initiatives to increase female participation and retention rates, discriminatory hiring practices, unwelcoming work places (i.e. sexual harassment, intimidation and isolation) and some accessibility issues with respect to the cost of apprenticeship, work schedule and location.

Socially gendered perceptions of the skilled trades may prevent women from choosing an occupation that is viewed as traditionally a “man’s domain.” These socialization patterns may lead to a lack of accessible career information and encouragement at the secondary school level, and a lack of female role models to promote apprenticeship in the trades to women and girls. In addition, the literature found that many programs

³ Construction Sector Council (CSC), *The State of Women in Construction in Canada*. Ottawa: CSC, 2010, p.15.

⁴ National Apprenticeship Survey (NAS) Report on Participation of Women, Immigrants and Aboriginal People in Apprenticeship Programs, 2010.

⁵ Apprenticeship Manitoba “Fiscal Year 2012-2013 Active Apprentices by Gender” in Apprenticeship Information and Certification System (ACIS).

⁶ CSC, *State of Women*, 65.

and initiatives to assist women with entering the skilled trades lack consistency, stable financial support, long-term work placements and capacity to ensure women remain in the trades after entry. It was also observed that obstacles will continue to persist in terms of women's participation in the trades until industry and employers actively demonstrate that they are willing to accept women on the job site. A lack of critical mass of women in non-traditional trades makes both entry to and participation in the trades very difficult.

The literature reported that many women face discrimination in the workplace and in hiring practices, which lead to women's low participation and retention rates in the skilled trades. First, there is the perception that hiring women poses a risk in the work place and that women's employment can be interrupted due to maternity leave or family responsibilities. Second, there is a perceived risk of employers being exposed to lawsuits due to inappropriate behaviour of male employees toward female employees. Third, women identified that inadequate female dorms and washroom facilities on worksites contributed to an unfriendly work environment. Finally, a lack of accessibility to apprenticeship may contribute to low retention rates for women in the trades. Shift-work, safety and security concerns particularly in remote work locations, the lack of separate dorms and washing facilities and child care arrangements all contribute to reduced accessibility for women in the skilled trades and occupations. Although affirmative action through the *Employment Equity Act* has provided the opportunity for increasing the number of women in male-dominated occupations, it has not been utilized in any significant manner in the trades. It also lacks an effective enforcement framework and has led to opposition from industry leaders.

In terms of best practices, activities that were reported to advance women's participation in apprenticeship training and certification included pre-apprenticeship programs for women, stable funding support, public education and use of female role models, corporate human resource recruitment and retention strategies, employment equity policies, data collection and additional studies on retention rates. Progressive human resource practices can be encouraged through the collection of baseline data and the development of performance indicators to provide statistics to monitor progress on the hiring of women, retention rates and their reasons for leaving. Future studies could explore reasons behind women's higher attrition rates and lack of representation in the skilled trades.

Province-wide education and promotion about the benefits of hiring women in the trades, on-going career development and mentorship programs can also increase female participation rates. The outreach and recruitment of women including the promotion of trade careers to young women in schools with targeted messaging, the use of female role models, and industry champions, along with the expansion of successful trades programs were all found to be successful activities. In Manitoba, the "Trade Up to Your Future" program is a provincial government initiative that provides women with classroom training, a work practicum and assistance in finding employment to prepare them for apprenticeship and entry level positions in welding, machining, electronics and other occupations. The Skills Canada Manitoba's Young Women Conference introduces grade eight students to female mentors that can provide advice about employment and career planning in the trades.

More active recruitment efforts and career assistance could include pre-employment or pre-apprenticeship programs that offer women the opportunity to develop an interest in the trades, and learn coping skills to succeed in non-traditional occupations. The CSC of Canada found that successful programs sponsored by the Women in Trades and Technology (WITT) networks across the country, most notably in British Columbia, Alberta and Saskatchewan, demonstrate higher success rates when programs are tailored to the construction industry, provide access to appropriate role models, provide a breadth of exposure to career options, and partner with organizations, industry and government. Finally, leadership at the policy-making level could enable government and industry to better understand how to develop a progressive policy

framework with required supports and resources to increase accessibility for women to trade careers.⁷ Associations such as the Women in Trades and Technology (WITT), the Canadian Coalition of Women in Engineering, Science, Trades and Technology and the Canadian Association of Women in Construction can play an influential role in policy making in order to provide a voice for women in the trades.

Presentations from Stakeholders

Stakeholders reported that there is a strong business case for hiring women and finding ways to use their strengths and attributes for economic benefit. Women are perceived to have excellent manual dexterity, logical thinking, pride in their workplace, and customer service skills. Some employers reported that they are starting to review their policies to determine ways in which they may be able to adjust specific work tasks to accommodate women to fully utilize their potential. However, while the construction industry may be changing, attitudes towards women are still fairly conservative. Industry stakeholders stated that the primary issue with female representation is that women are simply not applying for jobs. Employers remain concerned about women's security and access to facilities in remote work locations. There is still a prevalent view among workers in the industry that women may not be physically capable of completing all of the work, including heavy lifting. In addition, women may not receive the full scope of the trade because female employees are often assigned to 'lighter work' due to assumptions regarding their physical capabilities.

Female journeypersons and apprentices reported not being challenged to the same extent as their male colleagues because of pre-conceived notions of how their gender-based characteristics may affect their ability to complete physical tasks required on the job. As a result, female apprentices were concerned that they are being prevented from receiving the full scope of or advancement in the trade required for certification in their trade. They felt that the physical requirements of the job are not an issue in their case and that any physical limitations that they have can be mitigated by proper training and the use of tools and equipment. They also reported that heavy lifting can be accomplished through team work, since most heavy materials they work with are not meant to be carried by one person.

The hardest thing the women said they must deal with was not the physicality of the job but the presence of harassment and discriminatory treatment in the workplace. Respectful workplace policies exist but are not proactively enforced by either the workplace management or the union. Female tradespersons feared approaching their managers for change because it would bring on more attention, making the situation worse. There is a great deal of pressure on women in the trades to be very good at what they do because it impacts their male colleagues' opinions of their gender as a whole.

Some recommendations the female tradespersons suggested included having access to a case manager or counsellor (from an outside organization) that could provide emotional support and check in to see how they are doing on the job site. These individuals could help the women advocate for themselves by providing information on dealing with disrespectful workplace behaviour. Other avenues suggested included having access to an association or forum for female tradespersons to encourage professional and social networking and to provide training on conflict resolution. A mentorship program where women are paired with other women in the same company and same job site could also help them with the psychological isolation they feel in the workplace. In addition, the female tradespersons also felt that more awareness of women in the trades is required, and could be accomplished through a social media campaign and regular presentations to young women in the middle schools and high schools.

