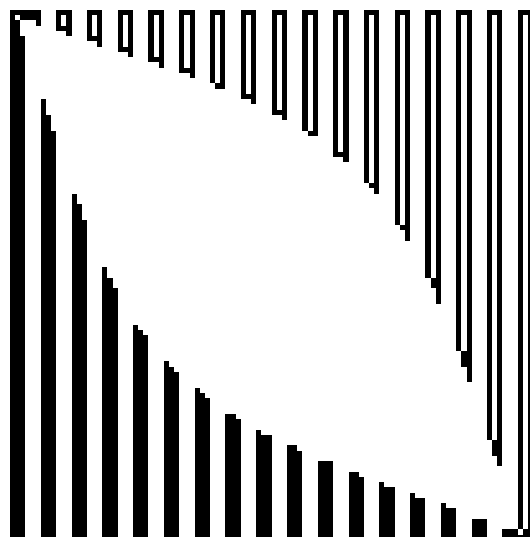


THEMATIC REVIEW ON ADULT LEARNING



CANADA

BACKGROUND REPORT - Appendices

July 2002

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APPENDIX I: PROVINCIAL/TERRITORIAL PROGRAMS IN ADULT LEARNING

Introduction

The information in this appendix was obtained from a questionnaire sent to one ministry or department in every province and territory. The particular ministry or department was identified by the Council of Ministers of Education Canada (CMEC) as a focal point for distributing the questionnaires and for coordinating the responses from that jurisdiction. In some provinces, the responses were provided using one questionnaire; in others, different ministries or departments completed separate questionnaires. The CMEC was particularly helpful in following up with the focal points to ensure that the completed questionnaires were returned.

The responses to the various questions vary considerably by ministry or department and by jurisdiction. This is not surprising given the considerable diversity in the social, economic and demographic structure among jurisdictions. Some provinces (such as Quebec and Ontario) have a relatively large population and a strong industrial base; others (such as Saskatchewan) have a relatively small population and are highly dependent on primary industries. In some jurisdictions (such as the Northwest Territories) the population consists of mainly Native peoples, and they are distributed over a vast area. There are also significant differences in the educational system in the various jurisdictions: these reflect differences in the influence of factors such as the population composition and the historical development of each jurisdiction. It is therefore to be expected that the adult education and training policies and programs in different jurisdictions will reflect their diversity and different priorities.

This variation is confirmed in the completed questionnaires received from the various jurisdictions. Most of the information contained in the completed questionnaires is presented in full in this appendix. However, some information had to be excluded because of the length of the response.

Section A: Definition and Organization of Adult Education/Training

1. *Official definition of an adult learner:*

Most jurisdictions (Newfoundland and Labrador, Nova Scotia, New Brunswick, Ontario, Saskatchewan, Alberta and British Columbia) do not have an official definition of an adult learner. Only four (Prince Edward Island, Quebec, Manitoba and the Northwest Territories) indicate that they do.

2. *Criteria used to characterize adult learners:*

Age and time since leaving the regular school system are the main criteria used to define adult learners; but these criteria are applied differently in different jurisdictions, ministries and programs. In some jurisdictions, some individuals who qualify for assistance under special programs, such as income support, are older workers and hence may be considered to be adult learners.

While the province of Newfoundland and Labrador does not use a definition of adult learner in association with ongoing program delivery, people 19 and over who have been out of the high school system for one year and require high school equivalency training are encouraged to pursue training through post-secondary institutions rather than through high school.

In Prince Edward Island, an adult learner is defined as any person 18 years of age or older, or out of the public system for at least one year; college prep participants must be EI eligible.

In Nova Scotia, the definition of an adult learner differs by program: eligible learners in Community-Based Literacy Programs must be at least 16 and out of school; eligible applicants in the General Educational Development Program must be at least 19 and out of school for one year; and individuals in Rehabilitation Programs and Services must be over the age of 16, enrolled in Post-Public Education, have a documented disability, and be a resident of Nova Scotia. Mature students in Nova Scotia Community College must be at least 21 years of age and out of school for at least one year.

New Brunswick characterizes all individuals not covered under the Schools Act (i.e. beyond the official school leaving age of 16) as adult learners.

In Quebec, an adult learner at the secondary level is defined as an individual who is 16 years of age on September 30 of the current school year. Adult education is defined as education intended for any person who has quit school at a given time. It refers to the overall formal or other learning activities through which individuals develop their skills, acquire, enrich and improve their knowledge and professional qualifications with respect to their own needs and those of society.

In Ontario, the Ministry of Training Colleges and Universities defines adult differently depending on the program or service being offered. In the Workplace Preparation Branch, the Literacy and Basic Skills Program defines adults as those aged 19 or over and out of school. The Job Connect program defines 16 to 24 year olds as youth and adults as being 25 years of age and over. In the Post Secondary Division, it is generally understood that an adult learner is at least 19 years of age and refers to those attending college after a prolonged absence from an educational institution; and universities typically define "adult" or "mature" students as individuals who are at least 21 years of age and have not attended an educational institution on a full-time basis for two years prior to admission.

The Ministry of Education in Ontario bases its definition on an individual's eligibility under the Education Act (1999) to participate in a continuing education course or class. This applies to persons who attended secondary school for seven or more years but not for four or more years after turning 16, and a person for whom funding has been calculated in accordance with regulations relating to a continuing education course or class (pupils age 21 or over). The Independent Learning Centre in the same ministry classifies adults as those over 19, or as those over 16 and under 19 and not enrolled in a secondary school.

Manitoba typically defines an adult learner as being 19 years of age or older and out of school for at least one year.

In Saskatchewan, the Ministry of Post-Secondary Education and Skills Training uses different criteria for defining adults. Adults include: those 18 or older and out of school for one year, and those 19 or older whose peer class has graduated from Grade 12. The Ministry also sets criteria based on income for the unemployed on social assistance.

In Alberta Learning, different criteria are used across the Ministry of Learning regarding adult learners. The School Act mandates public funding for basic learning for all persons under 19 years of age: those enrolled in basic learning above that age would be considered adult learners. In the post-secondary sector, institutions determine entry criteria; age is generally not a factor, but most post-secondary attendees are considered to be adult learners.

In British Columbia, the Ministry of Education provides funding assistance for adult learners who are 19 years of age or over and have not graduated from secondary school. Forest Renewal BC provides assistance for retraining to eligible long-term forestry workers who are displaced from employment (who

would likely be older workers). The Ministry of Social Development & Economic Security characterizes adults generally as persons not in school, or 19 years of age and older, who are in receipt of income assistance.

The Northwest Territories defines adult learners as aged 17 and out of school for one year.

3. *Ministries/departments or agencies involved in adult education/training:*

In most jurisdictions, many ministries/departments are involved in adult education/training. In addition, the federal department of Human Resources Development Canada plays an important role in adult education/training in all provinces/territories.

In Newfoundland and Labrador, the Department of Education, the Department of Human Resources and Employment, and the Department of Development and Rural Renewal all play a role in the education of adult learners.

In Prince Edward Island, the Department of Education has the main responsibility for adult education. The Department of Development and the Department of Health and Social Services also provide funding, and some funding is also available under the Labour Market Development Agreement.

The Nova Scotia Community College offers adults certificate, diploma and advanced diploma programs in applied arts, apprenticeable trades, business, health, human services, technical and technology trades. The College de l'Acadie offers a variety of post-secondary training opportunities for Acadian and Francophone adults living in Nova Scotia. Private Career Colleges offer training for adults in a wide range of occupational fields including secretarial, paralegal, computer applications, business, cosmetology, hospitality, broadcasting, truck driving and many others. Community-Based Literacy Organizations provide an opportunity for adults with low levels of literacy to develop their skills to prepare for further education and training or work. Programming is offered through 4 levels which are approximately equivalent to Grades 1 - 12. Workplace programs provide many working adults with an opportunity to improve their essential skills (reading, writing, numeracy, communication, problem solving, team work, critical thinking, planning, organizing, decision making and basic technology) within the context of their work.

In New Brunswick, the Department of Education (Post-Secondary Affairs Branch) and the Department of Training and Employment Development (New Brunswick Community Colleges and Fisheries School) are involved in adult education/training.

In Quebec, many provincial ministries are involved in education and adult training. Obviously the ministère de l'Éducation (MEQ) has the key role. Because of its mission of manpower development the ministère de la Solidarité Sociale (MSS) is without question a major actor in adult education in Québec; first by its active employment measures, the MSS purchases educational services from the MEQ and from private training organisations, it offers vocational guidance services to adults and it provides income maintenance to those referred to training; it is also responsible for apprenticeship programs and skill development programs (régime de qualification) and it is responsible for the implementation of legislation promoting the development of manpower training sponsored by employers. In more or less important ways many other ministries are involved directly --- in organizing or in financing --- adult education in their respective field of activities: ministère de la Culture et des communications, ministère des Relations avec les citoyens et de l'Immigration, ministère de l'Agriculture, des Pêcheries et de l'Alimentation, ministère de la Sécurité publique, ministère de l'Environnement et de la Faune, ministère de la Recherche, de la Science et de la Technologie and ministère de l'Industrie et du Commerce, etc.

In Ontario, the Ministry of Training, Colleges and Universities, the Ministry of Education and the Ministry of Economic Development and Trade are involved in adult education/training. In the Ministry Of Training Colleges And Universities, the Workplace Preparation Branch (the Literacy And Basic Skills Program), the Workplace Support Services Branch (Apprenticeship and Client Services), the Labour Market Policy Planning And Research Branch, and the Post-secondary Education Division (Colleges Branch, Universities Branch and Student Support Branch) all have different responsibilities for adult education/training. In the Ministry of Education, the Secondary School Project and the Independent Learning Centre also have specific responsibilities. In the Ministry of Economic Development and Trade, the Strategic Skills Development Unit has responsibility for helping business and education and training institutions to create strategic skills essential for building business competitiveness through the Strategic Skills Investment program.

In Manitoba, the Ministry of Education and Training and the Ministry of Family Services and Housing (income support to eligible adults) are involved in adult education/training.

In Saskatchewan, the Department of Education, the Department of Post-Secondary Education and Skills Training, the Department of Social Services, the Department of Justice, and the Apprenticeship and Trade Certification Commission are all involved in adult education/training.

In Alberta, the Ministry of Learning, the Ministry of Human Resources and Employment, and the Ministry of Health and Wellness are all involved in adult learning.

In British Columbia, the Ministry of Education and the Ministry of Advanced Education, Training & Technology, the Industry Training & Apprenticeship Commission and the Ministry of Agriculture, Fisheries and Food all have responsibilities for adult education/training.

In the Northwest Territories, the Ministry of Education, Culture & Employment (through Aurora College), the Ministry of Health and Social Services, the Ministry of Justice, the Ministry of Municipal and Community Affairs, and the Workers' Compensation Board are involved in adult education/training.

4. *Special bodies/committees to coordinate adult education/training:*

In some provinces/territories, no special bodies/committees have been created to coordinate adult education/training. However, in many provinces/territories, coordination takes place through the Labour Market Development Agreements with Human Resources Development Canada (HRDC).

In Prince Edward Island, the Literacy Initiatives Secretariat was formed to coordinate education for adults who have not completed high school.

Nova Scotia:

- The mandate of the newly established Federal-Provincial Literacy Committee will include coordinating pan-provincial inter-governmental literacy initiatives and activities under the literacy priority of the Federal/Provincial Agreement on Strategic Partnerships (SPA).
- The Labour Market Development Secretariat, which reports to the Minister of Education, was established by the government of Nova Scotia in 1997: it coordinates provincial activities related to administering and implementing *the Canada-Nova Scotia Agreement on a Framework for Strategic Partnerships*

- The federal-provincial Literacy Task Team, co-chaired by the Nova Scotia Department of Education and Human Resources Development Canada, is composed of departments interested in addressing literacy as a foundation of lifelong learning and labour market success.
- The role of the Information Economy Initiative (IEI) Council is to coordinate activities under the IEI, to ensure that commitments are fulfilled and accounted for, build linkages among initiatives within and outside the IEI and to maximize the benefit of Information Technology to the Nova Scotia economy and to the province as a whole.

In Quebec two special committees have been established: the Commission des partenaires du marché du travail (Commission of Labour Market Partners), which includes mainly non-governmental representatives from the following milieu: business, unions and community. By statute representatives from the institutional milieu include one from education. The Commission has a varied mandate. With respect to education, its mandate is to identify labour market needs and to assume its responsibilities under the Act promoting the development of manpower training. An interdepartmental committee has also been established to implement and evaluate the agreement between the ministère de l'Éducation du Québec (MEQ) - ministère de la Solidarité Sociale (MSS).

Ontario:

- The Adult Education Project (established in the Ministry of Education in 1996) has a mandate to research and describe the existing state of adult education in the province, to compare it with other jurisdictions, and to develop options and recommendations for policy, program design, and/ or communications. This mandate affects two ministries: the Ministry of Education, and the Ministry of Training, Colleges and Universities. The Adult Education Project also coordinates issues and stakeholder communications, and sponsors projects that improve service delivery.
- In addition, twenty-five local boards have been set up across Ontario by the Ministry Of Training Colleges And Universities (MTCU) and HRDC to play a leadership role in coordinating local labour force development efforts. These boards bring together representatives from local labour market partner groups to work with government (federal, provincial, and municipal) and local stakeholders for the improvement of the community training and adjustment system.

In Alberta, a Shared Services Policy Team has been established to coordinate delivery of student assistance programs across the Ministry of Learning and the Ministry of Human Resources and Employment.

In British Columbia, activities under the Labour Market Development Agreement with Human Resources Development Canada (HRDC) are co-managed by a management committee, a secretariat and several working groups with representation from HRDC, the Ministry of Advanced Education, Training and Technology, and the Ministry of Social Development and Economic Security.

In addition, the Ministry of Education, in collaboration with the Ministry of Advanced Education, Training and Technology, has a mandate to develop a coordinated Adult Basic Education (ABE) system that is learner-centred and provides adult learners with maximum access to high quality and flexible educational programs.

5. Formal arrangements for delivering adult education/training:

Many provinces maintain formal arrangements for the delivery of adult education/training programs. In addition, the Labour market Development Agreements with Human Resources Development Canada provide formal arrangements.

In Prince Edward Island, the Department of Education and HRDC contract with the PEI Institute of Adult and Community Education (Holland College) to deliver adult education programs.

In Nova Scotia, the Apprenticeship Division of the Department of Education has formal arrangements for the delivery of apprenticeship training in the province with the Nova Scotia Community College, University College of Cape Breton and the Nova Scotia Agricultural College. The Department also has a formal funding relationship for training provided through the Nova Scotia Community College and the College de l'Acadie. In addition, through a Skills Development Agreement, the Department of Education has an arrangement with HRDC to provide client services to adults enrolled in Nova Scotia Community College and College de l'Acadie programs. In the Department of Community Services, initiatives designed to promote the inclusion of social assistance recipients in academic upgrading or skills training are developed in partnership with other provincial and federal departments.

In New Brunswick, the Department of Education and the Department of Training and Employment Development maintain formal arrangements for delivering adult education/training through the New Brunswick Community Colleges (NBCC), and through the University-NBCC Liaison Committee on credit transfer.

In Quebec, there is an agreement between the ministère de l'Éducation du Québec (MEQ) and the ministère de la Solidarité sociale (MSS) regarding the funding of educational services intended for clients of Emploi-Québec(such as course purchases, various support services, vocational counselling and pedagogical support, etc.) The MSS is a key player in continuing education, in particular through the active employment integration measures it has implemented in recent years, that have in turn required an adaptation in the training capacity of educational institutions.

In Ontario, a variety of mechanisms are used to deliver adult education/training. In the Ministry Of Training Colleges And Universities, the Workplace Preparation Branch delivers the Literacy And Basic Skills Program through agencies contracted for this purpose. In the same ministry the Workplace Support Services Branch, provides Apprenticeship and Client Services through: the Contribution Agreement with Human Resources Development Canada (HRDC) to recover costs associated with clients eligible for Employment Insurance (EI); through the Interprovincial Standards Program under the authority of the Canadian Council of Directors of Apprenticeship; and through an advisory interdepartmental committee (with the Ontario Women's Directorate) on women and automotive manufacturing pre-apprenticeship programs. Through the Ministry Of Education, school boards are funded to deliver secondary school credit, and non-credit English/French as a Second Language and Native Languages programs to adults; and the Independent Learning Centre delivers distance education courses for students including adults.

In Saskatchewan, the Department of Post-Secondary Education and Skills Training maintains formal arrangements with other ministries/departments and agencies for the delivery of adult education/training. These include the departments of Health, Economic and Co-operative Development, Social Services, The Saskatchewan Property Management Corporation, Agriculture and agencies such as the Saskatchewan Communications Network (SCN), Apprenticeship and Trade Certification Commission, Saskatchewan Institute of Applied Science and Technology (SIAST), Regional Colleges, and the province's two universities.

In Alberta, the Ministry of Learning and the Ministry of Human Resources and Employment share responsibilities for adult learning employment related programs.

In British Columbia, some ministries have formal arrangements for delivering adult education/training. For example, the Ministry of Advanced Education, Forest Renewal BC and the Ministry of Social Development & Economic Security have formal arrangements under the Labour Market Development Agreement with Human Resources Development Canada. In addition, the Ministry of Aboriginal Affairs provides information on the First Citizen's Program, which provides bursaries to aboriginal students. This program is administered through contract with the BC Association of Friendship Centres.

In the Northwest Territories, the Ministry of Education, Culture & Employment has formal arrangements with Aurora College (e.g. through the College Funding Allocation System). In the same ministry, the College and Careers Division provides Apprenticeship and Occupational Standards.

6. Overall responsibility for adult education/training policies and/or programs:

In most provinces/territories, the responsibility for adult education/training is shared by more than one ministry/department.

In Newfoundland And Labrador, no division or branch has overall responsibility for adult education. However, the Division of Institutional and Industrial Training in the Post-secondary Branch of the Department of Education has the bulk of the responsibility. The Division of Corporate Planning and Research in the Support Services Branch in the department plays a system monitoring and evaluation role.

In Nova Scotia, the Training and Financial Assistance Branch in the Department of Education has lead responsibility for adult learning through its Apprenticeship Division, Adult Learning and Innovation Division (including Private Career Colleges, Community-Based Literacy and Workplace Education Programs), and through the Student Assistance Division. However, some adult programs are coordinated by other Divisions or Branches. The Nova Scotia Council on Higher Education advises the government on the total allotment and assesses annually the distribution of the total appropriation among universities for operating and capital expenditures in accordance with government approved policies. The Policy Branch coordinates labour market activities under the Forum of Labour Market Ministers and conducts research such as the Graduate Follow-up Survey. The Nova Scotia Community College and College de l'Acadie have responsibility for providing adult education/training programs to meet Nova Scotia's labour market needs.

In New Brunswick, the Post-secondary Affairs Branch in the Department of Education has overall responsibility for adult education/training.

In Quebec, within the ministère de l'Éducation du Québec (MEQ) a directorate is responsible for adult general education. Other directorates are also involved with respect to technical and occupational training as well as higher education. The labour market development mission of the ministère de la Solidarité Sociale includes the responsibility for labour force training and two branches are directly concerned by this responsibility: the Policy Branch of MSS (regarding orientations) and the Associate Apprenticeship and Labour Market Training Branch of Emploi-Québec (regarding implementation).

In Ontario, the responsibility for adult education is divided between the Ministry Of Training Colleges and Universities and the Ministry of Education; responsibility is further divided among the program areas in each ministry. The Ministry of Economic Development and Trade also has some responsibilities in the area of adult training.

In Manitoba, the Schools Program Division in the Ministry of Education is primarily responsible for adult education and training.

In Saskatchewan, no separate division or branch is responsible for all adult education/training policies and programs.

In Alberta Learning, the Adult Learning Division and the Apprenticeship and Industry Training Division each have responsibility for programs regarding adult learning. The Information and Strategic Services division has a role in developing broad ministry-wide policy.

In British Columbia, the primary responsibility for adult education is shared between the Post-Secondary Education Division of the Ministry of Advanced Education, Training & Technology, and the Educational Programs Division of the Ministry of Education

In the Northwest Territories, the College and Career Development Division in the Ministry of Education, Culture & Employment is responsible for adult education.

7. Policy on the accreditation of courses on adult education/training:

Most provinces/territories have a policy on the accreditation of courses on adult education/training. However, the process of developing such policy varies by province/territory.

In Newfoundland and Labrador, the Department of Education is responsible for all public post-secondary institutions. It also has the responsibility for: approving the course of study for all private programs offered in the province; administering the Apprenticeship Program; establishing learning objectives for adult basic education; and recording marks for GED test results. With respect to policy regarding accreditation of courses on adult education/training in the public post-secondary system, the department establishes policy for the Adult Basic Education program only. The public post-secondary system is responsible for programming in all other areas.

In Prince Edward Island, the Department of Education has full responsibility for monitoring and establishing standards for adult education courses.

In Nova Scotia, the Department of Education (Apprenticeship Division) is responsible for the accreditation of apprenticeship programs offered through post-secondary institutions such as the Nova Scotia Community College, University College of Cape Breton and Collège de l'Acadie. Private colleges requesting that courses be registered must submit their curricula to a review by the relevant industry. This industry review is then submitted to the Department of Education - there is no formal accreditation of courses. The Adult Basic Education Initiative (ABEI) is a comprehensive strategy to support learning and labour market attachment for adult Nova Scotians. The ABEI will support the development of an implementation framework including forging linkages between literacy and upgrading programs in the province, developing an Adult High School Graduation Diploma, incorporating the recognition of prior learning, and will ensure the smooth transition from upgrading to further training or employment. *The Community College Act* requires the approval of the Minister of Education for all full-time regular programs offered by the Collège de l'Acadie and the Nova Scotia Community College.

