

APPRENTICESHIP SYSTEM REVIEW

**DEPARTMENT OF IMMIGRATION,
POPULATION GROWTH AND SKILLS**
Government of Newfoundland and Labrador

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NEWFOUNDLAND AND LABRADOR APPRENTICESHIP SYSTEM REVIEW

Submitted to:

Department of Immigration, Population Growth and Skills

Apprenticeship and Trades Certification Division

Government of Newfoundland and Labrador

St. John's, Newfoundland and Labrador

Submitted by:

Prism Economics and Analysis

Contents

Contents	3
LIST OF TABLES	7
LIST OF FIGURES	7
EXECUTIVE SUMMARY	8
What works well	8
What needs improvement	9
Summary of Recommendations	10
LIST OF ACRONYMS	13
1.0 INTRODUCTION	16
1.1 Project Objectives	17
1.2 Focus Areas for the Review	17
1.3 Organisation of the Report	19
2.0 METHODOLOGY	20
2.1 Stakeholder Consultations	20
2.1.1 Key Informant Interviews	20
2.1.2 Written Submissions	21
2.1.3 Town Halls	22
2.2 Data Collection from Secondary Sources	23
3.0 POLICY CONTEXT	24
3.1 Policy Actors in the Apprenticeship System	25
3.2 Pathways for Apprentices	28
3.3 Apprenticeship Reviews	29
3.3.1 Previous Apprenticeship Reviews in NL	29
3.3.2 Apprenticeship in Other Jurisdictions	31
4.0 NL LABOUR MARKET OUTLOOK FOR SKILLED TRADES AND APPRENTICES	37
4.1 NL Economic and Population Outlook	37
Economic Growth	38
Population and Demographics	39

4.2	Newfoundland and Labrador Apprenticeship Profile.....	40
	Newfoundland and Labrador Apprenticeship Program Profile.....	41
	NL Apprentice Demographics.....	43
	NL Apprenticeship Outcomes.....	44
5.0	JURISDICTIONAL SCAN.....	47
5.1	Governance.....	47
5.1.1	Legislation, Regulations and Governance Model.....	47
5.1.2	Authority for Designation, Compliance, and Training Targets.....	49
5.1.3	Apprentice Registration, Examinations, Accreditation, Program Standards.....	51
5.2	Funding.....	52
5.2.1	Pre-Apprenticeship or Pre-Employment Training Funding.....	53
5.2.2	Tuition Fees for Apprenticeship Training.....	54
5.2.3	Funding Model for Training Providers.....	55
5.3	Quality Assurance – Accreditation Process.....	57
5.4	Curriculum Development and Program Delivery.....	59
5.4.1	Curriculum Development.....	59
5.4.2	Post-Secondary Instructor Certification (PSIC).....	60
5.5	Performance Reporting on the Apprenticeship System.....	62
5.5.1	Performance Reporting on Apprenticeship System in NL.....	63
5.5.2	Performance Reporting in Other Provinces.....	64
6.0	GOVERNANCE MODEL RECOMMENDATIONS.....	68
6.1	What We Heard.....	71
6.2	Discussion and Recommendations.....	75
7.0	RECOMMENDATIONS ON ADMINISTRATION AND TRAINING DELIVERY.....	86
7.1	What We Heard.....	86
7.2	Discussion and Recommendations.....	93
8.0	RECOMMENDATION ON QUALITY ASSURANCE - ACCREDITATION.....	104
8.1	What We Heard.....	104
8.2	Discussion and Recommendations.....	105

9.0 RECOMMENDATIONS ON ACCESS AND EQUITY	107
What we heard - general	107
9.1 Persons with Disabilities, Accessibility, and Accommodations	108
9.1.1 What We Heard.	108
9.1.2 Discussion and Recommendations	109
9.2 Indigenous Persons.....	110
9.2.1 What We Heard.	110
9.2.2 Discussion and Recommendations	110
9.3 Newcomers in Apprenticeships.....	112
9.3.1 What We Heard.	113
9.3.2 Discussion and Recommendations	114
9.4 Women in apprenticeships	116
9.4.1 What we heard.....	117
9.4.2 Discussion and Recommendations	118
9.5 Youth Participation in Apprenticeships	119
9.5.1 What We Heard.	119
9.5.2 Discussion and Recommendations	120
10.0 RECOMMENDATIONS ON ORGANIZATIONAL FACTORS	123
10.1 What We Heard.	123
10.2 Discussion and Recommendations.....	125
11.0 RECOMMENDATION ON OUTCOMES-BASED PERFORMANCE FRAMEWORK	127
11.1 What We Heard.	127
11.2 Discussion and Recommendations.....	128
12.0 OTHER POLICY ISSUES	134
13.0 IMPLEMENTATION PLAN - PROPOSED TIMEFRAMES	138
14.0 CONCLUSION	141
BIBLIOGRAPHY	142
Appendix A: Interview Guide.....	145
Appendix B: List of stakeholders participating	148

Appendix C: Performance measures and reporting in provinces on apprenticeships 151

Appendix D: Apprenticeship Certification Requirements, 2023 to 2027 Outlook 154

LIST OF TABLES

Table 1: Town Halls - Date and Location	22
Table 2: NL Trade Programs	41
Table 3: Projected Change in Trade Employment in NL, 2023 to 2027	45
Table 4: Governance models by Jurisdiction	48
Table 5: Governance Roles/Responsibilities - who registers apprentices, issues C of Q, accredits, and issues standards.....	51
Table 6: IPGS Strategic Plan Statistics	64
Table 7: Role of the Industry Board.....	71
Table 8: Summary of Projected Completions and Certification Requirements, NL, 2023 to 2027	155

LIST OF FIGURES

Figure 1: ATCD Organizational Chart	26
Figure 2: Pathways to Certification.....	28
Figure 3: Provincial Real GDP Growth, NL, 2013 to 2030.....	39
Figure 4: Components of Population Growth, NL, 2001 to 2030.....	40
Figure 5: Registration and Completion Trends, NL, 2013 to 2022	43
Figure 6: Share of Women New Registrations, 2022	43
Figure 7: New Apprentice Registrations – Age Distribution.....	44
Figure 8: Types of Pre-apprenticeship programs.....	53
Figure 9: Locations of TDAs in NL.....	92
Figure 10: % of Immigrants with an Apprenticeship certificate	113
Figure 11: % of Women with Apprenticeship Certificate	117
Figure 12: A youth in trades program in Ontario	121
Figure 13: Performance Indicators in the Apprenticeship System Example	131

EXECUTIVE SUMMARY

The labour market of Newfoundland and Labrador (NL) has experienced significant shifts over the past decade. The system has had to adapt to meet the cyclical peaks of construction, resource, and energy sectors, which often require specialized skills in remote regions. At the same time, the labour market supply has to keep pace with demand despite an aging work force and retiring workers.

The Government of Newfoundland and Labrador, through the Department of Immigration, Population Growth and Skills (IPGS), selected Prism Economics and Analysis (Prism) to conduct an independent review of the province's apprenticeship system to provide recommendations to improve efficiency, access, and outcomes for apprentices, to better meet skilled trades demands given the changing economic, technological, and demographic environment.

What works well.

- Over the last several years, the province has focused on continuously improving the apprenticeship system. Stakeholders have confirmed the government's dedication to enhancing the system, resulting in positive changes and advances.
- The province offers substantial financial and other forms of support to apprentices demonstrating its commitment to their success.
- The province has made significant investments in the modernization of training delivery, oversight, and examination processes. These efforts aim to enhance the overall quality and efficiency of apprenticeship programs.
- NL's apprenticeship system benefits from dedicated staff, committed trainers and an engaged Board who are all committed to the success of apprentices and trade qualifiers. This commitment ensures the provision of effective guidance and mentorship throughout the apprenticeship journey.
- Recent initiatives supported by the province and other stakeholders aim to promote wider participation in apprenticeships among underrepresented groups.

These efforts aim to address barriers and create equal opportunities for individuals from diverse backgrounds.

- The apprenticeship system benefits from a broad network of training providers including public, private, and industry-based institutions. This diverse capacity ensures that apprentices have access to a wide range of training programs, including pre-apprenticeship programs that prepare individuals for apprenticeship opportunities.

What needs improvement.

It is evident that the NL apprenticeship system (and other jurisdictions) faces several challenges that require improvement to address projected shortages, changing industry needs and to improve efficiency and labour market outcomes.

These include:

- **Engagement and responsiveness:** The system is not adequately connected with industry needs, hindering its ability to respond to changing labour market demands. This disconnect affects the system's overall performance and cost-effectiveness.
- **Alignment between training offerings and market demand:** There is a mismatch between the training programs offered and the actual demands of the labour market. This issue is especially prevalent for low-volume trades, where the system struggles to meet the demand effectively.
- **Sustainability of funding for low-volume trades:** Financing low-volume trades in a sustainable manner is a significant challenge. These trades may require specific resources and support, but their limited popularity makes funding them a concern.
- **Consistency in the quality of training:** There are concerns about the consistency of the training delivered by different training delivery agents (TDAs) and campuses. Ensuring uniform program quality across the system is essential to maintain standards and produce competent apprentices.
- **Competition and collaboration in training delivery:** Competition among TDAs inhibits partnerships and collaboration which are crucial for achieving cost-

effectiveness. Finding ways to foster cooperation could enhance the overall efficiency of the apprenticeship system.

- **Reliance on lengthy, high-cost pre-employment programs:** The primary entry path to apprenticeship often involves lengthy and expensive pre-employment programs. This financial burden creates a considerable barrier for individuals aspiring to pursue skilled trades. This barrier perpetuates labour market imbalances and restricts access to apprenticeships.
- **Information and data:** There is a lack of comprehensive information (data and statistics) to measure the outcomes of the apprenticeship system. This hinders stakeholders' abilities to make informed decisions, plan resource allocation and provide accurate labour market information (LMI) to guide young peoples' career choices.

Addressing these challenges and implementing improvements would help enhance the effectiveness, efficiency and overall performance of the NL apprenticeship system. It would enable the system to better cater to industry needs, fill skill gaps and provide more accessible pathways to apprenticeship. This should ensure high-quality training and sustainable funding. Moreover, collecting comprehensive data and labour market information would inform decision-making processes and facilitate better planning and resource allocation within the system.

Summary of Recommendations

This report makes a total of 31 recommendations related to strengthening governance and industry engagement; widening the mandate of the Board and Apprenticeship and Trades Certification Division (ATCD); amending the funding model; changing quality assurance requirements; utilizing a more outcomes-based approach to assessing quality and performance; improving access and equity; improving communications; digitization of apprenticeship management processes; and addressing organizational issues. These recommendations are discussed in detail in chapters 6 through 12 of the report.

A summary of the major recommendations is presented below.

1. Strengthening Governance and Industry Engagement:

- Revise the Apprenticeship and Certification Act, 1999 to endow a stronger leadership role for industry through the Provincial Apprenticeship and Certification Board (PACB), supported by the Director of Apprenticeship and ATCD.
- Establish Sectoral Advisory Committees (SACs) to advise the PACB on system-level planning based on labour market and industry needs.
- Conduct a labour market review every three years to estimate the demand for skilled tradespersons and develop a 3-year Roadmap for the apprenticeship system.

2. Effectiveness and Sustainability:

- Match the number of TDAs providing apprenticeship-level training and number of programs offered with labour market demand for apprentices.
- Transition to common core trades course modules and materials for consistent and efficient in-school training.
- Revise the pre-employment training and funding model to align program offerings with labour market demands. Focus on shorter pre-employment programs (8 to 12 weeks) to address skill gaps, increase employment opportunities and facilitate direct entry into the apprenticeship system.
- Reduce ongoing accreditation requirements and ensure quality of programs through instructor quality and performance measures by gathering feedback from employers and apprentices.
- Conduct a review for the staffing needs of ATCD and specify the roles and responsibilities of Apprenticeship Program Officers (APOs) to maximize their engagement with apprentices, employers, TDAs and other stakeholders.

3. Accessibility:

- Provide access to learners in rural/remote communities through innovative modes of learning and teaching.

- Offer mentorship and continued support to underrepresented groups to help them succeed as apprentices and trade qualifiers.
- Evaluate the success of the Youth Apprenticeship Skilled Trades Program (YASP) and consider making it a permanent pathway for high school youth interested in skilled trades.
- Institute community benefits clauses in the procurement process for all large government-wide public infrastructure projects, requiring employers to take on apprentices in high demand trades and support training, particularly in the construction sector.

These recommendations aim to enhance governance structures, improve industry engagement, address labour market needs, ensure effective and sustainable apprenticeship training, and optimize resource allocation within the system. The focus is also on promoting access and equity within the system.

LIST OF ACRONYMS

APO – Apprenticeship Program Officer

AWS – Apprenticeship Wage Subsidy

ATCD – Apprenticeship and Trades Certification Division

AAHP – Atlantic Apprenticeship Harmonization Project

ATAC – Atlantic Trade Advisory Committee

BOSTA – Building Opportunities in the Skilled Trades Act, 2021

CANTRAQ – Canadian System for Tracking Apprenticeship Qualifications

CCDA – Canadian Council of Directors of Apprenticeship (CCDA)

C of Q – Certificate of Qualification

CNA – College of the North Atlantic

CRMS – Customer relationship management software

DGSNL - Digital Government and Service NL

ESDC – Employment and Social Development Canada (ESDC)

EDG – Equity-deserving Group

EI – Employment Insurance

ELMLP – Education and Labour Market Longitudinal Platform

ETPD - Employment and Training Programs Division

OJT – On-the-Job Training

IAC – Independent Appointments Commission

ILM – Individual Learning Module

ITU – Industrial Training Unit

IWG – industry working group

IPGS – Department of Immigration, Population Growth and Skills

ISTO – Indigenous Skilled Trades Office

JP – Journey person

KPI – Key performance indicator

LMDA – Labour Market Development Agreement

LMI – Labour Market Information

MTU – Mobile Training Unit

NGO – Non-governmental organization

NAS – National Apprenticeship Survey

NL – Newfoundland and Labrador

NSAA - Nova Scotia Apprenticeship Agency

OAWA – Office to Advance Women Apprentices

OCOT – Ontario College of Trades (OCOT)

OYAP – Ontario Youth Apprenticeship Program

PACB – Provincial Apprenticeship and Certification Board

PLAR – Prior Learning Assessment and Recognition

POT – (Apprenticeship) Plan of Training

PIDP – Provincial Instructor Development Program

PSE – Post-secondary education

PSC – Public Service Commission

PSIC – Post-Secondary Instructor Certification

PTAC – Provincial Trade Advisory Committee

PTI – private training institution

PTIA – Private Training Institutions Act

RAIS - Registered Apprenticeship Information System

RSOS – Red Seal Occupational Standard

STC – Skilled Trades Certification

SOP – Standard Operating Procedure

STBC – SkilledTradesBC

STO – Skilled Trades Ontario

S & C – Standards and Curriculum Unit

TDA – Training Delivery Agent

VLS – Virtual Learning Strategy

WRDC – Women in Resource Development Corporation

YASP – Youth Apprenticeship Summer Program

1.0 INTRODUCTION

NL's labour market has experienced a significant transformation over the past decade. Meeting the peaks of an extraordinary expansion in the resource and energy sectors necessitated a substantial and rapid increase in the skilled trades workforce and the related training programs, along with the number of accredited training providers. Apprenticeship registrations and certifications have since fallen from peak levels over the past decade, but demand for skilled tradespeople remains high driven by retirements. NL's existing journeypersons are also in demand by nearby provinces. The declines in apprenticeship training and shrinking numbers of journeypersons in the labour force leaves the province vulnerable to increased shortages of skilled trades. The COVID-19 pandemic also introduced new barriers to training, resulting in a sudden and unexpected new pressure on the system.

Following a Request for Proposals, the Government of NL through the Department of Immigration, Population Growth and Skills (IPGS) selected Prism Economics and Analysis (Prism) to conduct an independent review of the province's apprenticeship system to provide recommendations on how to improve it to better meet skilled trades demands given the changing economic, technological, and demographic environment so that the province will have the workers that it needs for economic development. The review was undertaken as a follow-up to a recommendation of the Post-Secondary Education Review Report.

The review was guided by the principles of a well-functioning apprenticeship system:

1. High industry engagement and responsiveness;
2. Positive, measurable outcomes for apprentices and journeypersons;
3. Matching labour supply with labour market demand in the economy.

1.1 Project Objectives

The review process had four main objectives:

- Understand how the current apprenticeship system works – what works well and what challenges may exist; and identify the causes or factors contributing to challenges identified;
- Identify needs and expectations of stakeholders (internal and external);
- Learn from best practices and apprenticeship system reform outcomes in other provinces;
- Provide recommendations to improve the system for better governance, greater accessibility to potential apprentices and learners, sustainability and efficiency, and greater effectiveness.

1.2 Focus Areas for the Review

Four focus areas were identified by the government for guidance in conducting the review and making recommendations - Governance, Effectiveness, Sustainability and Accessibility, under which several policy and practice issues are outlined. These areas served to guide the review which involves the role of the government and other policy actors who are stakeholders in the apprenticeship system. See chapter 3 for more on policy actors in the apprenticeship system.

Governance

- Review of the Apprenticeship and Certification Act, 1999;
- Need for regulations development under the Act;
- Review and comparison of apprenticeship legislation across provinces;
- Membership and role of Provincial Apprenticeship and Certification Board(PACB);
- Policies of PACB and Red Seal program;
- Compliance and enforcement in compulsory trades;
- Relationship with federal and provincial governments;

- Identify best practices in legislation and recommended changes to NL legislation (delivery; system funding; certification, monitoring, stakeholder roles, compulsory versus voluntary certification, ratios, etc.).

Effectiveness

- Learner success (exam pass rates – level, Red Seal, other success indicators);
- Alignment with needs and demand of the labour market;
- Immigration contribution and population growth – attracting immigrants;
- Accreditation processes (training and curriculum standards);
- Pathways for low volume trades;
- Partnerships with Atlantic provinces (AAHP, etc.);
- Partnerships with industry stakeholders;
- Quality and consistency of training across all Institutions;
- Professional development for instructors training and curriculum standards development);
- Post-secondary instructor’s certificate (training and curriculum standards development);
- Availability/use of data – Key performance indicator (KPI) development and measuring success of any changes in legislative/regulations/policy/programs/practices;
- Role of employers and training providers in skill acquisition (delivering apprenticeship training programs).

Sustainability

- Training model (Cost – Training rates, third party contracts), number of institutions, scheduling of programs, etc.);
- Increasing the number of apprentices in voluntary trades;
- Feasibility and need for designation of new occupations as skilled trades;

- Feasibility and need to expand apprenticeship model to occupations outside the skilled trades;
- Structure and funding to Apprenticeship, Trades and Certification Division (ATCD).

Accessibility

- Student transitions (Support for students already receiving support in high school/post-secondary);
- Supports and services;
- Financial assistance for students;
- Location of programming and access.

1.3 Organisation of the Report

The report is divided into fourteen chapters:

- Ch 1: Introduction
- Ch 2: Methodology
- Ch 3: Policy Context
- Ch 4: Labour market outlook for skilled trades
- Ch 5: Jurisdictional Scan
- Ch 6-12: Recommendations
- Ch 13: Implementation Plan
- Ch 14: Conclusion

2.0 METHODOLOGY

While the review was conducted independently of the Government, Prism provided regular updates to the ATCD staff on its activities. Prism used diverse methods of data collection, and consultations were undertaken with key NL stakeholders from April 2023 to December 2023. Some stakeholders participated in more than one engagement activity. Interviews with other provinces occurred in early 2024.

2.1 Stakeholder Consultations

Stakeholder consultations are critical to any review to ensure recommendations are informed by Industry insights and expertise in the apprenticeship community. Prism Economics consulted broadly to obtain feedback through three channels of engagement: interviews, town halls, and written submissions, with more than 150 individuals participating in the process. We heard from apprentices, journeypersons, employers, unions, industry and labour associations, training delivery agents (TDAs), Non-Government Organizations (NGOs) providing support services for jobseekers, and NGOs providing support services for persons from equity-deserving groups (Indigenous peoples, women, newcomers¹), and current and former instructors, and staff from apprenticeship governing agencies in other provinces.

2.1.1 Key Informant Interviews

Prism Economics conducted one-on-one interviews over several months in 2023 to gain insights and hear concerns about how the system is currently operating. Prism used a list of stakeholders provided by the ATCD from various stakeholder groups for interviews. These groups included internal government employees in the ATCD and other relevant departments, PACB members, employer/industry associations/labour groups and unions, trainers and NGOs serving specific apprentices. Prism also reached out to the

¹ Newcomer is the term generally used for landed immigrants (including refugees) in the country less than 3 years or sometimes, less than five years. New Canadian is an alternative term, but this has a connotation of citizenship. There are other newcomers (undocumented people, asylum seekers, temporary foreign workers, and international students) who are working and seeking access to resources and a pathway to landed status across Canada.

apprenticeship authorities in other provinces and personnel from four were interviewed. See break-down below.

Number of Interviews*	Count
Employer and Industry representatives	1
Worker representatives	3
Provincial Government	24
PACB	13
Other provinces	4
Training providers	7
NGOs supporting apprentices	4
Other (e.g. Red Seal; Federal)	3
Total	59

* Some interviews had more than one person so 59 represents interview count.

2.1.2 Written Submissions

Written submissions were invited through a posting on the Department’s website and stakeholders sent submissions directly to Prism’s email. This process promoted transparency and equity in consultations by allowing any interested party to participate. Two provinces also provided written feedback on their own experiences. See break-down below.

Written submissions	Count
Employer and Industry representatives	3
Worker representatives	2
Apprentices	4
Journeypersons	3
Training Providers/Instructors	4
NGOs supporting apprentices	2
Other provinces	2
Other (e.g., Recruiting firm, parent)	2
Total	22

2.1.3 Town Halls

Five Town Halls were hosted for stakeholders and interested members of the public. Individual employers, labour associations, journeypersons and apprentices (including newcomer trades people), TDAs, and representatives from NGOs attended. See breakdown below.

Town Halls Attendees (registered)*	Count
Employer and Industry representatives	25
Worker representatives	5
Apprentices	10
Training Providers	30
Journeypersons	3
Total	73

* Approximate. as people may have not registered at the desk

Details on the timing of town halls are noted below.

Table 1: Town Halls - Date and Location

Event	Date	Place
Town Halls 1 & 2	September 11 & 12, 2023	St. John's, NL
Town Hall 3	September 13, 2023	Grand Falls-Windsor, NL
Town Hall 4	September 14, 2023	Corner Brook, NL
Town Hall 5	October 11, 2023	Labrador West, NL

The findings are presented by relevant issues to protect confidentiality, rather than by stakeholder group or consultation method, due to the size of the province and stakeholder groups.

There were common themes across the different groups, but also specific issues were raised based on stakeholder interest. The stakeholder feedback is presented thematically in summary form. Stakeholder feedback was an essential consideration in crafting recommendations.

2.2 Data Collection from Secondary Sources

Document analysis and information review from provincial, federal and other sources were conducted as outlined below.

- Prism collected and analyzed labour market information to develop a labour market outlook for apprenticeships in NL. Prism reviewed the supply and demand of apprentices for NL using Prism's own CANTRAQ system and provided an economic outlook to present a picture of the demand for labour in the trades in NL.
- Prism reviewed the legislation and policies of NL and other provinces on key apprenticeship policy areas through a jurisdictional scan. Prism identified legislative barriers, best practices, and implications for the functioning of the NL apprenticeship system by analyzing NL provincial reports, policy documents, relevant statutes, and regulations. Prism also approached eight other provinces for information not obtainable publicly, and six provided information by email or interview.

The consultants reviewed all stakeholder responses and used them to inform the report aimed at improving the apprenticeship system of NL.

3.0 POLICY CONTEXT

The apprenticeship system involves the supply and demand for skilled trades workers and the activation of resources to train apprentices and certify them to meet labour market needs in a balanced manner. Apprenticeship management requires a partnership between Industry and government given that 80% of training is done on the employer site and 20% involves in-class training. Various policy areas and activities are involved including:

- Governance
- strategic planning
- promotion of the trades
- employer engagement
- apprentice engagement
- funding of in-class training and supports
- recruitment and retention of apprentices
- registration of apprentices
- pre-apprenticeship training/pre-employment
- training design and program standards
- in-class training delivery
- on-the-job training of apprentices
- apprentice assessment and examinations
- program quality assurance (accreditation)
- certification of journeypersons
- compliance/enforcement of compulsory trades
- research and LMI to inform planning and evaluation of policies, and
- other aspects of the system.

Understanding the policy context includes knowing who the key policy actors are and how they interact in the apprenticeship system. In addition, the recent history of apprenticeship review in NL and other provinces helps to contextualize the current review and recommendations. Given the mandate for the review, the report addresses the broader apprenticeship system and makes recommendations that covers the activities of ATCD, the PACB, as well as other policy actors.

3.1 Policy Actors in the Apprenticeship System

Policy actors include official governmental actors who make policy, as well as unofficial actors who enact apprenticeship policy. At the centre of this policy network is the apprentice, who is a non-governmental policy actor. This section presents the main governmental actors involved in apprenticeship policymaking, implementation and evaluation.

The Department of Immigration, Population Growth and Skills (IPGS) has responsibility for employment and labour policy including apprenticeship training. According to the 2023-2024 fiscal year, IPGS has a budget of \$218.4 million with \$11.3 million allocated to Apprenticeship and Trades. There are three branches in IPGS: Immigration and Population Growth, Employment and Labour Market Development, and Corporate Services and Policy.

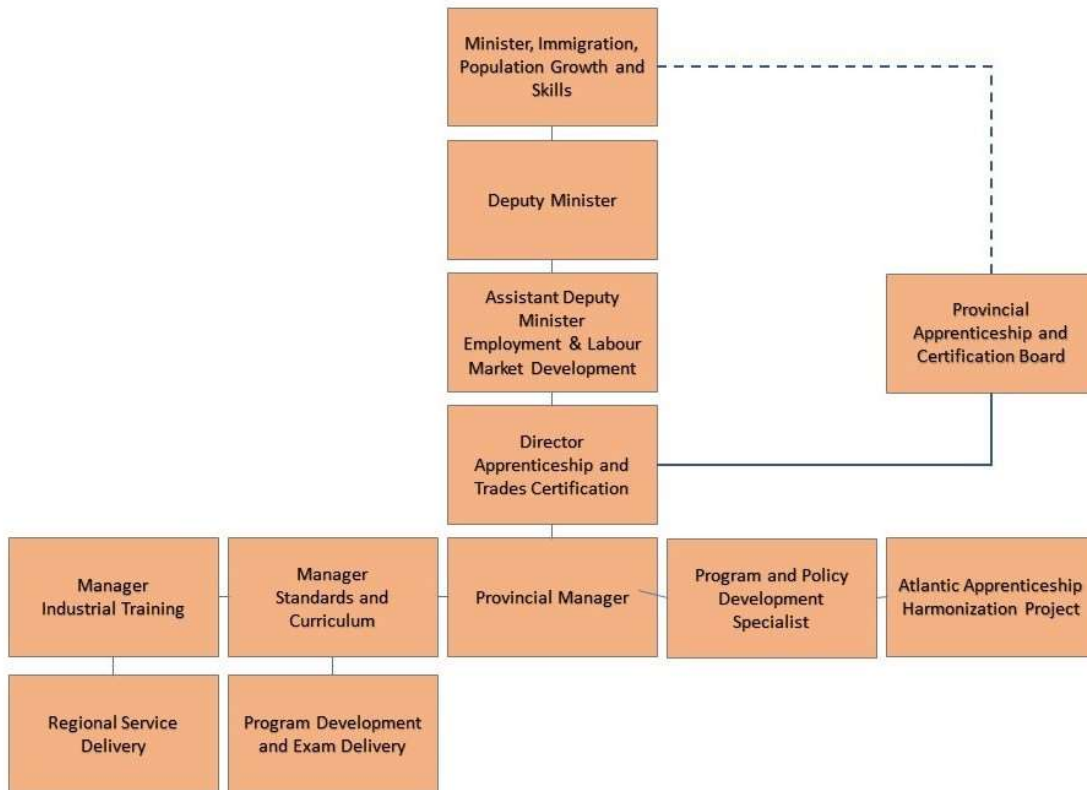
The Apprenticeship and Trades Certification Division (ATCD) is located in IPGS, in the Employment and Labour Market Development branch. ATCD is responsible for apprenticeship training and certification of individuals pursuing a career in a skilled trade. The Director of Apprenticeship in ATCD is responsible for carrying out the operational tasks under the Act. ATCD's work is related to the supply of skilled trades workers including:

- registration of apprentices
- funding of apprenticeship training
- training design—curriculum guides/plans of training
- apprentice assessment and examinations
- program quality assurance (program accreditation)

- certification of journeypersons.