In terms of industry feedback, construction representatives told committee members that they would like to see more information on the best practices for hiring women. Some employers stated that the current

⁷ Apprenticeship Manitoba, Women in Non-Traditional Trades Discussion Paper and Literature Review, 2010, p. 8 -23.

apprenticeship training model creates a counter-intuitive path into post-secondary education because of the requirement for prospective apprentices to find an employer in order to begin an apprenticeship program. One presenter recommended developing a policy that focuses on accessibility by providing stronger links or connections into the apprenticeship system through pre-employment and co-op programs. Co-op education programs could be an effective way to engage employers in hiring people in the target groups because they provide an alternative model of training that meets the needs of employers and apprentices. Financial incentives such as tax credits are often considered burdensome as they require employers to spend time completing paper work. Developing partnerships in order to find alternative ways to connect apprentices with employers will support the participation of under-represented groups in apprenticeship.

Employers made recommendations which included developing a policy whereby the public colleges are mandated to offer a specific number of training spaces for women and other target groups in the trades. In addition, job shadowing opportunities may assist women potentially interested in trades to understand workplace culture and practices. Mentorship programs were also suggested by industry where new female employees are connected with more experienced women on the work site to provide an informal support network.

Opportunities for Change

Public Information and Education

- Development of resources with information on best practices in hiring and retaining women in non-traditional skilled trades.
- Encourage employers to hire, and understand the benefits of hiring, female apprentices and journeypersons.
- Encourage a greater emphasis on education and awareness through youth influencers (teachers, guidance counsellors and parents) to provide timely career information on skilled trades and support the expansion of current career exploration opportunities for women (e.g. Skills Canada Manitoba, MCSC and Trade Up to Your Future).
- Promote the use of female role models, including female tradespersons and industrial arts teachers, in middle school, high school and post-secondary apprenticeship programs.

Partnerships, Job Recruitment, Placement and Human Resource Initiatives

- Partner with the government department or agency responsible for post-secondary education to discuss stable public funding for female pre-employment programs with opportunities for apprenticeship placements in Manitoba. Program design could be modeled on successful programs for Women in Trades and Technology Program (WITT) in other Canadian jurisdictions.
- Engage in partnerships with government, education and industry sector councils to develop mentorship and job coaching programs, scholarships and entrance awards for women in non-traditional trades.
- Encourage employers to review their human resource policies and procedures and learn about employment equity legislation to facilitate the hiring and retention of women.
- Promote corporate awareness and responsibility for respectful workplace and anti-harassment policies. Strategies could include offering workplace assertiveness and conflict resolution training.

- Partner with labour organizations to discuss how they can better support the increased participation of women in the construction trades, and use their expertise and function to contribute to improvements for women in the workplace psycho-social environment.

Learning Supports and Resources

- Develop resources and tools to promote human resource and corporate diversification strategies to promote the hiring and retention of women in the skilled trades.
- Encourage and promote the adoption of a case manager (or counsellor) from an outside organization to assist female tradespersons in addressing any pertinent human resource or inter-personal issues in the workplace.
- Encourage and promote the creation of forums or associations for female tradespersons to enable professional and social networking.

Additional Research and Data Collection

- Undertake further research on factors influencing retention rates and data collection from employers in the designated trades on the hiring and retention of women in the skilled trades.
- Conduct specific research to track the numbers of women who successfully enter into apprenticeship after taking a pre-employment program in Manitoba.
- Undertake further research on best practices (including cross-jurisdictional experience and evaluation of WITT programs) and make this information readily available to employers.
- Undertake a review of the current delivery model for technical training in the “beauty trades,” which involves the costs being paid by the apprentice instead of Apprenticeship Manitoba.
- Undertake a review of the “Authorization to Practise,” which is a renewable fee required by journeypersons in the trades of Hairstylist, Esthetician and Electrologist, to determine if this fee provides a value-added benefit to journeypersons.

PART II – ABORIGINAL PERSONS

Environmental Scan

Given current skilled labour shortages in the trades, and the young and growing Aboriginal population in Manitoba, there are significant opportunities for Aboriginal youth to begin trade careers. In 2012/13, Aboriginal persons comprised about 8% of total active apprentices in Manitoba. Over the last 10 years, the percentage of Aboriginal apprentices has fluctuated from 8% to 20% of total number of active apprentices.⁸ However, in general, the percentage of Aboriginal apprentices has reflected their representation in the general population on a provincial and national level.

There are numerous barriers to the participation of Aboriginal persons in the trades. Lower apprenticeship completion rates and declining registration rates are evident in Manitoba, which has experienced a recent decline in registration rates from 2007/08 to 2012/13. The 2007 National Apprenticeship Survey (NAS) reported that Aboriginal apprentices were more likely to cite transportation, problems with co-workers and insufficient income as significant barriers to apprenticeship. A higher proportion of Aboriginal discontinuers cited inadequate work, income, family or personal reasons for discontinuing their apprenticeship program.⁹ In addition to these obstacles, there is also a lack of sustainable, long-term employment opportunities with employers to obtain the on-the-job training hours required for apprenticeship training programs. This is compounded by a shortage of certified journeypersons in northern and Aboriginal communities and lack of linkages between industry and Aboriginal communities.

There is significant need to provide support for this population. In northern Manitoba, First Nations, Métis and Inuit learners generally experience lower education attainments as well as language barriers, which can affect their ability to participate in apprenticeship training and certification. In addition, the majority of Aboriginal communities in Manitoba do not have their own high schools, which may be resulting in lower high school graduation rates as well as decreased access to quality education for Aboriginal youth. According to the 2007 National Apprenticeship Survey, Aboriginal apprentices were less likely to have completed high school as compared to non-Aboriginal apprentices including completers (21% vs. 12%), long term continuers (32% vs. 21%) and discontinuers (26% vs. 17%).¹⁰

The Province of Manitoba has publicly committed to providing funding for additional training and employment opportunities through the multi-million dollar Rural and Northern Apprenticeship Training Strategy (RNATS), which was announced as part of Budget 2012. This strategy is comprised of a number of employment and training initiatives to address specific challenges within these communities, including tax incentives and a new Journeyperson Business Start Program. A number of these projects are designed specifically for Aboriginal communities to enable apprentices to study close to their homes and access specific supports through Community Delivered Training, e-Apprenticeship, Mobile Training Labs and the Northern Apprenticeship Training Co-op Program (a pool agreement coordinated by the Northern Manitoba Sector Council).

Apprenticeship Manitoba offers Community Delivered Training to First Nations, Métis and Inuit apprentices, primarily in the trades of Carpenter, Plumber and Construction/Industrial Electrician. On-site training provides participants with the opportunity to develop or enhance facilities that complement local infrastructure. A person who does not have a high school diploma can still register as an apprentice after successfully undertaking an Essential Skills assessment and training plan through the Access Trainee Program.