In New Brunswick, the Department of Education develops policy where there is a requirement to meet professional accreditation, e.g. in nursing.

In Quebec, each program of study must be submitted for approval. The request for approval must include the information required in a form for this purpose. With respect to apprenticeship programs and the skill

development of workers, Emploi-Québec is responsible to develop the operational framework for approval purposes and, when required, agreements are signed with the public educational network.

In Ontario, the government approves apprenticeship standards and curriculum with the advice of industry through the Workplace Support Services Branch in the Ministry of Training Colleges and Universities. The ministry also undertakes accreditation of post-secondary programs offered by colleges of applied arts and technology when it is required for employment or by legislation. The Ministry of Education sets the diploma requirements and curriculum policy for secondary schools, which affects all students including adults. It also sets policies for Prior Learning Assessment.

In Manitoba, the Ministry of Educations sets standards for high school credits, which lead to high school graduation for adults. The ministry also sets standards for a Certificate in Literacy & Learning for adults, and for a Certificate for Numeracy.

In Saskatchewan, the Department of Post-Secondary Education and Skills Training does not have a generic policy on the accreditation for adult education and training. However, the department provides for the overall legal and administrative framework to ensure that the public and private institutions in the province have necessary program or course accreditation.

In Alberta, post-secondary credit programs must be approved by the Minister of Learning.

In British Columbia, all secondary school courses must adhere to the Kindergarten to Grade 12 graduation standards set by the Ministry of Education, and the courses authorized by the ministry. The ministry has also set standards for an Adult Graduation Diploma. The Ministry of Advanced Education, Training and Technology provides accreditation for registered private training institutions through the Private Post-Secondary Education Commission.

In the Northwest Territories, the Minister of Education, Culture & Employment is responsible for approving College programs and services.

8. Policy on Prior Learning Assessment and Recognition:

There is considerable variation by province. In some provinces/territories, the responsibility for Prior Learning Assessment (PLAR) rests with institutions. In others, ministries/departments have the responsibility for PLAR.

In Newfoundland and Labrador, educational institutions now have full responsibility for policy development and administration in Prior Learning Assessment and Recognition (until recently, the Department of Education assisted training institutions in developing procedures in this area).

Prince Edward Island has no policy on PLAR.

In Nova Scotia, the Department of Education does not have a formal policy on Prior Learning Assessment and Recognition for adult learners. The Adult Basic Education Initiative will incorporate PLAR as a method of recognizing prior learning and experience. In the Nova Scotia Community College, PLAR credits may be achieved through a variety of methods:

- Challenge exams or tests
- Demonstrations, projects, essays or interviews

- Portfolio assessments portfolio (a collection of materials which demonstrates and documents what an individual has learned from his/her experiences).

Although the Department of Community Services does not have a specific policy in this area, a significant initiative in PLAR is entering a second year in partnership with the PLA Centre located at Henson College in Halifax. A primary focus of this project is the creation of certified PLAR practitioners and access to portfolio development for social assistance recipients.

In New Brunswick, each institution develops its own policy on Prior Learning Assessment and Recognition (PLAR). However, the Department of Education works in cooperation with institutions to promote PLAR within the province.

In Quebec, the Ministère de l'Éducation du Québec (MEQ) has developed a Guide for the Management of Adult General Education and Occupational Skill Training. It provides guidelines for assessing the achievement of program objectives and tests the knowledge and skills acquired by trainees. The Prior Learning Examination is one of the means to assess knowledge and skills acquired outside the school system. There are other tests : a test for school level equivalence, a general development test and a process for the recognition of prior learning in general education.

In Ontario, the government apprenticeship policy has an In-School component and a Workplace-based component. The Workplace Support Services Branch, in the Ministry Of Training Colleges And Universities (MTCU) determines exemptions for the In School component; the sponsor is responsible for assessing the Workplace-based component. MTCU's Training Division has recently developed a draft PLAR policy framework. The Post Secondary Division in the ministry has issued a policy on Prior Learning Assessment and Recognition (PLAR) for colleges; but no policy has been developed for universities. The Ministry Of Education Secondary School Project has developed a PLAR policy for adults seeking enrolment in secondary schools; and the Independent Learning Centre in the ministry generally carries out foreign document assessment when a request is received from the student's prospective employer.

In Manitoba, the Prior Learning Centre has been created as a 3-year pilot project to develop a Prior Learning Assessment and Recognition system in partnership with educational providers, industry, labour and sector representatives (manufacturing, aerospace, etc.).

In Saskatchewan, the Department of Post-Secondary Education and Skills Training has not instituted a formal policy on Prior Learning Assessment and Recognition (PLAR). However, a provincial PLAR strategy is being developed. A PLAR pilot study on five faculties has been carried out through the Universities Joint Initiative Fund; and a PLAR policy has been implemented for all programs in the Saskatchewan Institute of Applied Science and Technology (SIAST).

In Alberta, the Apprenticeship and Industry Training division has implemented Prior Learning Assessments regarding apprenticeship programs. While there is not a formal PLAR policy implemented in other areas of adult learning, individual universities and colleges may allow "challenge" examinations for some courses.

In British Columbia, some ministries have developed a policy on Prior Learning Assessment and Recognition (PLAR). For example, the Ministry of Education has developed a PLAR system for Kindergarten to Grade 12 as well as for adult programs. Similarly, the Industry Training and Apprenticeship Commission allows "challenge" examinations for those with similar qualifications to gain certification without completing a full BC apprenticeship. The Ministry of Advanced Education, Training and Technology is systematically implementing Prior Learning Assessment (PLA) throughout the entire

public post-secondary education sector. Policy issues and goals related to PLA initiatives were endorsed in the 1996 strategic planning document "Charting a New Course".

In the Northwest Territories, the Department of Education, Culture and Employment does not have a policy on Prior Learning Assessment and Recognition (PLAR); however, Aurora College does have a PLAR policy.

9. Policy on occupational skills standards:

Some provinces/territories develop skill standards for some occupations. In addition, in all jurisdictions some standards are developed through the Forum of Labour Market Ministers.

In Newfoundland and Labrador the Department of Education does not normally develop standards for occupational skills. However, the department is currently undertaking a pilot project to develop standards for occupations in the information technology sector.

In Prince Edward Island, the Department of Education promotes the apprenticeship system, and follows National Occupational Analyses.

In Nova Scotia, the Department of Education (Apprenticeship Division) has identified standards in the designated trades. There is no policy at this time for Private Career Colleges; however the Private Career Colleges Division will be consulting with stakeholders on establishing standards over the next year.

In New Brunswick, the Department of Training and Employment Development develops occupational skills standards through Apprenticeship and Occupational Certification, and through the College Services Branch for all programs in New Brunswick Community Colleges (NBCC).

In Quebec, there are criteria for the admission to programs leading to the diploma of professional studies and the attestation of professional specialization. The Apprenticeship directorate of Emploi-Québec (MSS) set standards for apprenticeship programs.

In Ontario, most apprenticeship programs have a training standard authorized by the Ministry Of Training Colleges and Universities. In addition, the Post Secondary Division in the ministry has set program standards for one to three year post-secondary programs in colleges of applied arts and technology. Each standard contains vocational learning outcomes, generic skills learning outcomes, and a general education requirement.

In Saskatchewan, the Department of Post-Secondary Education and Skills Training has not instituted a specific policy on occupational skills standards. However, the department has endorsed some national standards such as the Red Seal Program regarding Apprenticeship.

In Alberta, occupational skills standards are set by industry for designated occupations, through committees with equal employer and employee representation. For trades included in the "Red Seal" program, there is also an interprovincial component involving the Canadian Council of Directors of Apprenticeship.

In British Columbia, a few ministries have policies on occupational standards. For example, the Industry Training and Apprenticeship Commission designates and certifies trades and some technical occupations in the province.

The Northwest Territories adopts occupational standards for many apprenticeable trades from other jurisdictions. Standards are developed for trades specific to the Northwest Territories, such as Housing Maintainer, and Small Engine Mechanic. Standards for non-trades occupations have been and will continue to be developed by the Department of Education, Culture and Employment. Examples of this are Diamond Polisher and Security Officer.

Section B: The Providers of Adult Education/Training

10. Availability of statistics on the providers of adult education/training:

The availability of statistics on enrolments and on time spent in adult education/training varies by province/territory; there is also some variation by ministry/department in some jurisdictions.

In Newfoundland and Labrador, statistics on enrolments and on hours per year are available for:

- Community colleges and similar institutions;
- Universities;
- Private educational/training institutions;
- Community organizations; and
- Employers (for apprentices).

In PEI, statistics on enrolments and on hours per year are available for:

- Elementary schools;
- Secondary schools;
- Community colleges and similar institutions;
- Universities;
- Private educational/training institutions; and
- Community organizations.

Data on hours per year are available for community colleges and similar institutions, universities, and private educational/training institutions.

In Nova Scotia, statistics on enrolments are available for:

- Elementary schools;
- Secondary schools;
- Community colleges and similar institutions;
- Private educational/training institutions (does not isolate adult);
- Community organizations;
- Employers; and
- Other institutions and organizations.

Data on hours per year are available for community colleges and similar institutions, private educational/training institutions, and apprentices.

In New Brunswick, statistics on hours per year are not available. Statistics on enrolments are available for:

- Community colleges and similar institutions (through the Department of Training and Employment Development)
- Universities (through the Maritime Provinces Higher Education Commission – MPHEC)
- Private educational/training institutions (through Private Occupational Training).

In Quebec, statistics on enrolments and on hours per year are available for:

- Secondary schools;
- Community colleges and similar institutions;
- Universities;
- Private educational/training institutions; and
- Employers.

Statistics on hours per year (but not on enrolments) are available for other institutions and organizations.

In Ontario, statistics on enrolments and on hours per year are available for:

- Elementary schools;
- Secondary schools;
- Community colleges and similar institutions;
- Private educational/training institutions (does not isolate adult);
- Community organizations;
- Employers; and
- Other institutions and organizations.

For universities, enrolment data are available for full- and part-time students enrolled in degree and diploma programs; but data on hours per year are not available.

In Manitoba, statistics on enrolments are available for:

- Elementary schools;
- Secondary schools;
- Community colleges and similar institutions;
- Private educational/training institutions;
- Employers; and
- Other institutions and organizations.

However, statistics on hours per year are not available except for private educational/training institutions.

In Saskatchewan, statistics on enrolments and hours per year are available for:

- Universities;
- The Saskatchewan Institute of Applied Science and Technology (SIAST);
- Regional (community) colleges; and
- Private vocational schools.

Such statistics are not available for employers and community organisations.

In Alberta, enrolment data are available for credit programs in

- Secondary schools
- Public colleges
- Public technical institutes
- Universities

Information is not available for private providers of education, from organizations providing on-line education to Albertans from out-of-province, or for non-credit activities in public or private institutions.

In British Columbia, the availability of statistics on enrolments and hours per year varies considerably by ministry/department. For example, statistics on enrolments (but not on hours per year) are available from the Ministry of Education for:

- Elementary schools;
- Secondary schools;
- Community colleges and similar institutions; and
- School District Adult Learning Centres.

By contrast, statistics on enrolments and on hours per year are available the Ministry of Advanced Education, Training & Technology for:

- Community colleges and similar institutions;
- Universities; and
- Other institutions and organizations.

Statistics on enrolments and hours per year are also available from the Industry Training and Apprenticeship Commission for Apprenticeship Technical Training.

In the Northwest Territories, statistics on enrolments (but not on hours per year) are available for:

- Secondary schools;
- Community colleges and similar institutions;
- Private educational/training institutions (SFA only);
- Community Organizations; and
- Employers (some – apprenticeship/OTOJ).

11. Best guess about the proportion of adult education/training by type of institution:

Most provinces/territories found it difficult to provide a guess about the proportion of adult education/training by type of institution. Some did try, but the results are not presented here since they may be misleading.

12. Governance of public education/training organizations and institutions:

Public education/training organizations are generally governed by a board. The composition of the board is usually specified by legislation, and it generally includes the participation of a variety of stakeholders.

In Newfoundland and Labrador, the College of the North Atlantic is governed by a single provincial board; the members of the board are appointed by the Minister of Education. Memorial University of Newfoundland is governed by a Board of Regents (appointed by the Minister of Education), and a

University Senate (appointed by the university). The Board of Regents is responsible for non-academic matters, while the University Senate is responsible for academic matters.

In PEI, Holland College was created by an Act of the Legislative Assembly: the Board of Directors is appointed both by government and the college. The same is the case for the University of PEI same as above. Both have student councils.

There are several governance models in existence among the 27 Community Learning Networks in Nova Scotia. Some Networks are registered as non-profit associations/societies under the *Societies Act* and also may be registered as charitable organizations. Others are collectives with no board structure; yet others are groups of organizations that have come together as a Network to deliver programs. In the case of private career colleges, barbering is regulated by the *Barbering Act* and Cosmetology is regulated by the *Cosmetology Act*. The Nova Scotia Barbers Association administers the *Barbering Act* and The Nova Scotia Cosmetology Association administers the *Cosmetology Act*. The Minister of Education is responsible for progressive legislative amendments to both Acts.

The Nova Scotia Community College moved to self-governance with the proclamation of the *Community Colleges Act* on April 1, 1996. With this event, the Board of Governors became the governing body of the College. It is responsible for establishing the governing policies that direct the College in its pursuit to enhance the social and economic wellbeing of Nova Scotia through training and education. The Board appoints the President to provide the general management and direction for the programs, services, and business affairs of the College.

The College de l'Acadie under the *Community Colleges Act* is governed by a Board of Governors: 6 members appointed by the Board, 6 members appointed by the Minister of Education, 1 member appointed by the Minister of Education of Prince Edward Island, 2 employees and 2 students.

In New Brunswick, the New Brunswick Community Colleges (NBCC) are governed by the *Adult Education Training Act* and report to a CEO through a board. Each university has its own legislation and is governed by a Board of Governors.

In Quebec, the general and professional training of adults at the secondary level is governed by the 'Loi sur l'instruction publique' (1997). The legislation introduced significant modifications in the sharing of responsibilities and powers between the educational institutions and school boards. It created a governing board (made up of parents, students, teachers and members of the community, and chaired by a parent) for each school. The board has the mandate to approve the methods of application of the curriculum proposed by the principal, as well as the general orientation and the implementation of educational activities. The Council replaces the previous consultative committees.

In Ontario, training organizations and institutions are governed as follows:

- Not-for-profit literacy delivery agencies must be governed by a Board of Directors.
- Most non-college apprenticeship training deliverers are union-run centres supported by union-employer training trust funds, and are governed by Boards of Directors appointed by the organization. Some training deliverers are aboriginal training centres governed by Band Councils.
- Colleges of applied arts and technology are crown agencies governed by a Board of Governors.
- Each university has its own act, and the powers and obligations are specified in those acts. Almost all the universities have a bicameral governance structure wherein the Board of Governors is responsible for legal and fiduciary matters and the Senate has full authority in academic matters.

- Elementary and secondary education is governed principally by the Education Act and its regulations, which sets out the duties and responsibilities of school boards, school board supervisory officers, principals, teachers, parents and students.

In Manitoba, each adult literacy program has a local community advisory board, or working group that receives funding from the province, hires staff and delivers programs. Adult learning centres are currently governed by a variety of arrangements including profit and non-profit organizations. In all cases school boards are involved since only school boards have the authority to grant high school diplomas.

In Saskatchewan, training organizations and institutions are governed as follows:

- The Saskatchewan Institute of Applied Science and Technology (SIAST) is governed by a board appointed by the Lieutenant Governor.
- Each regional (community) college is governed by a board of trustees appointed by the Lieutenant Governor.
- The Saskatchewan Indian Federated College (a federally funded institution incorporated under an act of the Federation of Saskatchewan Indian Nations – FSIN) is governed by a board appointed by the FSIN, which includes a representative from the federal and provincial governments.
- The Gabriel Dumont Institute (and SUNTEP) falls under the jurisdiction of the Métis Nation of Saskatchewan and is governed by a board of directors appointed jointly by the Metis Nation and the province.
- The NORTEP/NORPAC Program is governed by the NORTEP Council whose members are appointed from the various school divisions, tribal councils, Métis regions and other northern educational institutions.
- The Saskatchewan Indian Institute of Technology Board is appointed by the Federation of Saskatchewan Indian Nations.
- The industry-led Apprenticeship Trade Commission (which is a new organization) will be responsible for managing the provincial apprenticeship system; it will be governed by a board (appointed by the Minister), which will include representatives from employers, employees, government, SIAST, and under-represented groups.
- The two universities in Saskatchewan are governed by Boards of Governors, half of whom are appointed by the Government of Saskatchewan.

In Alberta, the governance of public institutions is specified in the School Act, Colleges Act, Technical Institutes Act, and the Universities Act. Secondary schools are governed through regional school authorities, while the public post-secondary institutions are governed through boards of governors.

In British Columbia:

- Public post-secondary institutions are governed by boards appointed by the government (and usually include student representatives). In addition, education councils advise the board on the development of strategic directions for the institutions.

- Public schools (Kindergarten to Grade 12) are governed by trustees (elected by community members). These usually include student councils at the secondary level and sometimes at the primary level.
- The Industry Training and Apprenticeship Commission (ITAC) is governed by a Board of Directors composed of 8 labour, 8 business, 4 education/training and 4 government representatives.
- School District Based Adult Learning Centres are governed by the School Act and are responsible directly to the provincial government.
- Employees Learning Services are governed by Employee Learning Boards, and receive advice from the Training Manager’s Advisory Council and form Curriculum Advisory Committees.

In the Northwest Territories, Aurora College is governed by a Board of Governors, appointed by Minister (on recommendation from College and Members of the Legislative Assembly).

13. Curriculum development for adult education/training:

Curriculum is developed in different ways for different types of institutions in the different provinces/territories. In some cases, the institutions themselves have the responsibility for developing curriculum. In others, the government sets learning outcomes, while the curriculum is determined by the provider. In still other cases, the government develops the curriculum.

In Newfoundland and Labrador, the Department of Education plays a key role in developing curriculum for adult basic education. It approves the curriculum for all courses offered in the private system through consultations with all stakeholders.

In PEI, the curriculum approved by the Department of Education and used in Grades 10, 11 and 12 is also used in the adult education programs.

The Adult Basic Education Curriculum, which serves as a basis for adult literacy instruction in Nova Scotia, has been developed through a partnership between the Department of Education and the Nova Scotia Community College. The Apprenticeship Division in the Department of Education sets the curriculum for apprenticeship training through industry consultations. Nova Scotia Community College determines its own curriculum. In some programs, advisory committees drawn from business and industry have input into curriculum development. For College de l'Acadie, a permanent committee evaluates one third of all regular programs each year: a program plan is submitted to the Board of Governors for approval with final approval by the Minister of Education.

In New Brunswick:

- Universities are responsible for developing their curriculum.
- For the New Brunswick Community Colleges (NBCC), the College Services Branch in the Ministry of Education develops the curriculum in cooperation/consultation with Program Advisory Committees (PACs).

In Quebec, the curriculum is established by the Minister of Education according to the provisions of section 461 of the ‘Loi de l’instruction publique’. The government establishes by regulation pedagogical programs including those applicable to educational services for adults.

Programs offered by community organizations are subject to the requirements of the relevant curriculum.

In Ontario:

- The Ministry Of Training Colleges And Universities (MTCU) sets the learning outcomes (developed in consultation with the literacy field) for the Literacy And Basic Skills Program; but the curriculum is determined by providers.
- For apprenticeship and client services, Curriculum Advisory Committees (made up of representatives from industry and community colleges) recommend the curriculum, which must be approved by MCTU.
- Universities and colleges of applied arts and technology are responsible for developing their curriculum.
- The Ministry of Education is responsible for developing curriculum for Grades 1-12, which covers elementary through to the end of secondary school. The new high school curriculum was developed by practising educators and community members in Ontario, and included representatives from universities and colleges. Opportunities were provided for feedback from a range of stakeholders.

In Manitoba, the province has prepared a document outlining the stages in literacy and learning; other curriculum is developed locally. Adult learning centres deliver the Manitoba Senior Years curriculum as it pertains to students seeking credits/diplomas, and offer literacy programs, etc.

In Saskatchewan, the curriculum for adult education/training in public institutions is developed by the institutions themselves. The private sector is involved in developing curriculum through program advisory boards at the Saskatchewan Institute of Applied Science and Technology (SIAST). For basic education, the Ministry of Post-Secondary Education and Skills Training (PSEST) identifies two levels of measured completion: the Basic Education (BE) 10 certificate (for which PSEST has developed the standards and hence the curriculum) and the ADULT 12 certificate (for which the curriculum is the same as that for Kindergarten to Grade 12). The standards for BE 10 are under review.

In Alberta, curricula in basic learning are developed by the province, while in the post-secondary sector curricula are determined by individual institutions. Credit programs offered by post-secondary institutions must be approved by the Minister.