ATCD has two main Units to administer the business of apprenticeship training: Standards and Curriculum Unit (S & C) and the Industrial Training Unit (ITU). The former is responsible for developing curriculum standards and examinations, administering exams, providing student support, and ensuring program quality assurance. Program Development Specialists and other support staff collaborate with industry and training providers to carry out this work. The latter has apprenticeship program officers (APOs) who work directly with apprentices and employers. APOs serve in offices around the province (Clarenville, Grand Falls-Windsor, Happy Valley-Goose Bay, Mount Pearl, and Corner Brook). See Figure 1 for the current ATCD organizational chart.

Figure 1: ATCD Organizational Chart



Source: ATCD

The PACB officially reports to the Minister as per the Apprenticeship and Certification Act. It is a Tier 2, Category 3 entity. The PACB has an advisory role to the ATCD. Board policies apply to operational issues related to program development and service delivery.

The TDAs include the College of the North Atlantic (CNA), a public college under the College Act 1996, and private TDAs. The latter include private career colleges and union training providers. CNA has seventeen campuses, eleven of which offer advanced level apprenticeship training. College staff are accountable to the Board of their institution, and the Board of CNA is accountable to the Minister of Education in the Department of Education. ATCD must approve all colleges to be a TDA to deliver advanced-level apprenticeship training.

The Postsecondary Education Branch, Director of Literacy and Institutional Services Division (in the Department of Education) is responsible for registering and supervising private training institutions under the Private Training Institutions Act (PTIA). The Director has oversight and maintains a list of registered private training institutions, including union training providers. Under the authority of section 19 of the PTIA, the Private Training Institutions Regulations were made stricter since 2000, after issues arose with program quality.

The Employment and Training Programs Division (ETPD) in IPGS receives federal funds under the Labour Market Development Agreement (LMDA), some of which is transferred to ATCD to fund apprenticeship training including programs and supports for apprentices.

Digital Government and Service NL (DGSNL) is responsible for public health and safety, environmental protection, occupational health and safety, and consumer protection. They provide an enforcement function with regard to certified persons (journeypersons) performing work in compulsory trades.

The Independent Appointments Commission (IAC) is an independent body established to provide recommendations for appointments with support provided by the Public Service Commission (PSC). The PSC makes merit-based recommendations to Ministers for appointments to tier 2 Agencies, Boards and Commissions scheduled under the Public Service Commission Act and is involved in the appointment of the members of the PACB. The PSC manages the recruitment of board members. Following the recruitment and

selection process, a list of candidates is provided by the PSC and given to the Minister, after which, the list goes to the cabinet for approval.

3.2 Pathways for Apprentices

There are two pathways to apprenticeship and three different pathways to obtaining a C of Q. People with work experience, including newcomers, can challenge the C of Q examination as a trade qualifier. Direct entry apprenticeship involves obtaining employment, registering as an apprentice, completing work hours during on-the-job training (OJT), doing in-class training, doing exams for each level (I, II, III and IV); doing a practical (if required); and challenging the C of Q. The pre-employment path involves doing a pre-employment program before obtaining employment, getting credit for level I, and completing all the other training and exam requirements. Completion of work hours through OJT comprises approximately 80% of apprenticeship training and 20% is done in-class. See Figure 2 below.

Figure 2: Pathways to Certification.

TRADE QUALIFIER	APPRENTICESHIP	
Work required hours	APPRENTICESHIP PATH	PRE-EMPLOYMENT PATH
Complete an Application to be Examined and a Record of Work Experience form	Obtain employment in the trade	Complete pre-employment program
Challenge the practical exam (if applicable)	Register as an apprentice	Obtain employment in the trade
Challenge the certification exam	Provide high school diploma or equivalent	Register as an apprentice
Certificate of Qualification	Work required hours (1800)	Credit granted for level 1
	Complete Level 1 training	▼
	Challenge level 1 exam (if applicable)	▼
	Work required hours	
	Complete all level training	
	Challenge level exam for each level (if applicable)	
	Challenge practical exam (if applicable)	
	Challenge certification exam	
	Certificate of Apprenticeship and Certificate of Qualification	

Source: ATCD

3.3 Apprenticeship Reviews

3.3.1 Previous Apprenticeship Reviews in NL

NL has been making ongoing changes to policy and practices in the apprenticeship system. In 2007, the Report of the Skills Task Force was released. The multi-stakeholder Task Force was mandated to:

- advise government about future provincial skills requirements (labour supply and demand), particularly those associated with large-scale development projects;
- identify skills gaps and their impact on attracting large projects, and assess government responsiveness to these needs;
- identify and develop strategies to ensure an appropriate and responsive training, education, and support system to meet demands, and to ensure that graduates are prepared to participate fully in emerging opportunities;

This report, delivered in the context of preparing for major construction projects, led to an expansion of approved TDAs, a 94% increase in the number of registered apprentices and an increase in the number of certified journeypersons.

The report presented key themes from consultations and related recommendations:

- The need to change attitudes toward the skills trades as a second choice or last resort career;
- Improve access, performance and outcomes related to financial, physical, social, learning, and geographical barriers;
- Improve apprenticeship programs and opportunities for journeypersons. (This theme relates to high school transitions; alternative delivery modes; access for rural areas; improving completions; enhancing certification based on industry needs;
- Support access for underrepresented groups (women, Indigenous peoples, persons with disabilities);

- Retention and recruitment of skilled workers;
- Assessing and responding to industry needs;
- The need for strong partnerships given the small population in a large geographical area and limited financial resources.

These themes and recommendations continued to be heard during the consultations process for the current report.

The Train Here: A Roadmap for Apprenticeship Renewal report was completed in 2015 to provide 'a new vision for skilled trades' in NL. By this time, registrations had been on the decline. This work was part of a larger population growth strategy, which created policy changes that continue to apply to apprenticeships. The apprenticeship renewal initiatives outlined in the report include:

- Improve apprentice labour mobility;
- Improve access to logbooks;
- Implement an online application and registration process;
- Test alternate approaches to apprenticeship training;
- Enhance supports for exam accommodations;
- Increase Red Seal exam completion rates;
- Enhance youth apprenticeship programming;
- Enhance tracking of pre-apprentices;
- Implement an Employer Apprenticeship Grant.

In 2014, as part of the labour mobility initiative, NL signed a Memorandum of Understanding (MOU) with other Atlantic provinces to implement the Atlantic Apprenticeship Harmonization Project (AAHP) and enhance consistency across the skilled trades.

3.3.2 Apprenticeship in Other Jurisdictions

Since 2000, many provincial apprenticeship systems have been revamped or revised with the goals of improving efficiency, addressing industry needs, and improving outcomes for stakeholders. This section provides a summary of more recent apprenticeship changes in other provinces in Canada. The information came from a scan of websites, reports and information provided directly by six provinces.

Alberta

In July 2022, after a review of the system, the Apprenticeship and Industry Training Act was repealed and Bill 67 – the Skilled Trades and Apprenticeship Education Act became law. Key features of the legislative change include:

- Individuals can register and start an apprenticeship program without an employer. There is a new category of an unsponsored apprentice who can register as an apprentice and register for one period of training but eventually one has to get an apprenticeship position.
- Reduced oversight and Board powers. The new Act separates education and regulation in the apprenticeship system.
- The Act also establishes the Alberta Board of Skilled Trades which is charged with regulation. Apprenticeship education falls to the Minister and an appointed registrar.
- Creation of the concept of 'sponsor' which used to be an employer but can now also be a union.
- Created apprenticeship education credentials. The JP certificate is considered a work licence, while the education credential is viewed as a diploma. When an apprenticeship program is available, the institution can either offer an education credential with a trade designation, only a trade designation, or just an education credential. The credential is viewed as a pathway to access other PSE programs.

British Columbia

In 2013, the Ministry of Jobs, Tourism and Skills Training commissioned an independent review of BC's trades training system. The McDonald report was delivered on April 29,

2014, and a number of recommendations were implemented by the Industry Training Authority (now SkilledTradesBC). In deregulating skilled trades, it removed the compulsory status of certain trades and introduced modularized training. The new skillset model allowed people to be certified for individual skills (microcredentialling), which can be built up to obtain certification in a trade.

In June 2021, the provincial government announced the implementation of Skilled Trades Certification (STC) — mandatory certification² in a specified group of trades, similar to what other provinces already have in place. New legislation, The Skilled Trades BC Act³ (Bill 4), received royal assent on March 10, 2022, which reinstates skilled trades certification. Workers have at least one year to register for apprenticeships or take a certification exam. In December 2022, the Industry Training Authority became SkilledTradesBC with the new regulatory mandate to oversee the implementation of STC trades.

In December 2023, the first seven STC trades were implemented for Construction Electrician, Industrial Electrician, Power Line Technician, Gasfitter A/B, Refrigeration & AC Mechanic, Steamfitter/Pipefitter and Sheet Metal Worker. In 2024, STC trades to be implemented include Auto Service Technician, Heavy Duty Equipment Technician, and Auto Body & Collision Technician. Additional trades are currently being reviewed for possible designation as STC trades in the future. The goal is to encourage apprentices to complete their training programs. The province is consulting with Industry to implement certification while keeping experienced, uncertified people working.

Ontario

Ontario has implemented various legislative and regulatory changes to modernize the apprenticeship system in recent years. They include providing funding for apprentices, TDAs, and employers, and adding new occupations to the apprenticeship model. The government commissioned two reports (2008 Compulsory Certification Project Report by Tim Armstrong and the 2009 College of Trades report by Kevin Whitaker) to address 'dissatisfaction within the skilled trades' community, particularly surrounding processes for determining trade classifications and journey-person-to-apprentice ratios, and a desire for industry-led governance in the trades system.' (Government of Ontario)⁴

² Certification requirement was removed in 2003.

³ See <https://skilledtradesbc.ca/skilledtradescertification>

⁴ See <https://www.ontario.ca/document/supporting-strong-and-sustainable-ontario-college-trades/actions-leading-review>

Following the Armstrong recommendation, the Ontario College of Trades (OCOT) was established by the Ontario College of Trades and Apprenticeship Act, 2009, to be an 'industry-driven' professional regulatory body to regulate and promote the skilled trades. There was a lack of industry consensus on how trades should be made compulsory, how journey-person-to-apprentice ratios should be determined and how to enforce compulsory status. The legislation established an adjudicative process to determine both trade status (compulsory or voluntary) and journey-person-to-apprentice ratios. Industry concerns with enforcement strategies led to the legislation being amended to empower the Minister to establish an overall framework for enforcement. Following a change of government and a period of transition, the OCOT and transitional legislation (Modernizing Skilled Trades and Apprenticeship Act) were replaced by the Building Opportunities in the Skilled Trades Act, 2021 (BOSTA).

BOSTA replaced OCOT with Skilled Trades Ontario (STO), retaining OCOT's previous responsibility for registering apprentices, establishing trades standards, and issuing Certificates of Qualification. STO also retained OCOT's mandate to promote the skilled trades. Responsibility for enforcement was returned to the Minister with authority to determine the status of a trade (compulsory or voluntary), and variations from the legislated 1:1 ratio for journeypersons and apprentice. The Minister also has responsibility for determining trades' scopes of practice. STO recently released its first three-year Strategic Plan for 2023-2026 with four strategic priorities:

- Support an innovative apprenticeship and certification model;
- Promote and advance the skilled trades;
- Facilitate research in the skilled trades;
- Build a diverse, equitable and inclusive skilled trades sector (SP, p. 12).

Manitoba

The governance model of the apprenticeship system was reviewed in 2018 and legislative amendments were made to:

- Reduce the size of the Apprenticeship and Certification Board from 15 to 12 members;

- Reduce the Apprenticeship and Certification Board’s strategic plan from annually to once every five years;
- Replace the four standing committees with sector-based committees that are advised by industry working groups;
- Replace the Provincial Advisory Committees (PACs) for each trade with industry working groups (IWGs) that can be established on an ‘as needed’ basis;
- Replace the voluntary trade regulations with Board by-laws setting out training and program standards to allow program standards to meet industry needs and align with interprovincial standards more quickly;
- Modify language about designated occupations to bring greater clarity to that process.

Regulatory changes are currently being contemplated to align with these new requirements.

Nova Scotia

The Nova Scotia Apprenticeship Agency (NSAA) was established on July 1, 2014, following a review in 2011-12 and a recommendation from a Minister’s Advisory Panel on Apprenticeship that was established to make recommendations to increase employer participation in the apprenticeship system, and to support and promote apprenticeship training and education programs in the province. Prior to its establishment, apprenticeship training in Nova Scotia was overseen by the Department of Labour and Advanced Education.

A central mandate of the Agency is to support the development of a skilled workforce by providing apprentices with access to quality training opportunities and assisting employers in meeting their workforce needs. This includes a large emphasis on employer engagement and collaboration with industry. According to a press release on June 24, 2014, from the Department of Labour and Advanced Education, the first CEO noted, ‘Industry recommended the transition of apprenticeship to an agency. The new model will give industry more authority in decision making, which in turn will increase employer involvement in the system.’ In fact, the vision of the agency in its first Strategic Plan reflects the shift from a government-led system: ‘An industry-led apprenticeship system

that builds and maintains a highly skilled and diverse workforce, contributing to the economic success of Nova Scotia' (NSAA SP, 2015-2020).

The agency established several areas of focus for its work including system influence; employer engagement; inclusiveness; labour market responsiveness; and successful completion (NSAA SP, 2015-2020, p. 7). The definition of the system includes P-12, bridging programs, pre-apprenticeship, apprenticeship, post-journey person training, and regulation. The agency put out its second strategic plan, 2020-2025 that outlines strategic directions, key actions and performance indicators for each action, and an annual business plan to guide the work on apprenticeship issues.

New Brunswick

In a review of the postsecondary education system in 2007, a short section was dedicated to the apprenticeship system. The apprenticeship system is administered by the Apprenticeship and Occupational Certification Branch of the Department of Postsecondary Education, Training and Labour. The report did not view this administrative arrangement as the best way to run the system: 'This constrains the branch from developing the kind of relationships with employers that would facilitate expansion of apprenticeship opportunities' (CPSE⁵, 2007, p. 30). Other issues were raised.

- The branch was also seen as subject to political pressure.
- The relationship between the branch and the colleges needed improvement.
- The colleges needed to be more involved in training development, supervising students, and creating results.
- The branch was also felt to be isolated within the larger post-secondary system. There was a need for apprenticeship to be recognised as part of the post-secondary education system and allow students to be recognised and transfer credits into other colleges, polytechnics, or university programs.
- Colleges also needed to better understand the nature of apprenticeship training.

The report suggested moving the Apprenticeship and Occupational Certification Branch from direct administration by the Department of Postsecondary Education, Training and

⁵ Commission on Post-Secondary Education in New Brunswick (2007 September) *Advantage New Brunswick, A Province Reaches To Fulfil Its Destiny*.

Labour and establishing a quasi-independent operating agency, which allowed flexibility appropriate to a self-governing postsecondary institution. This recommendation for a separate agency was not adopted.

In 2012, the Apprenticeship and Occupational Certification Act was passed that built on the work done in 2007. Stakeholders involved with the change saw the Act as a breakthrough as it allows the Board flexibility: 'A lot can be done at the Board level through Board Orders without using regulations' (Interview, 2024).

4.0 NL LABOUR MARKET OUTLOOK FOR SKILLED TRADES AND APPRENTICES

4.1 NL Economic and Population Outlook

Planning for the apprenticeship system requires labour market information (LMI) and forecasting informed by economic policy and planned projects that may require skilled trades labour. The following section provides an outlook of economic and labour market conditions based on the 2024 preliminary BuildForce Canada Construction Outlook and provincial macroeconomic projections produced by Stokes Economic Consulting (SEC). The outlook helps inform potential apprenticeship training demands for individual programs.

Collecting and disseminating timely labour market information is crucial to guiding the policy decisions related to apprenticeship delivery. Important questions concerning the governance of the apprenticeship system include the role that the ATCD plays in providing timely LMI to industry stakeholders and the degree to which it makes policy decisions based on available LMI.

NL's construction labour market, which accounts for the majority of the province's apprentices, is expected to increase over the next 10 years, due to sustained non-residential activity over the forecast period and the commencement of the Bay du Nord project at the end of the decade. In addition, expected retirements will maintain significant pressure on the industry to hire and train new workers. According to the preliminary BuildForce Canada outlook, total construction employment is expected to increase by 350 workers throughout the forecast period. Non-residential construction increases by eight hundred jobs, while residential employment declines by 450 jobs. Over the same period, NLs' construction industry is likely to lose 5,900 workers due to retirement.

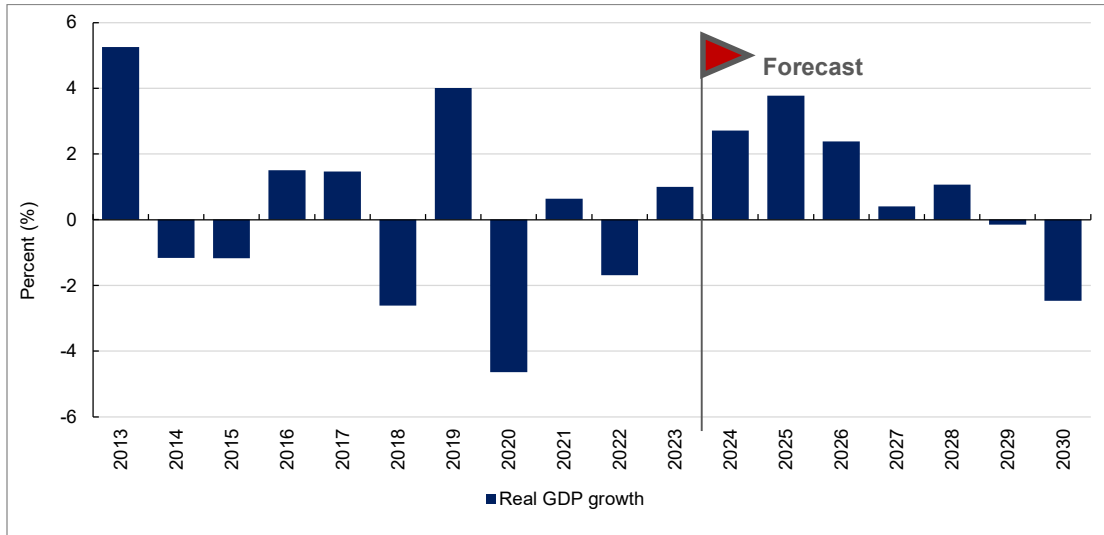
Economic Growth

NL's strong population growth contributed to gains in real GDP in 2023, weighed down by interest rates, inflation and weakened consumer spending. Housing starts fell to just over 1,000 units, a significant contraction from the previous year due to eroding affordability in the residential sector. Rapid gains in non-residential investment stemming from major projects and government investment also contributed to economic growth in 2023. Over the coming three years, population growth, rising residential investment and increased oil production are expected to contribute positively to economic growth.

Highlights:

- Increased oil production is expected to bolster exports, contributing to real GDP growth* over the medium term. GDP is expected to contract toward the end of the decade as oil and gas production cycles down.
- Consumer spending is expected to continue to recover alongside rising real wages and slowing inflation, leading to a rebound in residential activity.
- Non-residential investment is projected to remain elevated as the winding down of several projects are anticipated to be offset by new major projects coming onstream including the projected start of work on the Bay du Nord development by 2028.
- Residential construction is expected to see a moderate upcycle between 2025 and 2028 in response to higher levels of immigration.

Figure 3: Provincial Real GDP Growth, NL, 2013 to 2030



Source: Statistics Canada, BuildForce Canada Preliminary 2024 Outlook

* 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.

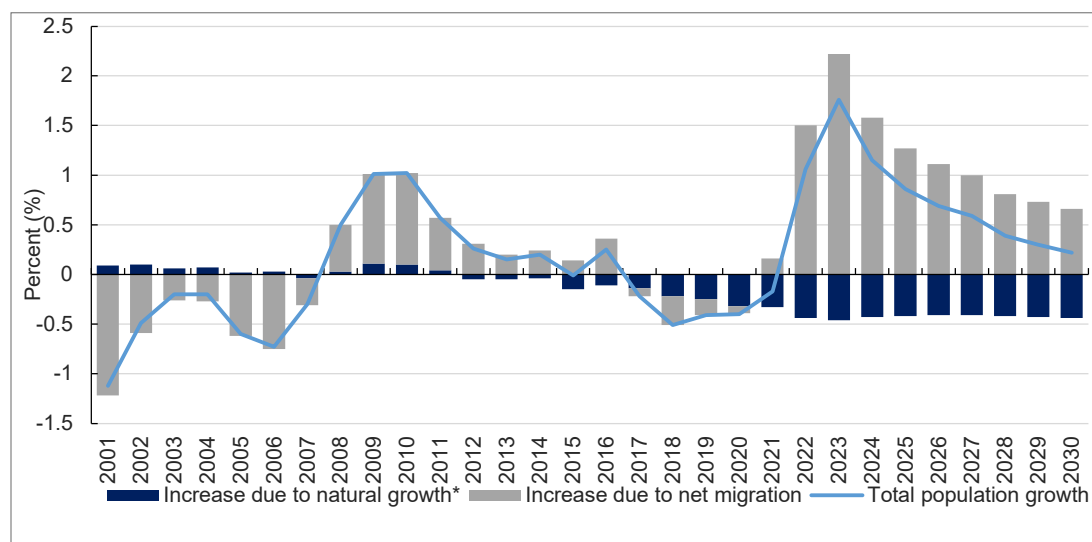
Population and Demographics

NL’s population growth has been on the rise since 2022, following several years of steady decline. Population growth in NL has been fully attributable to migration since 2012 when the province’s natural rate of population growth (births minus deaths) turned negative.

The province saw a large influx of international newcomers in 2023, including permanent and non-permanent residents. Many in this latter group are international students who may choose to pursue permanent residency after graduation. Although this influx is not expected to last, NL will benefit from elevated immigration targets set by the federal government for 2024 and 2025. Based on historical settlement patterns, the province is estimated to welcome more than 39,000 new international migrants between 2024 and 2030.

The provincial population is forecast to grow at close to 1% in the short term before slowing to 0.2% by the end of the decade.

Figure 4: Components of Population Growth, NL, 2001 to 2030



Source: Statistics Canada, BuildForce Canada Preliminary 2024 Outlook

Despite the slowing growth in employment over the last decade, the aging workforce continues to increase the number of retirements and drive hiring requirements in the province. Based on historical new registrations, some trades are better positioned to meet future demand requirements, as illustrated in Appendix D. However, most trades run the risk of having an insufficient number of new journeypersons to sustain the current certification share of the workforce.

4.2 Newfoundland and Labrador Apprenticeship Profile

Key Findings: Over the past decade

- The highest growth in new apprenticeship registrations among trades occurred in refrigeration and air conditioning mechanic (83%), truck and transport mechanic (60%), industrial electrician (48%), and sheet metal worker (11%).
- Steamfitter/pipefitter, sprinkler fitter, construction electrician, carpenter and welder reported the most significant decline in program new registrations over the last decade, falling by more than 50%.
- Heavy duty equipment technician, powerline technician, cook, and industrial mechanic (millwright) had the highest increase in number of program completions among trades.

Newfoundland and Labrador Apprenticeship Program Profile

As of December 31st, 2022, there were approximately 3,400 apprentices registered in NL. That year, approximately 740 new apprentices registered in the province and 380 received certification. Most certifications granted were to individuals who had completed an apprenticeship, while 27% were granted to trade qualifiers.

NL currently has sixty-two⁶ designated trades, of which forty-three have training available in the province. There are five compulsory certification trades, namely boom truck operator, construction electrician, mobile crane operator, residential electrician, and tower crane operator, as highlighted in Table 2.

Table 2: NL Trade Programs

NL Trades	
Agricultural Equipment Technician	Ironworker (Generalist)
Aircraft Maintenance Engineer	Ironworker (Reinforcing)*
Appliance Service Technician *	Ironworker (Structural/Ornamental)*
Auto Body and Collision Technician	Landscape Horticulturist
Automotive Refinishing Technician *	Lather (Interior Systems Mechanic)
Automotive Service Technician	Machinist
Baker *	Metal Fabricator (Fitter)
Boilermaker	Mobile Crane Operator
Boom Truck Operator	Motorcycle Technician*
Bricklayer	Oil Heat System Technician
Cabinetmaker	Painter and Decorator
Carpenter	Parts Technician*
Concrete Finisher	Plumber
Construction Craft Worker *	Power Systems Operator
Construction Electrician	Powerline Technician
Cook	Process Operator
Drywall Finisher and Plasterer*	Recreation Vehicle Service Technician*
Floorcovering Installer *	Refrigeration and Air Conditioning Mechanic
Gasfitter – Class A *	Residential Electrician
Gasfitter – Class B *	Roofer*
Glazier *	Sheet Metal Worker
Hairstylist	Small Equipment Service Technician
Heavy Duty Equipment Technician	Sprinkler Fitter
Heavy Equipment Operator	Stonemason
Heavy Equipment Operator (Dozer)	Steamfitter/Pipefitter
Heavy Equipment Operator (Excavator)	Tilesetter*
Heavy Equipment Operator (Tractor-Loader-Backhoe;	Tool and Die Maker *

⁶ See <https://www.gov.nl.ca/atcd/designated-trades/list-of-designated-trades/>

Industrial Electrician	Tower Crane Operator
Industrial Mechanic (Millwright)	Transport Trailer Technician*
Instrumentation and Control Technician	Truck and Transport Mechanic
Insulator (Heat and Frost)	Welder

* Training is not provided in NL for these trades. Individuals have the option to request to write a certification exam in these occupations.

Source: Apprenticeship and Trades Certification Division, 2023

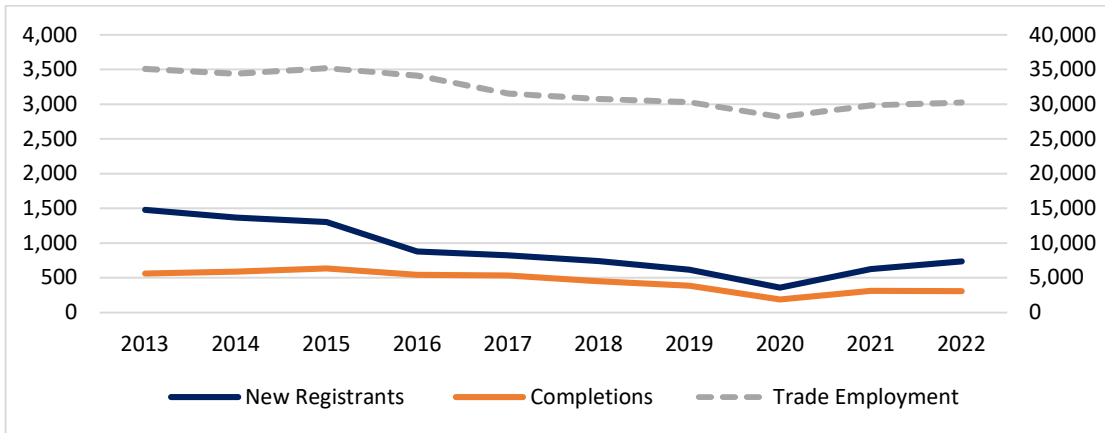
The five largest apprenticeship programs in the province are construction electrician, automotive service technician, heavy duty equipment technician, industrial mechanic (millwright) and carpenter. These trades comprised more than half (56%) of registered apprentices in 2022.

A handful of low volume trades in the province have fewer than five new apprentice registrations annually. These trades include heavy equipment operator, heavy equipment operator (excavator), oil heat system technician, small equipment service technician, boom truck operator, cabinetmaker, heavy equipment operator (dozer), parts technician, residential electrician and tower crane operator.