⁸ Apprenticeship Manitoba. Apprenticeship Information and Certification System (ACIS). "FY 2002/03 – 2012/13 Active Aboriginal Apprentices".

⁹ National Apprenticeship Survey (NAS). Report on Participation of Women, Immigrants and Aboriginal People in Apprenticeship Programs (2010).

¹⁰ NAS. Report on Participation of Women, Immigrants and Aboriginal People in Apprenticeship Programs (2010).

In addition, the Province of Manitoba invests over \$20 million annually to ensure Aboriginal persons are able to participate in Manitoba Hydro development activities through the Training to Employment Pathways Program and the Job Referral Service (JRS) for Wuskwatim and Keeyask. This initiative is preparing approximately 650 Aboriginal and Northern residents for entry into semi-skilled or skilled labour positions and higher level jobs for technical training. This program is the successor to the Northern Essential Skills Training (NEST), which trained 915 northern residents and provided 429 Essential Skill assessments towards learning plans.¹¹

It has been demonstrated that community-based decision-making planning, funding, and delivery of apprenticeship training is largely successful, and this model should be incorporated into other economic development programs designed by government for Aboriginal communities.. Skill requirements and training needs must be identified up front for new projects and then the costs of developing an Aboriginal labour force through apprenticeship can be incorporated into project costs. In this respect, Apprenticeship Manitoba's Aboriginal Liaison can act as the crucial link between Aboriginal persons, industry and employers. In order to address some of the educational challenges, pre-apprentice or alternative training programs can provide academic upgrading in Aboriginal communities. Mentors, coaches and trainers drawn from the Aboriginal community (where possible) and the provision of other support services such as community or cultural organizations, psychological, mental health or other addiction services can help Aboriginal apprentices succeed in their apprenticeship programs.

Aboriginal-focused career and employment awareness raising campaigns such as promotional brochures, videos and posters showing Aboriginal persons in the trades can help provide information to the First Nations, Métis and Inuit workforce. In addition, providing information to Aboriginal youth in high schools and communities regarding educational pre-requisites to apprenticeship such as core high school courses, and assessment options such as the Access Trainee Program, will help prepare Aboriginal persons for potential trade careers. Pool agreements through an Aboriginal organization that can act as an employer to pay wages, arrange for technical training and provide work opportunities with a variety of employers at regional level can provide a solution to the systemic issue of not being able to obtain enough on the job training hours for formal journey person certification.

Presentations from Stakeholders

Stakeholders reported that aboriginal persons face many barriers to employment and apprenticeship that are unique to their communities. These include historical factors from the residential school system and poverty related issues (poor housing, nutrition, transportation, substance abuse, lack of affordable daycare, unsafe living environments and limited education). Employers have a responsibility to recognize these unique barriers experienced by the Aboriginal population, and connections should be established with employers who are willing to hire Aboriginal apprentices and provide a supportive workplace.

Many organizations reported success when apprentices were sent to technical training as a cohort through an alternative training delivery model, because they had a support network and felt a sense of belonging. In addition, the cohort model provides increased opportunity to respond to the particular needs of the group. A few stakeholders reported successful programs where these groups would participate in rotational training (for example one program had apprentices completing 12 days in school and then 12 days in their home communities). Another program mentioned features technical training split into three separate blocks of four weeks each (12 week program) instead of 10 straight weeks. Breaking up the training into smaller blocks

¹¹ Manitoba. Jobs and the Economy. "2013-2014 Northern and Rural Commitments Summary", Internal document, July 2013.

enables participants to maintain connections to their community and family. The intent of these alternative training programs is to provide students with a sense of community and support and to encourage them to complete their education earlier in their lives before they have families.

In discussions with stakeholders from Aboriginal communities, it was determined that a lack of educational pre-requisites (math and physics) is one of the main reasons why Aboriginal persons have difficulty with accessing apprenticeship and other trades-related training. Aboriginal apprentices are often required to obtain Essential Skills upgrading and leave their home communities for technical training. Aboriginal persons need increased support to settle into a community and develop a clear understanding of work expectations (i.e. time and attendance issues).

Some organizations also said that they provide social workers who help students identify and manage problems, and job coaches who provide assistance with apprenticeship registration and liaison with employers to help solve problems on the worksite. They also provide assistance to obtain driver's licenses, as this makes their clients more employable. One organization is working with Manitoba Public Insurance (MPI) to develop a driver licensing program, as they estimated that at least 75% to 80% of employers require employees to hold a valid driver's license. Work sites are often outside cities and not accessible by bus. The start and end of shift times can also be outside hours when public transportation is running.

In Aboriginal communities, the nature of employment for the trades is often transitory and as a result, Aboriginal apprentices are not always able to acquire all of their on-the-job training hours to obtain trade certification. In addition, many Aboriginal apprentices are limited in access to projects in which they can obtain full scope of the work necessary to gain certification. The unemployment levels in these communities are extremely high, and this is one of the main reasons for the decline in registration and completion rates. Most apprenticeship employment opportunities are dependent on sporadic federally funded construction projects for housing, health care and schools. The ratio of apprentices to journeypersons for the purposes of supervising the on-the-job training for apprentices is also a significant concern, as is project funding that will pay apprenticeship wage rates for a meaningful number of apprentices employed on the project. A shortage of certified journeypersons in rural and northern regions may contribute to the lack of apprenticeship opportunities.

Suggestions for improving opportunities included additional government funding for co-op education as an effective way to get employers to hire more target groups because they are free of cost. Also, providing information on best practices for hiring Aboriginal persons would be helpful for the construction industry. Individuals from target groups that are successful should be promoted and used as mentors and cohort mentoring for target groups could be effective in achieving greater participation in apprenticeship. Finally, recruitment and training efforts should be directly matched with available job placements.

Opportunities for Change

Public Information and Education

- Engage in partnerships with Aboriginal organizations in government, education and industry to promote timely and accurate information on educational pre-requisites and career information to Aboriginal youth as an overarching strategy to promote sustainable apprenticeship training and certification.
- Develop resources with information on hiring and retaining Aboriginal apprentices.
- Distribute up-to-date guides and brochures on Community Delivered Training (CDT) to Aboriginal communities.

- Encourage employers and technical training providers to recognize the barriers unique to the Aboriginal population and to provide supports and resources to overcome these obstacles.