In British Columbia:

- Public institutions develop curriculum based on guidelines articulated under the provincially initiated curriculum process, which involve peer review and consultation with relevant professional bodies, industry associations and staff of the Ministry of Advanced Education, Training and Technology. New programs are formally submitted for a review and signoff process based not only the curriculum content, but also on a review of current and projected labour market conditions.
- The curriculum for university programs tends to be developed in different ways depending on the program. Most technical programs (e.g. forest technicians) have private sector advisory committees to guide curriculum development.

- Many institutions use the DACUM method as a vehicle for matching curriculum with job specifications: this requires collaboration with the private sector. Some programs, such as Arts, do not generally have private sector involvement.
- The curriculum for the Industry Training and Apprenticeship Commission (ITAC) is developed in cooperation with industry (business and labour) and educational institutions. Trade Advisory Committees exist for over 60 ITAC occupations and provide ITAC staff with industry input on curriculum issues.
- The curriculum used in all adult graduation programs from the Ministry of Education is the same as the ministry-authorized curriculum used in the regular Kindergarten to Grade 12 system developed by the Curriculum Branch in the Ministry of Education.

In the Northwest Territories, the Department of Education, Culture and Employment has funded development of comprehensive Adult Basic Education (ABE) curriculum. Non-Government Organizations participated in the development of the ABE curriculum. Aurora College has a number of established program advisory committees to advise on program content.

14. *Licensing of private education/training organizations and institutions:*

Private educational/training organizations and institutions require a licence or must be registered to operate in some (but not all) jurisdictions.

In Newfoundland and Labrador, all private training institutions require a licence pursuant to the Private Training Act and Regulations.

In New Brunswick, all private education/training organizations, except those delivering exclusively through technologically-mediated delivery systems, must meet the requirements as laid out in the Private Occupational Training Act and Regulation.

In PEI, licences are required by any person/organization offering any kind of training that is occupational or career in nature. There are exemptions for government departments, public schools, universities, and community colleges and a few other situations such as internal training for employees. The requirements for a license cover industry-standard curriculum and instructional materials, qualified instructors, administrative practices to protect student interests (e.g. contract, refund policy, etc.).

In Nova Scotia, private training institutions offering occupational training must be registered with the Department of Education. The criteria for registration include: securing a surety bond, letter of credit, industry review of curriculum, instructors meeting requirements under the General Regulations, providing a business plan and financial statements, fire inspection on facilities, and market research on program viability.

In Quebec, private educational institutions providing training to adults are generally required to obtain a licence. The requirements include a written application to the Minister of Education. Among other requirements, the institution must demonstrate that it will have the necessary financial and human resources to provide the educational services covered by the licence.

In Ontario, all privately delivered programs run for profit which purport to provide the fee-paying public with the full range of skills and knowledge required for entry-level employment in a recognised occupation, must be registered.

In Manitoba, private training organizations are not licensed, but they are registered under the Private Vocational Schools Act and Manitoba Regulation 182/88.

In Saskatchewan, all private vocational schools need to register with the Ministry of Post-Secondary Education and Skills Training (PSEST).

In Alberta, private vocational schools must be licensed. Private institutions offering upgrading programs must be accredited. Criteria used for granting licenses include placement rates, tuition amounts, achievement criteria, program offerings, expected employment rates for graduates, etc.

In British Columbia, private training organizations offering training or instruction to individuals over 17 years of age must be registered with the Private Post Secondary Education Commission (PPSEC). As of August 1, 2000, private training institutions must also go through an accreditation process in order for their students to be eligible for BC student financial assistance.

In the Northwest Territories, there is no legislation to regulate private education/training organizations and institutions.

Section C: Support for Adult Education/Training

15. *Incentives to institutions to support adult education/training:*

All jurisdictions provide financial support for elementary and secondary education, for apprenticeship programs, and for post-secondary education: some of this support is used for adult education/training. Some jurisdictions have also developed special programs that provide financial and non-financial support for adult education/training.

In Newfoundland and Labrador, the Department of education allocates an annual grant-in-aid to support all programs in public institutions. However, there are no special incentives to institutions to support adult education/training.

In PEI, funding is provided for the Literacy/ABE program with roughly 1/3 of the dollars allocated for operating expenses. Non-financial support includes evaluation of Literacy/ABE programs, and standards for curriculum and teaching.

In Nova Scotia, the Apprenticeship Division in the Department of Education pays their delivery agencies the cost of apprenticeship training delivery. The College de l'Acadie and Nova Scotia Community College both receive an annual grant from the Department of Education. Non-financial assistance is not provided.

In New Brunswick, a funding grant is provided for public universities and channelled through the Maritime Provinces Higher Education Commission (MPHEC) to all programs meeting their approval. New Brunswick Community Colleges (NBCC) receive an annual allocation tied to outcomes in an Annual Business Plan.

In Quebec, the portion of the Ministry of Education budget allocated to adult training, is distributed in the following areas: general education at the secondary level; vocational training; college; university; popular education and literacy training. In addition, the following ministries devote significant resources to continuing education: ministère de la Solidarité Sociale, ministère de la Culture et des communications, ministère des Relations avec les citoyens et de l'Immigration, ministère de Agriculture, des Pêcheries et de

l'Alimentation, ministère de la Sécurité publique, ministère de l' Environnement et de la Faune, ministère de la Recherche, de la Science et de la Technologie and ministère de L'industrie et du Commerce.

In Ontario:

- The Ministry of Training Colleges And Universities (MTCU) provides funds to colleges, school boards and community agencies to provide Literacy And Basic Skills (LBS) services. MTCU also funds delivery agencies to be involved in local planning and coordination and to undertake research and development activities. MTCU and the federal government provide funding for the in-school component of apprenticeship training. MTCU also provides curriculum, advice and support to training deliverers, and monitors the workplace and in-school training. It provides organizational support to industry committees, which provide advice to MTCU on their trade's apprenticeship program. .
- MTCU and the federal government provide funding for the in-school component of apprenticeship training. MTCU also provides curriculum, advice and support to training deliverers, and monitors the workplace and in-school training. It provides organizational support to industry committees, which provide advice to MTCU on their trade's apprenticeship program.
- MTCU, in collaboration with Skills for Change, has developed the Sector Specific Information, Terminology and Counselling (STIC) project, a bridging and self-assessment program to assist highly skilled newcomers to enter the labour market more quickly. STIC programs are delivered by community partners and occupational regulatory bodies. Program content has been tailored specifically to the needs of immigrants in specific high immigration sectors – engineering, health care, accounting, and automechanics.
- MTCU also provides financial support through the post secondary operating grant to support post secondary programming at colleges and universities. Students, many of whom could be considered adult learners, attend these programs on a full- and part-time basis.
- MTCU also provides colleges and universities with targeted funding to double the number of spaces available for training youth and adults in high demand engineering and computer software skills through the Access to Opportunities Program. The Access to Opportunities program was introduced in the 1998 Ontario Budget as a \$150-million initiative to add 17,000 new spaces for students of computer science and high-demand engineering programs. The 1999 Ontario Budget expanded the program with an additional \$78 million in provincial start-up funding, increasing the number of new spaces to 23,000 opportunities each year.
- The Strategic Skills Investment Initiative was announced in the 1998 Ontario Budget as a \$30 million fund. The 1999 Ontario Budget announced an additional investment of \$100 million over a multi-year period. The Strategic Skills Investment program provides funding to kick-start innovative partnerships between business and training institutions. One objective is to increase the responsiveness of Ontario's training institutions to business needs. As a result, training projects are targeted at new technologies with rapid growth and high employment opportunities, such as digital media, microelectronics, aerospace, automotive parts manufacturing, machinery and metal fabrication, and waste management. The institution partners must also make a significant contribution to the training project.

In Manitoba, adult learning centres receive funding based on a per student basis.

In Saskatchewan:

- The Ministry of Post-Secondary Education and Skills Training (PSEST) provides approximately 85% of the total funding of post-secondary institutions other than universities and through strategic and business planning sets targets and goals for adult/education and training for these institutions. PSEST also funds universities (which are autonomous), and the provincial operating grant provides about 75% of the universities' core operating expenses.
- The PSEST Sector Plan (which incorporates the Provincial Training Strategy and University Revitalization and the Partnership for Prosperity) provides non-financial incentives to institutions to support adult learning. The sector includes but is not limited to students and learners; SIAST and the regional colleges; private vocational schools and trainers; the Apprenticeship and Trade Certification Commission; First Nations and Métis governments and organisations, including the Saskatchewan Indian Institute of Technology; community-based organisations; industry; professional and labour associations; employers; and the department.
- The Provincial Training Strategy, a three-year plan completed in March 2000, will be incorporated into the PSEST Sector Plan. Its objectives are to develop a skilled workforce relevant to Saskatchewan's labour market; enhance access and support opportunities for all learners; and create an effective, coherent and sustainable delivery system.

In Alberta the Ministry of Learning supports public post-secondary institutions through base operations grants, capital funding, and research funding (in the case of universities, through their operations grants). The department also has a series of targeted envelopes consistent with its business plan goals and directions, including the Accessibility Envelope, through which institutions submit student place expansion proposals. 2% of institutions' funding is also allocated on the basis of performance, as determined by a set of key performance indicators.

In British Columbia:

- The Industry Training and Apprenticeship Commission funds training for apprenticeship, entry level trades training, skills upgrading and other forms of industry training.
- The Ministry of Education completely funds any adult who does not have high school graduation. The ministry also provides non-financial support, which may include providing help to change outdated policies, to stay in touch with the field, to learn about changes in policies, and in other areas, such as trouble shooting, answering questions, etc.
- The Ministry of Advanced Education, Training and Technology provides funding for capital expenditures to establish campus child care centres; in addition to the core funding for regular programs, the ministry also provides funding for two special programs designed for adults seeking employment or retraining to upgrade or maintain their employment. With respect to non-financial incentives, in 1997-98 a policy decision was made that private training institutions would need to be accredited by the Private Post-secondary Education Commission by August 2000 in order for their students to be eligible for B.C. student financial assistance.
- The Ministry of Social Development & Economic Security provides: Institutional Based Training funds to colleges and universities; expanded capacity in program areas

specifically to meet the needs of Income Assistance recipients; additional and targeted learner support within the institution for Income Assistance recipients; and tuition relief for Institutional Based Training students who qualify in program areas such as upgrading. The ministry also participates in regional and community planning and liaison groups, both formal and informal.

In the Northwest Territories, the Department of Education, Culture and Employment provides base level funding/contributions to its public post-secondary institution (Aurora College) for program delivery. It also provides non-financial support through the development of standards, curriculum and draft directives. The Apprenticeship Division in the department funds training for apprenticeship, entry-level trades training, skills upgrading, and other forms of industrial training.

16. *Incentives to employers for training:*

Most provinces/territories provide some financial and non-financial support for employers to train employees. In some cases, support is provided to employers in particular sectors, or for skills upgrading, or for the employment of recipients of income assistance.

In Newfoundland and Labrador, incentives are not provided to employers for training their employees.

In PEI, funding is provided through the Workplace Education PEI Literacy Initiative to a project team of a business to hire a teacher and purchase resources. Non-financial assistance includes: the provision of organization needs analysis, individual needs assessments, advice and coordination.

In Nova Scotia, Rehabilitation Programs and Services offers wage subsidies, provision of assistive technology, job site assessments to determine employee disability and to remove barriers that may be present. The Apprenticeship Division offers recognition through certification. Workplace Education provides grants to employers to hire instructors for essential skills development courses. Nova Scotia Community College offers training tailor made to fit the specific needs of employers. The college also works in partnership with professional training consultants to develop programs to meet the unique needs of the business, and the work force. The Department of Community Services may assist in the delivery of such training or may contribute toward associated costs as they pertain to social assistance recipients.

In New Brunswick, the Department of Economic Development and Tourism has some funding initiatives for workforce training, e.g. call centres.

In Quebec, the legislation (Loi favorisant le développement de la formation de la main d'œuvre) requires that employers with total annual salaries of at least \$250,000 must invest the equivalent of at least 1% of their total annual salaries for training its workforce. There are also some benefits under the Income Tax Act.

In Ontario:

- Support and training incentives can be negotiated locally with a Job Connect agency to help offset some of the initial training costs. Employers also work directly with universities and colleges of applied arts and technology to arrange for the training of their employees on site or through training institutions.
- The Ministry Of Training Colleges and Universities (MTCU) provides funding for the in-school component of apprenticeship training at no cost to the employer, as well as the workplace training standards that outline the expectations for apprenticeship workplace

training, advice, provision of certification examinations, and certification of skilled workers.

- The Access to Professions and Trades Unit (APT) Unit of MTCU works with a variety of stakeholders to promote access to the labour market for foreign trained individuals. The Unit is involved in partnership projects to develop models and materials that provide information needed by foreign-trained individuals (such as, orientation and licensure details and technical terminology specific to occupations). Through the APT, the Ministry has provided financial and practical support to assist and encourage the development of upgrading/orientation programs for foreign trained professionals and tradespersons.
- The Strategic Skills Investment program encourages innovative partnerships between business and training institutions to create strategic skills essential for building business competitiveness in today's economy. As a result, training projects are targeted at new technologies with rapid growth and high employment opportunities, such as digital media, microelectronics, aerospace, automotive parts manufacturing, machinery and metal fabrication, and waste management. The employer partners must also make a significant contribution to the training project.
- The government has also increased the incentives to education and training that incorporates work experience by providing tax incentives to employers hiring co-op students and other student apprentices in leading edge technology areas.

In Manitoba, Manitoba Education and Training provides cost-shared assistance for employer groups and sectoral associations to undertake focused human resource planning within their sectors (e.g. coordination, needs assessment, training plan development and training delivery and other strategies to support workforce development). Although the goal is equal cost-sharing amongst the partners, the contribution of the government may initially be higher. Funding is coordinated to address the training needs of existing employees and new entrants.

In Saskatchewan, the Ministry of Post-Secondary Education and Skills Training provides financial and training support to employers to train newly hired employees to acquire the skills required for the job site, primarily through Job Start/Future Skills and the Work Placement Programs.

In Alberta the Ministry of Learning does not offer incentives to employers for training their employees on-site. Some incentives may be offered through collaborative arrangements between institutions and employers for the provision of industry-specific programming.

In British Columbia:

- Forest Renewal BC provides support for on-the-job training to encourage employers to hire displaced forest workers. The support takes the form of a subsidy to cover the costs associated with hiring an employee whose learning curve may be longer than other candidates.
- The Public Service Training Program provides people with disabilities with the opportunity to pursue on-the-job training and employment in the public service through placements by the Ministry of Advanced Education, Training and Technology: the ministry reimburses the host ministry for 50 per cent of the placement wages and benefits. The ministry also works with the public post-secondary institutions to develop customized curriculum to meet employer training requirements.

- The Industry Training and Apprenticeship Commission provides financial support for skills upgrading training.
- The Ministry of Social Development & Economic Security provides financial incentives: (a) in the form of training credits through Work Based Training (50% to be used for Income Assistant recipients, and up to 50% for employees); (b) through the Job Partnership Program, which provides a subsidy of up to \$1,000 per Income Assistance client placed in employment; and through Job Start (a wage subsidy of half the minimum wage for up to 360 hours). The ministry also provides non-financial incentives through Industry Adjustment Programs for employee-employer committees in the case of larger sectoral closures or openings.

In the Northwest Territories, financial assistance is provided through workplace education wage subsidies (e.g. for on-the-job training and apprenticeship). Non-financial incentives take the form of staff support/professional expertise.

17. Incentives to individuals for adult education/training:

In all jurisdictions, individuals can obtain financial assistance under provincial student loans programs; financial assistance can also be obtained directly from institutions through scholarships and bursaries. Some provinces/territories also provide financial assistance for individuals on EI or on income assistance. Non-financial support takes the form of career and education planning, and the provision of labour market information.

In Newfoundland and Labrador, financial assistance is provided to individuals through the provincial student loans program. The Department of Human Resources and Employment also provides assistance to cover the cost of childcare and transportation for social assistance recipients who pursue post-secondary training programs.

In PE, all Literacy /ABE programs are free of charge to all learners; Skills Development funding for EI-eligible. Also Millennium Scholarships, community service bursaries

In Nova Scotia, apprenticeship training is subsidized by the Department of Education. Rehabilitation Programs and Services provides assistive technology, assessments, technology supports for assistive technology supplied, training in use of technology, attendants, American Sign Language Interpreters, note takers, and scribes, and as the budget allows, tuition, books, supplies and training related allowance. Student loans are not considered to be incentives: they are meant to ensure accessibility to post-secondary education. The Department of Education also subsidizes community college training. In the College de l'Acadie, the Heritage Canada Bursary Program provides an average of 40 bursaries of \$5000 for students who study in the minority language: this program is administered jointly by the Department of Education and the College de l'Acadie.

The Department of Community Services does not provide direct financial incentives; however, participants may be eligible to receive funding specific to costs such as childcare, transportation and special clothing or equipment.

In New Brunswick, financial assistance is provided to school leavers. Institutions also provide scholarship and bursary programs to their students and leavers.

In Quebec, training services for the adults are free at the secondary education level, as well as for general education and vocational training. For adults at the college and university levels, incurred expenses are eligible deductions under the terms of the Income Tax Act. Recipients of social security benefits may receive higher benefits if they willingly participate in programs to improve their employability. Other financial assistance measures include: the loans and bursaries program of MEQ which facilitate access to full time vocational education at the secondary level, college and university education. There are many tax measures such as tax credits for tuition fees and interest paid on student loans, the continuing education program which allows borrowing funds from one's RRSP to pay the cost of resuming studies. Many ministries or government organisations make available to adults, under some conditions, financial assistance for studying purposes: the ministère de la Solidarité sociale (training measure of the Fund for Labour Market Development), the Conseil des Arts (support program for improvement of artists), the ministère des Relations avec les citoyens et de l'Immigration (francisation courses), the ministère de l'Agriculture, des Pêcheries et de l'Alimentation, the ministère de l'Industrie et du Commerce, etc.

In Ontario:

- The Literacy and Basic Skills Program in the Ministry of Training Colleges And Universities (MTCU) funds agencies to deliver literacy services at no cost to the learner; and financial support may be available to offset the cost of transportation and childcare.
- The Job Connect program in MTCU helps participants identify personal skills and interests in order to assess the need for further education or actual training needs to fill locally available employment opportunities.
- MTCU offers loans for tools to new apprentices; non-financial incentives include certification that attests to skill levels both within Ontario and interprovincially.
- Eligible students in post-secondary education can access needs-based financial assistance through the Ontario Student Assistance Program (OSAP). Students with dependants, whether married or single, may receive bursary assistance through the Canada Study Grant for Students with Dependants or the Ontario Child Care Bursary Program.
- Financial assistance for students is also available at the institutional level (colleges and universities).
- Prior Learning Assessment and Recognition is available to students at colleges of applied arts and technology.
- The Independent Learning Centre (ILC) in the Ministry of Education offers its students a very low cost, convenient service for students wishing to enrol in distance education courses at the secondary level. ILC also offers continuous intake allowing access to courses any time of the year. Academic assistance is provided through many forms of help including phone, e-mail, collaborative conferencing, and mail. Counselling and other support is also available from the Learner Services Unit.
- Credit courses, English as a Second Language/French as a Second Language and native language non-credit courses are offered free through secondary schools to residents of Ontario.
- The Ontario Works Program in the Ministry of Community and Social Services allows for job-focused, unpaid community service work and/or employment measures such as job

search, basic education and job-specific skills training for people receiving financial assistance.

In Saskatchewan:

- The Ministry of Post-Secondary Education and Skills Training (PSEST) provides financial incentives to students through the Saskatchewan Student Assistance Program (federal and provincial student loans); the Provincial Training Allowance (grants for low income adult students enrolled in Basic Education); the Provincial Youth Allowance (grants for low income youth ages 18-21); the Skills Training Benefit (benefit for unemployed workers or those previously on Employment Insurance) as well as a tax credit to students who remain in the province after graduation.
- Non-financial incentives include access to programs through the regional college system; SCN, correspondence classes and other modes of distance education; active university extension departments; publication of the *What to Study Guide*, *SaskNetWork*, and numerous other information sources on career opportunities; career counselling through the Canada-Saskatchewan Career and Employment Services Centres; development of Credit Transfer and Prior Learning Assessment and Recognition; and development of aboriginally controlled post-secondary institutions.

In Alberta, the Ministry of Learning offers a comprehensive student financial assistance program consisting of scholarships, grants, bursaries, loans, and loan remission or debt reduction programs. The ministry also offers non-financial incentives, including providing a comprehensive student information and counselling infrastructure, web-based application processes, etc.

In British Columbia:

- Adult basic education is available tuition-free for adults wishing to earn the BC Adult Graduation Diploma.
- Student loans are available for adults taking 60% of a full-time post-secondary course load leading towards a certificate, diploma, or degree.
- BC Benefits Post-Secondary Training Initiatives, Institution Based Training and Expanded Capacity are post-secondary level programming and support services available to income assistance recipients, which result in employment-related skills necessary to move from economic dependence to independence.
- The Adult Basic Education Student Assistance Program is a provincial special program designed to provide direct educational costs for students enrolled in programs such as Academic Upgrading, Pre-Vocational, English Language Training and Adult Special Education.
- The Training Assistance Benefits Program is a provincial program designed to provide direct educational costs for approved Youth Works and Welfare to Work clients enrolled in programs for the following reasons: required academic upgrading, pre-vocational training, English language training, adult special education, basic literacy, and educational and career planning.