New registrations have seen a notable decline from the peak observed in 2013, falling by nearly 60% from 2013 to 2019. This marks a significant contraction compared to trade employment, which saw a 14% decline over the same period. Completions have followed a similar trend, declining by approximately 40% from the peak in 2015 to 2019. Steamfitter/pipefitter, sprinkler fitter, construction electrician, carpenter and welder have seen the most significant decline in new registrations over the last decade, falling by more than 50%. New registrations have been declining faster than trade employment and this poses the risk of having an insufficient number of newly certified journeypersons to sustain workforce requirements over the long-term.

New registrations rebounded post-pandemic, returning to pre-COVID levels in 2022. Completions have been slower to recover, remaining below pre-COVID levels in 2022.

Figure 5: Registration and Completion Trends, NL, 2013 to 2022

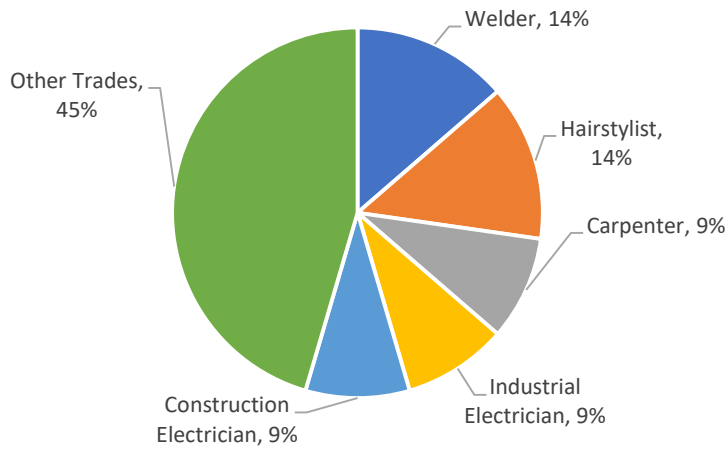


Source: Statistics Canada, Registered Apprenticeship Information System, Custom Tabulation 2022

NL Apprentice Demographics

In 2022, 9% of new apprentices registered in NL were women. This share is slightly lower than the 11% of women reported across Canada. Women apprentices are primarily concentrated in five trades programs: welder, hairstylist, carpenter, industrial electrician and construction electrician.

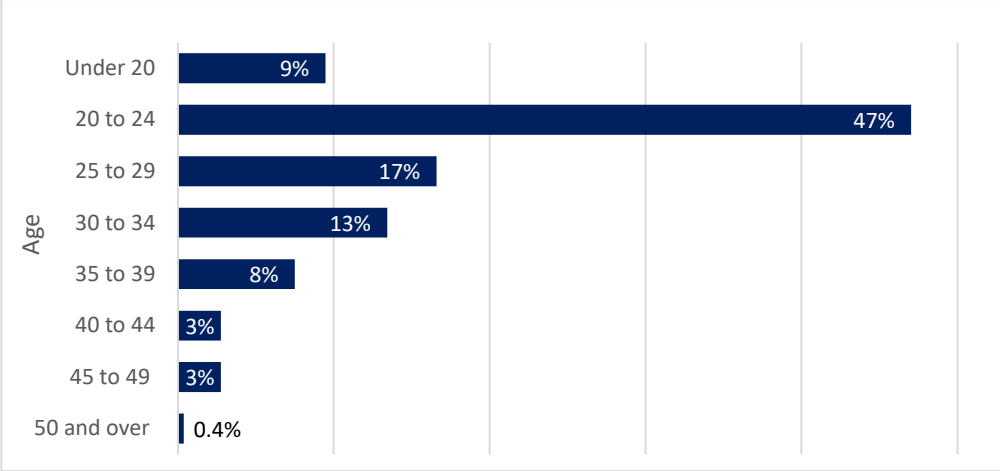
Figure 6: Share of Women New Registrations, 2022



Source: Statistics Canada, Registered Apprenticeship Information System, Custom Tabulation 2022

In 2022, nearly three-quarters (73%) of new apprentices registered in a trade in NL were under thirty, with nearly half being in the 20 to 24 age cohort.

Figure 7: New Apprentice Registrations – Age Distribution



Source: Statistics Canada, Registered Apprenticeship Information System, Custom Tabulation 2022

NL Apprenticeship Outcomes

Economic conditions play a critical role in apprenticeship outcomes. Since apprenticeship is primarily work-based training, there is a positive correlation between rising employment and higher program registrations and increased completions.⁷ As apprenticeship is one of the main pathways to certification in the trades, economic barriers present challenges to attempts to increase the number of certified journeypersons in the labour market. This section summarizes recent employment trends and provides a forward-looking assessment of trade-specific employment demand for the five-year period from 2023 to 2027.

In 2022, trades with the highest employment in NL were:

- Carpenter
- Cook
- Heavy Equipment Operator
- Construction Electrician

⁷ Ibid.

- Industrial Mechanic
- Welder
- Heavy Duty Equipment Technician

These trades also had the highest replacement demand (retirements or deaths) in 2022. The trades that saw the most significant gains in employment in 2022 were cook, automotive service technician, carpenter, industrial mechanic (millwright), construction electrician and heavy equipment operator. Several trades experienced employment loss in 2022, including boilermaker, baker, powerline technician and welder.

Table 3 provides employment projections for apprenticeable trades from Prism’s CANTRAQ forecasting system, which incorporates current industry outlooks and the most recent preliminary projections from BuildForce Canada. These data indicate that most trades will see employment gains over the near term. Baker, Boilermaker, and Powerline Technician are anticipated to witness significant employment growth as occupations recover to pre-pandemic employment levels. Modest growth is also expected in most construction sector trades. The employment growth presented in the table below is in addition to the need to replace a rising number of retiring workers.

Table 3: Projected Change in Trade Employment in NL, 2023 to 2027

Trade	Total Employment (2022)	Change in Employment (2023-2027)
Auto Body and Collision Technician	172	-10%
Automotive Service Technician	926	8%
Baker	403	41%
Boilermaker	202	26%
Bricklayer	104	3%
Carpenter	3,579	2%
Construction Electrician	1,982	16%
Cook	2,350	-8%
Drywall Finisher and Plasterer	148	-1%
Hairstylist	902	-3%
Heavy Equipment Operator	2,480	12%
Heavy Equipment Operator (Dozer)	114	12%
Heavy Equipment Operator (Excavator)	371	12%
Heavy Equipment Operator (Tractor - Loader - Backhoe)	342	12%
Heavy-Duty Equipment Technician	1,085	8%
Boom Truck Operator	22	18%
Industrial Electrician	348	16%
Industrial Mechanic (Millwright)	1,595	9%

Trade	Total Employment (2022)	Change in Employment (2023-2027)
Instrumentation and Control Technician	242	-1%
Insulator (Heat and Frost)	173	11%
Ironworker (Generalist)	631	3%
Landscape Horticulturist	324	-1%
Lather (Interior Systems Mechanic)	186	-1%
Machinist	327	10%
Metal Fabricator (Fitter)	59	3%
Mobile Crane Operator	295	17%
Oil Heat System Technician	321	10%
Painter and Decorator	587	-3%
Plumber	461	14%
Powerline Technician	288	27%
Refrigeration and Air Conditioning Mechanic	209	-6%
Sheet Metal Worker	411	17%
Sprinkler Fitter	48	4%
Steamfitter/Pipefitter	589	4%
Tower Crane Operator	25	16%
Truck and Transport Mechanic	185	8%
Welder	1,254	9%

Employment data was unavailable for several low volume trades.

Source: CANTRAQ, Prism Economics and Analysis, BuildForce Canada 2024 Outlook

5.0 JURISDICTIONAL SCAN

Apprenticeship training and designation of trades and occupation is provincial jurisdiction. This jurisdictional scan compares key elements of NL's apprenticeship system to other provinces, including governance, funding, accreditation, curriculum and performance reporting. Information is provided based on a scan of legislation, reports, and information provided directly by apprenticeship authorities in six other provinces. This chapter provides an evidence-base for informing context-specific recommendations that would work for NL. The scan includes information from a review of legislation for all provinces and territories (except Quebec); a review of apprenticeship-related reports online for the provinces; and information provided by some provinces through email or interviews including Alberta, British Columbia, Manitoba, New Brunswick, Nova Scotia, and Ontario.

5.1 Governance

The system of governance for each province or territory varies from Ministry support and co-ordination to oversight by a crown corporation or a special operating agency.

5.1.1 Legislation, Regulations and Governance Model

Governance of apprenticeship systems across Canada is defined by provincial legislation. In NL apprenticeship is governed by the Apprenticeship and Certification Act, 1999. Unlike most other provinces there are no regulations under the Act. The Act assigns powers and duties to the Provincial Apprenticeship and Certification Board (PACB) that are largely transactional. Policies of the board are operational in nature and related to program development and service delivery. The board does not have the authority in the Act for strategic planning for broad policy development. The governance structure is discussed further in Chapter 6.

The governance of provincial apprenticeship systems falls broadly divided two contrasting models: Direct Governance and Agency Governance.

- A direct governance model is one in which the apprenticeship system is managed directly by a department of government.

- The core functions of the apprenticeship system are controlled or directed by entities which are under the direct control of the government. (This usually takes the form of a combination of internal departments, appointed boards, and government officials such as a minister or the lieutenant-governor.)
- Direct governance is the most common apprenticeship model in Canada – three territories, and five provinces use a direct governance model.

An agency governance model is one in which a government sets up an arm’s length or independent agency to oversee the apprenticeship system; this is usually in the form of a crown corporation.

- The operational independence of the agency is expected to result in less political interference but can be more costly to run due to the need for dedicated staff and infrastructure.
- The less common agency model is present in four provinces – Ontario, British Columbia, Nova Scotia and Saskatchewan.

Table 4: Governance models by Jurisdiction

Direct Governance		
Jurisdiction	Ministry/Department	Division/Branch/Unit under the Department
NL	Immigration, Population Growth and Skills (IPGS)	Apprenticeship Training and Certification Board (ATCD)
YU	Department of Education	Advanced Education Branch
AB	Advanced Education	Apprenticeship and Industry Training (AIT)
NB	Postsecondary Education, Training and Labour	Apprenticeship and Trades
NU	Department of Family Services	Apprenticeship Unit
NT	Education, Culture and Employment	Labour, Development and Standards
PE	Department of Workforce, Advanced Learning and Population	SkillsPEI
MB	Economic Development, Investment and Trade and Natural Resources	Apprenticeship Manitoba
Agency Model		
Jurisdiction	Agency Name	Reporting Minister for Agency
BC	SkilledTradesBC	Postsecondary Education and Future Skills
SK	Saskatchewan Apprenticeship and Trade Certification Commission	Ministry of Education
ON	Skilled Trades Ontario	Labour, Immigration, Training, Skills Development
NS	Nova Scotia Apprenticeship Agency	Minister of Labour, Skills and Immigration

5.1.2 Authority for Designation, Compliance, and Training Targets

Designation of compulsory (mandatory) trade

In NL, the current legislation gives the PACB the ability to designate compulsory trades. Five trades require compulsory certification: Boom Truck Operator, Construction Electrician, Residential Electrician, Mobile Crane Operator and Tower Crane Operator.

In other provinces, the number of compulsory trades varies. In 2003, BC abolished compulsory trades. However, legislation passed in 2022 reinstated the ability to designate compulsory trades. As a result, seven trades were designated as compulsory for skilled trades certification in 2023, with more planned for 2024, and ongoing review to determine if more trades will be added. There are no compulsory trades in the Territories.

Compliance/Enforcement for compulsory trades

Enforcing credentials (JP status) is a requirement for all compulsory trades. How enforcement is implemented and to what extent it is successful varies across provinces. There are two ways that apprenticeship legislation addresses compliance – it provides for the Minister in charge of apprenticeship to have the Division or authority hire its own staff to do compliance, or delegate authority to another Minister(s) who enforces compliance. In practice, the enforcement function is usually delegated to other Ministries or agencies through memoranda of agreements (MOUs).

In NL, ATCD does not have the mandate for compliance. Digital Government and Service NL (DGSNL)⁸ does enforcement for compulsory trades, as part of its responsibility for inspections regarding public health and safety, environmental protection, occupational health and safety, and consumer protection. Another authority can be responsible for enforcement of a compulsory trade. For example, Electrician falls under the Public Electrical Regulations of the Public Safety Act (O.C. 96-502).

⁸ See <https://www.gov.nl.ca/dgsnl/>

In Ontario, the compliance function was briefly moved to the defunct agency, OCOT, with dedicated staff doing compliance. When OCOT was revamped as Skilled Trades Ontario, it was moved back to the Ministry of Labour. The focus on regulation and the compliance function by OCOT was one of the reasons for its failure. Provinces (Nova Scotia and Alberta) which have dedicated compliance staff in their apprenticeship office address scope of work activities, and work with employers to ensure that they are following the required legislation. However, Alberta noted that their officers who visit sites, only issue a compliance order as a last resort, when all other avenues have been unsuccessful. The focus is on engaging employers to address apprenticeship concerns for better outcomes for companies and apprentices in the system.

Inspections to ensure compliance with permitted work is hard to implement in practice, as it requires being on site to see an offence being committed. Compliance is generally weak and non-existent in a few provinces. A key issue is the burden of staffing to carry out on-site inspections, especially in the larger provinces, where practicality and cost are considerations. Agencies/offices tend to rely on complaints from apprentices, certified tradespeople, employers and the public to identify potential instances of non-compliance with compulsory trade regulations. These reports and complaints can trigger investigations and enforcement actions. Enforcement actions can include warnings, fines, penalties and other measures. The last Ontario apprenticeship review found that 'administrative monetary penalties (AMPs) have been increasingly adopted by regulators across the country.'⁹

Training Targets

The funder (the Ministry or Department) usually decides the target number of seats for apprentices for each trade in the system.

In NL, depending on the trade, seat capacity for classes range between 12-15 students. To determine the number of sessions, ATCD staff determine the number of eligible apprentices (who have enough hours) per level per trade that require training. This is then discussed with the training provider to see what they are willing to offer. Typically, classes with fewer than five apprentices are cancelled unless it is in a low volume trade.

⁹ See Skilled trades panel – Phase 1 report at <https://www.ontario.ca/page/skilled-trades-panel-phase-1-report#section-10>

In the various provinces, Industry associations may provide sector forecasts to support government planning for funding seats. Unions and trainers are also engaged in all jurisdictions to advise government in determining funding of the system. In Alberta, postsecondary institutions and other providers are not instructed by government on how many seats to offer. However, the extent to which training targets for the system and individual trades are based on evidence of labour market need in each province is unclear. To avoid undersupply or oversupply of tradespeople, apprenticeship target seat numbers should be informed by stakeholder consultations and labour market forecasts. This is important because oversupply leads to unemployment or underemployment of skilled workers.

5.1.3 Apprentice Registration, Examinations, Accreditation, Program Standards

The PACB registers apprentices, issues the C of Q, and accredits TDAs. The PACB is responsible for approving plans of training (POTs) which are developed by Standards and Curriculum in ATCD in consultation with Provincial Trade Advisory Committees (PTACs) that include Industry representatives. Some trades standards were part of the Atlantic harmonization process which used its own committees. These functions are common across apprenticeships boards. In NL, all the activities of registering apprentices, issuing C of Qs, accreditation and developing program standards are delegated to the Director of Apprenticeship as per the Act.

Table 5: Governance Roles/Responsibilities - who registers apprentices, issues C of Q, accredits, and issues standards.

Direct Governance				
Jurisdiction	Register Apprentices	Issue C of Q	Accreditation	Sets Program Standards
PEI	Director, Manager, or Supervisor of Apprenticeship	Minister responsible for apprenticeship	Director, Manager, or Supervisor of Apprenticeship	Provincial apprenticeship board
NL	Provincial Apprenticeship and Certification Board and delegated to the Director	Provincial apprenticeship board Provincial Apprenticeship and Certification Board and delegated to the Director	Provincial apprenticeship board Provincial Apprenticeship and Certification Board and delegated to the Director	Provincial apprenticeship board Provincial Apprenticeship and Certification Board and delegated to the Director
NB	Director, Manager, or Supervisor of Apprenticeship	Provincial apprenticeship board	N/A	Provincial apprenticeship board

MB	Director, Manager, or Supervisor of Apprenticeship / Provincial trade advisory committee	Director, Manager, or Supervisor of Apprenticeship	Minister responsible for apprenticeship	Director, Manager, or Supervisor of Apprenticeship / Provincial trade advisory committee
AB	Director, Manager, or Supervisor of Apprenticeship	Minister responsible for apprenticeship / Director, Manager, or Supervisor of Apprenticeship	Minister responsible for apprenticeship / Lieutenant Governor / Director, Manager, or Supervisor of Apprenticeship	Minister responsible for apprenticeship / Director, Manager, or Supervisor of Apprenticeship
YT	Director, Manager, or Supervisor of Apprenticeship	Minister responsible for apprenticeship	Director, Manager, or Supervisor of Apprenticeship	Director, Manager, or Supervisor of Apprenticeship
NWT	Director, Manager, or Supervisor of Apprenticeship	Minister responsible for apprenticeship	Director, Manager, or Supervisor of Apprenticeship	Director, Manager, or Supervisor of Apprenticeship
NU	Minister responsible for apprenticeship / Director, Manager, or Supervisor of Apprenticeship / Provincial apprenticeship board	Minister responsible for apprenticeship	N/A	Minister responsible for apprenticeship / Director, Manager, or Supervisor of Apprenticeship / Provincial apprenticeship board
Agency				
BC	Government agent responsible for apprenticeship (STBC)	Government agent responsible for apprenticeship	Government agent responsible for apprenticeship	Government agent responsible for apprenticeship
SK	Provincial apprenticeship board	Provincial apprenticeship board	Provincial apprenticeship board	Provincial apprenticeship board
ON	Director, Manager, or Supervisor of Apprenticeship / Government agent responsible for apprenticeship	Government agent responsible for apprenticeship	Director, Manager, or Supervisor of Apprenticeship / Government agent responsible for apprenticeship	Government agent responsible for apprenticeship
NS	Director, Manager, or Supervisor of Apprenticeship	Director, Manager, or Supervisor of Apprenticeship	Director, Manager, or Supervisor of Apprenticeship	Director, Manager, or Supervisor of Apprenticeship

5.2 Funding

Labour Market Development Agreement (LMDA) funding is used to support apprenticeship programs across Canada. In all provinces, employers pay wages to a registered apprentice; an employer may receive a wage subsidy; and an employer may top up the wages of an apprentice while they are on training. In NL, the Apprentice Wage Subsidy (AWS) is administered by the province using federal funding.¹⁰ The federal government provides funding to approved NGOs¹¹ in other provinces to provide wage subsidies to employers and supports for various underrepresented groups in apprenticeable trades.

¹⁰ See <https://www.gov.nl.ca/ipgs/lmda/apprenticeship/>

¹¹ See list of providers in CAS at <https://www.canada.ca/en/employment-social-development/programs/apprentice-service-program/support-providers-list.html>

The LMDA transfers from the federal government also provide funding for pre-employment training (pre-apprenticeship) in addition to apprenticeship training for EI candidates. Other federal funding programs can provide support directly to NGOs to support pre-employment training in the various provinces.

5.2.1 Pre-Apprenticeship or Pre-Employment Training Funding

Pre-apprenticeship programs provide students with trade-specific training to pursue an apprenticeship or employment in a skilled trade. Sometimes, they are referred to as pre-employment programs, but the latter may not necessarily provide orientation and education on one or more skilled trades. In NL, pre-employment and pre-apprenticeship training are used synonymously. The pre-employment track is the most common for becoming an apprentice in NL.

Figure 8: Types of Pre-apprenticeship programs

Type A	Type B	Type C
<ul style="list-style-type: none"> •Generic pre-apprenticeship programs that cover a range of trades. •Accompanied often by safety training approved by OSH agency in a province. 	<ul style="list-style-type: none"> •Focuses on a particular trade - covers some level 1 curriculum as an introduction to the specific trade. •Helps participants decide if they have an aptitude for the trade. •It gives them some advantage in the apprenticeship program. •Employer or union/management committees who are TDAs, screen persons to determine if to accept them into the program. 	<ul style="list-style-type: none"> •Provides general life skills - communications; time management; career counselling on the trades, etc. •This program does not provide specific training on the trades, but participants could move into a skilled trade program.

Pre-employment programs vary in length and can run from twenty-two¹² weeks to one year. In NL, programs typically run for nine (9) months providing credit towards Level 1 in-school apprenticeship trades training. Pre-apprenticeship training is tuition-based, paid by students. However, tuition can be funded for EI-eligible unemployed candidates referred by a client services officer.

¹² Heavy equipment operator

In NL, if the pre-apprenticeship program meets requirements for a trade, the Level 1 training and examination is waived for the registered apprentice. The Level 1 direct entry program can be as short as eight weeks.

All provinces have pre-apprenticeship programs which may or may not be tuition-based, varying in length from eight weeks to two years. Nova Scotia is working on increasing the number of apprentices entering through the direct entry path by developing 8 to 12-week enhanced direct entry programs and shortening pre-apprenticeship programs¹³.

5.2.2 Tuition Fees for Apprenticeship Training

In NL, apprenticeship training is funded for EI eligible apprentices when they have to take time off from work to do classroom training, except for certain people who may not meet residency requirements. NL has comprehensive supports (such as accommodation, childcare and travel) which remove financial barriers.

In New Brunswick, apprentices pay tuition (\$85 per week) and are reimbursed upon successful completion of the final examination. They also get supports for housing, travel and daycare. In other provinces (e.g., Nova Scotia, Ontario, BC, and Alberta) students have to pay their own tuition but may have access to scholarships, provincial student loans, or access to federal funding. Nova Scotia is looking to institute a temporary tuition waiver at the Nova Scotia Community College for high demand trades; this policy hopes to encourage registrations. In Manitoba, apprentices pay a personal contribution fee of \$464 for courses 4-8 weeks in length, and an additional \$58 per week after 8 weeks. In BC, most participants pay tuition, but it may be subsidized partially or fully by their employer sponsor.

Other than tuition fee support, provinces vary in how much they fund with grants, incentives and loans. Employers, or Industry associations may reimburse apprentices for tuition. Union trainers do not charge fees. In Manitoba, supports include living allowances, lodging supports for apprentices who live outside of Winnipeg or Northern training centres, travel and commuting reimbursements, transit reimbursements and childcare subsidies. In BC, there are provincial government financial supports for

¹³ Pre-apprenticeship programs at the Nova Scotia College will be shortened with the one-year certificate changing to six months and the two-year changing to one year.

travelling to training courses, including transportation, accommodation, meals, etc. Grants are also available for employers and apprentices.

In all provinces, apprentices may also receive tuition supports through special programs for underrepresented groups run by NGOs and funded by the federal government. Employers may receive federal wage subsidies under these programs.

5.2.3 Funding Model for Training Providers

In NL, apprenticeship training delivery is provided by a combination of the public college (CNA) and private TDAs — private colleges and unions — which receive government funding. TDAs are funded based on seats (persons enrolled) with amounts ranging from \$356-\$1,058 per week per person, depending on the trade. No other funding is provided except the weekly base rate per student. This model requires minimum class sizes of 12-15 apprentices to cover the costs of delivering training.

Other provinces have variations in the funding model for apprenticeship training. Nova Scotia does not use a sessional or seat-based funding model for apprenticeship training. TDAs are not paid based on the number of apprentices, but on the number of weeks of the training delivered. They determine whether the training should proceed, and it does not matter how many apprentices are actually enrolled. There can be 2-16 students in a given class. The same is the case with New Brunswick, which pays TDAs a set amount per week regardless of the number of students who attend. There is a minimum requirement of eight people per class, but classes may run with fewer people depending on the specific situation (e.g., low-volume trade, French language training). Ontario operates a seat purchase model where TDAs make an application to government to run programs. Government pays for each seat for classes that they run.

Alberta has established a new funding model that is neither seat nor session-based for TDAs funded by the province. Not all TDAs receive government funding. Alberta switched away from a seat-based model to funding postsecondary institutions. Private colleges and union providers are not funded. Every public postsecondary institution receives a base operating grant to fund all credit programming and a portion has to be spent on apprenticeship instruction and delivery. Government does not determine for institutions how much funding should go to apprenticeship seats. In addition, there are two apprenticeship learning grants:

- a) base funding at the beginning of fiscal year which is a set \$ amount per institution for that year and which varies to deliver additional seats.
- b) in-year funding – this allows requests for additional funding if there is a wait list or identified upcoming demand.

Institutions can divide their funding as they wish for programming across apprenticeship programs. There is a consistent list of programs and if demand is low, it is removed from the calendar and reinstated when necessary. Each institution has different needs. A seat costs an average of \$7,500. This model provides institutions with increased flexibility to plan. Payment does not vary for in-person, online, or mobile training. According to the government, this change seems to be working well for the system in Alberta.

In BC, both funding models are applied depending on the type of TDA. For the fifteen public postsecondary institutions (colleges, universities, technical schools), each class is funded as a full cohort (generally sixteen students), regardless of the actual number of students attending the course. There are fifty-six designated non-public training providers in BC, twenty-three of which are funded. These twenty-three non-public TDAs (unions, associations, high schools, or training organizations) are funded on a per-seat model based on actual students attending each intake.

The non-public training providers in BC (funded on a per-seat basis) are impacted by low enrolments and/or cancelled intakes. Student tuition (either directly from students, or from associations, unions, employers) form part of their revenue. High schools also receive funding for dual-credit programs from the Ministry of Education. TDAs decide whether to proceed with an intake by looking at student tuition revenues. A general guideline suggests a minimum of six students for a class of sixteen, but flexibility is applied based on specific circumstances and regional considerations (e.g., smaller schools with limited population, Indigenous programs, pilot programs, or end-of-life programs with transition intakes replacing old programs with new ones). In such cases, TDAs work with SkilledTradesBC to seek exemptions to receive full (or reduced) cohort funding. Trades programs are classified into four funding bands, depending on the cost of delivery. For apprenticeship courses, the range is \$3000-\$4800 per week (cohort funding for sixteen students).

In Manitoba, funding ranges from \$2,000 - \$7,000/apprentice tuition or between \$5,500 - \$10,000/weekly seat cost based on 2024-2025 seat cost rates.

The variance in funding models in provinces relate to demand for trades, types of institutions funded, size of the province, access and equity goals, flexibility, and financial constraints. Some provinces have much more generous funding with more freedom in how TDAs run programs.

5.3 Quality Assurance – Accreditation Process

Every education and training system has an accountability framework which includes apprenticeship. Accreditation for quality assurance is one policy lever in the accountability framework in apprenticeship training.

Accreditation of an apprenticeship program at a TDA in NL is required to obtain government approval to deliver advanced-level training. In NL, an accreditation team is comprised of the Program Development Specialist from ATCD and 1-2 industry representatives from the trade who assess an apprenticeship program for both entry level and advanced-level training¹⁴. Institutions can offer unaccredited pre-employment programs. Accreditation is required to receive funding for advanced-level training. TDAs have various accreditation requirements to deliver apprenticeship programs. Staff, equipment, infrastructure, tools, and course content are reviewed for accreditation. The accreditation team reviews the various elements and submits a written report to the Manager of Standards and Curriculum. The report includes a recommendation to the PACB to approve, defer or deny the accreditation for the program at the TDA. Accreditation is not required in NL to offer pre-employment training. Both pre-employment and apprenticeship students who attend unaccredited programs can be sent for a PLAR assessment, where the lack of some elements has been identified.

In the other provinces, the rigour of accreditation frameworks varies by province which include one-time accreditation for an apprenticeship program; renewal after 3-5 years; accreditation requirements only for private TDAs; and both program and institution accreditation.

¹⁴ See list of programs at <https://www.gov.nl.ca/atcd/training-institutions/accreditation/list-of-accredited-programs/>

In jurisdictions like Alberta and Ontario, accreditation is one time. TDAs are not asked to be re-accredited by government. In New Brunswick, TDAs are contracted to provide apprenticeship training, but there is no specific accreditation process outside the contract process. Having an accreditation process was discussed, but New Brunswick has not seen a significant need for one.

In Nova Scotia, the apprenticeship agency requires program accreditation which involves reviewing and approving the curriculum for each program against program standards. The agency ensures that the program meets industry requirements and provides the necessary skills and knowledge for apprentices in that trade. In addition, institution accreditation (community colleges, technical schools, and other recognized training providers) is required, which involves assessing capacity to deliver high quality training, including the qualifications and expertise of instructors, the availability of necessary resources and facilities, and adherence to program standards. Accredited apprenticeship programs and training institutions are subject to ongoing quality assurance measures. The agency conducts regular evaluations and assessments to ensure that programs and institutions continue to meet the required standards, which include employer and apprentice surveys.