Partnerships, Job Recruitment, Placement and Human Resource Initiatives

- Leverage the expertise and resources of Aboriginal organizations, employers, industry sector councils and training institutions through the Rural and Northern Apprenticeship Training Strategy (RNATS), including the exploration of intermediary organizations to provide active support with work placements, Essential Skills training and job coaches for Aboriginal persons.
- Develop partnerships with social enterprises to act as a pivotal link between employers and Aboriginal apprentices to provide apprentices with support in the areas of Essential Skills, tutoring, social support, life and employability skills.
- Establish connections with employers willing to hire Aboriginal apprentices.
- Explore ways to assist social enterprises with finding appropriate pathways for financial support and incentives other than the mainstream employer tax credits.
- Conduct a review to determine if additional Apprenticeship Manitoba staff is required to monitor, support and oversee Aboriginal apprenticeship programs in Aboriginal communities across Manitoba.
- Explore pathways to offer increased apprenticeship opportunities for Aboriginal persons in rural and Northern regions.
- Explore pathways to offer apprenticeship opportunities in Manitoba correctional facilities. Although this recommendation arose in discussion regarding opportunities for Aboriginal persons, the TGAC feels that this would be beneficial to any person involved in the corrections system.
- Develop partnerships with Aboriginal Skills and Employment Training Strategy (ASETS) agreement holders to deliver apprenticeship training opportunities.

Learning Supports and Resources

- Continue to provide information and referrals for Essential Skills and academic upgrading supports and resources (e.g. Training to Employment Pathways, Apprenticeship – Workplace Essential Skills Training Centre (a-WEST), etc).

Additional Research and Data Collection

- Conduct a review of how the ratio of apprentices to journeypersons may limit the participation of Aboriginal persons in the apprenticeship and certification system.

PART III – NEW CANADIANS AND INTERNATIONALLY EXPERIENCED TRADESPERSONS

Environmental Scan

Immigration is central to Manitoba's economic development strategy. As part of the 2012 Speech from the Throne, it was announced that the Premier's Economic Advisory Council would convene a Skills Summit in 2013 to develop strategies that meet a target of 75,000 new skilled workers by 2020. Two of the main themes focused on during the Skills Summit were apprenticeship training and growing the province's successful immigration strategy.¹² On a national level, immigrants in the trades are significantly under-represented, with Alberta and Manitoba having higher-than-average representation. According to the 2007 National Apprenticeship Survey, immigrants comprise approximately 8% of the apprentice population as compared to 20% of the general population in Canada (2006 Census). In Manitoba, immigrants comprise 7% of the apprentice population as compared to 13% of the general population (2006 Census).¹³ Over the 2012-13 fiscal year, Apprenticeship Manitoba approved 171 international applicants to challenge a Certification Examination. In addition, 78 Certificates of Qualification were issued to individuals with foreign credentials.¹⁴ In Canada, the majority of international applicants are applying for certification in the Red Seal trades (91% in 2011 and 93% in 2012).¹⁵

The primary barriers and issues specific to internationally experienced tradespersons relate to a lack of fluency in Canada's official languages, and a lack of knowledge and/or understanding of Canadian labour market integration pathways and the apprenticeship training and certification system. Challenges specific to the trade certification process have a negative impact on the ability to provide transparent and seamless service. Many internationally experienced tradespersons also lack the scope of the trade as defined by provincial or national occupational analysis that is required to challenge a Certification Examination through the trades qualification process. In addition, there are a lack of opportunities to obtain Canadian work experience throughout the certification process and a lack of educational supports to address skills and knowledge gaps. There are wide variations in trades training, certification and regulatory standards in other countries, which create significant difficulties in the comparison between international credentials with Canadian requirements. Finally, there are inconsistent requirements and processes for recognizing foreign work experience and credentials because of different trade scope and regulatory training standards requirements across Canadian jurisdictions.

At Apprenticeship Manitoba, Qualifications Assessors use Prior Learning Assessment as a tool to facilitate the recognition of skills, credentials and work experience gained by clients abroad. The assessment may result in credit towards certification through apprenticeship or trades qualification. The trades qualification application process is explained including the number and type of exams and fees. The Work Experience Form (WEF) is designed to identify gaps based on the trade's occupational analysis. Special accommodations may be provided, which include extra time on examinations, interpreters, translators and language dictionaries. Apprenticeship Manitoba partners with the a-WEST Centre and directly refers clients there to provide trade-specific Essential Skills assessment and upgrading. It also provides referrals to the Winnipeg English Language Assessment and Referral Centre (WELARC) in order to assess language levels using the Canadian

¹² Government of Manitoba. Speech from the Throne (Second Session, 40th Legislature), November 19, 2012.

¹³ NAS. Report on Participation of Women, Immigrants and Aboriginal People in Apprenticeship Programs (2010).

¹⁴ Apprenticeship Manitoba. ACIS. "FY 2012-2013 Foreign Credential Certificates Issued" and "FY 2012-2013 Foreign Credential Application Created".

¹⁵ Canadian Council of Directors of Apprenticeship (CCDA). Understanding the Assessment and Recognition of Internationally Trained Trades people: Defining an Optimal Process for the Red Seal trades (Foreign Qualification Recognition Committee), May 2013.

Language Benchmark Placement Test (CLBPT) and to identify a language training plan. In addition, WELARC offers free English as an Additional Language (EAL) classes.

Opportunities to increase internationally experienced tradespersons in apprenticeship registration, completion and certification rates can be achieved through a coordinated service delivery and support platform where provincial government departments work collaboratively to serve clients through a well-articulated and guided qualification recognition pathway with transparent supports in place for immigrants. This can be achieved through a stronger inter-departmental coordination for the different assessments for Essential Skills, trade scope, EAL or a combination. Existing community-based services can also be collaborated with in order to provide enhanced services to immigrants. In addition to pre-arrival, centralized orientation, language and employment preparation services already in place, trade specific services and supports are also required for internationally experienced tradespersons.

A number of initiatives have been developed to assist trade qualification clients, including the Workplace Integration of Skilled Newcomers in the Trades (WISNIT) project, the Trades Bridge Program (TBP) and the on-going partnership with the a-WEST Centre. While the latter support is still active, the first two initiatives have run their course as pilot projects. These services provided supports for trade qualification examination preparation, English for the Trades, and technical skills. For example, the TBP provided modules for four levels of technical (in-school) training for the Industrial/Construction Electrician, Motor Vehicle Mechanic and Millwright trades. Through the development of individualized gap training programs, internationally experienced tradespersons were provided with the opportunity to streamline their training needs without having to re-enter an entire training program.¹⁶

Making it easier for internationally experienced tradespersons to enter the labour market has become a national priority as well. During the 2009/10 fiscal year the national *Strengthening the Red Seal Initiative* began to explore competency-based occupational standards and methods of alternative practical assessment (in addition to multiple choice exams) in the trades of Cook and Heavy Duty Equipment Technician.¹⁷ Also, a streamlined and consistent assessment process for foreign credentials in the Red Seal trades is being sought through the Foreign Qualification Recognition (FQR) project being facilitated by the Canadian Council of Directors of Apprenticeship (CCDA). The objective of the FQR project is to develop a common assessment process for foreign credentials in the Red Seal trades, with particular focus on work experience assessments and exam eligibility requirements. In addition, the provision of web-based information and supports early in the process and better pre-arrival information are being considered to facilitate the overseas eligibility assessment.¹⁸

The literature reports that consistent approaches to assessing language proficiency (i.e using the Canadian Language Benchmark to identify language gaps) can assist with the ability of immigrants to learn and develop occupational language required in the workplace. Other tools such as the use of translators contribute to the ability of immigrants to successfully challenge the certification examination for their trade. Additional research on credential evaluation in select countries (i.e. centralized assessment services based on a cost-recovery model), national database on international credentials and agreements on the use of international credentials from high volume trades and countries could streamline assessment processes.