- Youth Community Action is a government initiative that gives young people aged 15-24 the opportunity to earn credit for tuition fees while participating on community service projects around the province.
- Visions for the Future conferences are one-day conferences held throughout British Columbia to encourage Aboriginal youth aged 15-29 to explore employment and education options. Conference speakers include representatives from First Nations and Aboriginal organizations, industry, advanced education and government who speak with participants and share information and expertise about how to find a good job, enhance their education or start a small business.
- A change was made to the B.C. Student Assistance Program (BCSAP) to allow single parents one extra year (normal program length plus two years) in which to complete their program and still qualify for loan remission.
- The International Credential Evaluation Service (ICES) is part of the Open Learning Agency, a fully accredited, publicly-funded post-secondary institution located in British Columbia. ICES provides educational evaluation services to clients who have completed post-secondary studies outside Canada. ICES evaluation reports provide a comparison of those credentials to studies completed in Canada.
- The Ministry of Aboriginal Affairs holds responsibilities for the First Citizen's Fund, which provides bursaries to Aboriginal students to encourage continuing education.
- Forest Renewal BC provides individual, one-on-one career counselling with qualified career counsellors who assist the individual to develop a return to work action plan. Funding may be provided to the individual when a plan is in place.
- The Ministry of Education provides tuition-free secondary programs for non-graduates. In addition, most adult learning centres provide flexible hours, different teaching styles (i.e. traditional classroom and self paced) and sometimes also provide day-care.
- The Ministry of Social Development & Economic Security provides financial incentives through Income Assistance training allowances (child care, transportation incentive allowances, learning assistance technology for handicapped persons, volunteer incentives), and by tuition/seat purchase in employment/training programs. It also provides non-financial incentives: on behalf of the ministry, training consultants and agencies deliver services, provide career counselling and labour market information, and work with individuals to develop a training plan.

In the Northwest Territories, financial services are provided through student financial assistance, income support and the Building Essential Skills Program (for EI recipients only). Non-financial support takes the form of career and education planning through regionalized career centres; support is also provided through Northern Student Services Officers.

Section D: Selection of Institutions, Programs/Courses and Clients

18. *Criteria for selection and funding of institutions adult education/training:*

The criteria used for selecting and funding institutions vary by jurisdiction. However, many indicate that they use factors such as access and labour market demands as a basis for funding.

In PEI, ease of access, flexible entry and exit, Prior Learning Assessment and Recognition, outcomes-based or competency-based approaches, modular learning methods, the capability to provide delivery services province-wide, the ability to provide certified instructors, and to provide resources within a specified budget are all used to select and fund institutions.

In Nova Scotia, funding is given only to support the public institutions.

In New Brunswick, the funding of public universities is mediated through the Maritimes Provinces Higher Education Commission (MPHEC). The New Brunswick Community Colleges (NBCC) prepare an Annual Business Plan, which is used for funding decisions.

In Quebec, annual budgetary guidelines for school boards provide the basis for the allocation of funds to secondary education institutions. The guidelines are different for adult general education and vocational education.

The basic allocation for adult general education includes a closed budgetary envelope and an allocation for distance education. The closed budgetary envelope makes a distinction between students less than 18 years old and those over 18 years old, and takes into consideration the requirements regarding human resources, support resources and material resources to deliver the training. The envelope for distance education takes also in consideration the requirements regarding human resources, support resources and material resources to deliver the training.

The basic allocation for vocational education takes into consideration the requirements regarding human resources, support resources and material resources to deliver the training and the provision of other educational services such as prior learning assessment and recognition, distance education, etc.

In Ontario:

- Under the Literacy and Basic Skills Program, funds are provided mainly to an existing roster of agencies. The base funding for an agency is determined by factors such as historic funding levels, geography, accessibility, growth or rationalization of the agency or its services meeting MTCU guidelines, and participation in local planning, market pressures; continued funding is based on program quality, and meeting contractual obligations (business plan). New agencies are considered for funding only if there is a demonstrated need in a community and funds are available.
- For apprenticeship programs, employers are approved as sponsors if they can provide the training outlined in the training standard and agree to the terms of the apprenticeship agreement. Colleges and private training centres are selected and funded if they can demonstrate that they have the equipment and instructional staff to deliver the approved curriculum and agree to deliver that curriculum. The number and location of training providers depends also on the number of apprentices requiring in-school training in any particular trade.

- The general guidelines used for selecting projects under the Access to Professions and Trades Unit (APT) apply to any adult education project, and include consideration of factors such as barriers to access, models of best practice; and labour market demands.
- Selection of Strategic Skills Investment projects is on a competitive basis. Partnerships of business and training institutions compete for funding by participating in periodic calls for proposals.

In Manitoba, factors such as labour market demand, skills shortages, results-based outcomes (measured by employment results), and cost per client, are taken into consideration. Adult learning centres must be affiliated with a school board and must use certified teachers.

In Saskatchewan, the province has a co-ordinated array of public institutions that are funded to meet the needs of the provincial and regional educational and labour market demands. Consideration is also given to population distribution and demographic factors.

In Alberta, public institutions eligible for government funding are determined in legislation. New programs are approved through competitive processes, taking into account anticipated cost, program demand, institutional business plan goals, capacity to provide programs, and broad learning system directions. Key department business plan criteria include accessibility, responsiveness, affordability, and research excellence. The department has a comprehensive accountability framework consisting of performance measures, three year business plan framework audited financial statements, and public reporting which also inform the program approval process.

In British Columbia:

- The school district is the provider under the School Act for all school district-based adult graduation programs. Each adult learning centre operates independently of the high school and caters to the needs of adults; it takes account of factors such as self-paced continuous intake programs, flexible hours, on-site childcare, modular learning, and traditional classroom learning.
- Prior Learning Assessment and Recognition (PLAR) is used extensively in adult programs.
- Programs funded by the Ministry of Social Development & Economic Security are based on factors such as the relationship with other adult learning services, access (geographic and physical), and relevance to local labour market demands.
- The Ministry of Advanced Education Training and Technology funds all public post-secondary institutions. A new funding mechanism is under development and is expected to be implemented for the 2001/02 fiscal year. The ministry also provides funding for Community Skills Centres, which are intended to provide innovative, flexible opportunities for the delivery of courses and programs that have been identified for a particular community (i.e. retraining existing workers and training marginalized workers).

In the Northwest Territories, the base funding to Aurora College is carried out through the College Funding Allocation System; proposals are also submitted by NGOs for specialized clientele.

19. Sources of information for adults to identify and meet their needs:

Most jurisdictions use many sources of information including: follow-up surveys of graduates; information on skill requirements; career exploration/career counselling; needs assessment and diagnostic learning assessments; and training development plans.

In Newfoundland and Labrador, the Department of Education conducts an annual follow-up survey of all graduates in post-secondary institutions. Information is collected on student satisfaction, loan levels, migration, labour market outcomes, and the relation between employment and training.

In PEI, information such as Labour Market Information, special surveys, and career counselling are used to help adults identify their needs. Adults are also expected to research the area they are interested in to determine employment prospects.

In Nova Scotia:

- The Apprenticeship Division (Department of Education) uses a needs inventory in apprenticeship training.
- The Private Career Colleges Section in the department will be instituting a graduate follow-up survey of students in private career colleges in 2001-02.
- *Career Options*, a publication produced by the Department of Education, provides information on a wide range of occupations available in the Nova Scotia labour market and labour market conditions.
- *Labour Market Information @ Work in Nova Scotia: A Guide for Practitioners* provides a basic foundation of labour market information upon which individuals can build and enhance their knowledge.
- Nova Scotia Community College uses the *Community College Graduate Follow-Up Survey Report* published by the Department of Education (this is the final year for the survey). Career Counselling is provided by Student Services Offices.
- The program evaluation and implementation policy of the College de l'Acadie requires the participation of industry representatives, an analysis of job placement for graduates through an annual Graduate Employment Survey and labour market needs. The admissions process requires discussion of career objectives.
- Participants in programs in the Department of Community Services are directed to information maintained by the Department of Education, Human Resource Development Canada and other agencies. Use of generic career development tools and services is common.

In New Brunswick:

- Career counsellors are employed in all schools and colleges.
- Provincial departments and Human Resource Development Canada (HRDC) co-operate in an annual skill shortages guide.

- Employability skills are incorporated in all programs, and the relevant information is distributed to all high schools and colleges.

In Quebec, counselling services are available in the local employment centres. Various Web sites provide Labour Market Information, the results of follow-up studies, information on training institutions, information on training programmes and admission requirements etc. School boards also provide reception, referral and guidance services either in regional centres or in individual adult general education centres and vocational education centres.

In Ontario:

- The Job Connect Program provides information and referral services to clients on careers and occupations, the local labour market, training opportunities and job search strategies; other/subsequent education and training needs are identified through the development of short- and long- term goals and an action plan to prepare clients for employment. A Training Hotline provides a central point of access to Ontario's training and employment initiatives. Information counsellors assess callers' needs to determine appropriate programs and services. The hotline is useful for both youth and adults, and includes information on employment counselling centres, programs for youth (age 16 to 24), and literacy networks.
- About half of the apprenticeship programs include academic readiness assessment and referral tools to help adults assess their readiness for apprenticeship. Information brochures and other marketing information are based on labour market data from Ontario Jobs Futures, Statistics Canada, collective agreements and industry. Industry committees help identify training priorities.
- The Independent Learning Centre in the Ministry Of Education offers a counselling service to help students identify the courses they need to complete their high school diploma.
- In 1998, the ministry introduced Key Performance Indicators (KPI) to measure how well colleges are meeting the needs of students and employers. The indicators include the employment rates of graduates and the satisfaction of graduates, employers and students. The results of the KPIs for each college are published so that applicants can identify high-quality programs that meet their needs.
- In 1998-99, the ministry also introduced KPI for the university system, in partnership with the province's universities (including the Ontario College of Art and Design). University graduates are asked to complete a survey which includes questions concerning their employment situation since graduation. Information is collected and published according to institution and program of study, regarding graduate employment six months after graduation, graduate employment two years after graduation, and graduation rate.

In Manitoba, each Employment Centre provides a wide range of information, services and programs for clients. Labour Market Information is available in printed form, and is accessible through the Internet on computers in the centres, needs determination services, individual and group counselling, group sessions on job search, and 90-day follow-ups. A variety of labour market information is used within the ministry including labour force statistics, occupational profiles, and short-term occupational forecasting information.

In Saskatchewan, the Canada-Saskatchewan Career and Employment Services, located at 20 sites across the province, uses an assisted self-service model with clients to facilitate their career planning. Clients have access to on-line services, including the *SaskNetWork* site, which includes information on resume writing, jobs, career/interest assessments, etc. A key aspect of career planning for clients eligible for EI is an action plan that includes discrete steps that the client should follow to successfully reattach to the labour force. Local labour market information about the proposed area of work forms an initial element of action planning. Clients use a variety of tools, ranging from the internet to one-on-one interviews with employers, to research work opportunities, conditions, wages and so on, related to their proposed area of work and/or study.

In Alberta, adult learners have access to a variety of electronic, print, and in person labour market information, surveys regarding employment and student placement outcomes for specific training programs, and individualized career counselling.

In British Columbia:

- Forest Renewal BC provides all clients with an opportunity to access career counselling (including testing and one-on-one counselling). The counsellor and the individual develop a plan, which includes a detailed budget on how the individual can be self-supporting through re-training, as well as provide complete and up to date labour market information.
- The Industry Training and Apprenticeship Commission conducts in-house labour market analysis and also contracts research from consultants and other public agencies and ministries.
- The Ministry of Education has recently carried out the Kindergarten to Grade12 Adult Learner Outcomes Survey, which provides information on the satisfaction of completers or near-completers with their program.
- The Ministry of Social Development & Economic Security uses a variety of information including: BC Benefits longitudinal follow-up of clients; post-secondary access information; career exploration/career counselling; training plan development; Labour Market Information (regional and provincial); and some needs assessment and diagnostic learning assessments.
- The sources of information used by the Ministry of Advanced Education Training and Technology to help adults identify and meet their needs for education/training include:
 - Guide to British Columbia's Public Post-secondary Institutions, offering a global view of the types of programs offered at B.C. institutions, and the kind of credentials that can be obtained.
 - Labour market information available in a variety of forms, including on-line career, job and labour market information.
 - Funding to each public post-secondary institution for student support services such as career counselling, placement assessments, and employment services.

In the Northwest Territories, use is made of: the Labour Force Survey; career and education planning through career centres; career libraries with computer and print access to educational information and calendars; special promotional campaigns; and other such initiatives.

20. Criteria used to select the adult courses/programs to be funded:

Employer needs and labour market demands are generally taken into consideration in selecting the courses or programs to be funded.

In Newfoundland and Labrador, the Department of Education approves private college programs pursuant to the Private Training Act and Regulations.

In PEI, labour market demand, trainee demand, graduate placement or follow-up surveys, quality assessment of institution/program and the Literacy Strategy for the province are used to select the adult education/training courses/programs to be funded.

In Nova Scotia, the Apprenticeship Division (Department of Education) considers the following factors in selecting courses of programs: labour market demand; trainee demand; labour market analysis; and employment trends. The Department of Community Services recruits persons with disabilities for various adult education and training provided by Rehabilitation Programs and Services.

In New Brunswick various criteria are used; but there is no standard policy.

In Quebec, relevant information is available from a follow-up study at the secondary education level and a follow-up study at the college level. These studies provide information on the labour market demand, the situation of graduates, etc.

In Ontario:

- Based on proposals from industry, the Ontario government approves new apprenticeship programs using criteria such as: Industry sponsor/employer association; detailed definition of the trade or occupation; number of employees/apprentices; training process; and employment opportunities.
- The criteria used to assess post-secondary programs offered by colleges of applied arts and technology include labour market demand.
- Starting in 2000-2001, the government will distribute a percentage of the provincial operating grant to colleges and universities based on each institution's performance in relation to three Key Performance Indicators: graduate employment, graduate satisfaction, and employer satisfaction for colleges, and graduate employment six months after graduation, graduate employment two years after graduation, and graduation rate, for universities.
- Under Strategic Skills Investment, the projects, which are selected through a competitive process, are those that:
 - create strategic skills essential for building business competitiveness,
 - increase the responsiveness of training institutions to business needs,
 - include a significant investment by the business and institutional partners.

In Alberta, the criteria used to select the adult education/training courses/programs to be funded include:

- Student volume (full time)
- Program completion rate
- Freshman student persistence
- Transfer student performance
- Student satisfaction
- Cost per student, cost per graduate
- Employment outcomes

In British Columbia:

- All new degree and non-degree (certificate and diploma) programs being proposed at public post-secondary institutions, and requesting base funding in whole or in part from the Ministry of Advanced Education, Training and Technology must go through a program approval process. The program review for new degrees focuses on the following:
 - Does it provide open access, articulation, transferability, laddering potential or bridging opportunities for students?
 - To what extent does this program address priority interests or concerns identified in the Ministry's strategic plan for the future of the British Columbia college, institute and agency system?
 - How does the program add societal and economic value to the total system of British Columbia post-secondary education? i.e. How does the program fulfill the mandate of the institution submitting the proposal and complement the existing offerings at i) the institution, and ii) other British Columbia post-secondary institutions? Is there a potential for unnecessary duplication of service in a program area also offered by another British Columbia institution?
 - Is there a clear demonstration of labour market and student demand for this program?
 - What are the anticipated benefits/cost of the program? What are the cost implications (capital and operating)?

Proposals for new non-degree programs are evaluated using the following criteria:

- Purpose and benefits, program delivery, consultations, labour market demand, student demand and enrolment, curriculum, institutional resources, costs, transferability and laddering, work experience, evaluation, planning, institutional priority of the program
- Continuing education or other full cost recovery (i.e. non-base funded) programs (ex. contract training) do not currently require educational approval.

- Forest Renewal BC reviews requests for funding based on factors such as: the demand for the proposed employment goal in the geographical area; an achievable and realistic plan; the length of the proposed re-training; the location of proposed training; the quality of the training provider.

The Industry Training and Apprenticeship Commission funds training mainly geared to industry needs/employer demand, and training for under-represented groups.

In the Northwest Territories, employer demand (resource industries) and guidelines for income support are taken into account in funding programs. The criteria used to assess Aurora College programs include labour market demand.

21. Criteria used to select clients for specific courses/programs:

The criteria used to select clients vary by program and province/territory: these include factors such as age and the need for remedial education/training. Some course/programs are reserved for target groups, such as Aboriginal persons, women, and recipients of income assistance.

In Newfoundland and Labrador, the selection criteria used in association with the Skill Development Employment Benefit Program are designed primarily to meet the needs of those who need remedial training.

In PEI, any adult Islander who has not completed Grade 12 is eligible as long as he/she is 18 years of age or older and out of school for at least one year.

In Nova Scotia:

- Registration as an apprentice requires successful completion of grade 12 or an acceptable equivalent of education and experience. No places are reserved for special target groups. Consultation with industry identifies needs in apprenticeship training.
- Employability Assistance for Persons with Disabilities Target group is available to persons with disabilities.
- For community-based literacy organizations, clients are selected based on their academic needs and the available and appropriate programs to meet those needs. Targeted funding is provided to organizations working with the deaf, ESL, Acadian, African-Canadian and Mi'kmaq communities.
- The Nova Scotia Community College is committed to improving educational equality within the College. As part of this commitment, at least two seats are reserved in each core program section for applicants who are residents of Nova Scotia, one each for an Aboriginal person and an African Canadian. In addition, at least two seats in each first-level core program section are reserved for College graduates of Level 4 Academic Upgrading or Pre-Technology as appropriate. Applicants eligible for these reserved seats are encouraged to self-identify on the Nova Scotia Community College application form.
- For the Collège de l'Acadie, regular full-time programs require a high school completion certificate; but some programs have math and language requirements. The college has a

specific target group only in the sense that the college and its programs exist for the French speaking minority of the Province.

- The Department of Community Services does not select clients for training programs. Clients approved by an institution to enter training may be eligible to specific supports if the training is required to secure employment.

In New Brunswick, all programs have specified entrance requirements; however, an Intervention Program (literary/academic upgrading) is used for target groups who do not meet entrance requirements.

In Quebec, there are no specific requirements for admission to secondary education. For admission to vocational training, candidates must have successfully completed level 3 of secondary education (including second language and mathematics). For admission to college, candidates must have successfully completed the following subjects: mother tongue (level 5); second language (level 4); history of Quebec and Canada (level 4); physical sciences (level 4); and diploma of secondary studies. Clients of Emploi-Québec are referred to training following the implementation of a policy on clients selection and a process for the development of an individualized plan for the integration, training and employment.

In Ontario:

- Clients entering the Literacy And Basic Skills Program are generally at least 19 years of age, must have literacy skills within IALS levels 1 and 2 (approximately reading/writing/numeracy skills below grade 9/10), must be out of school, and must have the ability to set a goal. Depending on the availability of programming in the community and the ability of the individual to benefit from the program, exceptions to the 19 year old minimum age may occur.
- Clients in the Job Connect Program have access only the services that they need; eligibility criteria are related to credibility and employability within the labour market.
- Clients are not selected for apprenticeship training, and they must first find an employer and then be assessed by the ministry for eligibility. Apprentices must be at least 16 years of age, and must have successfully completed Grade 12 or Grade 10 or equivalent (there are a few exceptions). Criteria are defined in legislation, regulations and policy.
- Adults in the Independent Learning Centre are allowed to take any secondary school course if they have taken the prerequisite course (if applicable).

In Saskatchewan, some programs are reserved for specific target groups: EAPD and programs for aboriginal students including those at Gabriel Dumont Institute, and Saskatchewan Native Teacher Education Program (SUNTEP), and the Northern Teacher Education Program (NORTEP) which is aimed at aboriginal people and northern residents.

In Alberta, in general clients are not selected for programs: instead, clients select programs. Some programs are specifically targeted to persons in specific target groups (e.g. those receiving social assistance, Aboriginal persons).

In British Columbia:

- Under the legislation governing the public post-secondary system, institutions are granted authority to determine all questions relating to the admission of students. Admissions criteria vary by program and institution.
 - A number of institutions offer targeted programs and courses for Aboriginal learners in program areas such as law, First Nations Studies and teacher training.
 - Adult Special Education (ASE) programs are made available to individuals with permanent disabilities or combinations of learning difficulties.
 - To be eligible for the Adult Graduation Diploma, a person must be 19 years or older. An 18 year-old who has been out of school for at least a year may be admitted with approval from the institution.
 - The Quick Response Training Program is targeted at training for individuals living in small and remote communities with urgent needs or emerging job opportunities.
 - The Skills for Employment Program (SEP) is primarily targeted at training for individuals who are unemployed to prepare them for re-entry to the work force.
- The student bursary program funded by the First Citizen's fund (Ministry of Aboriginal Affairs) is available to Aboriginal students meeting educational criteria.
- Adult clients of the Ministry of Education must be non-graduates who are 19 or older; courses and programs are not reserved for special groups.
- Programs in the Ministry of Social Development & Economic Security may have specified target groups, which include women, the disabled, youth, youth "at risk", aboriginal persons; visible minorities and recent immigrants.

In the Northwest Territories, some college programs are reserved for target groups : Income Support recipients, clients eligible for EI, and those in need of Adult Basic Education.

22. *Methods to select clients from hard to reach groups and institutions dedicated to specific groups:*

A variety of methods is used for hard to reach groups. These include advertising and the use community-based agencies; some attempts are being made to use the Internet to improve access in remote areas. Special programs have been instituted for target groups such as aboriginal groups.