In BC, public TDAs do not have to be accredited by SkilledTradesBC (as they have their own governing Act), but non-public TDAs (including high schools) are required to go through the accreditation process to deliver specific trades and levels at every training facility where they plan to offer training. New TDAs are granted "Provisional Designation" (valid for 1-2 years) until enough intakes to allow SkilledTradesBC to conduct a final program evaluation. 'Full Designation' is valid for 3-5 years from the date of issue and has to be renewed after the approved period. SkilledTradesBC is currently exploring a change to the designation renewal process and validity, while also ensuring appropriate interventions remain in place for cases where program quality and delivery issues may arise.

In Manitoba, the accreditation application contains three components for approval: facility audit, instructor credentials and curriculum comparison with training standards. Accreditation expires/renews every three years. Private vocational institutions must also simultaneously secure approval with the Private Vocational Institution Branch.

There are merits to continual monitoring of training delivery if there are changing program standards and curriculum (due to changes in technology, jobs, and or the policy/regulatory environment), or if there are ongoing concerns about quality based on complaints from apprentices about the programs. However, the cost to government for ongoing accreditation and the work hours taken away from TDA staff (based on the amount of bureaucracy involved) also have to be weighed against the need (real or perceived) for accreditation renewals to maintain program quality. Other mechanisms for evaluation could also be used to assess program quality focusing on outcomes for apprentices and employers through surveys.

5.4 Curriculum Development and Program Delivery

Another aspect of quality assurance in the apprenticeship system involves program standards, curriculum development and program delivery. While program standards development fall under government, in all instances, curriculum development falls to TDAs.

5.4.1 Curriculum Development

In NL, while trade curriculum standards are developed by the Standards and Curriculum Unit in ATCD with the input of industry and approval of the PACB and industry consultations, curriculum is developed by the TDAs. The Plans of Training (POT)¹⁵ outline goals, topics and learning outcomes for the trade. Some POTs are Atlantic Apprenticeship Curriculum Standards, some are NL Curriculum Standards (for trades not Atlantic harmonized), and others are Pre-Employment Plans of Training. POTs (which are industry approved) are developed from the RSOS (also an industry approved document). TDAs utilize the POTs to develop curricula, develop materials, and determine textbooks and tools required. In other provinces/territories, development of modules and materials/textbooks based on government standards are also left to the TDAs.

Alberta currently develops Curriculum Guides (standards) for TDAs which are used to hold them accountable for what is being delivered. However, Alberta used to develop Individual Learning Modules (ILMs)¹⁶ – teaching modules – which are standardized

¹⁵ See <https://www.gov.nl.ca/atcd/designated-trades/pots-aacs/plans-of-training-pot/>

¹⁶ See <https://www.ilmlearning.ca/home>

training materials for instructors and students in apprenticeship trades and technical training courses based on the Curriculum Guides. These ILMs were handed over to the public TDAs who formed a consortium, but membership is voluntary. The ILMs are sold by the consortium to TDAs in other provinces and across the world to use as teaching materials.

In BC, Manitoba and other provinces, TDAs develop their own materials based on government program standards. Weekly fees are supposed to cover the cost of developing their curriculum and student learning materials. SkilledTradesBC has, over time, provided support and funding for the development and updates of some student learning resources¹⁷. When these textbooks or printed binders are developed or updated, they are sold by the government publisher, and SkilledTradesBC retains ownership of funded materials.

Apprenticeship Manitoba tries to minimize inconsistencies in training, through opportunities for engagement with instructional representatives of all institutions that teach a given trade program during the consultation process for technical training (curriculum) standards. This allows for knowledge exchange and sharing instructional approaches with fellow instructors throughout the standard development process. Once a revised/redeveloped/new curriculum standard is established, these exchanges allow for a baseline mutual, consistent understanding among instructors and TDAs on approaches to meet newly established technical training (curriculum) standard objectives and content.

5.4.2 Post-Secondary Instructor Certification (PSIC)

In NL, efforts have also been made to achieve quality and consistency in program delivery through instructor training. Part-time instructor skills became an issue in private TDAs for all programs, not just in skilled trades programs. In 2000 as part of the Private Training Act and regulations, the government introduced PSE instructor certificate options for training. The Department of Education awards the certificate. Instructors can complete a list of specified courses at Memorial University of Newfoundland (MUN) or the Vancouver Community College's Provincial Instructor Development Program (PIDP)¹⁸ in

¹⁷ Trades articulation committees, in collaboration with OpenSchoolBC or BCCampus, drive the development and updates of learning resources.

¹⁸ See <https://www.vcc.ca/programs/provincial-instructor-diploma-program-pidp/>

BC. In March 2023¹⁹, a new path to get postsecondary instructor certification was developed - an Adult Learning & Teaching Innovation (ALTI) certificate program at CNA.

It is a requirement under accreditation guidelines that all core instructors (public and private) obtain a PSIC. All instructors of core trade courses, including CNA, must have completed, or been enrolled in an instructor training program. All CNA instructors who teach non-trade courses in apprenticeship programs (e.g., Essential skills curricula, Mathematics), do not need to do the PSIC. All instructors in private training institutions (PTIs) have to obtain the PSIC. If trades instructors have not completed the PSIC at the time of accreditation, the ATCD staff can allow delivery but require an update on progress in the Annual Maintenance Report.

In BC, instructors teaching at public TDAs need to obtain their PIDP at Vancouver Community College, or have an equivalent diploma, or a relevant teaching credential.

In Manitoba, the primary training providers, Red River College Polytechnic, Assiniboine Community College, and University College of the North each require their trade-certified instructors to work toward and complete the Teaching for Learning in Applied Education (TFL) program, formerly known as the Certificate in Adult Education (CAE) program. The aim of the TFL is to provide applied knowledge and skills for teaching adults in an applied postsecondary education (PSE) context. During accreditation applications, technical training instructors must meet the postsecondary training provider and credential requirements.

Generally, however, mandatory requirements for instructors to have certification in postsecondary instruction is not in place in every province. The reasons given were that the instructors are on fixed-term contracts; do not get paid high wages; and they do not want to impose on instructors to pay for a course, which may create hiring problems, since institutions are already facing recruitment and retention issues with JP instructors (Interviews, 2024).

Postsecondary institutions in various provinces have the capacity to utilize their Teaching and Learning Office to provide training for JPs in instruction. Apprenticeship offices

¹⁹ Instructor certification – See <https://www.gov.nl.ca/education/post-secondary-education/post-secondary-instructor-certification/>

encourage PSE providers to provide instructor training to JP instructors which supports the goal of improving quality and consistency in programming.

Support for JPs who supervise apprentices on-the-job is not formalised for the most part. Videos are provided online and mentorship training is available. In Manitoba, in the final level technical training, there is a unit (approx. 7-14 hours) of mentoring/coaching or Journeyman Trainer training. Additionally, if journeymen do not have a certificate of qualification but work in a voluntary trade with years of experience, they can apply to be a designated trainer, by providing an application to the apprenticeship branch, which demonstrates their time and experience in the trade. NGOs also provide resources and mentoring. Examples are Mentorship Matters²⁰ for construction and BCCWITT's 'Be More Than a Bystander'²¹ (EVA BC / BC Centre for Women in the Trades).

5.5 Performance Reporting on the Apprenticeship System

A key aspect of an accountability framework for the apprenticeship system is performance reporting and key performance indicators (KPIs). Performance reports typically outline the overall goals of the apprenticeship system as set out by the government, and track progress toward those goals based on pre-determined metrics. Performance measures and KPIs can measure success and quality of different aspects of the system using various methods.

Areas of focus for performance reporting may include:

- Registering and training the appropriate number of apprentices in each trade;
- Meeting specific shortages in the skilled trades;
- Tracking labour market outcomes for apprentices and employers;
- Assessing program quality through quality assurance processes, and labour market relevance;
- Increasing diversity of apprentices to widen labour market participation in the skilled trades.

²⁰ See <https://skillplan.ca/products/mentorship/> for mentorship programme in construction

²¹ See <https://bccwitt.ca/>

5.5.1 Performance Reporting on Apprenticeship System in NL

Apprentices are registered and tracked in the government's administration system. ATCD has several service standards that set performance targets for activities in the training and certification process relating to wait times for Class Calls for Block or Level Training; Exam Accommodations (Apprenticeship Supports); Exam Marking Process and Grade Release; Exam Rewrite Opportunities, and Self-Study Program²².

NL does not track JPs since they are no longer considered clients after they complete training. JP interaction is limited to certification, and re-certification for the trades that still need it. ATCD is developing its own system to digitize processes in apprenticeships. There will be a reporting function, but access and roles will have to be worked out as the system is developed and evolves.

There are various statistics collected on apprentices, but these are not published publicly. There is an annual report of the Board based on its Activity Plan, but there is no Strategic Plan, given its status as a tier two, category 3 entity. Some statistics on the apprenticeship system are published in the Strategic Plan of IPGS which can be used as performance indicators. See table 6 below. Most of these are input or process indicators of how the apprenticeship system is working, except for the number of JP certification of apprentice and trades qualifiers which are output indicators of the system. NL focuses on Red Seal pass rates as an outcome based KPI. Outcomes-based performance measures are discussed further in chapter 11.

²² See <https://www.gov.nl.ca/ipgs/department/#ss>

Table 6: IPGS Strategic Plan Statistics

Quick Facts 2022-23	Number
Source: Apprenticeship Trades and Certification Division	
Active apprentices as of March 31, 2023	3,385
Newly registered apprentices	772
Newly registered trade qualifiers	125
Apprentices who received journeyperson certification	298
Trade qualifiers who received journeyperson certification	88
Apprenticeship incentive grant letters issued	650
Apprenticeship completion grant letters issued	297
Apprentices who received in-school training	1,206
Apprentices who received credit through the recognition of prior learning (Prior Learning and Assessment Recognition)	22
Journeypersons who received enhanced training to acquire new skills and respond to industry standards (e.g., heavy form work)	37

5.5.2 Performance Reporting in Other Provinces

Performance indicators vary from province to province. Some are input/process indicators, outputs indicators, and others are outcomes-based. All provinces track number of registrations of apprentices — new registrants and the number of certifications of apprentices and trades qualifiers.

Outcomes-based indicators used by NL and others related to training and assessments include examination pass rates for Level, Provincial and Red Seal exams by trade. Outcomes-based indicators include the number of employed, apprentice satisfaction (related to in-class training and OJT), and employer satisfaction. Surveys of apprentices, persons who completed training and employer surveys are used to collect data. All programs at Ontario’s public colleges are assessed for ‘student’ satisfaction as a KPI through an in-class survey. Another survey measures outcomes that include ‘employer satisfaction’ as a KPI, ‘graduate satisfaction’ as a KPI, and labour market outcomes - employment six months after program completion; employment in a related field/unrelated field; unemployed/not in labour force; full-time/part-time employment

status; average/median wages at the program level; and gender. These measures also apply to pre-apprenticeship and apprenticeship programs offered at public colleges. The program level data was published online for 2009/10 academic year until 2017/18²³. Although the survey continues to be done, only high level KPIs are posted online by Colleges Ontario for all college programs.²⁴

Alberta releases the most in-depth data regarding the performance of the apprenticeship system. For outcomes indicators, Alberta tracks graduate satisfaction with the apprenticeship system and employer satisfaction with the apprenticeship system (not just training). New Brunswick tracks apprentice satisfaction and graduate satisfaction and employer satisfaction. BC tracks employer satisfaction and apprentice satisfaction with SkilledTradesBC support.

Nova Scotia's performance measures are also comprehensive and published publicly. In Nova Scotia, besides employer satisfaction with apprentices, other employer performance indicators include new employers participating in the apprenticeship system; number of active employers; and number of apprentices registered to employers. New Brunswick also publishes a list of performance indicators. PEI will begin publishing apprenticeship statistics annually beginning in 2024. New Brunswick tracks employers who have registered apprentices.

SkilledTradesBC and the Nova Scotia Apprenticeship Agency noted that part of quality assurance includes program evaluations and assessments to ensure that programs and institutions continue to meet program standards. This includes seeking feedback from employers and apprentices. In other words, program quality is not only assessed by the accreditation process but by system outcomes using stakeholder feedback.

In the past few years, KPIs relating to equity and participation of underrepresented groups have become a policy focus of governments. This requires collection of disaggregated demographic data on apprentices. The federal government and some provinces have an interest in this type of data for program funding - financial incentives and support grants. The goal is to encourage people of all backgrounds to participate in apprenticeships while addressing labour shortage challenges. Most provinces collect data

²³ See <https://www.app.tcu.gov.on.ca/eng/labourmarket/employmentprofiles/>

²⁴ KPIs are Graduation Rate* Graduate Employment Rate Graduate Satisfaction Rate Employer Satisfaction Rate. See <https://www.collegesontario.org/en/resources/2021-22-kpis>

and monitor registered apprentices for “underrepresented groups” including women, youth, racialized persons, and Indigenous persons. Manitoba also tracks persons with disabilities. Nova Scotia collects data on C of Qs issued to female and diverse trade qualifiers. Nova Scotia also tracks number of apprentices in Joint Registration Agreements with First Nations and Equity Organizations.

Other types of performance measures that relate to activities/processes, outputs or outcomes of the apprenticeship system in at least one province include:

- Number of site visits completed by Compliance Officers (BC) — output indicator;
- Number of business days to respond to exam accommodation requests (BC) – activity service standard (process indicator);
- Number of business days to process Trade Qualifier applications (BC) – service standard (process indicator);
- Technical training fill rate (SK) – output indicator;
- Apprentice completion rate (AB) – outcome indicator.

See Appendix C for details on performance indicators for each province.

Collecting data, tracking performance metrics, and reporting out require modern information systems. Each province has their own database and reporting systems.

Stakeholder Feedback, Assessment and Recommendations

The following section provides a summary of what we heard from stakeholders through consultation, an analysis of the underlying issues identified, and sets out recommendations. Recommendations that are provided include those within the current scope of ATCD, other government entities, and other policy actors. The recommendations also consider a broader mandate for ATCD and the PACB. The analysis and recommendations are organized in the seven sections outlined below (Section 6 through 12).

Section 6. Governance Model

Section 7. Administration and Training Delivery

Section 8. Quality Assurance — Accreditation

Section 9. Access and Equity

Section 10. Organizational Factors

Section 11. Outcomes-Based Performance Framework

Section 12. Other Policy Issues

6.0 GOVERNANCE MODEL RECOMMENDATIONS

The Current Governance Model

The current governance model assigns policy responsibility to the Provincial Apprenticeship and Certification Board (PACB) and administration responsibility to the Director of Apprenticeship and, by inference, to the Apprenticeship and Trades Certification Division.

The governance model is set out in the Apprenticeship and Certification Act, 1999 which establishes the position of Director of Apprenticeship and the PACB. There are currently no regulations created under the Act.

The Director of Apprenticeship has three specified responsibilities. These are:

- 1) to administer the Act
- 2) to supervise plans of apprenticeship training
- 3) to inspect all training conducted under the Act.

The Director is supported in carrying out these functions by the Apprenticeship and Trades Certification Division (ATCD). The Director and the employees of the ATCD are public servants.

The members of the PACB are drawn from industry and the public. The Act specifies that the PACB will be composed of:

- a chairperson
- in equal numbers:
 - 2 or more persons representative of employers
 - 2 or more persons representative of employees
 - 2 or more persons who are not representative of either employers or employees,
- the Director of Apprenticeship (non-voting).

The Act assigns specific duties and powers to the PACB.

The overall goal is to support individuals who seek certification in the skilled trades by ensuring that apprenticeship programs and training meet industry standards. The Board works closely with officials in the Department of Immigration, Population Growth and Skills to implement the Board's mandate on its behalf. The Board also grants approval for any policy changes recommended by departmental officials to strengthen the apprenticeship program. This involves a range of activities such as:²⁵

- Developing new, and modifying existing, Plans of Training;
- Designating and de-designating trades;
- Developing and administering level (block) exams;
- Administering National Red Seal exams which include adhering to national standards;
- protocols with respect to exam security.

The PACB establishes trade advisory committees to provide industry advice relevant to specific trades.

Sec. 10 of the Act empowers the PACB to delegate certain of its powers to the Director of Apprenticeship. In practice, the PACB delegates administrative functions to the Director.

Sec. 11 of the Act gives the Minister the authority to issue a directive to the PACB on any matter within the PACB's scope of responsibility.

The policies which the PACB has adopted to carry out its mandate under the Act are set out in the PACB Policy Manual.

The PACB is a tier 2 entity with no budget. Administrative tasks arising from the PACB's policies are carried out by the Director and ATCD.

The PACB is a Category 3 agency under the Transparency and Accountability Act. As such the PACB is required to develop for Ministerial approval a Three-Year Activity Plan and Annual Reports. The Activity Plan, it should be noted, is not a Strategic Plan. A Strategic Plan defines planned outcomes that are related to the statutory mandate, sets out

²⁵ [1] Provincial Apprenticeship and Certification Board, Annual Report 2021-22

strategies and allocates resources to achieve those outcomes and identifies objective measures that demonstrate achievement of the intended outcomes. An Activity Plan is subordinate to a Strategic Plan. An Activity Plan (or Operational or Business Plan) describes the activities that will be undertaken given the framework established in the Strategic Plan. In NL, the ATCD is responsible for developing the overall strategy that guides the management of the apprenticeship system.

The 2020-2023 Activity Plan identified three priorities:

1. Modernizing the apprenticeship program
2. Maintaining high quality training and certification standards in the apprenticeship system
3. Preparing for future demand.

The PACB submits an Annual Report to the Minister of Immigration, Population Growth and Skills Development. This report describes progress toward meeting the priorities set out in the Activity Plan.

Comparison with other Jurisdictions

Most jurisdictions in Canada establish an industry-based organization to provide an avenue for industry input into the management of the apprenticeship system and to reflect the fact that all apprenticeship systems are based on a partnership between industry and government. There are three variations of this model:

1. The industry-based board is solely advisory to the Director of Apprenticeship and the Minister.
2. The industry-based board has a policymaking role. (This role may involve reviewing and approving or modifying policy recommendations developed by the Director of Apprenticeship or may involve initiating and developing policy.)
3. In addition to a policy-making role, the industry-based board also plays an administrative role in the apprenticeship system.

Table 7 summarizes the role of industry-based boards across the various jurisdictions.

Table 7: Role of the Industry Board

	Industry Board is Advisory	Industry Board is involved in policy making	Industry Board is involved in policymaking and administration
NL		X	
PEI		X	
NS			X
NB			X
ON			X
MB	X		
SK		X	
AB		X	
BC			X

In NL, the PACB, as noted above, plays a policy-making role by reviewing and either approving or modifying policy proposals developed by the Director of Apprenticeship. The PACB does not carry out any administrative functions. These are performed by the Apprenticeship Branch.

6.1 What We Heard.

This section summarizes comments made by stakeholders on the governance of the apprenticeship system in NL. It must be stressed that these comments are perceptions and may or may not be accurate reflections of how the apprenticeship system functions. In some cases, misperceptions may indicate the need for a strengthened communications strategy with stakeholders.

Planning to align labour market demand and supply: Apprentice numbers in NL fluctuate with economic conditions and the timing of large provincial projects. While some stakeholders are concerned about the aging population and the need for more people to enter the skilled trades, others raised the issue that the system may be training too many people, while there are not enough jobs. To identify workforce needs, stakeholders feel there should be opportunities to collaborate with industry and industry associations on labour force needs for the skilled trades.

Labour mobility: The issue of labour market demand in other provinces for NL tradespeople was also raised. They felt that NL needs to align current designated trades with industry needs in the province and nearby provinces that employ NL journeypersons.²⁶

Time to completion: There was a feeling that the current training system does not allow for apprentices to move through the system in a timely manner to meet labour market needs.²⁷

OJT supervision: There were concerns about OJT training where there are not enough Red Seal journeypersons in a trade to supervise and sign off on hours. Concern was expressed that industry does not have enough qualified journeypersons to sufficiently meet the province's needs, or to supervise apprentices. With an insufficient number of journeypersons in many trades, employers would be unable to take on apprentices, resulting in continuing shortages.

Comment

NL assesses labour market needs when budgeting for apprentice intakes. The stakeholder comments, however, indicate a need to strengthen existing labour market planning processes and to validate conclusions with industry stakeholders.

Industry engagement: Stakeholders across a range of industries, regions and trades commented on low levels of industry engagement and the need to address this weakness. While Industry representatives participate in workshops to develop the RSOS and POTs, some stakeholders felt that at times, training does not reflect

²⁶ This is one of the goals of the Atlantic Harmonization Project. NL has a strong commitment to the Red Seal Program which enables a journeyperson certified in NL to have their qualification recognized in the region and other provinces.

²⁷ NB To advance through the apprenticeship system, apprentices need a combination of in-class training and on-the-job experience. This combination of in-class training with on-the-job experience is an important strength of the apprenticeship system. Accelerating the progression of apprentices through their training would require reducing the amount of on-the-job experience. This could weaken an apprenticeship since on-the-job experience is central to the training of an apprentice. Also, NL does not want to be significantly out of step with the on-the-job training requirements of other provinces.

industry needs. Sometimes class scheduling did not consider peak times in the employers' production cycles. Better engagement of employers on program standards and policy changes was suggested.

Stakeholders also expressed a need for regular communication, access to information, and a voice in decision making and industry leadership on issues, rather than approving or responding to government decisions. Recommendations made for better engagement include annual apprenticeship summits; focus on common needs across the various industries; address broader issues within the system, rather than case by case issues; more consultation with industry to determine what is needed and how programs can be adapted to meet their needs; regularly scheduled trade specific committee meetings and standing committees organized around trades or sectors to address key issues.

'... the more communication between government and industry, to anticipate things work together and be able to discuss concerns, everyone will be better off for it'.

'Ideally, it's a fully integrated system whereby the apprenticeship department, the politicians, they all understand that there's a role to be played in participating and especially with [sharing] information'.

Compulsory trades: The issue was raised that Industry requests for compulsory trades designation was approved by the PACB but was not implemented by the government. There was interest to find a better way to enforce compliance for compulsory trades. There was also openness to increasing the number of compulsory trades as a way to increase the number of completions.²⁸ However, non-completions were also attributed to apprentices not wanting to take time required away from their jobs and families to do block training.²⁹

²⁸ Ultimate responsibility for designating a trade as compulsory rests with the government. No jurisdiction in Canada delegates this power to an administrative body.

²⁹ While making a trade compulsory may increase the number of persons in that trade who have a certificate of qualification, making a trade compulsory will not necessarily increase supply. In some cases, it could have the opposite effect.

Skilled Trades Promotion: It was felt that outreach and engagement to various groups and communities should be done to recruit apprentices and promote apprenticeships and the trades. There is a need to create awareness among students, teachers, guidance counsellors and parents about rewarding careers in skilled trades.

The issue was raised that there needed to be a more coordinated way for promotion of trades in high schools. Trades promotion is currently not within the mandate of the Board.

The suggestion was also made to create a media (videos/social media) campaign with underrepresented groups excelling in the trades, and many NGOs in the province would support this outreach and engagement work.

Comment

NL engages industry stakeholders through the PACB and Trade Advisory Committees. Training programs are developed with industry advice and approved by industry stakeholders. The stakeholder comments, however, indicate a need to strengthen the mechanisms, processes, and opportunities for industry engagement, as well as to strengthen the apprenticeship system's communications strategy with stakeholders.

Role of the PACB - Representation and powers

Stakeholders made several suggestions regarding strengthening governance through the Board.

It was expressed that recruiting PACB members who occupy senior positions would elevate the Board's status. In addition, representatives on the PACB must reflect the different types of industries and representation from across the whole province. The government should also recruit Board members who are committed and engaged in apprenticeship to serve on the Board.³⁰ Increasing the size of the Board was also a consideration to gain a better perspective on issues. Currently, the size of the Board (11

³⁰ Meetings cannot take place without a quorum.

members) is largely dependant on the number of applications received in each category (Section 5(1) of the Act).

The Board feels that it needs to have a stronger leadership role in apprenticeship, including being consulted and better utilized in the decision-making process before changes are implemented. The Board's decisions require serious consideration by the government.

Engagement: It was felt that the Board should engage more with Industry to have their views represented. There must be a mechanism for each sector to have annual consultations with representatives on policy issues in the trades, curriculum, and changes needed. The Board and individual trade committees are advisory to the ATCD but do not drive policy changes.

Comment

Stakeholders' comments indicate a need to strengthen the engagement of the PACB with industry. Stakeholders' comments also indicate that many stakeholders would like to see a greater role for the PACB in initiating policy and program changes.

6.2 Discussion and Recommendations

A modern apprenticeship system is founded on a partnership between industry and government. Apprenticeship training combines both in-school learning with on-the-job training that is supervised and attested to by a qualified journey person. The success and the effectiveness of the apprenticeship system in meeting the needs of employers and young workers depends on the robustness of the partnership between industry and government. Our consultations with industry both unions and employers — indicate a need to strengthen the role of industry in this partnership. To strengthen the role of industry in the partnership, six changes should be considered which pertain to:

- 1) the mandate of the PACB
- 2) the role of industry and the PACB in strategic planning for the apprenticeship system

- 3) the role of the PACB in evaluating the success and effectiveness of the apprenticeship system
- 4) the role of the PACB in outreach to industry
- 5) the role of the PACB in promoting careers in the skilled trades
- 6) the role of the PACB in interprovincial initiatives, including the Red Seal Program and the Atlantic Apprenticeship Harmonization Project.

Mandate

A number of provinces mandate their industry board to either oversee the affairs of an apprenticeship agency (Nova Scotia, Saskatchewan) or give their board a broad mandate (New Brunswick, Manitoba). Ontario divides responsibilities between Skilled Trades Ontario (an agency) and the government. All of these approaches recognize the important role of industry in the industry/government partnership.

- New Brunswick's Apprenticeship and Occupational Certification Act provides that the Apprenticeship and Occupational Certification Board shall ensure that apprenticeship and occupational certification programs provide participants with practical and theoretical training and assessments that culminate in recognized certification in accordance with provincial and national standards, Sec. 8 a.
- The Operating Charter of the Nova Scotia Apprenticeship Agency provides that 'the Agency is responsible under this operating charter for stewarding and operating a relevant, accessible and responsive industry-led trades training and certification system and improving access to and participation in the system by Aboriginal persons, African Nova Scotians, differently abled persons, newcomers , women and members of other underrepresented groups.' [Emphasis added.]
- Manitoba's Apprenticeship and Certification Act provides that 'the mandate of the [Apprenticeship and Certification] Board shall be to guide and coordinate an apprenticeship training and certification system in Manitoba that is relevant, accessible and responsive.'

- Saskatchewan’s Apprenticeship and Trade Certification Act provides that: the Board of the Saskatchewan Apprenticeship and Trade Commission] manages the affairs of the Commission. The Act provides that the mandate of the Commission includes to ‘create a relevant, accessible and responsive apprenticeship training and certification system to meet employers’ and employees’ needs and priorities.’

Transferring responsibility for managing the apprenticeship system from government and the PACB to an industry-led agency or commission would be a radical change. In a larger province, such an approach could be attractive. However, in a smaller province like NL, establishing a separate agency or commission risks increasing administrative costs since government would still need to maintain a capacity to monitor the agency and provide it with Ministerial direction. Creating a new apprenticeship agency would also be disruptive. For these reasons, this report does not recommend that NL establish a new, industry-led apprenticeship agency. Rather this report recommends retaining the existing partnership between industry and government but strengthening the role of the PACB, and therefore industry, in that partnership.

Recommendation No. 1: Mandate of the PACB

The Apprenticeship and Certification Act should be amended to explicitly recognize that the apprenticeship system is based on a partnership with industry. As the voice of industry in the apprenticeship system, the mandate of the PACB should include language similar to that in Manitoba’s legislation. A possible wording of that enhanced mandate could be “to guide and coordinate an apprenticeship training and certification system in NL that is relevant, accessible and responsive to the needs of industry and workers.”