¹⁶ Alliance of Manitoba Sector Councils (AMSC). Trades Bridge Program for Internationally Experienced Electricians 2011-2012 Report (April 2012).

¹⁷ CCDA. Strengthening the Red Seal Program. Ensuring the Relevance of the Red Seal. Lessons Learned & Next Steps. Gatineau, Quebec: HRSDC (2012).

¹⁸ CCDA, Foreign Qualification Recognition (FQR) Committee, FQR Committee Update Presentation, CCDA Meeting in Vancouver (June 7, 2013).

Presentations from Stakeholders

Stakeholders mentioned that internationally experienced tradespersons face a number of barriers to successful certification, including inadequate language skills as well as a lack of knowledge of occupational terminology. There are barriers to gaining certification in a trade as well as in the workplace, including issues related to examination challenges, cultural barriers and family responsibilities that are not presently considered compatible with dominant Canadian workplace norms. Clients were reported to have difficulty devoting the time necessary to study for the exam, and they often face financial challenges to certification as well. In addition, it was stated that employers are resistant to hiring internationally experienced tradespersons because of minimum wage requirements and they would rather hire these workers at lower wage rates in non-compulsory trades.

A case management system proved to be helpful to internationally experienced tradespersons who required assistance navigating the apprenticeship and certification process. Industry stakeholders stated that they would like to see services continue, as well as an increase in communication between the agencies providing the services. The self-assessment process for entry into the skilled trades was also identified as being a significant barrier. Stakeholders mentioned that clients do not always understand the difference between knowledge and experience. There may be difficulty understanding what a trade is and the skills required as the trade may be defined differently in their home country. It was suggested that a competency based assessment provided by a case manager could increase the validity of assessment for internationally experienced tradespersons. A case manager who also coaches and advocates on behalf of the client is also important and should be incorporated into the proposed enhanced case management system. The trade qualification process was seen as being complex, and many potential applicants choose to work in an industry without gaining certification. The eligibility requirements for the qualification recognition process were also defined as a barrier.

The availability of pre-arrival information was seen as a priority to ensure that adequate information regarding language skills and workplace practices is available prior to immigrating to Canada. The immigration process can take years, and immigrants generally have an expectation that their skills and abilities will be recognized when they arrive in Canada. However, there is often a mismatch in their technical, communication and language skills, leading to missed opportunities for skills development that they could be undertaking whilst still overseas. Increased access to information concerning the skilled trades in Canada could enable immigrants to make more informed decisions regarding which trade is most suited to their credentials and work experience. It was mentioned that Apprenticeship Manitoba's website should have a specific section for immigrants to ensure that they understand the training and certification requirements.

Industry stakeholders explained that they do not receive applications from this target group and as a result, have no staff reflective of this population to their knowledge. Some companies have expanded their search for skilled workers to countries outside of Canada as an alternative to hiring an IET or TQ candidate, and tend to focus on English or French speaking countries since language is one of the primary difficulties when hiring new Canadians.

Opportunities for Change

Public Information and Education

- Ensure that information, services and resources specific to new Canadians are clearly communicated on the Apprenticeship Manitoba website.
- Develop resources with information on hiring and retaining new Canadians.

Partnership, Job Placement, Recruitment and Human Resource Initiatives

- Undertake an inventory of resources available to new Canadians to determine where the gaps in services exist, and develop connections to ensure that lessons learned from past projects like WISNIT and TBP are transferred to another service provider that can work with Apprenticeship Manitoba.
- Coordinate assessment processes for Essential Skills, language and trade specific knowledge. Develop on-going working relationships between Apprenticeship Manitoba, Employment Manitoba, Manitoba START, a-WEST Centre and other service providers.
- Undertake consultation with organizations involved in providing resources to internationally experienced tradespersons to identify and address gaps in service delivery.

Learning Supports and Resources

- Create partnerships for the development of resources such as a client-owned employment plan (client pathway map/skills portfolio with education and employment history) and an electronic case management system to be used as a tool by all service providers. Create a checklist outlining different service providers and requirements.
- Encourage key government and community stakeholders to develop a client referral system for service providers.
- Continue to promote prior learning recognition for internationally experienced tradespersons.

Additional Research and Data Collection

- Review the trade qualification assessment process to ensure barriers are being identified and addressed.

PART IV – PERSONS WITH DISABILITIES

Environmental Scan

In Canada, the principles of fairness and equity provide individuals with an opportunity to demonstrate their competency in the workplace or on an examination. The duty to accommodate is outlined in federal legislation including *The Canadian Human Rights Act*, *The Canadian Charter of Rights and Freedoms* and *The Employment Equity Act*. In addition, each province and territory has human rights and equity legislation. In order to realize these objectives, learning supports, resources and accommodation can be applied to ensure that all Canadians, including those with disabilities, achieve success in education and career outcomes. According to *The Employment Equity Act*, persons with a disability means, “persons who has a long-term or recurring physical, mental, sensory, psychiatric or learning impairment and who (a) consider themselves to be disadvantaged in employment by reason of that impairment, or (b) believe that an employer or potential employer is likely to consider them to be disadvantaged in employment by reason of that impairment.”¹⁹

There is a strong business case for hiring persons with disabilities. Projections indicate that within the next 20 years, Canada will experience a labour shortage of at least one million workers, in part due to a lack of replacement workers with the right skills. There are at least 795,000 working age Canadians who are not working, but whose disability does not prevent them from doing so.²⁰ The 2006 Participation and Activity Limitation Survey (PALS) found that 11.5% of the Canadian working age population reported having a disability. In 2001, approximately 12.6% of persons with disabilities had a trade certificate/diploma. In 2006, out of this group, 40.9% had employment and males with learning disabilities had the highest employment rate at 47.1%.²¹ The 2007 National Apprenticeship Survey found that at least 8% of respondents self-reported as having a disability. This percentage was slightly higher in food services (12%) and hairstyling/esthetician (10%).²²

In Manitoba, the Society for Manitobans with Disabilities (SMD) estimates that there are approximately 196,458 persons with disabilities. The organization predicts that this number will rise significantly over the next 25 years, to 287,630 in 2036.²³ In terms of apprentices with a disability in Manitoba, only 27 out of 9,885 active apprentices or 0.27% self-identified as having a disability in 2012/13.²⁴ Apprenticeship Manitoba has several disability-related policies and learning supports in place for persons with self-declared disabilities who are undertaking apprenticeship training and certification. Apprenticeship Manitoba partners with the a-WEST Centre for clients to receive free trade-specific Essential Skills assessments, tutoring and upgrading. In Manitoba, Red River College facilitates a process for learning disability screening and assessment to help apprentices with the accommodations for their technical training. Apprenticeship Manitoba also has a policy for providing special accommodations for persons with a disability who are challenging a certification examination.