In PEI, clients who would benefit from such programs are identified by staff in Health and Social Services. EI counsellors do the same for their clients. There are also some public awareness campaigns. One literacy program is located on a reserve but generally native Islanders attend programs off the reserve.

In Nova Scotia:

- A component of the Skills Development Agreement between the Department of Community Services, the Department of Education, Nova Scotia Community College and

HRDC targets equity group members (African Nova Scotians, persons with disabilities and women) to ensure access to community college courses.

- The Office of the Coordinator, Nova Scotia Community College African Canadian Student Affairs, was established in January 1995. The mandate of the Coordinator is to increase the population of African Canadians attending the campuses of the Nova Scotia Community College and to increase the retention rate of the African Canadian student population. In addition the coordinator is to promote the awareness of the programs and services of the College to the African Nova Scotian community and to ascertain their training needs and relate them to the college, to create an inclusive and welcoming environment for African Canadian students and to raise the awareness of the African Canadian experience and presence in Nova Scotia within the college campuses. The Coordinator is available to assist and support staff, and also new, prospective and returning students from the African Canadian community to the College.
- The Nova Scotia Community College is committed to providing students with special needs reasonable, equal and safe accessibility to all programs and services offered by the College. The college policy shall reflect the content and spirit of the *Nova Scotia Human Rights Act and the Canadian Charter of Rights and Freedom*.
- The First Nations of Nova Scotia is an integral part of the college population with unique educational needs. The Coordinator, First Nations Student Services provides appropriate, culturally sensitive and specific services for First Nations students through implementing appropriate mechanisms and programming. Focussing on recruitment and retention of First Nations students college-wide, the Coordinator addresses the issue of college accessibility for members of the First Nations Community and supports individual First Nations students enrolled in Nova Scotia Community College programs.
- The College de l'Acadie serves the French language minority, which is less than 5% of the total population of the province.

In New Brunswick, distance delivery is used for hard to reach clients; community-based or workplace-based learning initiatives (especially literacy) are also used.

In Quebec, there are no special selection criteria for Natives, and the same curriculum is used. However, there are particular requirements for Cree Indians and the Inuit, which are specified in agreements with the federal and Quebec governments. Emploi-Québec uses a client selection policy to the advantage of adults referred to training. A specific service provided by the Centres jeunesse emploi (CJE) is directed at adults from 16 to 30 years of age.”

In Ontario:

- All literacy learners are considered hard to reach because of the stigma associated with not having the ability to read and write. Agencies involved with the Literacy And Basic Skills Program may be dedicated to the service of one of the four "streams": Anglophone, Francophone, Native and Deaf.
- Some apprenticeship programs are developed and delivered by aboriginal groups.
- In collaboration with Skills for Change (community agency), the Ministry Of Training Colleges And Universities has developed the Sector Specific Information, Terminology

and Counselling (STIC) project. The program content of STIC is tailored specifically to the needs of immigrants in specific sectors: the clients for STIC are foreign trained individuals in need of upgrading/orientation to assist them in applying for work or professional licensing.

- The Ministry of Training, Colleges and Universities provides targeted grants to universities and colleges of applied arts and technology to help improve access for students with disabilities. While there are no publicly funded colleges or universities designated for Aboriginal students, the ministry provides targeted operating grants to institutions to assist them in making their programs and services more accessible to Aboriginal peoples.
- The Ministry of Education funds six Native specific adult education and training sites in Ontario, which deal with academic upgrading. These sites also have articulating agreements with colleges and universities.
- The Independent Learning Centre (ILC) in the Ministry Of Education has instituted a number of programs for hard to reach students. In a system of final test invigilation, students take the final test in their own community with a supervisor approved by the ILC. ILC also offers courses over the Internet where education programs are unavailable. Other measures include the creation of a web-based question and answer forum relating to all science courses, and a program for students to submit work electronically. ILC also provides educational opportunities for prison inmates, as well as clients of halfway houses, shelters, social agencies, and labour adjustment programs.

In Manitoba, the province provides funding for community organizations, such as the Centre for Aboriginal Human Resource Development, which provides a wide variety of programs for Aboriginal people in urban Winnipeg.

In Saskatchewan, special methods are used to select clients from hard to reach groups. For the Northern Teacher Education Program (NORTEP) program, members of the NORTEP Council recommend individuals from their communities to register in the NORTEP/NORPAC (Northern Professional Access College) Programs. The Saskatchewan University Native Teacher Education Program, (SUNTEP) and Gabriel Dumont Institute are available to Métis students throughout the province who are recommended through a letter of support from their community. The Saskatchewan Institute of Applied Arts and Science Technology (SIAST) designates 10% of its seats for aboriginal students, which is an approximate representation of the aboriginal population in the province. SIAST also has an equity policy to ensure participation from other target groups such as persons with disabilities or women in non-traditional roles.

Athabasca University in Alberta is a distance education institution, available to students wherever they may live. Alberta also has a comprehensive network of community-based colleges, providing agriculture programming, technical, vocational, and university transfer programs throughout Alberta. Many of these institutions offer alternative means of service delivery, including distance education. A number of initiatives are also underway to allow flexible approaches to instruction in apprenticeship and industry training.

In British Columbia:

- The Ministry of Advanced Education Training and Technology has used grant funding to establish the Training and Services Support Program, which provides services and equipment to individuals with permanent disabilities who require this assistance to attend

post secondary studies. The province has two institutions dedicated to serving the education and training needs of Aboriginal learners:

- The Institute of Indigenous Government, and
- The Nicola Valley Institute of Technology
- The ministry also provides discretionary funding to public post secondary institutions and Aboriginal organizations through institutional and partnership initiatives to support the implementation of the Aboriginal Post Secondary Education and Training Policy Framework. These funds sustain a variety of education programs from Adult Basic Education to degree programs as well as services to Aboriginal learners through grants to fund First Nations Coordinators in 21 institutions.
 - The Aboriginal Special Project Fund has two components:
 - The **Aboriginal Limited Term Fund** is designed to fund new Aboriginal programs, and covers expenditures for the development of new curriculum, minor equipment purchase and the instructional costs.
 - The **Enhanced Aboriginal Support Fund** supports activities designed to increase enrolment or provide for transition support and/or retention activities for Aboriginal learners on a one time only basis.
 - The Ministry of Aboriginal Affairs provides bursary information through many avenues: a ministry web site, friendship centres, and youth career fairs. Several institutions are run by and directed to the aboriginal education sector:
 - The Industry Training and Apprenticeship Commission has instituted a program for under-represented groups.
 - The school district continuing education centres advertise their services through course calendar mail outs, drop boxes, in libraries, Laundromats, on sides of buses, etc. The Ministry of Education also has an Aboriginal Education Department, which will soon begin liaising with the Field Services Branch and the adult education section.
 - The Ministry of Social Development & Economic Security has developed outreach programs for street youth, for those with alcohol and drug problems, for youth wishing to exit the sex trade, and for aboriginal target groups (using culturally relevant programming). Some programs are delivered in various languages. In larger urban areas such as Vancouver, the ministry has the capacity to contract with agencies dealing with specific groups, such as aboriginal persons, immigrants, and disabled persons.

In the Northwest Territories, the majority of students are Aboriginal. The top priorities of Aurora College and the Department of Education, Culture and Employment are adult literacy and basic education programs.

Section E: Evaluation of Adult Education/Training

23. *Methods for evaluating programs:*

There is considerable variation in the evaluation methods in different departments/ministries in the various jurisdictions. Some carry out formal evaluations, while others simply informally assess programs using performance indicators. Some evaluations or assessments are carried out by external evaluators, while others are carried out by departments/ministries. Many use graduate follow-up surveys, which examine labour market outcomes, satisfaction with the program, and other such factors.

In Newfoundland and Labrador, the public post-secondary system (i.e. the College of the North Atlantic and Memorial University) is responsible for ongoing evaluation of programs. The Department of Education is responsible for monitoring programs in the private college system. The department also conducts an annual graduate follow-up survey, which examines labour market outcomes, as well as satisfaction with program/institution choices.

In PEI, the Literacy/ABE program is evaluated annually. Surveys of graduates from post-secondary institutions are carried out on a regular basis.

In Nova Scotia:

- The Apprenticeship Division (Department of Education) conducts a student follow-up survey twice per year. Programs are also monitored by the staff.
- A graduate student follow-up survey of private career colleges will be conducted next year.
- For Rehabilitation Programs and Services, strategies will be in place in the year 2000, to gather data on student completion of training programs, retention in training, failure rate, effectiveness in transition from training environment to employment, and reasons for discontinuation of training.
- Staff in the department provide on-going support and informal monitoring of Community Learning Initiatives. Program surveys are periodically carried out, in addition to focus groups. Staff in the department also provide on-going support and informal monitoring of Workplace Education Initiatives. They also conduct program evaluation surveys.
- Nova Scotia Community College has Faculty Working Groups and Program Advisory Committees; it also conducts a Graduate Follow-up Survey (this is the last year for the survey).
- One third of all regular full-time programs in the College de l'Acadie are evaluated every year.

In New Brunswick, a graduate survey is conducted annually for the community college system; a graduate survey is conducted periodically for universities.

In Quebec, follow-up surveys were completed through telephone interviews. For graduates of professional training at the secondary level, all who received a diploma of professional studies and an attestation of

professional specialization were interviewed. For graduates at the college level, all technical training graduates were interviewed; and a representative sample of pre-university graduates was interviewed.

In Ontario:

- Performance indicators are used in monitoring and evaluating the Literacy And Basic Skills Program (LBS). LBS staff monitor agencies through site visits at least once per year; they also meet with instructors, learners, and the Board of Directors. Literacy agencies submit statistics twice per year, and these are used to monitor programs.
- In the Job Connect Program, core measures (based on customer service, effectiveness, and efficiency), form part of an ongoing evaluation of performance in terms of standards.
- Apprenticeship data (numbers of new registrants, entry education grade level, enrolment in the in-school component, and program completions) are collected by sector on an annual basis. Apprentices are also surveyed from time to time to obtain data on their socio-economic and demographic background and their experience with the program.
- An external evaluation has been conducted on the Sector Specific Information, Terminology and Counselling (STIC) pilot project.
- The programs offered by post-secondary institutions are not evaluated. However, the Ministry of Training Colleges and Universities (in partnership with the institutions), has introduced key performance indicators to measure performance: these cover graduate employment, graduate satisfaction, employer satisfaction, student satisfaction and graduation rates.
- Students in the Independent Learning Centre are asked to evaluate recently completed courses, both with respect to the content, and to the service provided by teaching staff.

In Manitoba, the Labour Market Development Agreement with the federal government includes a process for joint evaluation of programs: a formative evaluation after the first year and a second evaluation in the third year. A follow-up survey to determine the employment status of participants is conducted 90 days and one year after training. Student surveys are carried out from time to time, and visits to private vocational schools are made on an as-needed basis (usually for the investigation of complaints, financial viability, etc). WORKFORCE 2000 evaluates courses, seminars and workshops supported through sectoral training initiatives. Summative evaluations are conducted on a selected project basis.

In Saskatchewan:

- Evaluation activities within the department are being conducted within the context of a new government-wide accountability framework.
- To date, the approach has been to establish an evaluation working group comprised of departmental and stakeholder representatives who develop an evaluation framework outlining key evaluation questions and indicators in relation to the policy, program or service's objectives. Third party evaluators have been contracted to do the evaluation work and have used a range of methods including participant, non-participant and employer surveys; interviews with key stakeholders; focus groups; and case studies. The evaluators analyse the findings and draw conclusions, and the Evaluation Working Group

develops recommendations. In-depth evaluations are expected every three to five years and are based on annual self-assessments.

- The Department of Post-Secondary Education and Skills Training (PSEST) is also undertaking a joint evaluation with the federal government on the Labour Market Development Agreement.
- Under legislation, reviews of the Saskatchewan Institute of Applied Arts and Science Technology (SIAST) and the regional colleges are required every five years. SIAST conducts such evaluations; it also conducts an annual follow-up survey of its graduates. PSEST conducts a similar survey for Private Vocational Schools.
- At the university level, all departments undergo periodic program reviews, including site visits by external assessors; program reviews which include assessments of the faculty and the curriculum, and assessment of student satisfaction; all professional colleges (e.g. Medicine, Engineering, Veterinary Medicine, and Education) also undergo periodic reviews by national accreditation committees.

In Alberta, programs are approved initially based upon accreditation review criteria, including program cost, demand, employment rates. Once the program has stabilized and quality exists, the program is no longer conditionally funded. Through the department's accountability framework, each institution is required to complete graduate satisfaction surveys as well as employment surveys, to report these results to the department, and to make the results public. The survey formats are specified in key performance indicator manuals and must be made available to the public on demand. The institution is also required to report on completion rates, cost per student, and other indicators. Institutions are also funded on the basis of performance.

In British Columbia:

- The Ministry of Aboriginal Affairs carries out a general review of its program, usually at the annual Native Economic Development Advisory Board meetings when new fiscal funding is discussed.
- Forest Renewal BC conducts surveys to determine the labour market attachment of graduates on completion of re-training; but these surveys do not provide information on the success of the training program itself.
- The Industry Training and Apprenticeship Commission evaluates all programs; outcomes surveys are conducted by third parties.
- The Ministry of Education has recently completed an Adult Learners Outcomes survey for Kindergarten to grade 12, which provides information on their satisfaction with the graduation programs. Data are also kept on course completions and graduation rates, and movement into post-secondary institutions will soon be available. The adult learning centres in the school districts are currently undergoing an accountability process: a Field Services Branch staff member will be conducting audits of programs.
- The Ministry of Social Development & Economic Security has a number of evaluation initiatives: a Longitudinal Panel Survey of Income Assistance Recipients on the use of employability training; random assignment research on impacts to Income Assistance

accounts; a yearly evaluation plan; established programs are evaluated about every five years; new programs are implemented with an evaluation framework.

- The effectiveness of programs on adult education/training is evaluated in a variety of ways, including surveys of graduates, performance measurement reports, annual reports by the Ministry of Advanced education, Training and Technology and miscellaneous studies.
 - Each year, a college and institute student outcomes survey project is undertaken with funding from Human Resources and Development Canada and MAETT, under the Canada/BC Strategic Initiative Program. The Outcomes Working Group (OWG), which oversees all aspects of this project, is a partnership between colleges and institutes, and system bodies such as MAETT, the Advanced Education Council of BC, and the BC Council on Admissions and Transfer. Under the guidance of OWG, four annual publications are produced.
 - Outcomes information is collected annually from former baccalaureate graduates in the University Student Outcomes Project. This information is used to assess the employment and education outcomes of the former baccalaureate graduates.
 - The On Track: Private Training Outcomes Survey is an on-going follow-up survey designed to capture information about graduates' learning experience in programs offered by British Columbia's private training institutions.
 - An annual report on the co-operative education fund provides an overview of co-operative education activities at public post secondary institutions in British Columbia who receive funding provided through the Co-operative Education Fund of BC.
 - An annual performance measurement report measures post-secondary performance as a basis for continual improvements and reports on system effectiveness and efficiency, including adult education/training programs. This report is the product of ongoing consultation and collaboration between the Ministry and system partners and representatives, including board members, college and institute presidents, faculty, staff and students. The Report was developed by MAETT with the Standing Committee on Evaluation and Accountability, and in cooperation with its sub-committee, the Key Performance Indicators Working Group.
 - A study on employability skills for BC examined the broad-based "employability skills" required in new recruits by small- and medium-sized organizations in British Columbia.
 - A student outcomes pilot survey was conducted with former students with disabilities, from six British Columbia colleges, who enrolled in Adult Special Education courses of study. The individuals contacted for this study were surveyed for their satisfaction with their studies, their evaluation of the programs, and their employment and education outcomes.
 - A former student outcomes survey of Aboriginal learners in the college and institute system examined the employment, further education, and satisfaction out-comes of Aboriginal and non-Aboriginal former students who attended BC public colleges

and institutes. The report compares the outcomes of Aboriginal and non-Aboriginal former students from three program areas: Arts and Science, Applied Programs, and Adult Basic Education (ABE).

- The Ministry annual report provides an accounting to the legislature and the people of British Columbia for the performance of BCs publicly funded post-secondary education and skills development systems.

In the Northwest Territories, formal evaluations of the post-secondary diploma program are carried out by external evaluators; Aurora College is responsible for evaluating its own programs and conducts an annual graduate follow-up survey. The Department of Education, Culture and Employment publishes a post-secondary indicators report, which covers student financial assistance programs, literacy levels of adults over 15 years, graduate satisfaction and labour market activities.

24. Major changes over the past 5 years:

There have been many changes in adult education/training over the past five years. Many jurisdictions indicate that the most significant change has been the change by Human Resources Development Canada (HRDC) from institutional support to individual support. Other major changes include the consolidation of programs and providers, and the impact of technology.

Newfoundland and Labrador:

- Focus by Human Resources Development Canada (HRDC) on support for individuals.
- Increase in the number of private colleges since 1993: this is the result of money available through the fisheries adjustment programs.
- Amalgamation of the 5 regional public colleges in 1996 to form the College of the North Atlantic.

In PEI, the major change is that any adult Islander has the opportunity to participate in adult education programs at the secondary level, free of charge and with no other financial affiliation required.

Nova Scotia:

- A significant increase in certification requirements for all occupations
- Increased flexibility in provision of training including Internet delivery
- Major advances in assistive technology that remove some of the barriers that persons with disabilities experience in education settings
- Increased focus on literacy's link to economic development
- Increase in number of students attending Community College
- Demand for individualized services increasing
- Supportive and remediation services required to enhance retention

- Increased use of technology in education settings
- Increase in number of community and workplace -based literacy programs
- Increased need for a continuum of programs and services to respond to adult basic education needs
- Increasing student debt
- Greater focus on areas of skill shortages
- Reduction of duplication and over supply
- Increase in customized approaches to specific sectors

New Brunswick:

- Increase in alternate delivery mechanisms.
- Increase in student debt, which has affected access.

Quebec:

A proposed policy on continuing education is under study. Changes anticipated as a result of the implementation of this policy include:

- A concerted effort to raise literacy levels among the adult population;
- Equitable access to knowledge through accessible, high-quality enrolment, assistance and referral services;
- Educational services adapted to the lifestyles of adults wishing to enrol in continuing education, provided in various locations, and in a variety of forms;
- Increased recognition of prior learning;
- Improved coordination of services;
- Revision of adult-sector general education, vocational and technical education programs, initial and in-service teacher training programs, and where necessary, the creation new programs;
- Support for research;
- Improved information, guidance and counselling services;
- Support to aboriginal communities.

Ontario:

- Literacy And Basic Skills Program: introduction of a single program for adult learners; introduction of a goal-directed, outcomes-based training approach; introduction of a results-based consistent funding model; increased emphasis on accountability; and greater links to employability.
- Apprenticeship: reform of legislation; expansion to include telecommunications and new service occupations (such as help-desk information technology support analyst).
- Ministry Of Education: introduction of the G.E.D. test in 1996; change in funding of adult credit enrolment; introduction of the Canadian Language Benchmarks in adult English as a Second Language assessment and curricula, amalgamation of school boards; changes in funding of adult facilities; HRDC SDEB and its impact on non-credit adult training offered by colleges and school boards.
- Independent Learning Centre: decrease in enrolment since the refundable deposit was instituted (August 1998) and since decrease in funding.
- Introduction of new programs aimed at meeting strategic skills needs and closing skill gaps such as the \$130 million Strategic Skills Investment and \$228 million Access to Opportunities Program.

Manitoba:

- Impact of demographics (e.g. ageing and the Aboriginal population).
- Impact of information and communications technologies.
- Devolution of responsibilities for Employment Insurance under the Labour Market Development Agreement with the federal government.
- Growth in number of adults returning to high school, the number of adult learning centres and corresponding enrolments.
- Private Vocational training: (a) training providers have changed a substantial amount from private institutions to public institutions providing "for profit" training, unions, community organizations, etc.; (b) private training has assumed a perceived importance as a potential solution to economic difficulties (e.g. training the unemployed) and skills shortages; (c) new and emerging technologies have changed the private training field through fibre optics, Internet, distance education technologies, etc.; (d) product specific training (e.g. NOVELL, Microsoft) has greatly expanded, impacting the private training industry; and (e) training delivery methods have increased to include self-paced and continuous learning using computers, Internet, etc.

Saskatchewan:

- Repositioning the universities, Saskatchewan Institute of Applied Science and Technology (SIAST), and the regional colleges to build on their strengths and address institutional as well as systemic constraints to their renewal: questions of quality and access.

- The MacKay Report (1996) established the basis for both universities and government action: Faculty Renewal, Development of new funding and capital mechanisms, Articulation of institutional priorities by each university, public accountability.
- Development of a delivery system for career and employment services: use of Internet-based tools to deliver an assisted self-service model that facilitates adult clients moving to independence; first government in Canada to develop an Internet-based job order system to facilitate its widely dispersed population and advanced technological tools.

Alberta:

- Move to a comprehensive accountability framework and performance based funding framework
- Tuition fee policy, allowing institutions to increase tuition fee revenue to 30% of net operating expenditures
- Transfer of responsibility from the federal government to provide educational funding to employment insurance recipients to support adult learning activities.