A Roadmap for apprenticeship

As a Category 3 agency, under the Transparency and Accountability Act, the PACB prepares a triennial Activity Plan, but not a Strategic Plan. While this distinction may become blurred in practice, the intent is that an Activity Plan is subordinate to a

Strategic Plan. The latter establishes intended outcomes, devises strategies to achieve those outcomes and allocates resources to those strategies.

Those provinces which assign both policymaking and administrative responsibility to their industry board implicitly or explicitly mandate the board to develop a Strategic Plan for the apprenticeship system. This, of course, is done within the overall policy and fiscal framework established by the government. Manitoba specifically mandates its Apprenticeship and Certification Board to prepare an annual Strategic Plan and to do so on the basis of consultations with stakeholders. Sec. 4(3) of Manitoba's Apprenticeship and Certification Act provides that:

'In preparing its strategic plan, the board must provide opportunities for consultation with and seek advice and recommendations from representatives of employers, employees, persons who provide technical training and anyone else the board considers appropriate.'

A Strategic Plan is a critical document for guiding and shaping the development of the apprenticeship system in other provinces. However, given the Board's legal status in NL and in keeping with the philosophy that the apprenticeship system is based on a partnership between industry and government, a Roadmap should be developed jointly by the PACB and the ATCD which provides a vision for the system that will allow longer-term alignment among the members of the ATCD team, the department and the other stakeholders in the apprenticeship system. The PACB's role in developing this Roadmap should be informed by broad-based consultations and can change depending on shifts in the economy, labour market, and other external factors. Stakeholder consultations should include outreach to provincial organizations of unions and employers, as well as training deliverers and sector-focused consultations. Expanding the mandate of the PACB in this way will not require an amendment to the Transparency and Accountability Act.

Recommendation No. 2: 3-Year Roadmap

The mandate of the PACB should include jointly developing a Roadmap with the Apprenticeship and Trade Certification Division, which provides a vision for the apprenticeship system, intended outcomes, and approaches to achieve those outcomes.

Outreach to Industry and Other Stakeholders

To strengthen industry engagement on the apprenticeship system and to address industry's perceptions that its needs and priorities are not sufficiently reflected in the system, the PACB needs to strengthen and systemize its outreach to stakeholders. This can be done in conjunction with the Three-Year Roadmap and the release of the PACB's Annual Report.

As noted earlier, the PACB's role in the formulation of the Three-Year Roadmap should be informed by systematic outreach and consultations with stakeholders in the apprenticeship system. This includes employers, unions, apprentices, provincial industry and employer associations, sector-focused consultations, and consultations with training deliverers and organizations that represent groups that have been historically underrepresented in the apprenticeship system.

The Annual Report should be seen as a report to industry as well as a report to government under the Transparency and Accountability Act.

Both the Three-Year Roadmap and the Annual Report should be widely and proactively circulated, not simply made available on the government website. The Annual Report should be presented to key stakeholders in face-to-face or video-conference meetings.

The Chair and members of the PACB should be the formal convenor of consultations with administrative assistance provided by the ATCD.

The consultation process that we have described will require additional budget allocations to cover meeting costs and PACB member time. These additional expenditures should be viewed as a necessary investment in strengthening industry engagement with NL's apprenticeship system.

Recommendation No. 3: Consultative Outreach by PACB to Stakeholders

In conjunction with its role in developing a Three-Year Roadmap with the ATCD, the PACB should conduct systematic consultations and outreach to stakeholders in the apprenticeship system. These would include employers, unions, apprentices, provincial organizations of employers and unions, sector-focused consultations, and consultations with training deliverers and organizations representing groups that have been historically underrepresented in the apprenticeship system. The PACB's Annual Reports should be re-captioned as reports both to industry and to government. The PACB should conduct meetings with stakeholders in conjunction with the release of its Annual Reports.

The PACB should also establish Advisory Councils in the construction, energy, resources, and motive power sectors to receive sector-specific perspectives from stakeholders.

Labour Market Planning for a Sustainable Apprenticeship System

Our consultations with stakeholders found that some stakeholders are concerned that NL's apprenticeship system is not training enough apprentices to replace retiring journeypersons and to compensate for journeypersons who migrate either permanently or temporarily to other provinces. Few of the stakeholders consulted indicated any understanding of NL's Workforce Development Secretariat or how the analytical work of the Secretariat or other branches of government figures into human resources planning in the apprenticeship system. The consultation process which we envision as being undertaken by the PACB in conjunction with the formulation of the Three-Year Roadmap should include dissemination to stakeholders of the analysis of the Workforce Development Secretariat and Department of Finance and a summary of the implications of that analysis for human resources planning in the apprenticeship system. This would provide industry stakeholders with an important opportunity to validate that analysis.

Recommendation No. 4: Labour Market Planning for a Sustainable Apprenticeship System

As part of the consultations for the Three-Year Roadmap, the PACB should provide stakeholders with a summary of the labour force outlook analysis developed by the Workforce Development Secretariat and/or Department of Finance and should solicit industry views to validate or modify the implications of that analysis for human resources planning in the apprenticeship system.

Promoting Careers in the Skilled Trades

Most provinces mandate their industry-based board to promote careers in the skilled trades. This is always the case where management of the apprenticeship system has been assigned to an agency or commission, as in Saskatchewan and Nova Scotia. In Ontario, Skilled Trades Ontario — the successor body to the Ontario College of Trades — has an explicit mandate to promote careers in the skilled trades. New Brunswick’s legislation mandates that its Apprenticeship and Occupational Certification Board ‘(may) foster communication with stakeholders in apprenticeship and occupational certification programs and may assist in promoting those programs and their benefits throughout the Province.’ Manitoba’s legislation mandates its Apprenticeship and Certification Boards to ‘promote apprenticeship training and certification as a way for Manitobans to enhance their employment and career opportunities.’

The promotion of careers in the skilled trades is currently undertaken on an ad hoc basis by unions and industry organizations. Promotion activities require financial resources. The PACB, however, does not receive an operating budget and, therefore, does not have the financial resources to support or undertake promotion activities.

Promotion activities should be informed by and incorporated into the Three-Year Roadmap which this report recommends be developed jointly by the PACB and the ATCD. In this way, promotion activities can align with the overall direction of the apprenticeship system and with the particular needs identified in the government’s labour market

analysis developed by the Workforce Development Secretariat and Department of Finance.

Recommendation No. 5: Promoting Careers in the Skilled Trades

The Three-Year Roadmap to be developed by the PACB and supported by the ATCD should incorporate a strategy to promote careers in the skilled trades. This strategy should be informed by the priorities identified in the labour market analysis developed by the Workforce Development Secretariat/Department of Finance and by the results of the PACB's consultations with industry stakeholders.

Meeting the Needs of Apprentices and Employers

Three questions are central to gauging the effectiveness of the apprenticeship system:

1. What proportion of apprentices complete their training and receive a Certificate of Qualification? What are the reasons for non-completion?
2. Upon completing their training and successfully challenging the certification exam, do journeypersons have the skills the employers need and expect for workers in that trade?
3. Do apprentices feel that they are receiving the training they need to have careers in their trade?

Low completion rates are a serious challenge for the apprenticeship system. Completion rates vary across trades and are also, as would be expected, affected by labour market conditions. A recent Statistics Canada study found that, on a national basis, 'even after including those who took up to twice as long as the expected program duration to complete their training, the proportion of apprentices who obtained their certificate was just over a third of all apprentices (36%).'³¹ The only reliable procedure for estimating completion rates is to track cohorts using administrative data and verifying whether an

³¹ Hyeongsuk Jin, Manon Langevin, André Lebel and Michael Haan. 2020. Factors associated with the completion of apprenticeship training in Canada Statistics Canada. Catalogue No. 75-006-X

apparent long-term continuer in an apprenticeship program is, in fact, continuing their training or has dropped out. Completion rates by trade should be included in the statistical report published annually by the PACB.

Consultations with apprentices, employers and unions will provide the PACB with valuable insight into the satisfaction of both employers and apprentices with the apprenticeship system. There is a risk, however, that assessments of employer and apprentice satisfaction (or dissatisfaction) will be overly influenced by contributions that may not be representative. For this reason, it is useful to conduct satisfaction surveys to supplement and validate the insights obtained through consultations.

British Columbia, Alberta, and Saskatchewan conduct surveys from time to time of apprentices to determine both their satisfaction with their training and the employment to which that training led. B.C. also conducted a study to measure and document the return to employers on their investment in apprenticeship training. Statistics Canada administers the National Apprenticeship Survey (NAS). While the NAS provides useful pan-Canadian measures, the survey is conducted infrequently and may not adequately reflect circumstances and needs that are particular to NL. Under the direction of the PACB, the ATCD should establish regular satisfaction surveys of apprentices and employers that sponsor apprentices. These surveys will require allocation of resources to implement. These surveys should coincide with the preparation of the triennial Strategic Report. (See chapter 5 and chapter 11 for more on the role of surveys and assessing performance of the system).

Recommendation No. 6: Satisfaction Surveys and Training Completion Analysis

The PACB's Annual Report should include completion and discontinuation rates by trade and program. Completion rates based on cohort analysis should also be incorporated into future labour market analysis and planning.

Under the direction of the PACB, the ATCD should conduct employer and apprentice satisfaction surveys in conjunction with the consultation process leading to the preparation of the Three-Year Roadmap.

Government should allocate resources (financial and staff) for these outcomes-based research measures to assess the system.

Compulsory Trades and Compliance Enforcement

A trade is made compulsory primarily because there is a significant risk of harm to other workers, the public or to property when work within the trades scope of practice is performed by a worker that is unqualified. In this context, 'unqualified' may mean lack of knowledge about how to operate equipment safely or lack of knowledge about how to perform certain types of work in conformity with codes or product safety standards. Regulations that restrict performing certain tasks to qualified journeypersons or registered and supervised apprentices will only achieve their goal of protecting other workers, the public or property if there is a level of enforcement that is sufficient to deter non-compliance. In the skilled trades, this enforcement is predicated on on-site inspections that are either proactive or in response to a complaint. A compliance strategy, therefore, must include a strategy to carry out on-site inspections.

Conducting on-site inspections is potentially costly as well as intrusive. Employers that are fully compliant with compulsory trade requirements may be resentful of inspection whose only purpose is to verify their compliance. To reduce costs and to reduce unnecessary intrusion, it is therefore appropriate for trade compliance inspections to be part of other mandated inspections, wherever this is feasible.

Verification of trade qualifications could be combined with inspections related to electrical permits, the building code and health and safety. Linking trade compliance inspections with established inspection requirements is economical and does not introduce additional inspection requirements on employers. It also raises the level of enforcement and thereby discourages non-compliance.

Section 9(i) of the Apprenticeship and Certification Act empowers the PACB to make a trade compulsory subject to the approval of the Minister. In practice, when the PACB receives a request from industry to make a trade compulsory, the PACB directs the ATCD to conduct an expert review of the public safety and labour market implications of making a trade compulsory. Based on this expert review, the PACB may recommend to the Minister that a trade be made compulsory. Neither the PACB nor the ATCD has any

compliance authority. Compliance is administered by Digital Government Service NL (“DGSNL”). DGSNL carries out compliance in conjunction with other inspection and permitting authorities assigned to that Department. This approach to compliance has been effective for the trades that are currently compulsory which are: (1) Boom Truck Operator, (2) Construction Electrician, (3) Residential Electrician, (4) Mobile Crane Operator and (5) Tower Crane Operator. Our consultations with stakeholders generated no evidence to support changing this approach for the trades which are currently compulsory. A problem potentially arises, however, when consideration is being given to whether a currently voluntary trade should be made compulsory. If, for any reason, DGSNL is unable or unwilling to take on a compliance role, the PACB is left in the untenable situation where it can recommend that a trade be made compulsory but cannot associate that recommendation with a compliance strategy. In the absence of a compliance strategy, making a trade compulsory is untenable.

In Manitoba, the Minister responsible for the Apprenticeship and Certification Act may appoint a “Director” to be responsible for enforcing compliance when a trade is made compulsory. The Director has the power to authorize inspections and issue compliance orders or warnings and to take such further actions as may be authorized. The Director may be an employee of the Minister’s department or an employee of another department, with the consent of the Minister of that department. Adapting the ‘Manitoba model’ to NL would both preserve the existing compliance strategies that are working effectively and also allow for other trades to be made compulsory when this is justified by a review of the relevant public safety and worker safety criteria.

Recommendation No. 7: Compliance and compulsory trades

The Apprenticeship and Certification Act should be amended to authorize the Director or such other person as may be designated by the Minister to appoint persons to investigate complaints, inspect workplaces and payroll records to determine whether tasks that are within the scope of practice of a compulsory trade were or are being performed by an unqualified person and, where appropriate, to issue warnings, compliance orders or to take such other steps as may be appropriate to bring about compliance.

7.0 RECOMMENDATIONS ON ADMINISTRATION AND TRAINING DELIVERY

7.1 What We Heard.

This section summarizes comments made by stakeholders on issues related to administration and delivery of in-school training, and to a lesser extent, on-the-job training. The stakeholder feedback may or may not be accurate reflections of how the apprenticeship system operates. Not all the feedback is used to provide recommendations but is presented here as a summary of views and opinions that exist.

Cost of program delivery of low volume trades:

Under the current system all small classes operate at a loss. These small classes need to continue, but something needs to be done for funding to allow this cost to be offset. Apprentices cannot advance if small classes do not run, which may result in them dropping the apprenticeship and becoming trade qualifiers or discontinuing the apprenticeship.

'Low volume training classes are still a problem. It is important to have robust classes of 10 to 15 advanced students.'

'Completion rates are down because low enrolment in classes is reducing class calls, therefore apprentices are not getting their block training in.'

Training targets:

Employers have reported a shortage of skilled trades workers, while there are individuals who have completed pre-employment programs and have returned to work as labourers, unable to find an apprenticeship. This suggests a mismatch in training programming and labour demand for occupations, or a need for better support for pre-employment candidates to find an apprenticeship.

Funding for employers and apprentices:

Stakeholders felt that EI funding alleviates the debt burden for pre-employment programs and block training for apprentices. However, the release of EI funding for

apprentices is not timely. In addition, the processing time for employer wage subsidies is too long and needs to be streamlined.

'It takes 12 weeks to process an employer wage subsidy. By the time it is processed the peak work season the apprentice was hired for may be over. THIS IS A HUGE ROADBLOCK FOR THE INDUSTRY.

'We seem to have people in every class that have delays and problems with accessing their funding. Advanced levels are short, and we have seen students in an 8-week level only access their funding 4 weeks into the training.' TDA

Class calls and scheduling:

TDAS felt that class calls for in-school training need to be scheduled with more lead time and consistency to allow for better planning. More planning days for instructors may be useful. Employers also feel that government staff do not schedule classes to consider peak times of companies because they do not understand industry cycles. It was felt that better industry consultations were needed to determine the scheduling of in-class training. ATCD advises it consults with tradespeople about class timing based on industry cycles. Stakeholders also felt that there was a need to create a consistent annual training calendar with more training blocks and opportunities for candidates to access and advance through skilled trades training.

Consistency in curriculum and teaching materials/resources:

Employers and apprentices perceived inconsistencies in the quality of training delivered across TDAs. The differences stem from variations in curricula, textbooks used, and quality of instructors, even when facilities and equipment are all on par with accreditation requirements. TDAs teach to common POTs, but individual institutions develop their own program materials, use different textbooks, and instructors tend to differ in their teaching style. There is no sharing of course materials or collaboration and more competition among campuses/TDAs.

Apprentices report a disconnect between their on-the-job training in the field and their in-class training. Apprentices who were experienced and had passed their provincial level exams and failed repeated attempts at the Red Seal exam were frustrated at the

disconnect between the content of provincial curricula and the Red Seal exam. They also feel that they get a different quality of education, depending on where they received their in-school education, which can impact their success on the Red Seal exam.

Stakeholders felt that the PACB needs to better engage industry before approval of POTs. They also felt that TDAs must be accountable for training standards being consistently applied to training materials across all training institutions. While the accreditation process applies consistent standards for the elements of training that are assessed, the materials used to deliver training may differ. While there are standards and POTs, there are no standardized trades modules for teaching, which could promote consistency of training across training institutions.

Stakeholders felt that curricula should stay relevant with new technologies and innovations (e.g., electric vehicles and automotive technician, wind, and renewable technologies) and skillsets needed. It should be noted that RSOS content is updated considering these factors at each review cycle (5 years or so) based on input from industry. Following the RSOS update, the provincial/Atlantic curriculum is updated for the same inclusions. However, in some trades, this may not be responsive enough for industry.

"One college will have a higher success rate than the other and will want to keep their course materials away from others."

"We have [competing] private and public colleges, with no standardized curriculum and/or syllabus. There is no collaboration."

"Textbooks for courses are up to the colleges or instructors, so the teaching material varies."

"The overall goal is to get the best student possible no matter where they attend training'."

Instruction and instructor quality:

Consistently, certain TDAs or campuses have higher pass rates than others which is seen as a reflection of instruction quality which was raised by some apprentices as a key factor in their success. It was also felt that instructor training has not evolved with new machinery or technology advancements.

TDA's noted that it is challenging to find good instructors and pay them to industry standards. Hiring qualified instructors is becoming difficult for colleges because they have a fixed budget based on government funding and they cannot compete with industry salaries. Unless government is willing to invest more money for instructors, getting more qualified instructors will be a challenge. Industry suggests collaborating with postsecondary TDAs to find solutions to recruit qualified instructors. There are also challenges in providing meaningful training experiences due to budget constraints and the financial pressures on educational institutions and instructors.

AAHP impact on curricula:

Employers felt that block training was shortened after harmonization and the timing of the work experience components was no longer aligned with the block training. However, regardless of changes from harmonization in the length of in-class training, employers should be exposing apprentices through OJT to skills appropriate for their level in their apprenticeship (ideally before they enter the level training so that the in-class training can reinforce what they have done on the job).

It was felt that Industry should have been more engaged in advising on the AAHP which is their opportunity to influence standards and block training. However, government efforts to engage Industry proved challenging.

It was also noted that the harmonization project succeeded in making training more uniform across provinces, but uniformity of training within the province is still an issue.

Even with post-harmonization revisions to curricula (where an additional week was added back to NL training), students are complaining about a lack of practical learning. This suggests that apprentices have different expectations about in-class training which focuses on theory.

'Harmonization has added to problems and has not shown any improvement for apprentices.' TDA

'They want students to get the same education but with less time. This is not working!'

Examinations – Level and Red Seal:

Instructors, TDAs, Industry, and apprentices felt that there are too many examinations involved in becoming a JP. Apprentices have to do 3 or 4 provincial level exams³², TDA exams, and the Red Seal exam which some perceived as 'overkill'. There was a suggestion that the province should consider returning to the past policy, where if an apprentice scored between 60-69% on the Red Seal, they were given a provincial certification.

Apprentices provided feedback that the content of the level examinations does not align with what is on the Red Seal examination (differences in language, topics and content) which suggests a need for clarity from the instructor/TDA about the difference between the types of certifications in the trades. However, the Red Seal examination does not test the theory learned in the level training but the skills from the logbook. Level examinations are designed to mirror the types of questions on the Red Seal examinations so that apprentices are accustomed to seeing the questions worded in a specific way by the time they write the certification (Red Seal) exam.

On-the-job training and employer obligation:

It was noted that in-school training does not align with what apprentices do on the job, which could be an employer issue, curriculum issue, or instructor issue. Some apprentices do menial work not related to their trade and are unable to get the work experience needed for their trade, indicating some employers do not meet their OJT obligations³³ in a timely manner, if at all. Some employers may want work-ready people instead of a true direct-entry apprenticeship, where the employer starts off the training of the person through knowledge and skills transfer on the job site.

There was a suggestion to create a formal mentoring program and incentives for journeypersons to take on apprentices. For instance, JPs could receive mentorship grants to ensure apprentices are gaining experience in key areas of training rather than doing

³² Nova Scotia announced in 2023, an intention to remove level 4 exams. Alberta is planning on reviewing assessments in apprenticeships.

³³ Taking on apprentices requires an investment of time and manpower, has safety implications, and can be attributed a dollar value in lost productivity which is why large employers poach JPs from SMEs.

menial tasks which does not relate to work in their trade. The ability of JPs to properly supervise and train apprentices on the job was also raised as a training issue.

There was feedback that apprentices and instructors wanted specific certifications because these skills are needed before they can start work. Providing these certifications, however, are the employer's responsibility, but apprentices feel that it would help them get a job. Union training providers may pay for these certifications. They do have an option to pay for it themselves.

'Apprentice hours are being signed off for skills or tasks that the apprentice has not completed by employers. This is because journeypersons on the job are so busy that they cannot mentor. There are concerns over the sustainability of training programs and the need for financial investments to ensure the quality of apprenticeship programs.'

Pre-employment programs (pre-apprenticeship programs):

There were mixed views on the value of pre-employment programs. Some feel there is too much focus on pre-employment. Some programs are too long with some students reporting the programs being overwhelming with an inability to retain information. Others felt the pre-employment programs provided a good foundation for starting an apprenticeship. A suggestion was made to condense 9-month pre-employment programs to a shorter duration.

An issue raised was that pre-employment students do not continue in the system because they cannot find employment after the program. It should be noted that there are wage subsidy programs through Employment and Training Programs Division to hire pre-employment graduates, but students seem unaware of this incentive. They can request a letter regarding a wage subsidy to give to potential employers. If there is a surplus of students for the trade, this wage incentive would not matter. People from EDGs are referred to NGOs or go to employment centres to get support.

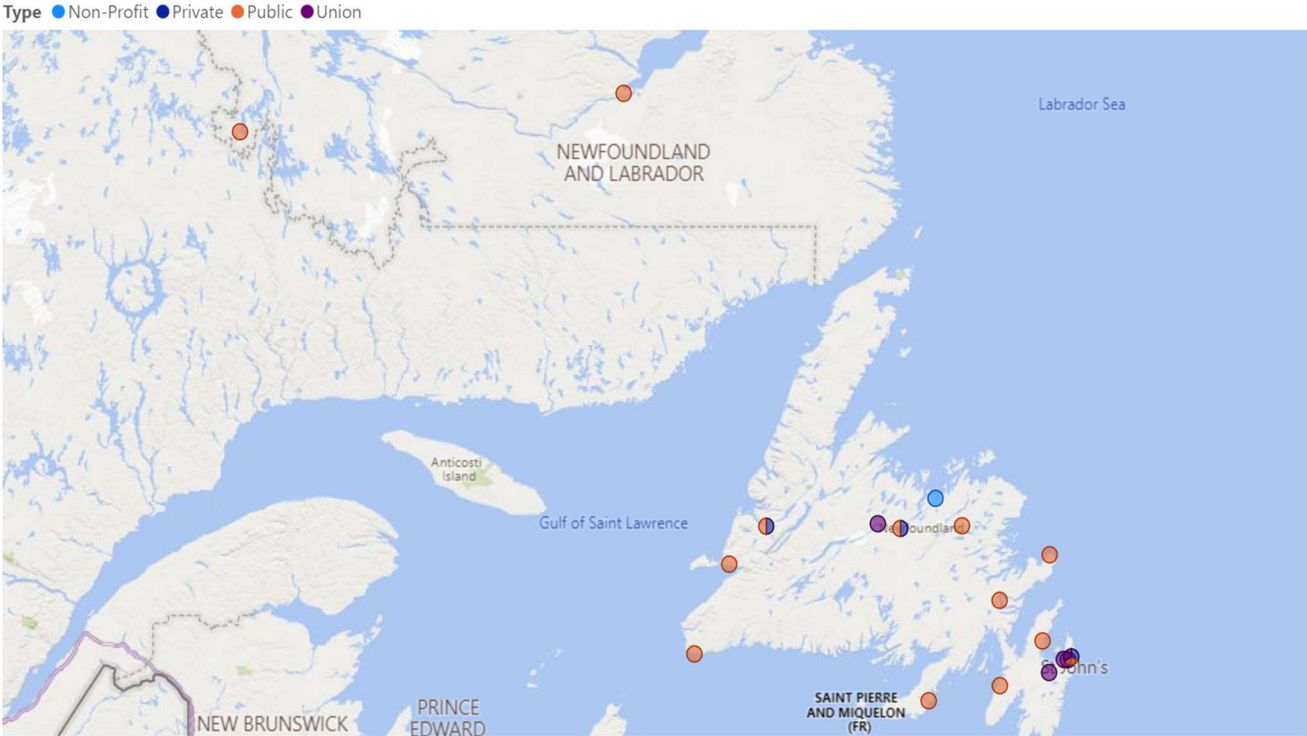
Program location and access to training:

Companies and apprentices want to have access to training remotely, closer to operations and where apprentices/workers live. People find being away from family a

hardship and are reluctant to go to training, especially Indigenous peoples, women with children, and single parents who are away from support systems. Financial hardships are likely to remain for some, even with supports. The location of block training and availability makes progressing through apprenticeship difficult. Figure 9 shows the campuses that deliver apprenticeship training.

TDAs want to see training be allocated more evenly across public and private training providers. This would be useful in terms of spreading training to allow for better geographical access to in-person training. It was suggested that to help offset location challenges, transportation and accommodations costs should be provided for individuals to go to where training is located. This is already funded, to some extent, by the province, and is important for access for people living in rural or remote locations - an EDG group.

Figure 9: Locations of TDAs in NL



Data Source: Gov't of NL Prism image

<https://www.gov.nl.ca/atcd/training-institutions/accreditation/list-of-accredited-programs/>

“Bonavista is currently the only place that has advanced plumber training. A lot of people can't afford to go there.”

‘There are too many trainers to apprentices. We need to consolidate the number of training providers. Look at other provinces.’

‘There needs to be some written parameters and a process around determining when schools get advanced blocks because it's not transparent. There are schools that want blocks that would administer them better than schools that already have them’.

7.2 Discussion and Recommendations

In-school Training Delivery Model

The review has identified three fundamental challenges with the current in-school delivery model. The first is a perceived inconsistency in the quality of training delivered across training delivery agents (TDAs). The quality of program delivery needs to be consistent across campuses and TDAs so that apprentices are on a level playing field, with common learning experiences, and prepared to meet employers' expectations. Despite teaching to common POTs, differences in programs can stem from variations in lesson plans, textbooks and resources used, and quality of instructors.

The second challenge is program offerings are not available where and when they are needed by apprentices and their employers, especially related to peak time in operations and scheduling of training. Availability is a particular challenge for low volume trades. NL covers a large geographic area with a relatively small population and has an economic and industrial makeup which is prone to considerable economic cycles. Some of the key sectors including tourism, services, construction, mining and oil and gas have specific trade and skill requirements that are often regional in nature.

Travel for in-school training is extremely expensive and disruptive for apprentices and their employers. Meeting the specificity of diverse trade and skill requirements across a large geographic area presents unique challenges for NL's apprenticeship system. There is certainly a need to continue to explore best practices around delivering training in

remote areas through mobile training units and offering virtual/online training. If training is not offered often enough, or training is not available through flexible modes of learning in terms of scheduling, apprentices may defer training or drop out. There is also opportunity to be innovative and explore best practices around access for remote areas. Some emerging practices in Canada and abroad provide some examples to explore.

Mobile Training Units (MTUs) for pre-apprenticeship and apprenticeship training is one example of thinking creatively to improve access to training for remote/rural populations. Alberta, BC, Ontario, and Manitoba have Mobile Training Units. Alberta has had MTUs for several years but only for learners in remote areas. In BC, some training providers own MTUs and continue to deliver to remote locations, mostly in the central/northern areas of BC. In addition, in BC, in support of Indigenous and community-based programs, training providers have undertaken the initiative to transport essential equipment and establish alternative classrooms within these communities. In July 2023, Ontario announced it was Launching Mobile Skilled Trades Classrooms for purposes of promoting the trades across the province. In the USA, a federally funded program consists of MTUs travelling around Northern New Mexico, offering training and apprenticeship programs to people who live in rural and tribal areas in their communities. UA Local 412 Plumbers and Pipefitters owns the Mobile Units and will prepare youth 18 to 24 to build careers in one of fourteen skilled trades. Cohorts of students will spend three weeks in an intensive Skilled Trade Camp (a pre-apprenticeship program getting training in such topics as workplace safety, CPR, and working in confined spaces.). Afterwards, they start apprenticeships working under a contractor.

Online Learning became popular for program delivery as a means of access, even for apprenticeship programming, especially during the COVID-19 pandemic. Online synchronous learning with a live instructor could be used in a blended course with non-core courses delivered online but hands-on courses requiring in-person classes.