In general, there is a lack of awareness about existing policies, programs and supports for persons with disabilities, and few trade-specific disability supports and incentives. There is also a lack of available data with respect to persons with disabilities in the skilled trades. As a result it is difficult to obtain a true representation of this population by occupation, demographic characteristic or region. Self-declaration on applications, census and surveys is by definition voluntary, and there is a high degree of under-reporting. Misunderstanding and

¹⁹ Government of Canada. *Employment Equity Act*. S.C. 1995.

²⁰ Government of Canada. *Rethinking Disability in the Private Sector*, 2013.

²¹ Canadian Apprenticeship Forum (CAF). *Workplace Accommodations for Persons with Disabilities in the Skilled Trades: A Preliminary Investigation*, 2009.

²² NAS 2007

²³ Society for Manitobans with Disabilities. “Estimated Number of Manitobans with Disabilities By Type, 2011”.
<http://www.smd.mb.ca/smd>

²⁴ Apprenticeship Manitoba. ACIS. “FY 2012-2013 Active Apprentices with a Disability By Region”, Internal document.

misinformation exist about disabilities and accommodation issues as well as the benefits of hiring of persons with disabilities. Employers are reported as having negative attitudes towards hiring persons with disabilities, and erroneously link concerns about hiring people in this population with a negative impact on business competitiveness.

In 2009 the Canadian Apprenticeship Forum (CAF) undertook a study on *Workplace Accommodations for Persons with Disabilities in the Skilled Trades: A Preliminary Investigation*²⁵, and as part of this research completed interviews and focus groups with 66 employers, 14 apprentices, 4 journeypersons and 5 disability organizations across Canada. According to this CAF study, most employers did not know an apprentice had a disability when hired. They stated that they felt more comfortable accommodating long term and older employees that had provided years of dedicated service and were more cautious about new hires. Both apprentices and employers reported difficulty accessing information, were unaware of policies, programs and supports for hiring persons with disabilities, and having no support to navigate accommodation processes. However, most accommodation costs are modest (\$500 or less).

In the CAF report, employers who had no experience with hiring persons with disabilities cited concerns such as safety, productivity, and the costs of accommodation and training completion. Other studies had similar findings. Misperceptions on the part of employers about hiring persons with disabilities included misunderstanding the nature and effect of a person's disability. Employers were also worried that there may be challenges or difficulties with supervising persons with disabilities, or that an employee with a disability may cause a reduction in production. Employers were found to be more willing to hire apprentices with disabilities if they had a diploma prior to beginning their apprenticeship program. Apprentices reported knowing that employers were largely unaware of workplace accommodations, and felt that they would not get hired if they told employers about their disability, or that it might jeopardize their jobs. Apprentices also felt that employers who knew about their disability often underestimated their skills and abilities. This view was supported by findings regarding employer attitudes.

In terms of best practices, the 2009 CAF study identified a number of key steps in the process of accommodating persons with disabilities in the workplace. These key steps included identifying the need for accommodation, documentation, discussion, implementation and follow up. The report suggested that it is the responsibility of the apprentice to self-declare, after which the employee and employer discuss the options for accommodation. Any supporting documentation should clearly indicate what type of special accommodation is recommended and should be relevant to the job. The employer has a responsibility to provide accommodation, while keeping in mind the skills and abilities of the apprentice, to provide a welcome workplace and to respect the apprentice's privacy. In addition, once a decision on accommodation has been made, the employer should implement the recommendations and maintain open dialogue to ensure the accommodation is appropriate on an on-going basis.

In Canada, most post-secondary institutions provide special accommodations for students with disabilities for their written tests and examinations. Through the Inter-Provincial Red Seal Program, the Canadian Council of Directors of Apprenticeship has a 'special accommodations for Red Seal examinations' policy, which provides accommodations for written examinations for persons with disabilities or persons who speak English as a second language to provide them with the opportunity to demonstrate their knowledge on a theory examination. These candidates must have met all the requirements for the examination and provide supporting documentation from a qualified professional. The common types of accommodation include

²⁵ CAF. *Workplace Accommodations for Persons with Disabilities in the Skilled Trades: A Preliminary Investigation*, 2009.

interpreter, reader, language dictionary, time extension, private sitting, modified examination format, adaptive software or hardware.²⁶

Based on the 2009 CAF study, there are numerous examples of workplace accommodations in the skilled trades, including adjustments to physical space, specialized tools and equipment, adaptive software or hardware, adjustment to work duties or hours, written instructions, additional time and/or supervision. Visual limitations can be accommodated through changes to floor colouring, tactile strips and lighting. Hearing limitations can be accommodated through set paths of travel for forklifts and pedestrians, strobe lights and mobile devices to inform of emergencies. Learning disabilities can be accommodated through written instructions (broken down into specific tasks), additional time/supervision, adjusted work processes, duties, and specialized tools and job aids. Mobility limitations can be accommodated through flexible schedules to attend treatment, transfer to light duty, provision of stand/lean stools, anti-fatigue matting, vacuum lift, pallet server, fork truck and adaptations to safety equipment and tools and specialized portable seats.²⁷

Presentations from Stakeholders

There is a broad range of visible and invisible disabilities, including physical, learning and mental disabilities. There are numerous challenges to finding sustainable employment opportunities for persons with disabilities in the skilled trades. A number of barriers exist that may prevent persons with a disability from entering the skilled trades. They often fear disclosing their disability to an employer because of real or perceived discrimination that could jeopardize employment opportunities. However, not disclosing their disability right away can also lead to negative attitudes in the workplace.

Some organizations offer community assessments to identify employers that are able to accommodate persons with a disability by assisting with human resource pre-screening, recruitment, job placement, disability awareness and information on workplace accommodations and continued success in employment. On-the-job experience in community work settings can be extremely valuable. The job placements can be successful when assisted by a job coach who provides support to both the employee and the employer where required to make observations and recommendations regarding the daily work tasks and accommodations required.