British Columbia:

- Changes in EI legislation led to phase out of federal "block purchase of training", and replacement with a "client-centred" approach.
- Introduction of the Canada Health and Social Transfer – CHST.
- Elimination of labour market expenditures for training and employment programs from the general government revenues, except for programs for youth and aboriginal persons.
- Ministry of Education: establishment of the common graduation certificate used jointly by college adult education providers and the school district adult education providers; change in course requirements; use of Prior Learning Assessment and Recognition (PLAR).
- Ministry of Social Development & Economic Security: increase use of “on job” work experience; earlier interventions (job referrals and training) at the start of income assistance; de-emphasis on Adult Basic Education (ABE) and ESL; use of self-employment training; focus on labour market attachment at the expense of other programs.
- Ministry of Advanced Education, Training and Technology: Prior Learning Assessment; development of an Educational Technology Policy Framework; independent degree granting powers granted to university colleges; implementation of *Charting A New Course*, a strategic plan for the college, university college, institute and agency system. establishment of the Technical University of British Columbia; establishment of Royal Roads University; rationalization and coordination of the delivery of adult basic education with the K-12 system; increasing demand for continuing education; tuition held to 1995/96 levels; implementation of an Aboriginal treaty for the Nisga’a First Nation, including powers over post-secondary education; implementation of programming to facilitate the transition from social assistance to employment; better articulation, including the development of core programming.; establishment of 21,000 new student spaces in

public post-secondary institutions; implementation of the Provincial Learning Network, a common telecommunications network linking K-12 schools, colleges, institutes and other agencies.

Northwest Territories:

- Change in HRDC policy and LMDA.
- Fewer funds and expectation that private sector should take on more responsibility in training.
- Increased educational levels and enrolments.

25. Anticipated changes over the next 5 years:

Changes anticipated over the next five years vary considerably by program and jurisdiction. Some jurisdictions point to the need for continuing integration and accountability, and most suggest that technology will play an increasingly important role. Some jurisdictions see a growing need for special groups, such as native people.

Newfoundland and Labrador:

- Number of private training institutions will decline because of demise of fisheries adjustment programs, and change by HRDC to a client-driven system.
- Decline in Kindergarten to Grade 12 expected to lead to decline in post-secondary enrolments: institutions will be challenged to maintain program offerings, and may place increasing emphasis on international recruitment.

PEI:

- Increased numbers of adults looking for adult education programs
- Increased standards and accountability

Nova Scotia:

- Increase in demand for Apprenticeship opportunities accompanied by a demand for flexible delivery which includes Internet delivery.
- Continued growth in the number of learning disabled and cognitively challenged students who are entering post-secondary and employment environments.
- Increasing numbers of students pursuing Community College training
- Increase in customer service and customization of programming tailored to meet industry and labour market needs.
- Technology mediated access to training will be more widespread and more affordable.

- Provision of coordinated adult basic education opportunities will be in place.
- With a preponderance of short term contracts and decreasing job security the provision of adult education and training along a continuum with opportunities to learn across the lifespan will be necessary in a rapidly changing job market.
- Globalization will continue to influence education and training.

New Brunswick:

- Increased pressure on education institutions, no flexibility, increased access, reduced costs.

Quebec:

- A proposed policy on continuing education is under study. Changes anticipated following the implementation of this policy include:
 - A concerted effort to raise literacy levels among the adult population;
 - Equitable access to knowledge through accessible, high-quality enrolment, assistance and referral services as well as financial assistance measures adapted to situation of adults;
 - Educational services adapted to the lifestyles of adults wishing to enrol in continuing education, provided in various locations, and in a variety of forms;
 - Increased recognition of prior learning for educational purposes;
 - The establishment or development of a process for the recognition of skills for occupational purposes;
 - To put emphasis on the fact that the *Loi favorisant le développement de la formation de la main-d'œuvre* is
- Improved coordination of services;
- Revision of adult-sector general education, vocational and technical education programs, initial and in-service teacher training programs, and where necessary, the creation new programs;
- Support for research;
- Improved information, guidance and counselling services;
- Support to aboriginal communities

Ontario:

- Better portability of learning (Literacy Outcomes, Skills Passport, Canadian Language Benchmarks); continued emphasis on accountability and results; impact of secondary school and training Prior Learning Assessment and Recognition (PLAR), and Academic Credential Assessment Service (ACAS) making pathways smoother and reducing barriers;

improved professionalism of adult ESL training with new Instructor Certification Protocol; move toward fee-based/user-pay programs; greater uptake of GED reducing time spent in formal education; greater use of computer-based learning.

- Apprenticeship and Certification Act (January 1, 2000) will bring about radical changes because of: more flexible legislative framework; streamlined approval process for new trades; encouragement for participation by apprentices and sponsors; stronger role for industry; continued application of apprenticeship training in the construction industry. Other expected changes in apprenticeship: increase in technologically based apprenticeships and those from the service sector; increased use of CD-ROM and Internet-based training; increased use of modular training and PLAR.
- Independent Learning Centre: increase in enrolment as adult education programs supported by school boards decrease; increased use of technology will radically change Adult Education (especially distance education); more partnerships to maintain viability as a means of program delivery; challenges posed by new diploma requirements; expanded services dictated by continuous assessment of the changing needs of the adult education community.
- On-going restructuring of the post-secondary system, including increasing access to a broader range of degree and diploma opportunities including:
 - the creation of more than 73,000 new student spaces through the SuperBuild Growth Fund, which sponsors capital projects in colleges and universities. The government's contribution to date totals about \$1 billion, with partners' contributions of \$800 million.
 - Ontario's colleges of applied arts and technology will be able to offer applied degrees on a pilot project basis; up to eight projects per year will be approved for three years.
 - The establishment of private degree-granting institutions in Ontario
 - To ensure high quality, the government is establishing a Quality Assessment Board to provide advice to the Minister on the quality of new applied degree programs and new degree programs offered by private degree-granting institutions.
 - A four-year nursing baccalaureate degree will be a requirement to practice as of 2005 and will be offered through collaborative college-university programs starting in September 2001. Overall the government will invest \$22.6 million over the next seven years to support the restructuring of nursing education.
 - The expanded use of information and communications technologies to meet increased demand for post-secondary education and to address the knowledge and skills required for the digital economy.

Manitoba:

- Continued impact of demographics (primarily resulting in greater opportunities for Aboriginal people and a focus on older learners), greater articulation in adult learning, and a refocusing of resources.

- Increased emphasis on college programming; longer-term training to develop skills in short supply in the labour market; increasing demand for individuals with high level computer skills; greater emphasis on programs and services for Aboriginal people; more programming to assist immigrants make the transition to the workplace.
- Likely amendments to the current Private Vocational Schools legislation to establish a training completion fund, to strengthen consumer protection, to provide greater flexibility for new technologies, to meet demands of industry, and to address difficulties in enforcing legislation.

Saskatchewan:

- Focus on students and the development of high quality programs and more extensive use of mediated forms of teaching.
- Focus on defining high quality post-secondary education: provide students with current up-to-date content and skills, to effectively link most recent knowledge and technology, and to integrate research and teaching; provide students with the necessary skills for personal development and for functioning effectively in society; equip students with the skills needed to adapt to continually evolving careers.
- Continued integration of labour market and post-secondary institutions: increased demand and greater expectations, especially in relation to First Nations and Métis people, greater use of technology from a range of providers, more focus on who should be paying for what, e.g., individual, employer, government; increased policy attention on the role of the private sector within the post-secondary system, less tolerance for inflexibility and lack of responsiveness within the sector; need for greater federal support for capacity and access, more focus on education and training for those already employed; competition with other provincial sectors for funding (PLAR, Credit Transfer), more learner-centred activities.
- Continued development and adaptation of technologically based products including the internet will be a key development in the delivery of career and employment services as well as labour market related programs through both public and private education and training institutions; new funding framework for community based organisations (CBO) will change relationships in the adult education and training system, and ensure that all segments of the system use accountability measures.

Alberta:

- growth in the delivery of education by private providers
- enhanced global competition (including distance learning), and increased competition in general
- increased demand for adult learning opportunities, which will likely be accomplished using innovative strategies (including technology)
- an ageing and more diverse adult learning clientele
- learning customized to individual and/or employer need

- growth of learning opportunities in information and communications technology, and other high-tech knowledge sectors
- increasing collaboration/partnerships within the learning community.

British Columbia:

- Ministry of Advanced Education: changes in eligibility for Employment Insurance and Income Assistance have led to fewer clients – education and training programs need to be relevant to the needs of these clients; with shift to a "client-centred" approach, more onus is put on training providers at the local level to determine and offer relevant programs.
- Industry Training and Apprenticeship Commission: greater emphasis on investment in developing human capital and basic skills levels.
- Ministry of Education: increased accountability, increased cooperation between the school districts and colleges providing adult secondary graduation programs.
- Ministry of Social Development & Economic Security: greater use of individual learning needs assessment; more specific and longer-term training; increased emphasis on special needs groups (handicapped, aboriginal learners, disabled); greater expectations of employer-sponsored training; more preventative work.
- Ministry of Advanced Education, Training and Technology: Continued expansion of the public post-secondary system to meet population and economic demands; on-going evolution of the university colleges; further development of accountability frameworks for the public post-secondary education system; greater integration of the planning processes of all institutional sectors, including the university sector; implementation of the Educational Technology Policy Framework; enhanced flexibility, innovation and responsiveness to learner needs in the face of expanded educational opportunities from outside the public post-secondary system; Greater responsiveness to the demands of regional communities in transition; rapid expansion of data available to measure system activity levels, student demand, student enrolment, transition and completion, linkages between BC systems and other data bases, and the use of data to drive policy decisions

Northwest Territories:

- Aboriginal governments may assume responsibility for community-based Adult Basic Education (ABE); implementation of ABE standards and curriculum.
- Increased number of partnerships (Aurora College with universities) to deliver training; more "targeted" training linked to jobs; greater demand for university level/professional programming.
- Increased use and publication of performance indicators in monitoring and evaluating post-secondary programs.

26. Major gaps in adult learning:

Jurisdictions have identified many major gaps in adult learning. Some important gaps appear to be: the provision of education/training to individuals in remote areas; access to technology; workplace-based training; and the availability of data and research, especially at the local level.

Newfoundland and Labrador:

- Identification of opportunities for credit transfer, notably with institutions outside the province.
- Distance Education.
- Marketing of programs outside the country.

Prince Edward Island:

- Lack of well-developed curriculum for adults at lower levels.
- Great need for well-qualified adult educators. We expect our instructors to have both a provincial teacher's license (public school) with post-graduate courses and preferably certification in adult education.
- Lack of instructors with a strong background in adult literacy.
- Major gaps for learning opportunities for non-unionized trades people.

Nova Scotia:

- Currently the lack of a comprehensive strategy to support learning and labour market attachment for adult Nova Scotians is a major gap. The Adult Basic Education Initiative will address this issue.
- There is a need for the private career college programs to be more closely aligned with labour market needs.
- There is limited availability of learning technologies to improve success rates of persons with disabilities in post-secondary training.
- There is a need for improved access to career counselling and guidance there is a continued need increase computer literacy.
- Specific to social assistance recipients, greater efforts must be made to support the inclusion of equity groups.
- Learning opportunities must be identified across the skills continuum.
- Acceptance of PLAR more broadly will assist individuals to gain access to new opportunities.

New Brunswick:

- Low proportion of high school graduates who continue to post-secondary education (currently only 25%).

Quebec:

- There are gaps in the following areas:
- Prevention of illiteracy.
- Services adapted to the needs and life styles of adults.
- Recognition of prior learning.
- Distance education.
- Accessibility.
- Research.
- Information, guidance and counselling services.

Ontario:

- Workplace training.
- Academic upgrading for adults.
- Consistent, coordinated, information and referral/service planning systems at the local level.
- Workplace on-site language training (ESL).
- Occupation-specific language and communications training for foreign trained professionals and tradespersons to work in Ontario: workplace experience/mentorship, orientation to the laws, regulations and nature of professional practice, and specific technical upgrading/bridging.
- Reluctance of some employers to sponsor apprenticeships for training.
- More opportunities for adults in remote areas to belong to learning communities (interaction with other students and teachers).
- Accessibility to technology, i.e. the actual hardware and the skills to use it effectively, particularly for distance education.
- Continued funding pressures affecting unmet learning needs, curriculum and education practice.

Manitoba:

- Meeting the needs of the existing workforce: most programs/interventions focus on new labour market entrants and the unemployed, but demographics and changing skill requirements call for more attention to human resource development of existing workers.
- Programming and financial support to provide training of existing workers, particularly for those in entry level, full or part-time, minimum wage jobs; lack of a training culture in business.
- Training programs for entry level health care providers.

Saskatchewan:

- Lack of focus on the adult learner factors that facilitate and constrain ability to participate in adult learning activity: what constitutes an adult learner; lack of informational technology training (particularly in areas such as computer programming, repair, etc.); other technical vocational training; effective upgrading and variety in post-secondary programs for aboriginal learners; capacity and resources to meet demands; data/research on which to base decisions.

In Alberta, there are no major gaps, just a growing volume and diversity of learner and employer demands for learning.

British Columbia:

- Ministry of Advanced Education: elements missing from the continuum of labour market services include Prior Learning Assessment, Credentials Assessment and Job-Specific Skills Training; labour market programs often address short-term industry-driven critical skills needs instead of supporting for example literacy and numeracy skills, which support long term attachment to the labour force and opportunities in well-paying sectors.
- Forest Renewal BC: Occupational standards would allow for more labour market mobility; more joint training initiatives and increased ability to attract investment; challenge to get to industry to work with education and training providers, labour and government to develop a coherent and forward looking labour market strategy.
- Industry Training and Apprenticeship Commission: Better link between education and industry needs.
- Ministry of Education: in transition to workplace, college and school district systems not quite parallel in terms of funding and accessibility.
- Ministry of Social Development & Economic Security: under-utilization of educational technology especially for special needs groups and geographically isolated learners; need for more staff training and development of staff delivery/overseeing employability training; need to disaggregate data sources to more discrete client groups in order to identify more precisely outcomes/impacts over the short term; need to identify longer term impacts of training; research and pilot testing of programs adult learners; need for new approaches to programs for young adults; training within the organization to shift to client-centred programs.

- Ministry of Advanced Education, Training and Technology: greater flexibility to respond to changing labour market demands; capacity to keep up with increasing demand for skilled IT workers in emerging technology fields; more effective programs to ensure planning for the Aboriginal recruitment and retention of a rapidly growing Aboriginal population in public post-secondary institutions, in order to meet the educational needs of Aboriginal learners, and to provide the human resources required for First Nations capacity building

Northwest Territories:

- Provision of services in small, isolated communities.
- Available funding does not adequately address the need and demand for Adult Basic Education (ABE).
- Unmet needs re aboriginal language and culture.
- No mechanism to support adult learner in ABE program.
- Capacity and resources to meet demands.
- Labour market programs often address short-term industry-driven critical needs instead of supporting literacy and numeracy skills.

Section F: Research and innovative practices

27. Research interests and priorities, and R&D budget

Research and priorities vary by jurisdiction. Many seem concerned with developing better Labour Market Information and analysis, with access by disadvantaged groups (e.g. native peoples, social assistance recipients), and with the use of technology for training. Some have a special budget for R&D, but most do not.

Newfoundland and Labrador:

- Identify barriers preventing high school students from attending post-secondary studies, with particular emphasis on the role of career counselling and access to career information.
- Review achievement and retention levels at both the secondary and post-secondary levels; identify potential problems for college students for credit transfer.
- Transitions from post-secondary education to the labour market; labour market supply/demand imbalances.

Prince Edward Island:

- Low level literacy learners are a difficult group to reach.
- No R&D budget.

Nova Scotia:

- The Department of education has no special budget for R&D but individual Divisions carry out typical research projects as needed. The focus changes with program priorities, the following are some examples of areas where research would be helpful:
- To define barriers experienced by persons with disabilities environment and implement strategies to remove them the Rehabilitation Program and Services have the following research supports: Assistive technology for persons with disabilities; assessments by Ergonomics; Rehabilitation Technical Specialists; Blind and Low Vision Specialists; Deaf and Hard of Hearing Specialists; and Learning Disability Specialists.
- *Community-Based Literacy Organizations*: The role of Information Technology in supporting adults in literacy and upgrading programs. The challenge of meeting increased demands for program standards, meeting curriculum outcomes, professionalization and accountability on a largely volunteer infrastructure.
- The College de l'Acadie generally does not conduct primary research. R&D activities are specifically tailored to current programs and the development of future course options.
- The Department of Community Services does not have special R&D resources though they maintain interest in the learning outcomes of social assistance recipients involved in related programs.

New Brunswick:

- Transition, Prior Learning Assessment and Recognition (PLAR), Credit Transfer, Employability, Distance Delivery.
- No special R&D budget in place: some funding for special initiatives.

Quebec:

- Participation in an international study on literacy and other life skills, which are important in every day life.
- Research on literacy in Quebec: present status and perspectives.

Ontario:

- Literacy and Basic Skills Program: learning outcomes, numeracy, workplace literacy, social assistance recipients, computer-based literacy learning, common assessment. R&D budget is \$2 million.
- Apprenticeship (MTCU): small budget to support alternative methods of delivery of the in-school component of apprenticeship training – focus on modularized training, distance education and evaluating academic readiness.
- Independent Learning Centre: options to enhance traditional curriculum delivery (paper-based) with technology (e.g. collaborative conferencing, and CD-ROM/web-based

independent learning programs). R&D projects are funded by redirecting program funds to development budget.

Manitoba:

- Growing demand for high quality, timely Labour Market Information (demand and supply) for decision-making by individuals, industry, institutions and government: usually small allocation of resources within ministries for this purpose.
- Need to study the effectiveness of adult education programs and what happens to students who fail to achieve success.
- “Research and Innovation” (in Labour Market Development Agreement) supports “research, design and pilot projects which identify better ways of helping individuals prepare for, return to or keep employment”. Projects include: matching Stages of Literacy and Learning with levels in International Adult Literacy Survey (IALS), Essential Skills and National Occupational Classification (NOC) in HRDC; CD-ROMs for distance delivery of college courses such as Emergency Nursing Techniques; Internet platform for delivery of college curriculum; graduate follow-up survey for college and university graduates; development of distance education delivery for Health Care Aid, Early Childhood Educator.

Saskatchewan:

- R&D in adult education is largely the responsibility of post-secondary institutions. However, the Strategic Plan for the Ministry of Post-Secondary Education and Skills Training (PSEST) includes: a commitment to an annual environmental scan for the sector (best practices and socio-demographic trends); the Saskatchewan Labour Market Trends Report (the labour market impact of aging); the importance of education and training for First Nations and Métis people; and the impact of the aging labour force on provincial economic growth. PSEST has completed a labour market analysis of nursing and is conducting analysis of occupations at risk of shortage. PSEST is examining the most effective ways of providing skill-building opportunities in areas such as using multi-media tools for client career and employment service interventions.

Alberta:

- Accessibility
- Aboriginal education
- Integration of institutional funding and student assistance programs
- Review of student assistance funding options
- Review of the funding framework for institutions.

British Columbia:

- Forest Renewal BC: Occupational Skills Standards exist for some areas, but limited (e.g. certification for professional foresters, forestry technicians and millwrights); Best Practices related to industry and government joint ventures.
- Industry Training and Apprenticeship Commission: members of under-represented groups such as aboriginal people, visible minorities, women, and people with disabilities.
- Ministry of Education: accountability of adult programs; use of educational technology.
- Ministry of Social Development & Economic Security: major emphasis on employability training for persons on welfare; no research budget, but funds available for pilot and demonstration projects.
- The Ministry of Advanced Education Training and Technology conducts labour market research and analysis to assist in new program review and approval. In addition, the Centre for Education Information Standards and Services conducts a range of research initiatives on behalf of the ministry on a project by project basis, including research on student outcomes and labour force statistics.

Northwest Territories:

- No special budget for R&D.

28. *Innovative practices or programs*

Most jurisdictions use some innovative practices. These often involve technology (such as modularized learning processes, distance education, Internet-based learning). Some use innovative approaches for training of disadvantaged groups: e.g. institutions controlled by Native peoples, self-assessment for social assistance recipients.

Newfoundland:

- Centralized electronic registration system for all adult basic education students in the province.

Prince Edward Island:

- The Literacy/ABE program is worthy of note because of its broad approach.
- Workplace Education PEI Literacy Initiative is also significant in responding to small business needs.

Nova Scotia:

- The Apprenticeship Division in the Department of Education is working with the Nova Scotia Community College to modify apprenticeship training designed for the classrooms for Internet delivery.

- The Nova Scotia Community College offers students an alternate means of course delivery through the Virtual Campus. The Virtual Campus is a college resource that exists on the Internet. Learners can access their education and training through an Internet-connected terminal. The Virtual Campus forms the centre of a flexible Alternate Delivery model of education and training.
- The College de l'Acadie has a network of four video conferencing systems that deliver virtual instruction in 6 learning centres in Nova Scotia and Prince Edward Island from 8:30 to 5:30 every day for 10 months of the academic year. At present 9 programs are offered.

New Brunswick:

- Use of IT for program delivery, especially by private sector trainers, community college.
- Community Access Initiatives (Connect NB, Tele-Education NB).
- Community-based literacy initiatives (Literacy NB).

Quebec:

- Distance training is available in French and English on the Internet.
- The Université du Québec also offers distance education on the Internet.
- Community-based literacy initiatives (Regional Literacy Councils).
- School board-Emploi-Québec partnerships projects for out-reach to specific high-risk clientele (for example, the long-term unemployed, welfare recipients, unemployed single-mothers, 16 to 24 year olds without diplomas).
- Family literacy programs (for example, Alpha A à Z).
- Passe-partout – a television program directed at young children.