Stakeholders mentioned that during COVID, online learning negatively impacted learning outcomes. New Brunswick offers online classes on one day per week, but with mixed reviews from students, but success rates have not dropped due to online delivery (Interview, 2024). In Ontario, the International Union of Operating Engineers (IUOE) have online classes and used them to train Indigenous people on the reserve through remote access, followed by on site training in the mines. In Manitoba, post-COVID,

Boilermaker technical training continues to use online delivery (50%) and in-school technical training (50%) because they host apprentices from other provinces and have their own training for this trade.

Virtual training using immersive technologies such as Virtual Reality (VR)/Augmented Reality (AR), Mixed Reality (MR)³⁴, and 3D, and is now being used in training in the trades. Simulation technology has been used for several years in training pilots and boat drivers, but it can be very expensive. AR/VR/MR technology, Immersive Virtual Reality (IVR), and 3D gamification require significant investment in technology to develop modules and purchase equipment. However, technology for immersive learning is becoming more affordable. Students in the trades characteristically learn by doing and do not have an affinity for theoretical classroom training. However, virtual training has evolved and, implemented well, can improve learning outcomes. For instance, immersive learning can boost practical learning and reduce errors on the job sites, engage youth and facilitate learning for people with learning disabilities (Dick, 2021). Unions, community colleges, and individual employers have been using these immersive technologies to develop and deliver virtual occupational training (e.g., mechanics, equipment operators, ironworkers, locksmith and crane operator). SkilledTradesBC noted that it 'remains committed to supporting and providing training delivery/seat funding to training providers employing alternative models, such as Mobile Training Units (MTUs), virtual classrooms, hybrid approaches, and in-situ or community-based training' (STBC, 2024).

These types of investments in modern, immersive learning technologies require government funding and support and may be better suited for a regional or national collaboration to share technical, financial and staff resources. Virtual training shortens or eliminates the amount of time away from family or the employer since it can be accessed remotely and at any time.

Besides BC, Manitoba also delivers training to communities. They have a community-delivered training process that works with specific communities, training providers and apprentices/employers, in order to hold Level 1 training at the community or employer

³⁴ AR and VR are rendered or generated environments that showcase objects or simulate an artificial environment. As an upgrade to these existing technologies, MR has evolved as it is based on Real-time objects, Synchronization, and Interactivity.

location. This approach has been successful by permitting the apprentices to obtain a level of training without leaving their community or employer.

The third challenge is the strong competitive environment for training delivery in the province, where many TDAs are targeting fewer apprentices, which is inhibiting the partnerships and collaboration so critically needed for efficient delivery of in-school training. Based on feedback from the consultations, TDAs are also concerned about too many program offerings in the current market that will affect their ability to remain financially viable.

Delivering in-school training requires significant resources to pay for facilities, equipment, qualified trainers and training materials. Ultimately, training funds for advanced block training need to be optimized to deliver the most training where and when it is in greatest demand by apprentices and their employers. To achieve efficient delivery, a strategic and collaborative approach based on need, a pooling and sharing of resources, partnerships and collaboration between government and training institutions and campuses, and new and creative solutions, particularly for low volume trades, which are the most expensive to deliver, are required.

The current competitive training market in NL, which includes both public and private training institutions, presents a barrier to the collaboration and efficiency required for a viable apprenticeship training system. The proliferation of private sector training institutions during the upcycle of the resource boom was critical in helping NL meet the enormous swell in demand for skilled trades. However, as demand receded so did the need for so many program offerings. There are currently nine TDAs delivering seventy-nine (79) programs across twenty-one locations in the province. The number of TDAs that provide advanced block training needs to be reduced based on efficiency and proximity to concentrations of apprentices and employers, with options for remote communities. Given the particular context of NL, innovation in apprenticeship policy is needed, along with borrowing aspects from other jurisdictions. Policy change should allow programmes to meet labour market needs, while providing access to apprentices for quality in-school training. The apprentice training system ought to be labour-market focused and flexible that allows it to grow and shrink based on the need for apprentices, which includes the in-class component. The current system does not allow the government that flexibility.

Pre-Employment Training (pre-apprenticeship)

The pre-employment/apprenticeship model is the most common entry path for aspiring apprentices and provides an important source of revenue to help maintain training capacity of public and private institutions. However, the current model exacerbates market imbalances between supply and demand, and despite the long training periods for some programs and high cost, does not consistently meet the expectations of students and employers.

The Apprenticeship Wage Subsidy (AWS) program, which is administered by ETPD, applies only to pre-employment graduates and only for trades that have a certain number of training hours³⁵. The JobsNL wage subsidies³⁶ can be accessed by employers for direct entry apprentices, but it may require more marketing for employers to be aware of its availability. The AWS policy does not apply to all trades or to direct entry apprentices. While it is an apprenticeship targeted program, it is administered by ETPD. The province needs to revamp the current pre-employment model for apprenticeable trades to promote direct entry. NL has a long tradition of delivering the in-school portion of apprenticeship training ahead of the workplace-based component.

The pre-employment program entry path versus the direct entry apprenticeship model has a number of attractive attributes. Employers can hire an apprentice from a pool of pre-employment graduates with the expectation that they have some basic training, knowledge, skills and understanding of a particular trade. This option presumably presents lower risk and a higher return on investment compared to hiring an individual with no prior training and experience. The pre-apprenticeship graduates have a better chance of finding employment and enter the labour market with a clearer understanding of the trade and employer expectations.

There are two challenges with the current pre-employment training model. The first is the financial cost of pre-employment programs at private colleges, which places a financial burden on aspiring apprentices and their families. However, tuition at CNA for two semesters can be less expensive. Another cost is the opportunity cost of not earning

³⁵ See <https://www.gov.nl.ca/ipgs/lmda/apprenticeship/>

³⁶ See <https://www.gov.nl.ca/ipgs/empsservices/jobsnl/>

an income while in school versus the direct entry apprentice who finds a job first and spends less time at a training institution. Although a direct entry path has been established, it is less attractive for employers as they are incentivized to hire pre-employment graduates due to reduced training burden.

The second challenge is that the number of pre-employment program offerings and program graduates are determined by profits, advertising and promotion campaigns rather than labour market demand. With no controls over the number of programs, and tuition costs born by students, training providers will naturally promote and deliver the most profitable offering of programs possible. The unintended consequence of the current model is that graduates are unable to find employment related to their training or apprenticeship opportunities. This not only increases financial hardships for students but exacerbates labour market imbalances.

Training institutions providing pre-apprenticeship and advanced-level block apprenticeship training depend on pre-apprenticeship tuition revenue. Without significant additional public funding to replace it, the dismantling of accredited and non-accredited tuition-based pre-employment training would significantly diminish apprenticeship training capacity in the province. Sustainable and equitable pre-employment training requires a new funding model to better align program offerings with labour market demand.

Recommendation No. 8: Common Core Curricula modules

ATCD with the advice of PACB should repurpose current funding for curriculum development and contract TDAs offering high quality training to develop common core curricula³⁷ — modules and course materials — for new programs and when POTs are updated. This should include common materials and a list of recommended texts and resources. These materials should be made available for purchase at the government printery with ownership remaining with ATCD. Curricula modules should be developed in cooperation with training institutions, Trade Advisory Committees, subject matter experts, and industry. Using the ATCD-approved modules and materials/books should be a requirement of accreditation as they are developed and rolled out. This does not preclude TDAs from using supplementary materials beyond the standard modules that instructors find useful.

Recommendation No. 9: Funding model for low volume trades

The ATCD should provide funding to TDAs for low volume trades on a per session basis as opposed to a seat-based model. The amount should cover the cost of delivery including hiring instructors, time for lesson planning/preparation, and purchase of course materials for the class.

³⁷ Alberta is the only province that did this, but they have now handed over ownership of the modules to a TDA consortia. The Consortia sells the modules to other TDAs in Canada and abroad. A consortium could also be done at the AAHP level.

Recommendation No. 10: Rationalize and align program offerings based on number of apprentices.

Rationalize and align the number of apprentices funded and the number of TDAs providing apprenticeship-level training with the demand for trades people by creating a flexible apprenticeship training system. The PACB should designate primary TDAs to deliver training for each individual trade based on their ability to meet contractual provincial training objectives, geographical location for access, and a record of delivering high quality training that meets industry needs and program standards most efficiently. The TDAs would need to demonstrate business plans, including strategies and budgets to meet training objectives and other requirements set out by ATCD, including any regional or remote training requirements. The PACB could appoint secondary TDAs to address periodic gaps in advanced block training capacity or to address specific industry or regional or remote training requirements.

Recommendation 11: Investment in Mobile, Online/Virtual Training for flexibility for apprentices and access for remote apprentices

- (i) Mobile Training Units (MTUs) - The province should explore the feasibility and value of using Mobile Units to deliver pre-apprenticeship and apprenticeship training to support remote learners in their communities. Explore the willingness of TDAs located outside the area of St. John's to use this option for specific courses.
- (ii) Online learning - For online synchronous learning, provide non-core courses online, such as essential skills.
- (iii) Virtual Training - For trades-related learning, explore the latest technologies already in use by CNA and other TDAs. Determine how AR/VR/MR can be used to improve learning outcomes for virtual learning in specific trades. Consider federal funding to lead a regional collaboration via the AAHP to develop learning modules for selected trades using immersive virtual reality. This would allow apprentices in remote areas to access the modules, as well as apprentices who cannot afford to take time away from the workplace or home during peak times. Additionally, this technology could be used to supplement and improve learning outcomes for people with learning disabilities, engage youth in learning, and help reduce accidents on the job.

Recommendation 12: Review pre-employment programs

- (i) Branches of government responsible for postsecondary education should review funding of pre-employment /pre-apprenticeship programs³⁸ and tuition fees, which feeds apprenticeship training intake, to find ways to lower tuition, reduce program duration, and align program offerings with labour market demands. The tuition for pre-employment/pre-apprenticeship programs resulting in Level 1 in-school apprenticeship program credit should be significantly reduced, where needed, and future increases capped. Targeted funding grants to top-up tuition should be made available to institutions to deliver specific pre-employment programs advised by the PACB based on labour market need. The Department of Education with TDAs should also explore working with industry to develop new shortened (8 to 12 week) pre-employment programs³⁹, to encourage and support direct entry of individuals into apprenticeship.

- (ii) IPGS through ETPD should incentivize employers to hire direct entry apprentices by expanding the AWS to employers of direct-entry apprentices to also get wage subsidies (which could also be a larger subsidy than pre-employment subsidies) and base the allocation on high-demand trades facing labour shortages.

³⁸ Department of Education – Post-secondary education branch and IPGS, Employment and Training Programs Division

³⁹ This is being done in Nova Scotia

Recommendation 13: PSE Instructor training recommendation

(i) Postsecondary Instructors Certificate

All instructors delivering in-school apprenticeship trades courses who have to complete a PSE certificate in instruction should be incentivized through cost and access. To encourage completion, the courses should be online (synchronous and/or asynchronous) and free of charge. The government could arrange with CNA to make a transfer payment for enrolments and course completions by trades instructors. Many instructors have part-time status, and a new training requirement can be financially burdensome and a disincentive for instructors when attrition is already an issue for some TDAs.⁴⁰

(ii) Training for apprentices and OJT supervisors

TDAs should review current training materials and the government should review its online videos to ensure that apprentices and JPs receive guidance on how to train and supervise apprentices on the job site. This guidance should include expectations for a supervisor, people skills, inclusive workplaces, dealing with apprentices from EDGs (e.g., women, racialized, immigrants, persons with disabilities, remote learners, Indigenous peoples), equity and inclusion issues, and the value supervisors bring to the apprenticeship system.

⁴⁰ This is why it has not been instituted in some jurisdictions.

8.0 RECOMMENDATION ON QUALITY ASSURANCE - ACCREDITATION

8.1 What We Heard.

This section summarizes comments made mainly by government and TDA stakeholders on accreditation related to quality assurance.

Accreditation policy

NL has a rigorous accreditation process, with re-accreditation required while some provinces have one-time accreditation or none. Quality and consistency of training across training delivery agents (TDAs) is still an issue despite these rigorous accreditation requirements in NL. This suggests that other strategies need to be deployed such as instructor training, curriculum standardisation, and apprentice and employer feedback on training to assess program quality.

Government's concern with inadequately trained apprentices' and safety issues led to the program accreditation requirements. Government staff found there was a need for 'more teeth' in accreditation because of safety concerns in non-accredited schools.

TDAs have indicated that these requirements are onerous and have become burdensome for them without necessarily achieving the quality and consistency in programming that they aim to support. TDAs note that new requirements are added each year, and it is getting harder to meet these 'ever-growing expectations.' Since accreditation cycles through different programs at different times, a TDA may have to handle fifteen different program accreditations at the same time. They find the onerous process is stressing instructors, taking time out of their instructional work, and may lead to instructor attrition.

'The gruelling process of accreditation would make sense if there had been a complaint filed. But to expect this level of documentation on every program is unsustainable.'

'The current system threatens to overtake time spent on teaching and learning, defeating the goal of accreditation.'

8.2 Discussion and Recommendations

Areas reviewed for training program accreditation include physical facilities, tools and equipment, instructor qualifications (C of Q) and curriculum. In most jurisdictions, once a program has been accredited, re-accreditation is not required. Jurisdictions also have annual reporting as an accountability mechanism for program quality assurance. A one-time fee for initial accreditation for a program could be rationalized, but there is no need for ongoing accreditation and fees. These funds could be better used by TDAs for resources for training delivery. Plans to make material changes to a program would have to be reported in an annual report and could trigger a re-accreditation process.

Government should not focus on repeated accreditations and burdensome reporting to do quality assurance. These activities do not address the underlying issues of the quality and consistency of program delivery. Instructor training, curriculum standardization, and apprentice and employer feedback on training are other mechanisms for evaluating program quality, along with annual reporting. See chapter 5 and 11 for more on the latter.

Recommendation 14: One-time accreditation and alternate approaches to program quality assurance

Implement one-time accreditation. Once a TDA is accredited to deliver an apprenticeship program at a location, programs will no longer need to be re-accredited unless there are significant industry changes impacting the trade that require a revamp of curriculum and changes to equipment or facility requirements. To maintain accountability given the removal of cyclical re-accreditation, government should contract TDAs to deliver programming which sets out objectives, program standards, training hours, minimum completion rates, and other requirements that government deems necessary to ensure quality. Through an annual report the TDA can report on activities and outcomes using KPIs. The government can monitor program quality through reporting and enforce contractual obligations in response to complaints/feedback from students and employers. In addition, other mechanisms such as instructor training and curricula standardization will contribute to program quality and consistency). TDAs can also be

assessed on program quality based on satisfaction surveys, completion and discontinuation rates, level and IP exam pass rates and employment outcomes. Ad hoc inspections could be conducted by the ATCD, at their discretion by APOs or independent third parties, to validate and address complaints before a decision is made to cancel a TDA's program accreditation status. These other mechanisms along with accreditation will provide a more comprehensive framework to effectively evaluate training quality and delivery.

9.0 RECOMMENDATIONS ON ACCESS AND EQUITY

Provincial governments have prioritised access and equity on their policy agenda. In labour policy, one of the driving factors is the need to maximize the labour pool by allowing as many people as possible to succeed in training and education and participate in the labour market. Given the labour shortages in many skilled trades, it is important to focus on increasing the labour market participation of people from underrepresented groups especially in non-traditional trades which includes women, Indigenous peoples, newcomers, people from racialized groups, persons with disabilities, as well as people in rural/remote areas, veterans transitioning back to civilian life, and low-income people facing financial barriers.⁴¹

What we heard - general

The sections of 'What we heard' summarizes comments made by stakeholders on specific underrepresented groups or EDGs in relation to the apprenticeship system in NL. Comments are perceptions which may or may not be accurate reflections of how the apprenticeship system functions with regards to these issues.

General

The government has taken a progressive approach to access and equity by supporting NGOs such as OAWA and the Skilled Trades Indigenous Office with TradesNL. To continue to support apprentices, these NGOs must be adequately funded and staffed. NGOs recognize the need to support various EDGs and address their specific needs through collaboration and maximizing resources when serving apprentice clients. Wage subsidies for employers were also seen as a useful tool to incentivize hiring apprentices. It was suggested to foster collaboration with WorkplaceNL (injured workers) and older workers to develop a mentorship program to pass on knowledge to apprentices as part of succession planning. Stakeholders also indicated a need for demographic data on registered apprentices to be collected to assess participation of underrepresented groups

⁴¹ The goal of diversity and inclusion has also been included in recent legislation of Ontario's 2021 Act, sec 40 (9), 'To promote inclusivity and diversity in relation to trades and apprenticeship.'

and/or EDGs. In addition, as the number of clients increase for NGOs, funding should keep pace.

Specific issues relating to persons with disabilities, Indigenous persons, newcomers, and women are discussed below.

9.1 Persons with Disabilities, Accessibility, and Accommodations

9.1.1 What We Heard.

Accommodations: There has been a rise in the number of accommodations required for apprentices sitting examinations. Accommodation requests have increased the workload of staff in ATCD, the APOs and other staff who invigilate accommodation exams. The number of accommodations is becoming challenging for all divisional staff to manage, including the exam coordinators. Government staff outside of the Apprenticeship Division are asked to help manage the number of requests.

VLS: The Virtual Learning Strategy (VLS) services which is hosted in New Brunswick has been made available to NL apprentices. The services have shown positive outcomes for individuals facing difficulties with passing examinations for their certifications. VLS was initially funded by the federal government but will transition to a fee-based system. The VLS service will continue to be offered to apprentices in NL who meet the criteria for services, and the province will also locate local services who can provide support for apprentices who need it.

A disability story

"I started my apprenticeship program, with multiple failed attempts writing the Red Seal exam, with no or little accommodations for my learning disabilities. I refused to write exams anymore until I had proper provisions in place. I was one of the first in the province to go through the VLS system, and I passed my Red Seal exam first try, after I went through the VLS system." Journey person

9.1.2 Discussion and Recommendations

Most of the feedback related to services for persons with learning disabilities (LD) who have challenges with passing examinations. The new provincial and federal accessibility legislation imposes greater obligations to accommodate. ATCD provides accommodations for apprentices with disabilities or language barriers when they challenge level and Red Seal examinations. These accommodations include extra time to complete the exam, an interpreter/reader, a quiet location, a translator or use of dictionary), splitting/chunking exam content, a scribe, special exam formatting, and assistive technology.

Apprentices can submit requests directly to ATCD. In addition, APOs can submit forms on behalf of apprentices. There is an opportunity to reduce the workload from accommodations for ATCD staff. In BC, invigilation of accommodated exams is outsourced to ServiceBC, a BC government agency that delivers a variety of services to communities across the province. ServiceBC invigilation is supplemented by internal staff when needed. However, an internal team manages the evaluation and approval of requested accommodations for exams. This team works with clients to identify barriers and provide the most appropriate accommodations.

Recommendation 15: Accommodations for examinations

Outsource the invigilation of accommodated exams based on accessibility requirements to a third-party government office or service provider who have the staff expertise and resources.

In addition, explore the feasibility of outsourcing evaluation and approval of accommodation requests to a third-party government entity or service provider.

The ATCD staff can re-direct their attention to their core work with employers, training providers, and apprentices. This does not mean that the obligation to accommodate apprentices under the accessibility legislation would be outsourced. The extent of outsourcing could be decided internally.

9.2 Indigenous Persons

9.2.1 What We Heard.

It was suggested that there is higher success locally when Indigenous people are supported by Indigenous staff in pre-employment and apprenticeships. Some may not like to go far from home for training. However, the nature of some skilled trades is that travel to projects may be involved, so this should be part of counselling in recruiting for the skilled trades.

NGOs should be supported in providing training (such as cultural awareness) to employers and unions to assist them in their understanding of barriers and difficulties facing Indigenous skilled trades people. To increase access, employers should work with NGOs (Trades NL, OAWA, Women in Resource Development Corporation) to understand the types of support required to reduce or remove barriers (i.e. trust, transportation, childcare) facing Indigenous people in entering the skilled trades. Government should also consider having an Indigenous representative as a member of the PACB.

Government can create incentives for employers to provide mentorship opportunities for Indigenous skilled trades people to assist them to advance as quickly as possible through the apprentice process. Government should also establish targets for recruiting Indigenous apprentices based on current labour force demands and assess achievement or progress in meeting them with LMI.

9.2.2 Discussion and Recommendations

NL is home to five Indigenous groups (Innu Nation, Nunatsiavut Government, Nunatukavut Community Council, Qalipu, and Miawpukek Mi'kamaway Mawi'omi). The provincial government has funded the establishment of the Indigenous Skilled Trades Office (ISTO)⁴² with TradesNL in Happy Valley-Goose Bay, and in 2023 announced the addition of two locations in Corner Brook and St. John's for training and employment support, with partnerships and outreach for apprenticeships. The federal government also deals directly with First Nations communities and NGOs with apprenticeship

⁴² See <https://tradesnl.com/Indigenous-office/>

supports. ISTO's role is to 'recruit, assist with employment, support, and the advancement of Indigenous Skilled Trades people (clients) from pre-employment, apprenticeship progression to full journeyperson status' (ISTO, 2023).

Every province is involved in funding and supporting participation of Indigenous persons in the skilled trades. The promotion of employment and training for Indigenous peoples is part of the process of reconciliation. The support of ISTO will contribute to this effort in expanding labour market access and participation while helping apprentices to navigate challenges that they face in the system. Culturally sensitive collaboration among employers, government, and NGOs to expand support of Indigenous apprentices and trades qualifiers (rural and urban) is crucial for continued impact and success.

Recommendation 16: Local access to training

Union training providers, CNA and ISTO should collaborate to deliver specific block training in or adjacent to remote communities across NL.

Recommendation 17: Indigenous cultural awareness training

Government, employers, and unions should access and provide cultural awareness training to appropriate staff to assist them in understanding the barriers and difficulties facing Indigenous peoples interested in entering and staying in the skilled trades. In the context of reconciliation, this has become a common practice to improve service delivery to Indigenous clients in other provinces. Training should be sourced from services offered by Indigenous people or developed by Indigenous people.

Recommendation 18: Measuring success in indigenous inclusion in apprenticeship

ATCD with Workforce Development Secretariat should use internal data and external datasets from Statistics Canada to assess performance and/or labour market outcomes of Indigenous persons in apprenticeships/JPs compared with non-Indigenous apprentices/JPs in NL and other jurisdictions, to assess success of measures to improve participation in the apprenticeship system, and report in the annual report and website. (See Chapter 11).

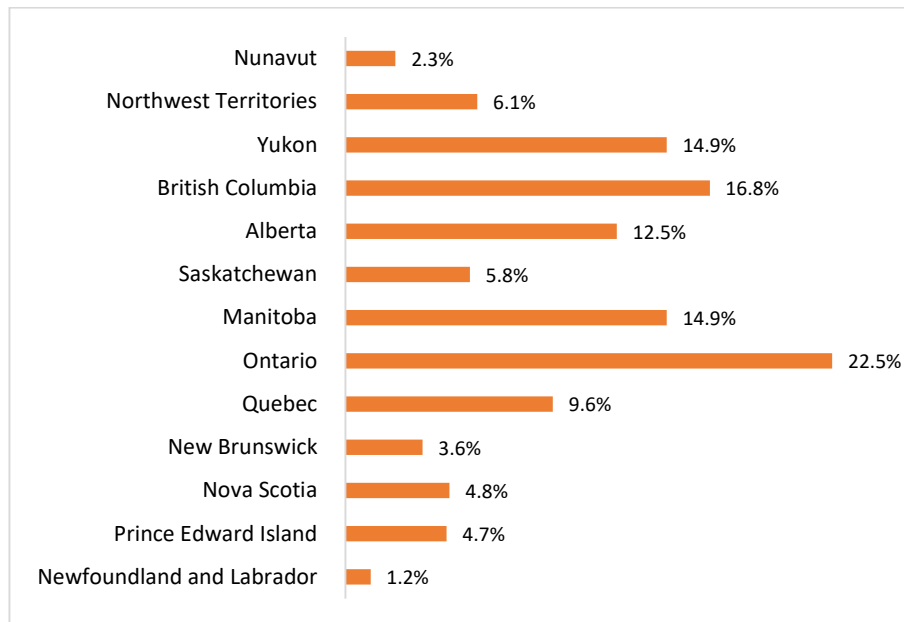
9.3 Newcomers in Apprenticeships

Immigrant labour is key to population growth in all provinces including NL. According to the Census 2021, 14,020 people in the NL labour force had an apprenticeship certificate⁴³ (which does not reflect actual number working in the trades), and of those, 1.2% (165) in NL were immigrants. This latter figure is lower than in the other Atlantic Provinces. Ontario has the highest share at 22.5% of apprenticeship certificate holders who are immigrants. The numbers include non-traditional trades⁴⁴ which have come under the purview of apprenticeship authorities and include an apprenticeship and trade certification. See Figure 10.

⁴³ NB: Definition: *Apprenticeship certificate* refers to whether or not a person has obtained a Certificate or Diploma of Apprenticeship, a Certificate of Qualification or a Journeyperson's designation. A Certificate of Apprenticeship (C of A) or Diploma of Apprenticeship is obtained by successfully completing a registered apprenticeship training program, consisting of supervised on-the-job training which may be accompanied by course work or 'in-class' technical training. A Certificate of Qualification (C of Q) or Journeyperson's designation is obtained after successfully passing a provincial/territorial examination. These examinations may be written by individuals who already have a Certificate or Diploma of Apprenticeship, or by individuals who have not completed a formal apprenticeship program but who have extensive experience working in their trades. The latter are known as trade qualifiers or trade challengers. *Non-apprenticeship* trades certificates or diploma is excluded.

⁴⁴ Examples of non-traditional apprenticeable trades appear mostly in the 3 larger provinces. In BC- Dairy Production Technician; Embalmer and Funeral Director; Funeral Director; Meat Cutter and Industrial Butcher; In Ontario, Child and Youth Worker; Dairy Production Technician; Developmental Services Worker; Early Childhood Educator; Educational Assistant; Retail Meat Cutter, and several IT occupations; and in Quebec, Automobile Sales Consultant; Dairy Production Technician; Hotel Reception Clerk; Housekeeping Attendant in Tourist Accommodation; Industrial Cleaning Operator; Fishmonger; Network Cabling Specialist; Video Game Tester.

Figure 10: % of Immigrants with an Apprenticeship certificate



Source: Census 2021, Prism Custom Request

9.3.1 What We Heard.

Stakeholders noted that there are few newcomers in NL or in the apprenticeship system. We also heard that some refugees do not have trade skills or any interest in the trades. This statement is upheld by the Census data. Some do not remain in NL if they do not have an established community.

Employer education is needed on programs that support employers in hiring newcomers and supports available to newcomer employees. SMEs are challenged with navigating employment programs for newcomers.

There are no specific accommodations for newcomers coming into the skilled trades. It was felt that language training programs needed to be enhanced by tailoring training to the specific terminology and communication needs within trades occupations. Language issues are important for compulsory trades. Occupation-specific language training⁴⁵ are delivered by NGOs and colleges in Ontario, free of charge, as these programs are funded

⁴⁵ See <https://co-oslt.org/courses/construction/>

by the federal government (Immigration Refugees, Citizenship Canada) as part of settlement services. How useful they are is not well known.

More promotion and awareness need to be done to attract newcomers to the skilled trades. Taking loans to pay high tuition at a private college would put them at a disadvantage in starting their life in NL. The apprenticeship system supports newcomers in gaining recognition for their skills by providing structured pathways for developing skills and access to certification. However, newcomers often face difficulties due to a lack of recognition of international credentials. To resolve this issue, proactive steps must be taken. PLAR programs should be expanded and promoted to allow newcomers to demonstrate the skills and knowledge they gained from their prior experience, education and training.

9.3.2 Discussion and Recommendations

The review required a consideration of immigration and attracting newcomers to work in the trades. Based on local demographic growth projections, NL needs newcomers for future population growth. The Office of Immigration and Multiculturalism, a division of IPGS, supports immigration and multiculturalism priorities for the Government. One of its functions is 'to enhance settlement and integration services, including liaising with other divisions, departments, and external stakeholders on relevant matters.'