Stakeholders also mentioned that employers require further education on hiring persons with a disability and accommodation in the workplace. An effective approach is assisting employers who are new to hiring persons with a disability to learn about what works well from experienced employers. Resources and information regarding physical requirements in the skilled trades would help with job placement and to highlight opportunities for individuals interested in the skilled trades. In addition, annual employer recognition awards would be a good way to promote hiring persons with a disability.

Opportunities for Change

Public Information and Education

- Develop resources with information on hiring and retaining persons with disabilities.
- Promote disability awareness and education, and provide increased information on careers in the skilled trades during Disability Employment Awareness Month in Manitoba (October).

²⁶ Apprenticeship Manitoba. Special Accommodations for Examinations Policy/Procedure, Internal Document, 2012.

²⁷ Canadian Apprenticeship Forum (CAF). Workplace Accommodations for Persons with Disabilities in the Skilled Trades: A Preliminary Investigation, 2009.

- Form a partnership to help promote disability awareness to employers and to develop a model for providing workplace assessments prior to and during apprenticeship programming.
- Profile success stories of how accommodations can work in the skilled trades as the basis of a public education campaign.
- Collect a list of employers who have provided accommodation and can be approached by other employers as a resource to discuss the needs of hiring and accommodating persons with disabilities in the skilled trades.
- Develop an employer recognition award for outstanding accommodation for persons with disabilities in the workplace.

Partnerships, Job Placement, Recruitment and Human Resource Initiatives

- Develop partnerships among employers, training organizations and disability agencies to develop trade specific disability supports, incentives and resources.
- Conduct a pilot project to provide training and a work placement for persons with a disability. This model would identify the physical requirements and type of accommodations that can be made by industry and the types of tools and resources that may be required to assist with this process.

Learning Supports and Resources

- Create user-friendly guides to raise awareness about current resources and supports, and to provide information on best practices in workplace accommodation.
- Encourage and promote mentorship programs for persons with disabilities in the skilled trades.

Additional Research and Data Collection

- Undertake trade-specific research to determine which trades require different accommodation measures when hiring persons with disabilities in the skilled trades.

CONCLUSION AND RECOMMENDATIONS

As indicated throughout this report, a number of barriers persist which result in a lack of participation in the apprenticeship and certification system for the four target groups. It has been evident that each group experiences barriers unique to their group. Stereotyping, exclusionary and discriminatory hiring practices, and unwelcoming workplaces are the most significant barriers for women in non-traditional trades. Lack of opportunity for long-term sustainable employment and a shortage of certified journeypersons in northern and rural regions are noted as considerable obstacles for Aboriginal persons. The primary barriers specific to new Canadians include language barriers in terms of communication and technical terminology, and a lack of knowledge about Canadian labour market integration pathways. Finally, the lack of existing research and data on persons with disabilities in the skilled trades has resulted in minimal understanding about the true representation of this population in the skilled trades, and a lack of general awareness about accommodation policies, programs and supports, which act as a barrier to their participation.

While each target group experiences nuanced barriers unique to each population, one common obstacle to all four groups includes the perception that a career in the trades is not a viable option, and therefore individuals belonging to these groups do not see themselves entering the apprenticeship and certification system. Any proposed solutions to addressing the issue of participation and completion in the system for these groups should address this notion of identity if a universal change in culture is to occur which will make the system more inclusive of these groups.

The responses to these identified barriers must also address the opinions and consider the stated needs of employers. Employers across sectors voiced shared concerns around safety and productivity, and those that met with the TGAC articulated some concern about the cost of accommodation with respect to hiring individuals in the target groups. Employers also indicated that the need for more information on best practices for hiring persons in the target groups. In general, however, what was apparent throughout the consultations was that the employment of target groups is not an identified priority for most employers. Many indicated that they do not receive applications from individuals from the target groups and as a result the issue of hiring practices with respect to these groups has not received significant attention. This indicates that much work can be done to encourage employer participation in hiring target groups and disseminate information about best practices for doing so. In addition, the TGAC's recommendations will take into consideration whether employer opinions and stated needs are creating artificial barriers to workplace entry and continuation for target groups due to stereotyping. For example, a disconnect appeared between how employers viewed the capabilities of women in non-traditional trades, which was contradicted by female apprentices and journeypersons who felt just as capable as their male counterparts.

What was also evident throughout the stakeholder consultations was that structural barriers may exist to the participation and completion of target groups in the apprenticeship and certification system. For example, the capacity to provide enhanced support may be restricted by administrative or institutional limitations. This indicates that there may be an opportunity to find ways of increasing capacity in order to encourage greater participation from potential clients. In addition, some stakeholders raised questions about the application and assessment processes and the potential barriers that could be embedded in how they are conducted. For example, the trades qualification assessment process was identified as in need of review to determine if barriers exist for clients attempting to become certified tradespersons. Potential barriers may include those related to legislated requirements, such as the minimum number of hours of experience in the applicable trade that applicants must have obtained within a specific time period. It may be necessary, therefore, to review the legislation itself as well as the assessment process. Stakeholders involved in providing supports for new Canadians and internationally experienced tradespersons also mentioned that there is an

opportunity for greater collaboration and partnerships between agencies in order to increase the knowledge of the network of supports available to clients.

Taking into consideration the above analysis of barriers present for target groups and the best practices identified throughout the report, the TGAC makes the following priority recommendations that are applicable to all the target groups, as well as recommendations specific to each group. When appropriate, future responses to these recommendations should incorporate consultation with stakeholders, and include sufficient capacity, accountability and evaluative measures.

1.0 Priority Recommendations for all Target Groups

- 1.1** Develop resources and tools to promote human resource and corporate diversification strategies that promote the hiring and retention of target groups in designated trades.
- 1.2** Develop an enhanced case management approach to further encourage employer hiring practices, and assist target group clients with navigating the system and addressing challenges in the workplace (i.e. finding an employer). Apprenticeship Manitoba currently employs a case management approach, but the TGAC believes additional resources are required to adequately meet the needs of target groups, particularly for northern and rural regions.
- 1.3** Educate those who influence the career decisions of the target groups on the opportunities within the trades so they have a greater capacity to provide timely and accurate information. Influencers may include but are not limited to the following: schools, parents, First Nations communities, and non-profit organizations that provide settlement services and vocational counselling.
- 1.4** Promote employers' responsibility for respectful workplace and anti-harassment policies to ensure that legal obligations are understood and complied with; promote apprentice awareness regarding their rights in the workplace; and educate Apprenticeship Manitoba staff about how to promote respectful workplaces.
- 1.5** Encourage the public sector, including line departments, Crown Corporations, Special Operating Agencies, public universities/colleges, and Regional Health Authorities, to take the lead by developing a strategy to increase the hiring of target groups in the apprenticeable trades (both apprentices and trades qualifiers).
- 1.6** Take measures to increase the number of instructors who are representative of the target groups in technical training institutions in order to provide role models and create a more inclusive environment that may not be present in the practical training. Explore the inclusion of a technical training module on best practices for respectful workplaces and rights and obligations of apprentices, journeypersons, trainers, and employers.
- 1.7** Provide alternative training delivery models directed at increasing the participation of target groups in the apprenticeship and certification system that meet the particular needs of target groups. Programs should reflect best practices of successful programs like the Northern Apprenticeship Co-op Training Program.