Ontario:

- Literacy and Basic Skills Program: Alpharoute, an Internet-based literacy training system available in English or French (accessible in September 2000), provides learners with support from mentors; learning outcomes provide a basis for measuring progress and for assessment; new model for delivery of workplace literacy where employers/employees incur cost of training while government provides support in terms of information sharing, development of tools and learning materials, building community capacity and encouraging best practices.
- Apprenticeship: Automotive Service Technician Program: self-paced distance education using text, video, CD-ROM and interactive computer format.
- Post Secondary Education: distance education in colleges and universities delivered through a variety of technologies from correspondence courses to Internet-based courses, CD-ROMS, and audio and video conferencing; Contact North (telecommunications

network to assist universities, colleges and secondary schools in offering distance education in northern Ontario); Contact South (consortium of 20 colleges coordinating the development and delivery of web-based continuing education courses).

- Independent Learning Centre: E-Journal (allows students to submit work electronically); Overseas Teacher Professional Development (online instruction and collaborative conferencing), professional development of teachers in isolated countries/communities, program for First Nations schools; web-based independent learning materials for Grade 9 students wishing to change from academic to applied courses (and vice-versa).

Manitoba:

- Quality partnerships between business, labour, colleges and provincial government to plan and develop training capacity in many sectors.
- The Urban Circle Training Centre uses a holistic model of education and training, which addresses the employment and educational goals of participants within the context of Aboriginal culture, utilizing the philosophy of the Medicine Wheel. This approach allows Aboriginal learners to access opportunities, and encourages them to address issues such as poverty, abuse, the struggle for cultural identity, the lack of family support, low education levels and low self-esteem, etc.

Saskatchewan:

- Establishment of Aboriginally controlled post-secondary institutions including: The Saskatchewan Indian Federated College (SIFC); Gabriel Dumont Institute (GDI) and the SUNTEP program, Saskatchewan Indian Institute of Technologies (SIIT), and NORTEP/NORPAC. Legislation is being developed which will allow SIIT to grant its own diplomas.
- Assisted Self-service Model for career and employment service delivery based on use of Internet browsers and use of multi-media products: facilitates computer familiarity and use among Social Assistance Recipients (SARs).
- The two universities have engaged in a range of collaborative projects, some related to program development and delivery, others focused on innovative skills development and experiential learning assessment.

Alberta:

- The most innovative “best practice” is the province’s practice of funding institutions based on performance.

British Columbia:

- Most school district adult learning centres try innovative approaches, such as the use of technology for modularized, self-paced programs: for example, The Gateway Community Learning Centre in Armstrong BC is part of a UBC pilot project using web-based programs for learning.

- Ministry of Social Development & Economic Security: currently field-testing “employability assessment” tool for Income Assistance clients (administered using a telephonic platform technology); currently initiating a “prevention” program in conjunction with the Ministry of Education to develop local approaches to school retention in areas with higher than average welfare usage.
- The Kaleidoscope 2000 conference was held in Vancouver, BC in April-May 2000. The conference brought together students, staff, faculty, administrators and policy-makers from every public post-secondary institution to share ways to create conditions that support, foster and improve student learning. A Good Practice Registry has been developed from the conference submissions.

Northwest Territories:

- Community-based literacy initiatives (Northwest Territories Literacy Council)
- Digital Communications Network – high speed digital telecommunications services in all 32 Northwest Territories communities
- Aurora College is delivering 3 diploma programs – Teacher Education, Social Work and Nursing – in the context of Aboriginal culture and in partnership with 3 southern universities.

APPENDIX II: FEDERAL PROGRAMS IN ADULT LEARNING

Introduction and Summary

This section provides a summary of a scan of the policies and programs of the Government of Canada in the areas of human resource development with a particular focus on adult learning. The scan is based on a review of official documents and a series of key informant and group interviews almost exclusively with officials in Human Resources Development Canada (HRDC). It is similar in scope and content to the survey of provinces and territories described above; but it is substantially different in that it is based on interviews rather than on a questionnaire.

Rationale for federal involvement in adult learning

The primary rationale for a federal involvement in labour market policies, and in adult learning in particular, stems in large part from federal responsibilities for the national economy, and hence for jobs and economic growth. Successive federal governments have considered that intervention in the labour market is an effective and low risk way of increasing economic growth. And the growing consensus that skills and knowledge are closely linked to economic and social development in a rapidly changing world has strengthened the commitment of the federal policymakers to lifelong learning and human resource issues.

A second rationale for federal involvement is based on social equity. Training has been seen as a way of assisting disadvantaged groups in improving their economic prospects. There is also concern that the poor and the less educated are among those most vulnerable to the economic changes that are likely to result from globalization and changes in technology.

The following excerpt from the Speech from the Throne summarize these views succinctly:

“Expanding Canadians' access to knowledge and skills is one of the most significant challenges facing us as we prepare for the 21st Century. Our quality of life as Canadians and our economic prospects as a country depend on our abilities to think, innovate and create in a world transformed by information and technology. The changes that are taking place in the economy are altering the way Canadians work and the skills they need to find a job, to keep a job, or to move onto a better job. ... The emerging global marketplace offers an enormous opportunity to create more Canadian jobs, more Canadian growth and more Canadian influence in the world. It provides expanding opportunities to secure a higher quality of life for all Canadians”.

Federal labour market and human resource development policies have focused on three major issues:

How can the government intervene in labour markets? And what types of programs will be effective? An examination of the Active Manpower Policy adopted by the OECD in 1964 shows that labour market programs, such as adult training and the provision of Labour Market Information (LMI), have been

adopted by the federal government for many years. However labour markets have changed in the interim, and much has been learned about which interventions work in what circumstances and in what combinations.

What is the appropriate role of the federal government, especially compared with that of the provinces and territories?

How can private sector and public sector organizations and individuals be engaged in labour market interventions? Their commitment and active participation is a key element in effective and less intrusive interventions.

Federal involvement in adult or lifelong learning takes two main forms: support for post-secondary education, and occupational skills training.

Support for post-secondary education

The federal government has made contributions for post-secondary education for many years. This support is now included under the Canada Health and Social Transfer (CHST): under CHST, the federal government provides funding to provincial and territorial governments for post-secondary education, health care and other social programs. Some support is provided in the form of tax transfers to the provinces/territories, which were instituted in 1997.

The federal government also provides student loans for post-secondary studies under the Canada Student Loans (CSLP) program, which is currently administered by HRDC. It has also provided, since 1995, Canada Study Grants to assist students with permanent disabilities, high-need part-time students, and women in certain doctoral studies. In response to growing concerns about the rising levels of student debt and defaults on loans, the federal government has modified the CSLP by extending the period of eligibility for interest relief. The Canadian Opportunities Strategy in 1998 contained a new Canada Study Grant for students with dependants; and it included provisions for interest relief, for loan repayment, and for tax credits for interest payments on student loans; the Strategy also established the Canada Millennium Scholarship Foundation for providing scholarships on the basis of merit and need for full-time post-secondary studies.

This support for post-secondary education has clearly had a major impact on adult learning. Although many students enter post secondary institutions directly after finishing high school and pursue their post-secondary studies without interruption (other than a summer break), the age composition of those receiving loans for full-time studies shows that many students (especially those in public and private colleges) are over 25 years of age. In addition, many adult students take extension courses in fields such as business and education on a part-time basis. The post-secondary education system is also seen as a crucial part of the education system in a high education economy. Moreover, post-secondary graduates are more likely to be lifelong learners although their subsequent learning does not always take place in post-secondary institutions.

The Speech from the Throne also emphasizes the role of strategic partnerships in the development and delivery of labour market and human resource development programs. It calls for building partnerships with provincial/territorial governments and with the public and private sectors in order to establish a national action plan on skills. The action plan will focus on lifelong learning, will address the challenge of poor literacy among adults, and will provide citizens with the information they need to make good investments in learning.

Developing strategic partnerships with provincial and territorial governments in the design and delivery of programs is not new. Indeed, given the fact that the provinces/territories have exclusive jurisdiction in education and wide-ranging powers on labour matters, federal-provincial/territorial cooperation in labour market programming becomes essential. Some effective models of such cooperation in the design and delivery of programs have evolved over the years. The Canada Students Loans Program provides a good example: provinces/territories deliver the federal portion of student loans, and the eligibility criteria have been harmonized among jurisdictions. However, Quebec and the territories deliver their own loan programs exclusively with compensation from the federal government for the costs associated with running the federal program. The National Literacy Secretariat (NLS) of HRDC provides another model of federal provincial/territorial partnership. The NLS is not directly involved in delivering the teaching of reading and writing skills to Canadians: these are delivered by the provinces/territories through the education system, and by voluntary groups, literacy organizations, and labour and other groups that have an expertise in the area.

Occupational skills training

Since the introduction of the Adult Occupational Training Act (AOTA) in the mid-1960s, the federal government has purchased training courses or seats from provincial/territorial institutions or private schools for its clients, particularly the unemployed. 'Adult' was defined by program criteria; in order to qualify, clients had to be at least one year above the school leaving age and out of school for more than one year. These criteria were intended to distinguish between training and schooling. The AOTA also recognized that income support was necessary if training were to be truly affordable: training allowances were therefore paid to trainees who were out of school for more than three years or who had dependants.

The course purchase arrangements under the AOTA ended in 1996 with the announcement that the federal government would work with the provinces to ensure an orderly withdrawal of federal support for training and to explore new working arrangements with the provinces/territories. A new era in labour market programming in Canada was ushered in with the Employment Insurance (EI) Act.

The EI Act established guidelines for the development of active employment benefits and the maintenance of the employment services that would ensure that the Canada Employment Insurance Commission (CEIC), which is now part of HRDC, would work in concert with provincial and territorial governments. The Act also allowed CEIC to enter into an agreement with a government to provide payment for contributions for all or a portion of any costs of benefits or measures provided by the government that were similar to employment benefits. Quebec chose what is described as a transfer agreement in principle, and all other jurisdictions with the exception of Ontario have entered into a Labour Market Development Agreement (LMDA) with the federal government. A number of jurisdictions chose a co-management option in which HRDC remains responsible for implementation. Other jurisdictions signed agreements that essentially transferred the responsibility for the design and delivery of active employment benefits (including skill development) and some selected employment services to the jurisdiction.

The active employment measures provided under Part II of the EI Act include targeted wage subsidies, targeted earnings supplements, self-employment, job creation, and skills development. They also include support measures for employment services such as counselling, labour market partnerships, and R&D. In order to be eligible for the direct services such as skills development, individuals must have a current EI claim or one that ended in the preceding three years (reach-back), or have a maternity or parental claim that began in the preceding five years (after which they left the labour market to care for children).

The joint work of the Forum of Labour Market Ministers (FLMM) on the skills agenda for the 21st century provides an example of the progress achieved in forging partnerships with provincial and territorial

governments. The elements in the agenda include post-secondary education, labour mobility, labour market information, seasonal workers, older workers and youth.

The EI Act does not cover all occupational skills training supported by HRDC: the department continues to fund training from the Consolidated Revenue Fund (CRF). This includes training that is often incidental to programs for groups such as youth-at-risk and persons with disabilities. Funds from the CRF are also used for services for aboriginal persons under Aboriginal Human Resources Development Strategies.

Partnerships with private sector and public sector associations are also crucial to the success of a skills and knowledge agenda. HRDC has developed a highly successful approach in developing such partnerships. During the late 1980s and early 1990s, the federal government explored many options for engaging the private sector in training and human resource development issues. In 1991, it launched the Canadian Labour Force Development Board (CLFDB) and attempted to establish a network of provincial and local level boards. The CLFDB was inspired by European models of business and labour co-management of labour market programs. The experiment with the CLFDB and regional boards was not entirely successful: however, the boards did succeed in creating effective networks between industry and the education community, and the CLFDB provided leadership in the areas of labour standards and Prior Learning Assessment and Recognition (PLAR).

Sector Councils were also developed during these years. These councils had their origins in the Sector Studies activities of the Canadian Occupational Projections System (COPS) and in the work of the Industrial Adjustment Service. Sector Councils bring together representatives from business, labour, education and other professional groups and have proved highly effective in addressing human resource issues in key sectors of the Canadian economy.

The Sector Councils have been active in developing voluntary occupational and skills standards; but they have also been active in training, school-to-work transitions, LMI and career information. A key objective of sector partnerships is to strengthen the human resource development capacity of a critical sector, and especially that of small and medium enterprises. The expansion of sector partnerships is a key element in the federal skills agenda.

It became clear during discussions with officials in HRDC that there have also been significant changes in the overall philosophy and approach to training. Perhaps the most important of these is the active role that the client is expected to play in training. The client is responsible for preparing a return-to-work action plan and for negotiating a package of loans and grants with a consultant. The client must also find a training course and make arrangements with the provider; and depending on means and circumstances, the client may contribute financially. Although the new system is client-driven, the skills development must be job-related, and specific consideration must be given to the individual's capabilities and to local labour market conditions, in order to ensure that an informed choice is made. As in the past, the range of choices is determined by the availability of courses from local providers and on how local institutions decide the courses they should offer. In a sense, this approach to skills development is similar to that in the post-secondary system (which has existed for many years) in which students must choose from a broad set of options.

For such systems to be effective, clients and students must have access to high quality information on labour market opportunities and on available training opportunities. As is the case for the post-secondary education system, highly motivated clients with lifelong learning skills and attitudes and able to access and process information from many sources will likely be most capable of meeting this challenge.

Another recent policy shift evident in skills development is that training is no longer seen as the main answer to all employment problems. Most of the unemployed are expected to find work directly; and skills

development may not be the best remedy even for those facing employment barriers. Benefits and support services can be tailored to the needs of the client and to the circumstances of the local economy.

The provision of LMI is a major component of the skills agenda for the 21st Century adopted by the Labour Ministers. Better information on the labour market (such as data on wages, job openings, training opportunities and certification), is a critical element in helping Canadians acquire the skills needed to plan their careers in the new economy. As recognized in the recent report of the Expert Panel on Skills, Canada is a world leader in the development of high quality LMI. HRDC and its predecessor departments have devoted considerable resources to the development of LMI and to labour market research more broadly. LMI was integral to the operation of the National Employment Service since its inception. LMI was also a component of the active manpower policies adopted by the Department of Manpower and Immigration in the mid-1960s.

HRDC investments in LMI include key Statistics Canada surveys such as the National Graduates Surveys (NGS), the International Adult Literacy Survey (IALS) and the Adult Education and Training Survey (AETS). Officials in HRDC also work with Statistics Canada to develop new surveys in meet the LMI needs of the department and its clients. LMI is a term that covers a broad range of data and data products, from labour market profiles of local economies to counselling products such as *Job Futures*. It includes databases at various levels of geographic and sectoral detail. Given the range of products, and the specialized expertise needed to develop LMI products and to meet the needs of the range of clients and applications, it is not surprising that the responsibilities for LMI are widely diffused throughout HRDC.

Computer technology (particularly the Internet) has had a tremendous effect on the design and cost-effectiveness of LMI products and applications. The CanLearn system of information on learning opportunities (described in detail later in this appendix) is a good example of the types of LMI products for adult learners that are now feasible. CanLearn is quite different from other counselling products in that it includes an interactive module specifically designed for adult learners (the Adult Learner Planner). Those with the required information skills and motivation can now access a wealth of LMI using computer technologies.

HRDC has also been a world leader in program evaluation. Federal training programs have been subject to comprehensive evaluation since the mid-1960s and evaluation methodologies have evolved and have been improved over the years. The Evaluation and Data Development (EDD) Branch is one of the largest evaluation groups in the federal government. Lessons learned from previous adult training programs funded by HRDC and its predecessor departments provide an invaluable guide in developing and delivering new programs. Under the LMDAs, federal evaluators will work in partnership with their counterparts in the provinces and territories to provide relevant, reliable, objective and timely information on skills development benefits under Part II of EI.

Federal Contributions to Post-Secondary Education

Under the Canada Health and Social Transfer (CHST), the federal government provides support for provincial and territorial governments for post-secondary education, health care and other social programs. In the 1999 budget, funding for health care under CHST was increased by \$11.5 billion over five years. And in the 2000 Budget, it was announced that an additional \$2.5 billion in CHST support (\$1 billion in 2000-01 and \$500 million in each of the following three years) would be made available for post-secondary education and health care. It is estimated that CHST transfers to the provinces and territories will reach almost \$31 billion in 2000-01.

CHST is made up of a tax transfer and a cash contribution. The cash contribution is estimated to be \$15.5 billion in 2000-01: this is almost 25% higher than in 1998-99. The tax transfer was introduced in 1977: the federal government agreed to reduce its personal and corporate income tax rates, and to allow the provincial and territorial governments to raise their tax rates by the same amount. As a result, revenue that would have flowed to the federal government began to flow directly to the provincial and territorial governments: this revenue continues to grow in line with the growth of the economy.

The federal government also contributes to post-secondary education through the funding of research and scholarship. The National Science and Engineering Research Council and the Social Science and Humanities Research Council have been the primary vehicles of this support. The federal government has also taken important steps over the past few years, to restore the capacity in universities and to strengthen the contribution of research. New investments include the Canada Foundation for Innovation (CFI), the Networks of Centres of Excellence, increased budgets for the granting councils, the 21st Century Research Chairs program, and the establishment of the Canadian Institutes for Health Research (CIHR).

Student loans and tax incentives provide another basis by which the federal government supports post-secondary education. Since the end of the First World War, the federal government has provided student loans for post-secondary education. In November 1918, the federal government authorized loans (to a maximum of \$500) for disabled veterans who wished to resume a course of study interrupted by war service; the loans were repayable after five years. The Dominion-Provincial Student Aid Program (DPSAP) was proposed in 1939: under this program, the federal government would provide matching grants to any province that established a program of assistance to students based on academic merit and financial need (no province had established its own student assistance scheme before DPSAP). All provinces had joined the scheme by 1944, but it differed considerably from one jurisdiction to the other. The DPSAP remained the foundation of student financial aid across the country until 1964 when it was replaced by the Canada Student Loans Program (CSLP).

Canada Student Loans Program

Canada student loans are currently available to students enrolled or qualified for enrolment in full-time studies in a program leading to a degree, diploma or certificate at a designated post-secondary educational institution. Eligible programs must be at least 12 weeks in length and must be contained within a period of 15 consecutive weeks. The federal government provides 60% of total need (tuition and living expenses), up to a maximum of \$165/week. Students must show proof of actual enrolment in a designated educational institution before receiving their certificate of eligibility.

Students taking between 20% and 59% of a full course load may be eligible for a part-time student loan. The needs assessment of part-time students is slightly different, and loans are only available to a maximum of \$4,000 in total outstanding principal.

Under the CSLP, the federal government pays the interest on the borrower's student loan for as long as the student continues to be enrolled in full-time studies (this assistance is not available to students with part-time loans). Provincial student assistance programs offer similar subsidies. In addition, the CSLP provides a grace period of six months after the completion of full-time studies; students are not expected to make payment on their loans during this period. The CSLP also provides assistance to borrowers with low post-study incomes who are experiencing undue hardship. This is accomplished through the Interest Relief (IR) program: under this program, the federal government reassumes responsibility for interest payments.

The extent to which the parents, guardians, sponsors (or spouses in the case of married applicants) of the applicants are expected to contribute is taken into account in calculating the loan available. The category of

Single Dependent Student includes all students out of secondary school for less than four years, are unmarried, with no dependent children, with parents, guardians or sponsors, or who have spent less than two full years in the labour force. Whenever possible, parents of Single Dependent Students are expected to contribute to the costs of the student's education: a 'parental contribution' is therefore included as part of the student's need assessment.

The Single Independent Student category includes all single students without dependants who have been out of secondary school for four years or more, or who have spent two full years or longer in the labour force: parents are not expected to contribute to the education costs of such students. The category Married Students includes students who are legally married or who are in a common-law relationship. Whenever possible, spouses of students in this category are expected to make a contribution. Single parents are treated much the same as independent students, but allowable expenditures are higher to accommodate the cost of raising children.

The CSLP provides an example of the complex and effective partnerships between governments in Canada. The CSLP is administered and delivered in partnership with the provinces and territories, and this allows the federal government to help students in an efficient and cost effective manner. The federal government and participating jurisdictions work together to develop common need assessment criteria for both provincial and federal assistance programs. In addition, the provincial and territorial authorities can process applications for both CSLP and provincial student aid at the same time. The federal government pays the provinces and territories a fee to compensate them for administering the federal program within their jurisdiction.

Not all provinces and territories have chosen to be a part of the CSLP. The Canada Student Financial Assistance Act allows jurisdictions to establish their own wholly administered program and to receive an alternative payment from the federal government. Jurisdictions choosing this option may then use the payment to fund their own student assistance measures, which must be substantially the same as the federal program. Quebec and the Northwest Territories have chosen alternative payments instead of direct participation in the CSLP.

Since 1994, the federal government has covered 60% of students' assessed needs (up to a maximum of \$165 per week of study) through the CSLP (which, in some circumstances, is supplemented by a grant). Each province has a unique method of determining if, and to what extent, the remaining financial needs of students should be met; but students in most jurisdictions can receive at least \$110/week more from their provincial assistance program.

Students with permanent disabilities, high-need part-time students, and women in certain doctoral studies may also receive support in the form of Canada Study Grants (instituted by the federal government in 1995).