Depending on country of origin, newcomers have different service needs and challenges, and employment goals and expectations. Retention in the Atlantic provinces has historically been an issue but that may change as the cost-of-living increases in larger provinces. Key to attracting and retaining newcomers in the future is access to affordable housing, employment and healthcare services. The Association for New Canadians (ANC)⁴⁶, an NGO, funded by the provincial and federal governments (and other donors) provide support services to newcomers to help them find work, such as pre-employment supports, language training, and support employers to understand wage subsidies available to them when they hire newcomers.

A newcomer can be evaluated for prior experience in a trade to become a trade qualifier and challenge the C of Q examination. While newcomers may have found work that

⁴⁶ See <https://www.ancnl.ca/>

requires skilled trades training, there continues to be challenges with addressing labour market integration of newcomers in the skilled trades in a systematic manner from a policy and programming perspective. The issues raised around promoting and expanding access to PLAR, foreign credential recognition, and occupation-specific language training are ongoing issues for newcomers across Canada. Barriers may exist for entry into specific industrial sectors and occupations that need to be removed.

Immigration also has to be targeted based on skills required by the province. Nova Scotia has established the Critical Construction Worker Pilot⁴⁷, a new stream under the Provincial Nominee Program (PNP), to include twenty-one in-demand occupations in the construction sector, focused on the residential building trades. The stream also recognizes industry experience and does not require a high school diploma, which other streams do. NL has to recognize where the local labour shortages are in the trades and utilize the PNP program to bring in people with those trade skills, if local or regional labour supply are inadequate.

In larger provinces, employers have been open to hiring newcomers based on their own skills-based testing in their organization regardless of credentials, given the labour shortages. However, newcomers need to be supported in recognition of their foreign credentials to support the trade qualifier process, even if they have been able to find employment in their trade.

Recommendation 19: Incentives and supports for labour market integration

The province through Office of Immigration and Multiculturalism should continue to support NGOs like ANC in their efforts to provide employment supports, referrals to employers searching for skilled tradespeople, and employer wage subsidies for newcomer hiring in the skilled trades.

⁴⁷ See <https://news.novascotia.ca/en/2023/10/19/actions-accelerate-skilled-trades-growth>

Recommendation 20: Foreign credential recognition in skilled trades

The province through Office of Immigration and Multiculturalism and the ATCD should collaborate with CNA and Industry Associations/Labour organizations to develop standardized criteria for evaluating international credentials in specific trades (e.g., compulsory, high demand).

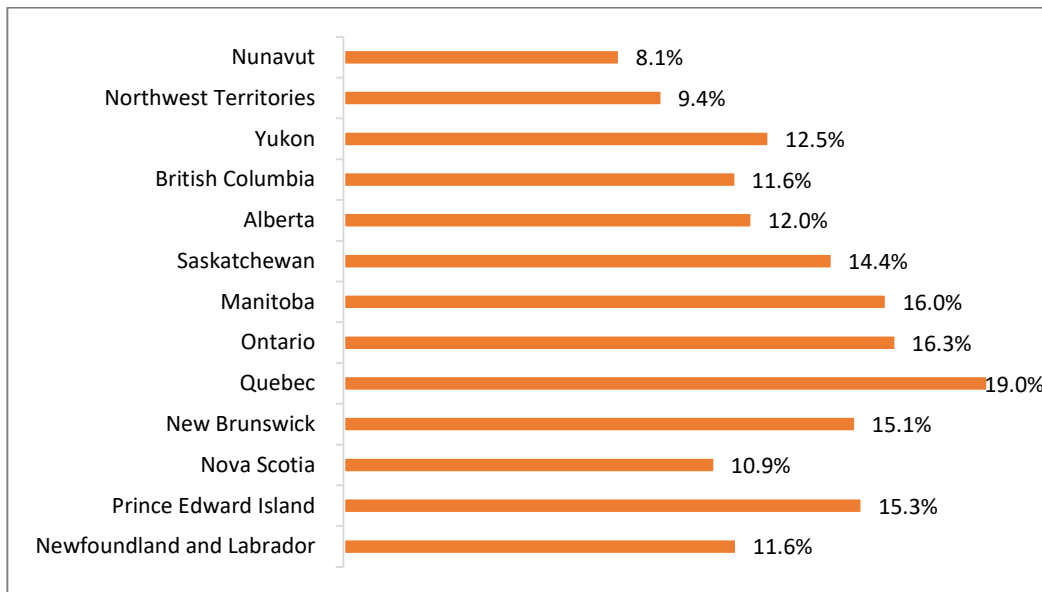
Recommendation 21: Measuring success of newcomers in apprenticeships

ATCD with Workforce Development Secretariat should utilize internal data and external datasets from Statistics Canada to review performance in apprenticeships and as trade qualifiers and labour market outcomes compared with Canadian-born, to assess success of measures to improve participation in the apprenticeship system, and report in the annual report and website. (See Chapter 11).

9.4 Women in apprenticeships

According to the Census 2021, 14,015 people in the labour force in NL had an apprenticeship certificate, which does not reflect actual number working in the trades. In NL, 11.6% (1,625) were women. This share is lower than six provinces including PEI and New Brunswick but higher than Nova Scotia. For Canada, overall, 15.1% of people with apprenticeship certificates were women. Quebec has the highest share at 19%. The data includes all apprenticeable trades in each province AND includes some non-traditional trades in BC, Quebec and Ontario (See footnote 45)

Figure 11: % of Women with Apprenticeship Certificate



Source: Census 2021, Prism Custom Request

9.4.1 What we heard.

The establishment of the OAWA was seen as beneficial for women which helps to break down barriers and improve retention. The wage subsidy program is successful as an incentive for hiring women. NL has good pre-employment programs with EI funding for clients to access training funding. The pre-employment program has benefits in terms of improving retention; providing safety training; and create candidates who are more prepared for the apprenticeship program.

There is a lack of resources for community organizations that provide support for women in trades and provide access to employment support services outside the metro area. Services that require funding are development of soft skills, and funding of wraparound supports (transportation, childcare support) to provide a full suite of services to the women to improve success and retention.

There are new considerations of gender diversity and serving the gender diverse community (non-binary people and transwomen). Collecting diversity data from clients — newcomer, rural, income, gender diverse/cis is important for reporting purposes to funders.

9.4.2 Discussion and Recommendations

All the provinces are promoting women in non-traditional trades as a means to refresh and expand the apprenticeship labour pool.

In NL, the Office to Advance Women Apprentices (OAWA)⁴⁸, an NGO, was established in 2009 to provide supports for women apprentices to succeed. They receive funding for administration, services, and wage subsidies from the province. The staff provides individualized service to employers and women, with check-ins and employment maintenance. The program is working well, and clientele is expanding. The Office was set up to remove some of the barriers women encounter in finding work in the trades. Women register, are assessed and assisted to find an employer, and a wage subsidy is provided to employers.

From a labour market outcome perspective, there may be an opportunity to assess gender pay equity across skilled trades and to see whether trades where women apprentices and workers dominate are lower paid.

Encouraging women to enter non-traditional trades where men dominate requires employers to create a gender-inclusive environment – worker training, washrooms, uniforms and safety equipment, etc. This support can come from the apprenticeship office, NGOs, and provincial and national industry/labour associations, who have experience in this area.

Recommendation 22: Supports for women apprentices/JPs

The government should continue to support OAWA with sufficient funding as the client base grows, so they can support employers and unions to recruit women in trades; provide resources on how to create an inclusive environment for women, especially women working in non-traditional trades; and provide wraparound supports for retaining women in trades.

⁴⁸ See <https://www.womenapprentices.ca/>

Recommendation 23: Measuring success of women in apprenticeships

ATCD with Workforce Development Secretariat should utilize internal data and external datasets from Statistics Canada to review performance of women in apprenticeships and labour market outcomes compared with men to assess success of measures to improve participation in the apprenticeship system by trades, regions, sectors, and report in the annual report and website. (See Chapter 11).

9.5 Youth Participation in Apprenticeships

Governments and industry stakeholders in Canada have recognized the importance of renewing the labour force with young workers in the skilled trades. The issue of attracting youth to the skilled trades was made worse by a focus on higher education and increasing participation in degree-level education to be competitive in the knowledge economy. This has left many provinces with a shortage of qualified people to work in the skilled trades. Most parents, especially immigrant parents, envision their children with university education and degrees. Trades promotion for youth has become a priority. This issue has been raised in previous apprenticeship reviews in NL.

9.5.1 What We Heard.

Stakeholders feel that youth are not interested in the trades in high school and tend to focus on academic programs and that they need to be encouraged to enter the trades. Stakeholders felt that a partnership approach to recruitment and retention of youth in skilled trades is necessary through collaboration among representatives from industry, associations, communities, families, educators, and TDAs to promote skilled trades as a career choice.

In NL, the introduction of the Youth Apprenticeship Summer Program (YASP)⁴⁹, which is funded by IPGS was seen as encouraging, and that it could be adapted so students could participate during the school year. It was also suggested that skilled trades teachers in

⁴⁹ See <https://skillscanadanl.ca/yasp/home/>

secondary school needed access to professional learning in the trades, especially as technology changes, since the curriculum will also change.

' Skilled trades should most definitely be introduced at the junior high level. I am from a very small town and had no idea how to go about obtaining education and employment for any career aside from what surrounded me in town (teaching, nursing, or retail clerk). Through grade school I was put on the 'University or Bust' pathway because I was "smart", yet I always had the knack and the interest in hairstyling. So, instead of starting in the trades fresh out of high school, I finally took the plunge at age 25 and had no regrets doing so. That said, I feel like we are missing out on a lot of "the good ones" because the exposure is lacking or because the trades have a lesser value in the eyes of some. Skilled trades were shunned in my day and to a lesser degree, still are today. We need to shine a light on the trades and get learners exposed at a younger age.' Business owner

9.5.2 Discussion and Recommendations

Stakeholders mentioned the need to encourage youth to enter the trades, but this should be qualified in two ways (i) that job opportunities exist in the trades being encouraged, and (ii) that the youth have the aptitude and attitude to work in trades.

The YASP was approved for 3 years starting April 2023 with a target of 115 youth summer placements over the 3 years. The program is being implemented by Skills Canada. The summer 2023 pilot matched twelve youth with employers. YASP is targeted to Grade 10 and 11 students who apply for a 7-week full-time placement (June-August) in high volume trade areas (e.g., carpentry, millwright, welding, electrical, automotive). Once placements are confirmed, youth register as an apprentice, is assigned an Apprenticeship Officer and their hours begin to be logged toward the particular trade. This gives them a pathway to the trades directly from high school if the placement is successful. The program also offers a wage subsidy to employers.

The OYAP program in Ontario (see Figure 12) may be a program that could be adapted for schools in NL as part of trades promotion for youth. The YASP has elements of OYAP except the latter is done during the school term. The key to implementing such a program is to:

- (i) find students who have the right attitude and aptitude to refer to employers, and
- (ii) focus on specific trades where employers in NL are facing shortages.

A broader trades program in NL will be unmanageable, and students may select trades to continue as apprentices where there are fewer employment opportunities. For purposes of ratios in Ontario, regulation⁵⁰ was established that OYAP or other youth program participants are not counted as apprentices on the job site.

Figure 12: A youth in trades program in Ontario

Youth and Trades Promotion Example in Ontario

The Ontario Youth Apprenticeship Program (OYAP)¹ is a *School to Work* program that allows students (grade 11 and 12) to explore and work in apprenticeship occupations through the Cooperative Education program. There is no obligation for an employer to pay an OYAP student, but they get coop credits towards their high school diploma, and hands-on learning in a trade under the guidance of a mentor. OYAP works in consultation with the secondary school Guidance Department, a Cooperative Education teacher, and a subject teacher in the identification of suitable candidates. They are then referred to employers for interviews, and if successful, are placed with the employer on a trial basis. The Ministry of Education pay for Workers' Safety Insurance coverage (WSIB) during the cooperative education placement period, on condition the student is not receiving a wage. Students can become registered apprentices and work towards becoming certified journeymen in a skilled trade while completing their secondary school diplomas. The last data available show that over 22,000 students participated in OYAP in 2013/14 and almost 5,000 or 23% had Registered Training Agreements.

Source: oyap.ca

The Department of Education in NL is responsible for a number of trades courses in secondary schools⁵¹ which exposes students to the trades. The teachers are not JPs but have a degree in education. Since the early 2000s, the courses were introduced to encourage youth to go into trades. Students are not tracked, however, to see if they entered an apprenticeship after completing secondary school. A youth apprenticeship

⁵⁰ See Ontario Regulation 877/21- <https://www.canlii.org/en/on/laws/regu/o-reg-877-21/latest/o-reg-877-21.html>

⁵¹ See <https://www.gov.nl.ca/education/k12/curriculum/guides/skilledtrades/>

program was piloted by Department of Education but was cancelled a few years ago. Students came from the St John's area but extending it to rural areas was costly and it became onerous for teachers to administer, with additional duties. With YASP, Skills Canada has the resources from IPGS and manages the program, so it is not the responsibility of teachers to administer it. The students in the school courses could be attached to an OYAP-type program.

Recommendation 24: Evaluate YASP as a pathway to apprenticeship

IPGS should evaluate the YASP to assess its success in transitioning sufficient students to apprenticeships. If this program is working, then it could be made permanent as a pathway for high school youth who have an aptitude and interest in the skilled trades.

Recommendation 25: Expanding trades promotion for youth

ATCD should collaborate with the Department of Education to investigate the feasibility (e.g., cost, student, and industry interest) of an OYAP type program to recruit young people who have an interest and aptitude for working as tradespersons, focusing on high demand skilled trades in the labour market. If deemed feasible, create a pilot and evaluate it for success in transitioning sufficient students to apprenticeships.

10.0 RECOMMENDATIONS ON ORGANIZATIONAL FACTORS

10.1 What We Heard.

This section summarizes comments made by stakeholders on organizational and other issues.

Lack of resources and external communications:

Retirements and retention of new staff was raised as an issue. The issue of staffing shortages was raised, and the department should match staffing with the growing workload.

Recruitment and retention of tradespeople to participate on the Provincial Trades Advisory Committee (PTACs) was felt to be time-consuming given high turnover in committee members, especially in low volume trades. The gap between reviews makes it difficult to maintain contact with committee members as some retire or move to new positions. Recommendations included new staff to liaise with community groups to ensure open communication and create greater collaboration with the Department, and a staff person dedicated to recruitment and maintenance of the PACB.

APOs indicated a lack of time to do the outreach that is needed to consult employers, as their time is focused on apprentice needs, there fewer APOs than before the pandemic. APO promotion of trades used to result in more enrolments, particularly with direct entry. Direct entry apprentices may have dropped off as a result of APOs not getting into the field to build stronger relationships with employers and apprentices.

Communications from the ATCD and Board to stakeholders and between the training providers and the province needs improvement. To improve relationships and transparency of processes, there is a need for regularly scheduled trade-specific committee meetings.

Internal communications

The lack of communication among Departments makes implementation of initiatives challenging. Two areas requiring improvement are:

- Clarity in roles and work in the Division and in other divisions.
- More in-person meetings to share information or ideas across the Division.

Information management and digitization

The current LMI information systems and processes for apprentices and other users were discussed as needing improvement. Some recommendations were put forward by stakeholders:

- Expediate assigning apprentice numbers as delays impact employment;
- Improve forms/paperwork on the website and information organization;
- Improve clarity, including better documentation and online videos on the website to guide apprentices and other users;
- Clearly identify the differences between pre-employment and direct entry and benefits, as staff resources are used to support apprentices in completing simple forms;
- Given that various Units in ATCD and IPGS 'require the same information in different formats at different times,' standardize the collection and location of relevant information to streamline processes and reduce the burden on information providers;
- Make the process for tracking apprenticeable hours and employer sign off more efficient with the use of a new application system such as a web-based tracking system to log hours; make application submission easier for apprentices; track applications; streamline the process, which makes it easier for supporting agencies to aid clients and increases efficiency and timeliness;
- Provide better information on apprentice mobility from province to province, as the mobility transfer guide available online is not sufficient;
- Have a database to allow employers to validate whether a journey person is Red Seal certified.

10.2 Discussion and Recommendations

The issues raised by internal and external stakeholders relate to staffing, tools/guides, forms, communications, technology use and information systems, LMI that impact planning, productivity and timely service delivery. The issues indicate an engaged group of stakeholders who are willing to work on service improvements with the leadership and support of the Department and Division.

ATCD has recognized that the current administrative database is outdated and is taking steps to build a new system to address client needs. Information systems have to be updated and improved on a continuous basis, which should be factored into budgeting within the Division and Department.

Funding and staffing of ATCD depend on labour market needs, government and Department priorities, expansion plans, and financial constraints. All provinces have made apprenticeship reform and funding a high priority, especially in industrial and construction trades due to labour shortages and plans to build infrastructure and expand housing stock, which is supported by the federal government. The apprenticeship file should also continue to be a focus for the government of NL, which would be reflected in resourcing the ATCD and their support of the PACB's work.

Recommendation 26: Staffing of ATCD

Government of Newfoundland and Labrador should review the number of staff and roles and responsibilities to ensure resources are sufficient to improve service delivery. In particular, review the need for staffing related to increased outreach and in-person visits to employers, TDAs and other stakeholders. The province may have to consider providing additional staffing, based on a review of workload per FTE, increases in volume of work, and productivity improvement initiatives (planned or underway) that may free up staff time.

Recommendation 27: Customer relationship management software (CRMS)

Develop a CRMS to digitize the paper-based or PDF-based process to register, monitor, and assess outcomes of apprentices. The CRM will allow ease of use for stakeholders and allow monitoring and tracking of apprentices; facilitate communications among ATCD staff, employers, apprentices, other government staff; TDAs, and other identified users. Offer self-serve use of the system to TDAs, apprentices, employers, and JPs. Use the CRM as the centrepiece for standardising the collection and location of administrative data, to streamline processes and reduce the burden on data users and providers. This modernization will shift the roles of policy actors in advising and support of clients, data collection, data sharing, and reporting internally and publicly.

11.0 RECOMMENDATION ON OUTCOMES-BASED PERFORMANCE FRAMEWORK

Part of the review involved developing an outcomes-based framework as a guide for government to assess the performance of the apprenticeship system. This chapter focuses on concerns around accountability, information-sharing and reporting from stakeholders. Stakeholder feedback and best practices on outcomes-based performance measurement and reporting is discussed. In the jurisdictional scan (chapter 5), and governance section (chapter 6) performance indicators were also discussed in relation to the PACB and reporting in other provinces).

11.1 What We Heard.

This section summarizes comments and perceptions of stakeholders related to LMI, statistics, and performance indicators.

Most stakeholders had an expectation and need for more and update-to-date LMI to be made available through the Department's website. Labour market information (LMI) is needed by government, TDAs, business, labour, students, schools, guidance counsellors, parents, and NGOs, especially in the context of announcements of infrastructure and mega projects that create demand for skilled tradespeople.

Types of information needed:

- Labour forecasts to inform apprenticeship planning which should be done in collaboration with industry partners to determine demand and skills needed given demand and changing technologies;
- LMI on newcomers/immigrants;
- Success of direct entry apprentices versus vs pre-employment training (pre-apprenticeship training);
- Data on how often blocks are running;
- Data from student surveys;

- Apprenticeship targets and actuals for pass rates, completion rate, and percentage of apprentices from underrepresented groups;
- Data on the number of apprentices enrolled by program.

Suggestions by stakeholders for LMI data collection:

- Establish measurable outcomes by ‘first establishing goals that are shared, transparent, and reported on regularly with partners;’
- Learners (apprentices) complete an online, anonymous survey about all aspects of the programs and instructors, and employers;
- Do a survey of journeypersons to keep abreast of their labour market outcomes beyond schooling;
- Survey of apprentices and PTAC representatives; satisfaction assessments for apprentices; JP mentors and employers; exit interviews with apprentices who do not complete; and periodic focus groups with industry, apprentices and ATCD employees;
- Post statistics on the government website in more user-friendly format and presentation.

‘There is no tracking of employment rate at each level. Why do people complete the pre-employment program but then not proceed with their trade? Should a survey be done?’

‘We’re not reflecting impacts of the changes we make. We make changes but we don’t follow up to see the actual impacts.’

‘There needs to be more LMI done to align training with labour market demand.’

11.2 Discussion and Recommendations

Most provinces have an accountability framework for each Ministry and the various divisions work on targets and goals which are used to hold government and stakeholders receiving transfer funding accountable. Performance measures and KPIs are established for various aspects of a system. Performance measurement and evaluation of the

apprenticeship system has to be linked to the IPGS accountability framework. The accountability framework for the system would include the various ways to assess and measure effectiveness, efficiency and success throughout the system, including the apprenticeship training process (in-class and OJT).

Accountability framework

An accountability framework for apprenticeship across provinces includes several elements:

- Ministry/Department Strategic Plan;
- Board/Agency Strategic Plan and annual report on achievements;
- Ministry/Department financials or Agency financial statements;
- TDAs - accreditation, curriculum standards (provincial, regional - AAHP, and national guides, plans of training, RSOS);
- Compliance related to compulsory trades;
- Auditor-General reports, if audited;
- Reporting of NGOs receiving funding for pre-apprentice and apprentice supports.

Different stakeholders have to report on performance based on their role in the system using various statistics and quantitative information as performance indicators. As discussed in chapter 5, each province varies in the amount of public reporting that they do with Alberta and Nova Scotia being leaders.

In terms of the PACB, Section 8(c) of the Act notes that the PACB should ‘... register all apprentices and trade qualifiers and monitor their progress leading to journey person certification’; this work is delegated to the ATCD. The role of apprenticeship authorities in other provinces, and the expectation of stakeholders in NL of ATCD/PACB is production of LMI and public reporting on the system. The production of supply data is done by ATCD, and demand data for apprenticeships is done by other branches of government.

Red Seal pass rate is the KPI for the apprenticeship system in NL. ATCD posts pass rates on its website by trade similar to other provinces. Low volume trades may not be

reported on if the number of persons writing examinations is no more than two, due to privacy requirements. As the jurisdictional scan shows, other provinces have several types of statistics posted publicly for stakeholders to evaluate how the system is doing and to inform the work of stakeholders (See Appendix C). NL has some apprenticeship statistics that are currently used internally and published via the IPGS's Strategic Plan. Other types of LMI are created by the department's Workforce Development Secretariat and some are related to skilled trades. For instance, job outlooks⁵² are created for various NOCs and posted online including for skilled trades, which are used by stakeholders.

Outcomes-based performance framework

The shift to results-based management in the public service in Canada has led to a focus on policy outcomes. For the apprenticeship system, this means that the focus is on labour market outcomes for apprentices, JPs, and trades qualifiers. The goal is to help these individuals find employment in their trade and earn decent wages.

The apprenticeship system can be effectively evaluated using outcomes-based performance measures/indicators. These measures include completions, employment/unemployment rates, wages, retention and mobility, and representation and workforce diversity in the trades. These statistics provide insight into oversupply or undersupply, access, and allow for labour market planning.

Performance indicators capture how a policy, process, program, or system is performing based on different stages which include input indicators (e.g., funding/resources), activities and process indicators, output indicators, and outcomes.

The logic model below (see Figure 13) shows performance indicators at different stages of the apprenticeship system including input indicators, activities and process indicators, output indicators, and outcome indicators. Service delivery agents traditionally focused on activities and outputs, where the means (activities and outputs) became the end in itself. An apprenticeship authority, informed by labour market forecasts, could establish targets for registrations by trade and completions and measure progress.

⁵² See <https://www.jobbank.gc.ca/outlookreport/location/nl>

Figure 13: Performance Indicators in the Apprenticeship System Example

Service/Program Delivery		Outcomes and performance indicators		
Inputs (Resources needed)	Activities (What will be delivered?)	Outputs (What will be results of activities?)	Immediate Outcomes	Ultimate Outcomes
ATCD	POT development Standards development Accreditation Apprentice/trade qualifier support Support/Outreach to employers; Examinations Trades promotion Indicators: # of clients served per day; month, year); service standards met	Indicators: # of registrations – apprentices/trade qualifiers # of MOUs with employers Equity indicators on apprentices	Indicators: Total training completions (in-class); OJT completion (hours); Exam pass rate - level, provincial C of Q; Red Seal by trade for apprentices; Trade qualifiers pass rates Equity indicators on apprentices/trades qualifiers	Employment; Wages; Mobility - retention in province Equity indicators on people working in the trades and/or have trades certifications
PACB	PACB meetings	Results – policies, program accreditations, approvals, exams, standards, POTs, designations, etc.		
ATCD/Stakeholders	PTAC/ATAC meetings	Standards - new, revised POTs; other		
Employer	OJT	# trained; completed OJT; retained by employer	Employer satisfaction; Apprentice satisfaction	
TDA	In-class training; other services/supports	# of enrolments; retention; training completions for TDA	Student satisfaction (Midpoint Survey)	
NGO	Recruitment, retention services	# of clients served, placed, retention		
ATCD/Other branches of Gov't	Compliance and monitoring of compulsory trades.	# of complaints and Inspections		

Apprenticeship Completions and cohort-based research

Research has shown that in Canada's compulsory trades, people tend to drop out of an apprenticeship after 3-4 years. For voluntary trades, non-completion is high, however, they abandon the apprenticeship but not the trades. Tracking people who stop out or drop out from the system is difficult in all jurisdictions. Governments purge apprentices from their database once they are no longer reporting and therefore are inactive, without any information of where they went or even if they stayed in the trade. A more accurate measure may be obtained using a longitudinal survey to do cohort-based analysis to understand completion and certification rates.

Labour market outcomes for journeypersons

Labour market outcomes are the ultimate performance measure for any postsecondary education program, including apprenticeships. The Education and Labour Market Longitudinal Platform (ELMLP) data⁵³ from Statistics Canada, which ties income to the RAIS database, allows for better identification of labour market outcomes for journeypersons. The data uses selected trades, including 25 Red Seal trades and five non-Red Seal trades, which account for the majority of apprentices in Canada. There is public ELMLP data⁵⁴ from Statistics Canada available through its portal and public data tables on income for journeypersons along with province; certification mode apprenticeship or trade qualifier, and trade. Some of the data rolls up to the Atlantic region level given population size.

Recommendation 28: Outcomes- based performance measurement of the apprenticeship system

The Board, supported by ATCD, should utilize an outcomes-based framework to inform its work and assess effectiveness of the training system which could include several components:

- Creating evidence-based targets for apprenticeship training to determine whether the system is meeting those targets.
- Informing a 3-year Roadmap with goals and objectives and a Work Plan.
- Collecting data on outcomes of the apprenticeship system using modern digital technologies and a variety of data sources to monitor quality, performance and policy success.
- Reporting publicly through an Annual Apprenticeship Report.
- Publishing a report every five years on the State of the Apprenticeship System

Other relevant government branches (e.g., Finance, Workforce Development Secretariat, Department of Education) should provide LMI required for ATCD to do apprenticeship planning and public reporting on the apprenticeship system.

⁵³ Currently, the data is updated for RAIS 2008 – 2021 linked to tax data (T1FF) up to 2021. Both files are updated yearly, with about 2 – 3 years of lag to the calendar year. Tables include: Median employment income of journeypersons who certify in selected trades, two and five years after certification, cross-sectional analysis; Median employment income of journeypersons who certify in selected trades at 4 and 2 years before certification, year of certification, 2 and 4 years after certification, longitudinal analysis

⁵⁴ See <https://www150.statcan.gc.ca/n1/pub/71-607-x/71-607-x2021018-eng.htm>

Recommendation 29: Measure Access and Equity in apprenticeships

ATCD and the PACB (with Workforce Development Secretariat) should determine what key disaggregated LMI the government may want to collect to identify access issues and evaluate success of policies and labour market interventions to improve representation in labour market outcomes for various EDGs doing apprenticeships (e.g., age and youth, gender, newcomer status (5 years or less in Canada), Indigenous, racialized, rural, and persons with disability).

Recommendation 30: Data governance

ATCD should develop a data governance framework in collaboration with Information Technology staff that supports the performance measurement and reporting needs of the Board and Department and install new software and technologies to support data collection processes, data storage, and data sharing within the context of privacy legislation and equity concerns by various EDGs.

12.0 OTHER POLICY ISSUES

This section covers various issues that arose or need consideration as per the Mandatory Technical Requirements (MTR) of the review. It provides a brief description of the issue and a recommendation, where necessary.