- 1.8 Develop opportunities to encourage networking between members of target groups currently employed in the skilled trades, either as certified journeypersons or apprentices, in order to strengthen connections between individuals.
- 1.9 Collaborate with Community Economic Development organizations to determine how the role of social enterprises can be expanded to support the employment of apprentices and trades qualifiers from the target groups.

2.0 Priority Recommendations Specific to Each Group

2.1 Women in non-traditional trades

- 2.1.1 Partner with the government department or agency responsible for post-secondary education to discuss stable public funding for female pre-employment programs and co-op education with opportunities for apprenticeship placements in Manitoba. Program design could be modeled on successful programs for Women in Trades and Technology Program (WITT) in other Canadian jurisdictions.

2.2 Aboriginal persons

- 2.2.1 Encourage employers and technical training providers to recognize the barriers unique to the Aboriginal population and to provide supports and resources to overcome these obstacles.
- 2.2.2 Leverage the expertise and resources of Aboriginal organizations, employers, industry sector councils and training institutions, including the exploration of intermediary organizations to provide active support with work placements, Essential Skills training and job coaches for Aboriginal persons.
- 2.2.3 Develop partnerships with social enterprises to act as a pivotal link between employers and Aboriginal apprentices to provide apprentices with support in the areas of Essential Skills, tutoring, social support, life and employability skills.
- 2.2.4 Explore how the ratio of apprentices to journeypersons may impact the participation and completion of Aboriginal persons in the apprenticeship and certification system when working in remote communities, and identify options to increase participation while maintaining the integrity of the apprenticeship model.
- 2.2.5 Continue to provide information and referrals for Aboriginal-specific and general Essential Skills and academic upgrading supports and resources (e.g. Training to Employment Pathways, Apprenticeship – Workplace Essential Skills Training Centre (a-WEST), etc). The TGAC has also noted from its work there are some specific problems for some Aboriginal youth in attaining educational pre-requisites (i.e. math and physics) that pose a barrier to entry into apprenticeship, which would benefit from research to identify best practices that support the necessary educational attainment. Although it is outside of the scope of this committee, the solution to many of these issues is the responsibility of K-12 education providers.

2.3 New Canadians and Internationally Experienced Tradespersons

- 2.3.1** Undertake an inventory of resources available to new Canadians to determine where the gaps in services exist, and develop responses to address gaps and ensure that lessons learned from WISNIT and the Trades Bridge Program are appropriately applied.
- 2.3.2** Coordinate the assessment processes for Essential Skills, language and trade specific knowledge by facilitating the development of on-going working relationships between Employment Manitoba, Apprenticeship Manitoba, Manitoba START, a-WEST Centre and other service providers.
- 2.3.3** Continue to apply prior learning recognition for internationally experienced tradespersons while conducting a review of the assessment process to identify where improvements could be made. For example, the self assessment form may not accurately identify and measure skills or gaps in those skills. A review of the assessment process should also include consideration of legislated requirements, such as the time period during which applicants must obtain a minimum number of hours experience.
- 2.3.4** Provide resources to internationally experienced tradespersons at an early stage to assist them with choosing the best pathway to accurately reflect their skills and credentials.

2.4 Persons with Disabilities

- 2.4.1** Strengthen relationships with the disability community to better understand the barriers to, and opportunities for, participation in the apprenticeship and certification system.
- 2.4.2** Promote disability awareness to employers and develop a model for providing workplace assessments for accommodation prior to and during apprenticeship programming.
- 2.4.3** Undertake trade-specific research to determine accommodation measures that will assist employers in hiring persons with disabilities in the skilled trades.
- 2.4.4** Conduct a pilot project to provide training and a work placement for persons with a physical disability, which would identify the type of accommodations that can be made by industry and the types of tools and resources that may be required to assist with this process. The TGAC believes focusing on physical disabilities is a good starting point and in the future lessons learned can be applied to the accommodation of other disabilities.

2.5 Other Under-represented Groups

- 2.5.1** On-going discussions have led the TGAC to identify a fifth group – people who have been or are currently in correctional facilities. Persons in this sub-population do not belong to one particular target group, but do experience similar barriers and opportunities through apprenticeship that the TGAC believes warrants attention of its own. The TGAC recommends that this group be included for future research and action.

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APPENDIX A: TARGET GROUPS ADVISORY COMMITTEE MEMBERS

Name	Organization	Official Position
Allan Beach	The Apprenticeship and Certification Board	Board Representative (Chair of TGAC)
Karine Levasseur	University of Manitoba	Associate Professor
Phyllis Mann	Workplace Education Manitoba (WEM)	Program Coordinator ES for Immigrants
Tracey Como	Manitoba Métis Federation	Northern Director
Clayton Sandy	Province of Manitoba, Youth Program Administration	Aboriginal Consultant

APPENDIX B: LIST OF PRESENTERS (FALL/WINTER 2013/14)

Date of Presentation	Organization	Official Position
October 4, 2013	Apprenticeship Manitoba	Qualifications Assessor
		Qualifications Assessor
November 7, 2013	Frontier School Division	Technical Vocational Coordinator
		A/Superintendent of Frontier School Division
November 7, 2013	BUILD Inc.	Executive Director
		Director of Training
November 7, 2013	Manitoba START	Executive Director
	Manitoba START	Director of Program Development
November 26, 2013	International Brotherhood of Electrical Workers (IBEW)	Education and Training Coordinator
		Business Manager
November 26, 2013	Society for Manitobans with Disabilities (SMD)	Employment Development Specialist
December 9, 2013	Manitoba Construction Sector Council (MCSC)	Executive Director
		Director of Training
December 9, 2013	Manitoba Hydro	Aboriginal Employment Development Specialist
December 9, 2013	Workplace Integration of Skilled Newcomers in the Trades (WISNIT)	Contractor, Immigration and Multiculturalism (former WISNIT Project Manager)
December 9, 2013	Minister's Advisory Council on Workforce Development	Executive Coordinator
January 17, 2014	McCaine Electric	President
January 14, 2014	Standard Aero	Director of Technical Training and Development
January 14, 2014	Neeginan College of Applied Technology	Director of Education
		Administrator, Program Development
January 14, 2014	Ambassador Mechanical	Controller
January 14, 2014	Group of Female Apprentices and Journeypersons	Journeyperson (Union)
		Apprentice (Union)
		Journeyperson (Union)