Extension of apprenticeship model and/or trade designation to other occupations

The consultations with stakeholders did not present any thoughts or interest in extending the apprenticeship model to other occupations but focused on resolving the issues with the existing skilled trades. Employers are facing shortages in the traditional skilled trades which have challenges with apprenticeship completion rates. Sharpe (2009), in the context of Ontario, mistakenly notes that the sectors where trades are traditionally located — construction, motive power, industrial and service trades are in 'declining industries.' This was to make a case for extending the apprenticeship model to other occupations. The current labour market demonstrates that neither these sectors nor the demand for journeypersons in these trades are in decline.

There is a trend toward amending trades legislation to allow for designation and certification of non-traditional occupations, with or without an apprenticeship requirement. Ontario extended trades designations to occupations in information technology (Information Technology Hardware Technician; Information Technology Network Technician; Information Technology Support Associate - Customer Care Agent; Information Technology Support Associate - Inside Sales Agent; Information Technology Support Associate -Technical Support Agent) and in childcare (Child and Youth Worker, Developmental Services Worker, Early Childhood Educator; Educational Assistant) which require an apprenticeship period and a Certificate of Apprenticeship issued by the Ministry. Certification exams under Skilled Trades Ontario are not necessarily a requirement for specific apprenticeable trades.

Alberta's new legislation also offers the option to use the apprenticeship model outside the traditional designated trades.

New Brunswick designated Personal Support Worker and Human Services Counsellor occupations, whose representatives wanted their own legislation, education in the field and a body to provide standardized examinations. New Brunswick found that the apprenticeship model fit well in terms of certification and validation of training (Interview, 2024). It took the New Brunswick Board two years to designate the trades to allow certification. Creating legislation to have these occupations become certified would have taken 6-8 years. The motive for trade designation by representatives was to increase wages. This occupation in most provinces is low waged, but it is unclear if the trade status change has helped to address that challenge.

Amendments to The Apprenticeship and Certification Act in Manitoba allow for designated occupations to be established under the Act, which provides for provincial certification outside of the apprenticeship system. The only requirement for individuals to obtain certification in these occupations is the completion of a certification exam. On-the-job training and in-school technical training may also be components, but this is not a requirement.

The PACB would need to carefully consider the case to extend the apprenticeship model to other occupations including labour market needs and impact on supply; professionalising the occupation; need for an apprenticeship; the implications for public safety; and whether these issues could be better addressed through traditional PSE programs, other forms of work-integrated learning such as co-op or paid internships and not apprenticeship. The opportunity to have a certification only trade that does not necessarily have the apprenticeship component, and just a certifying exam, is something the Board will want to consider based on best practices in other jurisdictions.

Recognition of JPs and career options

There is a lack of recognition for new JPs as they graduate, as the provincially funded recognition ceremony was cut. Once the journeyman status has been achieved, opportunities for professional development are limited. The need is to incentivize people to become JP certified while offering employers incentives employers to help them become certified.

Ratios

Most stakeholders did not raise concerns about ratio changes, but the construction sector raised concerns that labour market demands may require flexibility related to apprentice-to-journeyperson in order to grow the labour force in skilled trades. Other provinces have been varying their ratios.

Trade-specific issues

Stakeholders felt provincially certified heavy equipment operator (HEO) Journeypersons should have access to incentives that will encourage them to complete the newly designated HEO Red Seal Exams (Excavator TLB, Dozer), which will in turn allow them to sign off hours and skills for apprentices. It was noted that HEO apprentices should have the option to log hours on the three Red Seal pieces of equipment concurrently, as well as the other four provincial pieces of equipment (i.e. grader, tandem truck, loader, articulated truck). It was felt that current HEOs 'are versatile and operate different pieces of equipment each day, and apprentices should be learning the same variety of skills.'

Leveraging public spend for apprenticeship training

Stakeholders felt that the government could follow the practices of other provinces and institute apprenticeship training for large public infrastructure projects to increase training opportunities and improve the supply of skilled trades persons in high demand occupations. Industry, trade unions and NGOs in other provinces have encouraged government to utilize public spend as a way to promote apprenticeship training, and to encourage recruitment of underrepresented groups. Community benefits programs are based on the policies or regulations of public procurement authorities. These types of agreements have been commonplace between First Nations communities and Industry which provide best practices, along with infrastructure projects in other provinces that use community benefits to train apprentices.

Recommendation 31: Public spend and Apprenticeship Training

The Government of Newfoundland and Labrador should follow the practices of other provinces and the federal government and institute community benefits clauses for large public infrastructure projects to encourage employers to take on apprentices. These clauses can be introduced in the procurement process for bidders to complete infrastructure projects — buildings such as government buildings, public housing, hospitals, schools, roads, bridges, etc.

National issues

Red Seal testing: This issue is not related to ATCD’s mandate or the government of NL but was raised by stakeholders. The Red Seal is under the purview of the Canadian Council of Directors of Apprenticeship (CCDA) and is a national issue. It was felt that the Red Seal examination should be divided into a written section and a hands-on fundamentals section, to demonstrate that the individual has successfully achieved the required skills needed in the field and is not just good at the theory and classroom work. However, the Red Seal assessment is a written examination because of cost and logistics and not because it is the best way to assess competency in a skilled trade. This summative type of assessment method (high stakes testing) can present problems for persons with learning disabilities and persons suffering from anxiety. It was noted that there are people who have expertise in their trade but cannot pass the Red Seal test which affects the pool of JPs who can supervise apprentices.

The Red Seal Secretariat and CCDA could explore opportunities to address accommodations in Red Seal examinations for persons with a documented learning disability or mental health issue that affects taking written examinations. These people would also have to be expert in their trade, so they can become part of the pool of journeypersons who can supervise apprentices, once they pass the Red Seal. One method could be using a practical test to determine if they can do the work to meet the Red Seal standards. The practical tests would have to be developed but need only be done in disability accommodation cases and for selected trades as determined by the CCDA.

13.0 IMPLEMENTATION PLAN - PROPOSED TIMEFRAMES

The table below outlines the implementation plan for the report and recommendations. Change management is key to the success of implementation of any recommendation, from the highest-level of the Department (Ministerial commitment) to frontline staff, which may involve changes in funding, staffing, policies, SOPs, processes, equipment, and shifts in culture at all levels of the Department, Division, and involving all policy actors in the apprenticeships system. Effective implementation involves top level commitment and careful monitoring of progress and outcomes. Timelines refer to start dates for any activity (research, planning, implementation) related to a recommendation.

Status indicators

The plan can use the following status indicators



Done



In progress



Not started

See full text of report above for more details on recommendations.

RECOMMENDATIONS
SHORT TO MEDIUM TERM (1-2- YEARS)
Rec. No. 1: Mandate of the PACB – Amend the Act to explicitly recognize that the apprenticeship system is based on a partnership with industry.
Rec. No. 2: The mandate of the PACB should include jointly developing a 3-year Roadmap with the Apprenticeship and Trade Certification Division.
Rec. No. 3: Consultative Outreach by PACB to Stakeholders – outreach, consultations, and creation of Advisory Councils for key sectors
Rec. No. 4: Labour Market Planning for a Sustainable Apprenticeship System
Rec. No. 5: Promoting Careers in the Skilled Trades strategy
Rec. No. 7: Compliance and compulsory trades The Act should be amended to authorize the Director, or such other person as may be designated by the Minister, to deal with compliance matters.
Rec. No. 9: Funding model for low volume trades The ATCD should provide funding to TDAs for low volume trades on a per session basis as opposed to a seat-based model.
Rec. 15: Accommodations for examinations- outsource invigilation and explore outsourcing evaluation and approving accommodation requests

RECOMMENDATIONS
Rec. 16: Local access to training - Union providers, CNA and ISTO should collaborate to deliver training to remote communities
Rec. 17: Indigenous cultural awareness training Government, employers, and unions should provide cultural awareness training to appropriate staff
Rec. 18: Measure success in Indigenous inclusion in apprenticeship
Rec. 19: Incentives and supports for labour market integration for newcomers- The province through Office of Immigration and Multiculturalism should continue to support NGOs.
Rec. 21: Measuring success of newcomers in apprenticeships
Rec. 22: Supports for women apprentices/JPs The government should continue to support OAWA
Rec. 23: Measuring success of women in apprenticeships
Rec. 24: Evaluate YASP as a pathway to apprenticeship – IPGS should assess its success in transitioning sufficient students to apprenticeships and make permanent.
Rec. 26: Staffing of ATCD The human resources division should review the number of staff and roles and responsibilities to ensure resources (FTEs/equipment) are sufficient to improve service delivery.
Rec. 27: Customer relationship management software (CRMS) ATCD should develop a CRMS to digitize the paper-based or PDF-based process to register, monitor, and assess outcomes of apprentices.
Rec. 28: The Board, supported by ATCD should utilize an outcomes-based framework to inform its work and assess effectiveness of the training system
Rec. 29: Measure access and equity in apprenticeships
Rec. 30: Data Governance – ATCD should develop a data governance framework in collaboration with Information Technology staff that supports the performance measurement and reporting.
LONG-TERM (3-4 YEARS)
Rec. No. 6: Satisfaction Surveys and Training Completion Analysis
Rec. No. 8: Common Curricula modules ATCD with the advice of PACB should contract TDAs offering high quality training to develop common curricula – modules and course materials —for new programs and when POTs are updated. Sell via printery.
Rec. No. 10: Rationalize and align program offerings with the current number of TDAs providing apprenticeship- level training given the drop in number of apprentices, while taking location into consideration.
Rec. 11: Investment in Mobile, Online, and/or Virtual Training for flexibility for apprentices, and access for remote apprentices/Persons with disabilities
Rec. 12: Monitor and review pre-employment programs (i) Branches of government responsible for postsecondary education should review funding of pre-employment /pre-apprenticeship programs to find ways to lower tuition, reduce program duration, and align program offerings with labour market demands. (ii) In addition, ETPD should incentivize employers to hire direct entry apprentices by expanding the AWS to employers of direct entry apprentices.
Rec. 13: PSE Instructor training recommendations (i) Postsecondary Instructors Certificate- encourage completion through free, online (synchronous and/or asynchronous) courses

RECOMMENDATIONS

(ii) Training for apprentices and OJT supervisors - TDAs and gov't should review current training materials/videos to speak to JP OJT/supervision

Rec. 14: One-time accreditation and alternate approaches to program quality assurance

Rec. 20: Foreign credential recognition in skilled trades

The province through Office of Immigration and Multiculturalism and the ATCD should collaborate with CNA and Industry Associations/Labour organizations to develop standardized criteria for evaluating international credentials in specific trades

Rec. 25: Expanding trades promotion for youth

ATCD should collaborate with the Department of Education to investigate the feasibility (e.g., cost, industry interest) of an OYAP-type program

Rec. 31: Public spend and apprenticeship training

The Government of Newfoundland and Labrador should institute community benefits clauses for large public infrastructure projects to encourage employers to take on apprentices.

14.0 CONCLUSION

The report, guided by the mandatory technical requirements of the Government, looked at the apprenticeship system of NL with the goal of improving its functioning, where needed. The findings and analysis of documentary data, environmental scan, and stakeholder consultations led to several recommendations — some that aim for fundamental change in policy and governance and some focused on an operational level.

The recommendations considered the specific economic and policy context of NL. The recommendations include, among others, a change in the governance structure to strengthen the role of Industry through the PACB to improve industry engagement and trades promotion; changing the funding model for training providers for low volume trades; reducing accreditation burdens for TDAs; strengthening government's role in curriculum standardization to improve training quality and consistency; and creating better monitoring and reporting on outcomes of the system, especially related to labour market outcomes for apprentices and trade qualifiers. Other recommendations focus on improving communications and internal administration. The report also aimed to highlight the importance of access and equity in the apprenticeship system in terms of training availability and location, cost and supports, and accessibility.

The recommendations will require broad discussion, buy-in, consultation and commitment to effect change, along with provision of the appropriate funding allocations required to implement them. There should also be strong partnerships (across divisions within the Department, across Departments, and with Industry and other stakeholders), given the small size of the population in a large geographical area and limited financial resources. Regional partnerships under the AAHP would also help in maximizing financial resources and create economies of scale for some initiatives to improve apprenticeship training and labour supply.

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APPENDICES

Appendix A: Interview Guide

Consultation Purpose

The purpose of the consultations is to inform the review of the apprenticeship system in NL. Stakeholders will provide feedback on key aspects of the system that considers **effectiveness, sustainability, governance, and accessibility** to apprentices. The interviews (and survey and town halls) will allow the provision of feasible **recommendations** that can be funded, implemented, and suggest ways to measure and evaluate effectiveness of changes, if and where needed.

Note: Key stakeholders may also submit written submissions to Prism.

Pre-amble for interviewee

The Province of NL has engaged Prism Economics and Analysis to undertake a review of the apprenticeship system. As part of the exercise, we are conducting interviews with stakeholders to collect information and opinions regarding a variety of components of the system and the functions of the PACB and any related Committees. This interview is confidential and there will be no attribution to individuals in our reporting.

Objectives

- Understand how the current system works - what works well and what challenges may exist; and identify the causes or factors contributing to challenges identified;
- Identify needs and expectations of stakeholders (internal and external);
- Learn from best practices and apprenticeship system reform outcomes in other provinces;
- Develop recommendations to improve the system's effectiveness, sustainability, governance, and accessibility.

Questions

General

1. What are the strengths of the NL apprenticeship system? (What works well)? What innovations / initiatives or best practices contribute most to the success of your apprenticeship system?)

2. What challenges or concerns is the NL system faced with? What is not working? What challenges are experienced by the system's stakeholders (apprentices, tradespersons, industry employers, government)?

Governance

1. What are the strengths of the governance structure of NL's apprenticeship system? For example, the roles and responsibilities of the PACB and ATCD, or how decisions are made?
2. What are some of the challenges of the current governance structure? Would you recommend any changes?
3. Do you feel the system is well represented by and accountable to its stakeholders? (apprentices, employers, public) How are the decision makers and their advisors held accountable for decisions and to whom?
4. Do feel the process for designating trades or developing trade standards (including designating compulsory trades) works well? Is industry sufficiently engaged?
5. Are you aware of other governance structures that would provide some best practices for Improving NL's current structure? E.g., other provincial or territorial apprenticeship Authorities?

Effectiveness

Training:

1. Do you feel that the current trades designated, and trade and training standards are aligned with industry and apprentice needs?
2. What aspects of the training delivery system are working well? (e.g., pathways to entry, supports for apprentices, oversight, access to in-school training, relationship with in-school training providers (TDAs), breadth of training, completion, and certification process)?
3. What are some of the challenges facing the training delivery system?

Measuring outcomes and success:

1. Do you feel the current apprenticeship system is producing successful outcomes for industry and apprentices?
2. How is success of the apprenticeship system currently evaluated or measured?

3. How do you feel success of the system should be measured? Would you recommend any specific measures?

Sustainability

Do you feel there are any risks or challenges to sustaining the current apprenticeship system? What are those risks, who would be impacted and how (funding, uptake, quality, outcomes for industry and apprentices, the public)?

Accessibility (and Outreach and engagement)

1. How do you promote apprenticeship and the trades and to what groups? How effective are these initiatives?
2. How is accessibility to apprentices promoted and is this sufficient (online training; new offices, etc.)?
3. In what ways does the system engage with industry to ensure training is labour market relevant?
4. How effective/accommodating is the training and skills assessment of New Canadians tradespeople to facilitate certification and employment?

Do you have any other comments to add?

Appendix B: List of stakeholders participating

Some stakeholders participated in two or more consultation options. The list below indicates the organizations/affiliations of stakeholders who participated in at least one of interviews; Town Halls; Written submissions.

Provincial Apprenticeship Certification Board members, current and former

Training providers

Academy Canada

Canadian Training Institute

CNA

DiecTrac College

Iron Workers Education and Training Centre

Operating Engineers Local 904

MUN – Botanical Garden

NGOs

Office to Advance Women Apprentices (OAWA)

ANC

Office for Indigenous and Northern Skilled Trades (TradesNL)

Skills Canada – NL

YWCA - Halifax

Labour

Canada Building Trades Union

Local 579 UBC (Atlantic Canada Regional Council)

Trades NL

UA Local 740

Impact Mobile Repair Inc.

Ironworkers Local 764

Employers

ADI Auto

Canadian Home Builders' Association – NL

Capital Mitsubishi

Corner Brook Pulp and Paper

DF Barnes

Guillevin International

Murray's Landscape Services

Havey's Oil Ltd.

Impact Mobile Repair Inc.

Kenworth NL

Landscape NL Horticultural Association (LNLHA)

Parlour 672

NL Construction Association

NL Construction Safety Association (NLCSA)

Newfoundland Power

Rio Tinto IOC

RothLochston

Steele Honda

Work Global Canada

Vale NL

Government staff

ATCD - Standards and Curriculum

ATCD - Industrial Training Unit

ATCD - Atlantic Apprenticeship Harmonization Project

ATCD - Corporate

Government Leadership, IPGS

Department of Digital Government and Service NL

Literacy and Institutional Services Division, Department of Education

Employment and Training Programs Division, IPGS

Federal Government

Red Seal Secretariat

Indigenous Services Canada / Government of Canada

Public

Apprentices

Journeypersons

Parents

Instructors (current and retired)

Appendix C: Performance measures and reporting in provinces on apprenticeships

Province	Performance indicators and KPIs	Responsibility	Reports	Publicly posted
NL	Red Seal Pass Rates; Student satisfaction survey- mid-point in -class; No. of new and continuing registrants; No. of certified apprentices.	ATCD	n/a PACB Annual Report	Yes yes
ON	Open data tables posted on Government of Canada Open Government portal. For example, total number of participants by gender/age cohort; number of approved sponsors; number of public training delivery agents; number of private training delivery agents. College Employment six months after graduation; Graduate Satisfaction; Employer Satisfaction; Graduation Rate. (Used to be published at program level for public colleges which included apprenticeship programs.)	Ministry of Education and Skills Development	https://open.canada.ca/data/en/dataset/f7cd759c-958d-4c76-866f-a94f89df8a65 Skilled Trades Ontario Strategic Plan inaugural in 2023) https://www.skilledtradesontario.ca/wp-content/uploads/2023/09/Skilled-Trades-Ontario-Strategic-Plan-2023-2026-Public-Report-vSep-20-2023-FINAL.pdf Annual Graduate Outcomes Survey Report- https://www.ontario.ca/page/college-graduation-satisfaction-and-job-rates	Yes Yes Was public.
NS	Number of apprentices by trade; Total apprentices by sector – gender representation; Changes in gender representation by sector; New registered apprentices; Youth apprentice registrations by region; Participation in youth engagement programs; Total underrepresented in youth programs; Number of school visits and presentations; Number of apprentices in Joint Registration; Agreements by JRA holder and trade; Number of apprentices in Joint Registration; Agreements with First Nations and Equity Organizations; Female distribution in non-traditional trades; Total number of underrepresented groups; New employers participating in the apprenticeship system; Number of active employers; Number of apprentices registered to employers; Technical training offered by trade and academic year; The Atlantic trades business seal program attendance; Online and remote learning attendance; Level exam performance by trade, level, and pass rate; Employers and apprentices in Apprenticeship START program; Apprentice completion of Apprenticeship START program; Apprentice progression/completion awards by trade; Certificates of Qualification issued by trade and year for Apprentices and Trade Qualifiers; Total certifications by sector Certificates of Qualification issued to all apprentices and those who identify as female or diverse;	Nova Scotia Apprenticeship Agency	Multi-year Plans https://www.nsapprenticeship.ca/sites/default/files/files/Strategic-Plan-2020-25.pdf Annual Apprenticeship Report https://www.nsapprenticeship.ca/sites/default/files/files/Annual-Report-2022-23.pdf Annual Statistical Report https://www.nsapprenticeship.ca/sites/default/files/files/stats-2022-23.pdf Annual Industry Meeting Report https://www.nsapprenticeship.ca/sites/default/files/files/AIM-2022.pdf NSAA Business Plan https://www.nsapprenticeship.ca/sites/default/files/files/NSAA-busplan2022-23.pdf	yes

	Certificates of Qualification issued to all trade qualifiers and those who identify as female or diverse.		Annual Training Schedule https://www.nsapprenticeship.ca/sites/default/files/files/Training_Schedule-2022-23.pdf	
NB	Apprenticeship Registrations Certificates Issued Teen Apprenticeship Program Participants Total Registered Apprentices Total Active Apprentices Registered Apprentices from “underrepresented groups” Graduate Satisfaction Apprentice Satisfaction Employer Satisfaction Employers with Registered Apprentices Average Age of Apprentices		Post Secondary Education, Training, and Labour Annual Report https://www2.gnb.ca/content/dam/gnb/Departments/petl-epft/PDF/Publications/annual-report-2019-2020.pdf Apprenticeship and Occupational Certification Board Annual Report https://www2.gnb.ca/content/dam/gnb/Departments/petl-epft/PDF/Appren/strategic-plan-2022-2025.pdf	yes
AB	Total and new apprentices registered in all trades; New apprentices registered in all trades; Total number of apprentices registered by apprenticeship program; New apprentices registered by apprenticeship program; Total number of individuals certified and issued Red Seal endorsements by trade; Individual issues of journeypersons certificates, occupation certificates, and qualification certificates combined by trade; Total number of completed apprentices issued education credentials; Apprentice completion rate; Classroom instruction attendance by institution and school year; Total number of apprentices registered by apprenticeship program and period of classroom instruction; Number of apprentices registered, certified and attending classroom instruction by apprenticeship and industry training office; Sponsorship of apprentices registered by apprenticeship program; Number of participants in the registered apprenticeship program by apprenticeship program; Total number of individuals awarded scholarships by year; Number of apprentices registered by apprenticeship program – total, Indigenous and women; Percentage change of Indigenous apprentices registered by apprenticeship program; Apprentice graduate satisfaction with apprenticeship system; Employer satisfaction with apprenticeship system.		Alberta Apprenticeship and Industry Training Board Annual Report https://open.alberta.ca/dataset/c522bf58-47c3-431d-89e7-6475f16da620/resource/f99f17f-af4d-492a-a5b1-b999a79bd0db/download/ae-apprenticeship-and-industry-training-statistical-profiles-2022.pdf Statistical Profiles – Apprenticeship and Industry Training https://open.alberta.ca/dataset/c522bf58-47c3-431d-89e7-6475f16da620/resource/f99f17f-af4d-492a-a5b1-b999a79bd0db/download/ae-apprenticeship-and-industry-training-statistical-profiles-2022.pdf	Yes, annually
BC	Diversity, equity and inclusion in the skilled trades workforce: ◆ Increase of women entering underrepresented trades apprenticeships ◆ Increase of Indigenous peoples entering into apprenticeship. Support for apprentices and employers: ◆ Number of CofQs issued ◆ Number of CofQs issues to women ◆ Number of CofQs issued to Indigenous peoples ◆ Youth participating in skilled trades. Improving access to trades and apprenticeship training through innovation, efficiency, and technology: ◆ Employer satisfaction with SkilledTradesBC Support ◆ Apprentice Satisfaction with SkilledTradesBC Support Service standards:	SkilledTradesBC	Annual reports on the state of skilled trades training by Skilled Trades BC. See https://skilledtradesbc.ca/sites/default/files/2023-08/2022-23%20SkilledTradesBC%20Annual%20Service%20Plan%20Report.pdf	Yes, annually

	<p>Support apprentices, employers, and other system partners in their transition to Skilled Trades Certification in BC</p> <ul style="list-style-type: none"> ◆ Number of site visits completed by Compliance Officers ◆ Number of business days to respond to exam accommodation requests ◆ Number of business days to process Trade Qualifier applications. <p>Internal: Exam pass rates, seat utilization rates, apprenticeship completion rate, and continuation from pre-apprenticeship to apprenticeship programs.</p>			
PEI	-	Department of Education and Lifelong Learning	<p>Department of Education and Lifelong Learning Annual Report</p> <p>https://www.princeedwardisland.ca/sites/default/files/publications/dell_annual_report_2020-2021.pdf</p>	Will begin publishing apprenticeship statistics annually beginning in 2024
MB	<ul style="list-style-type: none"> - Apprentice registrations; - Number of active apprentices; - Number of new apprentices; - Number of certificates issued; - High school apprenticeship program participation; - Trade qualification applications, exams administered. - Underrepresented groups – women in non-traditional trades, women in traditional trades, Indigenous apprentices, persons with disabilities. 	Apprenticeship and Certification Board	<p>Apprenticeship and Certification Board Annual Report</p> <p>https://www.manitoba.ca/aesi/apprenticeship/pdfpubs/pubs/board/annual_reports/annual_report_2021_2022.pdf</p> <p>Apprenticeship and Certification Board 5-Year Strategic Plan</p> <p>https://www.manitoba.ca/aesi/apprenticeship/boardpac/pubs/23_02_22_acb_strat_plan_2023_eng.pdf</p>	Yes
SK	<ul style="list-style-type: none"> - Number of registered apprentices - Newly registered apprentices - Completion of apprenticeship certificates - Journey person certificates - Number of apprenticeship service recipients - Employers with registered apprentices - Apprentices receiving technical training - Technical training fill rate - Registered Indigenous apprentices - Registered youth apprentices - Registered SYA high schools - \$1,000 scholarships presented to graduating Grade 12 SYA students - SYA graduates entering apprenticeship - SYA graduates achieving journey person status. 	Saskatchewan Apprenticeship and Trade Certification Commission	<p>Saskatchewan Apprenticeship and Trade Certification Commission Annual Report</p> <p>https://saskapprenticeship.ca/annual-report/</p>	Yes

Appendix D: Apprenticeship Certification Requirements, 2023 to 2027 Outlook

The Canadian System for Tracking Apprenticeship Qualifications (CANTRAQ) was developed to track the demand requirements and supply of trade certifications. A key objective of this tool is to provide industry with forward looking, qualification-based Labour Market Information (Q-LMI), enabling employers, partners and other stakeholders to anticipate future skills and certification requirements. With this information, they can respond in advance to potential labour market challenges or mismatches. This is especially important for trades with longer program durations and where training is compulsory.

The economic and demographic assumptions upon which the analysis is based are driven by the BuildForce Canada Construction Outlook and provincial macroeconomic projections produced by Stokes Economic Consulting (SEC). Historical program registrations and completions data are sourced from Statistics Canada's Registered Apprenticeship Information System (RAIS).

Table 8 compares projected provincial completions with anticipated demand requirements over the 2023 to 2027 period. Certification requirements consider projected employment growth and anticipated retirements. The outlook focuses on the number of new certified workers required to maintain the current certification share of NL's skilled trades workforce. Since individuals hold a trade certification as they move between jobs and progress in their careers, the analysis also considers certification rates of related trades and occupations.⁵⁵

⁵⁵ A related trade or occupation is an occupation that requires or benefits from the skills and qualifications represented by a trade certification, but one that does not have an apprenticeship program that is attached to it. Most often, these related occupations are managerial or supervisory positions.

Table 8: Summary of Projected Completions and Certification Requirements, NL, 2023 to 2027

Trade	Projected Program Completions	Certification Requirements	Rating
Auto Body and Collision Technician	12	10	→
Automotive Service Technician	131	229	↑
Carpenter	54	458	↑
Construction Electrician	164	797	↑
Cook	23	181	↑
Hairstylist	12	72	↑
Heavy-Duty Equipment Technician	95	179	↑
Industrial Electrician	112	101	→
Industrial Mechanic (Millwright)	136	330	↑
Instrumentation and Control Technician	7	12	↑
Ironworker (Generalist)	12	47	↑
Machinist	10	83	↑
Mobile Crane Operator	21	113	↑
Plumber	21	125	↑
Powerline Technician	49	114	↑
Refrigeration and Air Conditioning Mechanic	42	2	↓
Sheet Metal Worker	76	69	→
Sprinkler Fitter	16	5	↓
Steamfitter/Pipefitter	11	84	↑
Tower Crane Operator	5	10	↑
Truck and Transport Mechanic	16	45	↑
Welder	84	255	↑

Note: Analysis was limited to programs with a sufficient number of new registrations and completions to conduct a forward-looking assessment of training requirements.

Source: Prism Economics and Analysis, CANTRAQ

- ↑ Tightening - Demand for certified labour may exceed supply
- Balanced - Projected supply is expected to be able to meet projected certified demand
- ↓ Easing - Projected supply is expected to be able to meet projected certified demand