With rising tuitions over recent years and with a growing perception that many graduates have been unable to find appropriate jobs, governments in Canada have become increasingly concerned about the total debt that students incur. As a result, in the 1997 and 1998 budgets the federal government introduced several measures to address these concerns. In the 1997 budget it enhanced the CSLP by extending the period of eligibility for interest relief. Access to post-secondary education was a key element in the 1998 Budget, reflecting the commitment by the federal government to providing the widest possible access. The measures introduced in the 1998 budget, collectively known as the Canadian Opportunities Strategy, included important changes to the CSLP. A new Canada Study Grant was created for full-time and part-time students with dependants, and the Interest Relief plan was enhanced. The measures included a Debt Reduction in Repayment (DRR) program for the small minority of students who still remain in financial difficulty after interest relief has been exhausted.

The Canada Opportunities Strategy also included measures not related to the CSLP, but with a considerable impact on access to higher education. The Canada Millennium Scholarship Foundation was created with a \$2.5 billion initial endowment. This arms-length foundation will draw down the endowment over ten years in order to provide scholarships worth \$300 million annually to full-time students who demonstrate both financial need and merit. The attractiveness of Registered Education Savings Plans (RESP) as an investment vehicle was enhanced through the introduction of the Canada Education Savings Grant (CESG). The federal government Canada now provides a matching grant of 20% of the first \$2,000 of contributions (maximum \$400) made to beneficiaries of an RESP up to the age of 18. This grant contribution room may be carried forward, thus allowing a family that has been unable to make contributions for one or more years to catch up for missed contributions.

The federal government is also working with participating jurisdictions to further harmonize federal and provincial financial assistance programs. Harmonization will result in a single loan product for student borrowers in participating provinces.

Tax relief is provided for students repaying their student loans. Since 1998, individuals repaying a government student loan have been able to claim a tax credit of 17% of interest paid. Tax relief is also available for part-time students: since 1998, part-time students have been eligible for a \$60 month tax credit for every month they spend in part-time studies. In addition, the child-care expense deduction introduced for full-time students in 1996, has been extended to include part-time students.

Under changes in the legislation governing a Registered Retirement Savings Plan (RRSP), Canadians can now withdraw money on a tax-free basis from an RRSP for the purpose of lifelong learning. In order to provide greater access to funds for retraining, withdrawals from an RRSP for education will be treated on a basis similar to RRSP withdrawals for first-time homebuyers: up to \$10,000 may be withdrawn from an RRSP per year of full-time study, up to a total of \$20,000 over a maximum of four years. The full amount must be repaid to the RRSP within ten years.

There were 326,592 borrowers under the CSLP in 1996-97. Almost 50% of these were in the non-degree studies (college, trades-vocational or private career college). Data on the age composition of borrowers suggests that many adult learners (depending on the definition of an adult learner used) benefit from the CSLP: 30% of borrowers attending community colleges in 1996-97 were 25 years of age or older (slightly over 15% were thirty years of age and older). Almost 50% of borrowers in private colleges were twenty-five years of age and older; and 27% were thirty years of age and older. The picture is somewhat different at the university level: only 25% were twenty-five years of age and older. And slightly less than 8% of borrowers at the university level are Master's or Doctoral students. Data from the National Graduates Survey show that between 45% and 50% of graduates from public post-secondary institutions have borrowed from student loan programs; college graduates were less likely to borrow than university graduates.

Tax Credits

The education tax credit (which is a not refundable) is designed to provide assistance by reducing the income tax for students. It is based the number of months the student is enrolled in a qualifying educational program at a designated educational institution; the amount of the education tax credit is determined by multiplying the lowest personal tax rate (%) for the year by \$100, and by the number of months in the year during which the individual was enrolled as a full-time student (or in some circumstances as a part-time student), in a qualifying educational program at a designated educational institution. The education must be full-time and at the post-secondary level, and it must be designed to provide or improve occupational skills. Programs that qualify must operate for at least three consecutive weeks and must include instruction

or work in the program for at least ten hours each week for the duration. Those who are disabled, or otherwise unable to attend full-time studies because of a mental or physical impairment, are eligible for a tax credit for part-time studies.

Non-refundable tax credits are also available for tuition fees. The size of the tax credit is determined by multiplying the lowest personal tax rate (%) by the amount of eligible tuition fees paid for the year. Tuition fees (in excess of \$100) for courses at the post-secondary level paid to any educational institution in Canada are eligible. The tuition tax credit is also available for tuition paid for an education program outside Canada, of at least 13 weeks duration and leading to a degree.

The tuition tax credit was expanded in the 1997 federal budget, to include ancillary fees (which were becoming commonplace at many universities): this significantly extended the scope of the tax credit. The education tax credit, previously set at \$100/month per month of full-time study, was increased to \$150/month for 1997 and \$200/month for 1998 and subsequent years. The education and tax credits were also altered in order to allow students to carry their value forward indefinitely. Before this amendment, students lost the credits when their income was too low to reduce their tax payable to zero, or when they did not or could not transfer the value of these credits to a parent, guardian or spouse. With this new provision, students may now carry forward these credits until their taxable income increases sufficiently for them to be used.

Skills Development

Part II of the Employment Insurance Act (EI) provides for employment benefits for insured participants and the maintenance of a national employment service. The employment benefits are long-term interventions and include Skills Development (adult training), Self-Employment, Targeted Wage Subsidies, and Job Creation Partnerships. The short-term interventions include Employment Assistance Services, Counselling, and Group Services. The other measures, such as Research and Innovations and Labour Market Partnerships, are not geared towards direct services to individual participants.

Skills Development provides support for individuals (in need of financial assistance) to take the training they believe will help them get jobs. To be eligible for the direct services, individuals must have a current EI claim or one that ended in the previous three years (reach-back) or have a maternity or parental claim that began in the preceding five years (after which they left the labour market to care for children). Individuals select training from that available through public or private training providers. Financial assistance takes the form of repayable contributions (to be repaid) and/or contributions (not to be repaid).

Since the introduction of the Adult Occupational Training Act (AOTA) in the mid-1960's, the federal government has purchased training courses or seats from provincial institutions or private schools for its clients (particularly the unemployed). In November 1995, the Prime Minister announced that the federal government would withdraw from labour market training: this was reiterated in the Throne Speech 1996. To manage the phase-out of training purchases, agreements were signed with provincial/territorial governments. The training purchases were phased out in 1999-2000, so that Skills Development is now the only employment benefit (under EI Part II) to help clients obtain skills. The result is that, instead of purchasing training directly from provinces/territories or training institutions/providers or indirectly through third parties, clients must now select and arrange for their own training. Clients receive financial assistance for tuition and other costs, as needed.

Skills Development is intended to help individuals who are having problems in getting and keeping employment. The program is not intended to provide support for seasonally unemployed workers: such workers generally have a job to which they can return after the period of lay-off. Employers have a

responsibility to ensure that their staff (full-time, part-time or seasonal) have the necessary training to do their jobs: the use of Skills Development to train seasonally unemployed staff to return to the same employer abdicates the employer from this responsibility.

Full-time students are not considered to be unemployed workers, and hence are not eligible for Skills Development. A full-time student is a person who, at the time of requesting assistance from an HRDC officer (or provincial/territorial equivalent), is/was registered on a full-time basis at an educational institution during the present/last academic year, who is intending to return to school in the upcoming academic year, and who has not made the transition from school to work.

Most unemployed workers find employment without government assistance. But, employment benefits and support measures are available for those who remain unemployed or who continue their dependence on EI insurance benefits. Obtaining skills for employment is only one type of assistance available for unemployed workers; and other employment benefits and support measures may be more appropriate depending upon the employment barriers the client faces and local labour market conditions.

Skills Development provides funds for both skills training and academic upgrading. The lessons learned from the evaluation of past training programs show that skills training is most effective when it is targeted to specific employment opportunities or growth sectors, and when there is strong occupational focus. Academic upgrading has been found to be most effective when the upgrading is targeted as a prerequisite for specific skills training.

The primary responsibility for developing an action plan for return to work rests with the client. Access to Labour Market Information (including programs and services available at the community level) and coaching on choices and approaches provided by HRDC (Employment Counsellors) or third parties (such as community organizations) may be provided to help clients develop an action plan. The client chooses the training provider and estimates the costs involved to finance the action plan. A client guide on preparing a return-to-work action plan is useful in most cases. Resource centres, operated by a Human Resources Canada Centre (HRCC) or a third party may assist clients in developing and completing their action plans.

The costs associated with the action plan include the additional costs the client would incur if he/she did not take the training. Tuition fees and training materials and equipment are clearly included. But living expenses, dependant care, support for persons with disabilities, transportation and accommodation costs, may or may not represent additional costs; other options may be available for the client to meet these needs. The intent is not to replace support available from EI benefits or social assistance.

The financing of the return-to-work action plan is based on negotiations between the funder and the client. Possible sources for financing include the client contribution, an HRDC repayable contribution (loan) to the client, and an HRDC grant. Clients are encouraged to contribute to meeting the costs of the action plan: this would be possible for clients with resources, and it would be included in the negotiations for the financing of the costs of the client's action plan.

While this a new approach, it is similar to the long established practice of the 'Feepayers' arrangement. Under this arrangement, the client pays the applicable tuition fees and HRDC allows clients to continue to receive EI benefits without having to demonstrate that they are available and looking for work while on training.

Repayment of a Skills Development loan depends on the subsequent employment and earnings of the client. The potential earnings from the targeted employment opportunity and (as appropriate) the current debt load of the client are taken into consideration in determining the loan.

Determining Course Costs

In the course purchase arrangements under the AOTA, HRDC paid the full costs of training for HRDC clients sponsored for training at provincial institutions. This cost was usually much higher than the fees paid by trainees taking the same course, but not sponsored by HRDC.

HRDC continues to fund this difference since the design of the Skills Development program includes the possibility of contributing to the costs of subsidizing the tuition fees of clients in provinces/territories. The program therefore indirectly makes a contribution to institutional capacity and ensures that clients can continue to access training at historical levels. The use of this contribution is at the discretion of each jurisdiction. Payments are client-driven (since reimbursement of costs are based on course selection as determined by individual client decisions), and are limited to payment for the difference between the tuition fees paid by the client, and the direct, incremental costs of training as identified by the province/territory.

Skills Development includes a number of delivery options that depend on the models negotiated with the jurisdiction. One option is that delivery through a HRCC where HRDC would continue to perform these functions. A second option is delivery through a local coordinator (third party): a community organization would be responsible for the development of the action plan, for negotiating the financing of the action plan, for supporting clients during the training, and for follow-up. The coordinator could also be responsible for providing payments to clients and for collecting repayments. In addition, provincial/territorial government departments and agencies are eligible to receive funding and to act as employers or coordinators of activities if specified in the federal-provincial/territorial LMDA or Memorandum of Understanding, or specifically approved by the Minister of Human Resources Development.

Apprenticeship Training under Skills Development

Although apprenticeship programs are the responsibility of provincial and territorial governments, apprentices receive support from the federal government. Under the AOTA, the federal government paid for their classroom training and provided income support or EI to apprentices on block release. And under the new arrangements apprentices are eligible to receive Skills Development assistance for each block release course.

In Skills Development, clients are expected to take responsibility for arranging their training and for paying tuition fees. Training for apprenticeship programs is arranged by the province/territory; but the training can be considered to be client-driven since the client would have signed up for the apprenticeship training at the beginning of the program.

Apprenticeship training covers a fairly short period, so that the average course cost per client is generally lower than that for other trainees. Following their annual training, apprentices generally return to employment, so that it is likely that support under Skill Development will generally take the form of loans. Apprenticeship programs purchased by provinces/territories from union training centres or from other training providers are treated in the same manner as college-based apprenticeship programs.

Labour Market Development Agreements (LMDA)

The EI Act specifies that the Canada Employment Insurance Commission (CEIC) work in concert with the government of each province; employment benefits and support measures (funded under Part II of the EI

Act) are to be implemented in designing the benefits and measures, in determining how they are to be implemented and in establishing the framework for evaluating their success.

The EI Act also states that CEIC may enter into an agreement with a government to provide for the payment of contributions for all or a portion of any costs of benefits or measures provided by the government that are similar to employment benefits. In May 1996, the federal government offered to develop partnerships with all provinces and territories, in order to respond to the specific needs of unemployed and to the conditions of the individual labour markets. As a result, the federal government has instituted a Labour Market Development Agreement (LMDA) with eleven provinces and territories. In addition, Alberta, New Brunswick, Manitoba, Quebec, Saskatchewan and the Northwest Territories have assumed responsibility for the design and delivery of active employment measures funded through the EI program. The agreements include functions of the National Employment Service that may differ from jurisdiction to jurisdiction. Newfoundland, Prince Edward Island, Nova Scotia, British Columbia and the Yukon have chose co-management arrangements with the federal government: under such arrangements, HRDC continues to deliver employment benefits and support measures.

Discussions are underway about possible agreements with Ontario and Nunavut (a newly created territory). An amendment to the LMDA with the Northwest Territories is also expected since the population of Nunavut is currently being served under the LMDA for the Northwest Territories. British Columbia is negotiating a transfer agreement for the design and delivery of active employment measures.

The EI Act also established a framework to ensure that key guidelines are respected in their administration of the LMDAs. Guidelines include:

- Focus on results;
- Evaluation of outcomes;
- Promotion of co-operation and labour market partnership;
- Local decision making;
- Elimination of unnecessary overlap and duplication;
- Encouraging personal responsibility for getting back to work; and
- Ensuring service to the public in both official languages where there is significant demand.

Skill Training under the Consolidated Revenue Fund

In addition to Skills Development training under Part II of the EI Act, HRDC funds training in occupational and general skills from general revenues (the Consolidated Revenue Funds) for those who do not qualify for employment benefits. An example is life skills and/or basic safety training to prepare clients for a significant employment intervention (such as programs for youth and for the disabled). Since life skills training is incidental to the objectives of youth and disability programs, it should not form a significant part of the programming.

Opportunities Fund for Persons With Disabilities

The federal government introduced the Opportunities Fund in the 1997 budget as a pilot project to help persons with disabilities prepare for, find and keep jobs. The Fund has been well received by groups representing persons with disabilities. These groups have worked together with the federal and provincial governments and the private sector to develop projects that contribute to the Fund's objectives. The 2000 budget provides \$30 million a year to ensure the continuation of the Opportunities Fund.

Aboriginal Human Resources Development Strategy (AHRDS)

HRDC supports adult education/training of aboriginal persons through the Aboriginal Human Resources Development Agreement (AHRDS). The objective of the AHRDS is to enable aboriginal organizations to assist their clients prepare for, obtain and maintain employment. Under this strategy HRDC enters into agreements with aboriginal organizations to design and deliver their own labour market programs. AHRDS agreements fall under the authority of Section 63 of the EI Act and Aboriginal Labour Market Programs.

Agreements under the AHRDS are based on the recognition that Aboriginal Peoples best understand their own needs and are best able to design and implement effective programs and services. The various agreements promote the improvement of employability skills as well as the delivery of programs at the local level.

Expenditures for adult education/training under these agreements amount to about \$90 million under EI and \$185 million from the Consolidated Revenue Fund for training activities meeting program criteria.

Forum of Labour Market Ministers

The rationale for a labour market forum arose in the early 1980s from the perceived need for ongoing inter-jurisdictional discussion and cooperation on labour market issues. The Forum of Labour Market Ministers (FLMM) was established in 1983.

Ministers have adopted the following objectives as the mandate for the FLMM:

1. To promote inter-jurisdictional cooperation on labour market issues and to provide a forum to establish and meet common goals.
2. To promote a highly skilled workforce with portable qualifications through the development and expansion of interprovincial standards.
3. To facilitate Canada's adaptation to changes in economic structure and skill requirements.
4. To provide an inter-jurisdictional link to participatory structures such as labour force development boards.

The FLMM is co-chaired by the federal government and the Lead Province: the Lead Province is assumed on an east-to-west rotation basis.

Labour Mobility Coordinating Group of the FLMM

The FLMM established the Labour Mobility Coordinating Group to coordinate implementation of the Labour Mobility Chapter of the Internal Trade Agreement, which came in effect on July 1, 1995. Representatives from each of the federal, provincial and territorial governments are members of the Group, which is co-chaired by HRDC and the Ministry of Skills, Training and Labour, Government of British Columbia.

The Parties to the Labour Market Mobility Chapter have agreed to the following:

- Residency requirements as an employment condition, or as a condition of eligibility for licensing a worker will no longer be permitted (Article 706).
- Practices regarding the licensing, certification or registration of workers must relate principally to competence, must be published, and must not result in unnecessary delays or more burdensome costs (Article 707).
- Qualifications of workers from other parts of the country must be recognized and differences in occupational standards that result in barriers are to be reconciled (Article 708).
- A consultative mechanism for handling complaints that may arise between the Parties regarding the interpretation or application of this Chapter (Article 711).

HRDC offers financial assistance for some activities designed to recognize the occupational qualifications of workers and to reconcile occupational standards. Funding is available through Sectoral Partnerships Initiative (SPI) in HRDC. These activities may qualify for federal funding for up to 50% of eligible costs under the National Sectoral Adjustment Services component of SPI. Specifically, SPI funding is available to provincial and territorial regulatory bodies that have formed a consortium to examine and determine how they can recognize the occupational qualifications of workers and, if necessary, to reconcile differences regarding their respective occupational standards.

Skills Agenda for the 21st Century

The FLMM met in September 1999 to discuss ways of equipping Canadians with the skills they need to meet the challenges of a changing workplace, created by globalization, technological change and the growing knowledge-based economy.

Ministers agreed that best way to improve the economy and the labour market was to invest in people: Canadians must have choices and opportunities to improve their skills.

As the FLMM advances its joint work on the Skills Agenda, Ministers agreed to seek to improve accountability and transparency of federal and provincial/territorial roles and responsibilities. The Government of Quebec will participate within the existing framework of the Canada-Quebec Labour Market Agreement. One important element of Skills Development is high quality post-secondary education. Ministers agreed on the vital importance of CHST for supporting post-secondary education.

Ministers also reaffirmed their commitment to the Labour Mobility Chapter of the Internal Trade Agreement, and they agreed to intensify their efforts to help ensure that, by July 1, 2001, qualified workers in Canada would have access to employment opportunities anywhere in the country. (While the

Government of Quebec has not agreed to the deadline of July 1, 2001 to implement Chapter 7 of the Agreement on Internal Trade, it nevertheless expects regulatory bodies under its jurisdiction to achieve compliance on a voluntary basis.)

Labour Market Information (LMI) is the third strategic element in the Skills Agenda. Better information on the labour market, such as data on wages and job openings, training opportunities and certification, is a critical element in helping Canadians acquire the skills needed to plan their careers in the new economy.

Ministers (except from the Government of Quebec) agreed that they need to find ways to strengthen the federal-provincial-territorial youth partnership on an urgent basis. Ministers also accepted the need to develop concrete practical initiatives to address the high level of youth unemployment. The federal government offered to work with the provinces and territories to implement \$25 million for pilot projects for youth at risk of not making a successful transition to the workforce. (While the Government of Quebec essentially shares the same concerns about youth unemployment, it considers that active measures aimed at helping young people find jobs should be the object of an agreement modelled on the Canada-Quebec Labour Market Agreement.)

Ministers agreed on the need to continue to examine the unintended impacts of recent changes in EI. They discussed issues and concerns relating to access to active employment measures under the EI program, and the administration and funding of LMDAs.

Ministers agreed to establish a working group to examine ways to address the specific needs of seasonal workers, including options for pilot project to create employment opportunities in the off-season.

Ministers also agreed to put in place pilot projects to assist older workers to return to the labour force. The Government of Canada has committed \$30 million over two years to these projects.

Ministers recognized that they have agreed to an ambitious work plan designed to address the labour market challenges facing all Canadians. They agreed that this work would require flexibility, and responsiveness to local and regional needs. They also want urgent action on this work plan and planned to meet again in February 2000 to review the progress.

Engaging the private sector

Labour Force Development Boards

In April 1989, Employment and Immigration Canada (EIC) announced the Labour Force Development Strategy (LFDS). The LFDS was intended to make HRDC-sponsored training more job-relevant by providing for greater private sector participation. It was also based in part on the perception that the private sector was under investing in training. The creation of the LFDS was accompanied by cuts in Unemployment Insurance (UI) benefits. The federal government therefore attempted to shift labour market program dollars from passive uses (income support) to more active uses (such as training).

At the same time, EIC commissioned the Canadian Labour Market Development and Productivity Centre (CLMPC) to consult with the major stakeholders. On the basis of these consultations it recommended the establishment of a private sector National Training Board and a network of local boards. In July 1990 a team of senior EIC officials visited Europe to study examples of labour market boards. In January 1991, the federal government established the Canada Labour Force Development Board (CLFDB). The design of the board was inspired in part by the examples of labour market boards in Europe.

The role of the CLFDB was mainly advisory; but it was initially responsible for developing an annual expenditure plan for the Developmental Uses component of the UI fund. The board of directors of the CLFDB was made up of eight members from business, eight from labour, four from equity groups and two from the education and training community. Federal officials also planned to develop boards in every province and territory (based on the national model), as well as local boards. The local boards were to assume significant responsibility for local training decisions.

However, boards were not established in all provinces and territories. Provincial boards were established in Ontario, British Columbia and Quebec, mainly on the initiative of the respective provincial governments. And Quebec and Ontario were the only provinces that attempted to establish local boards. Provincial/territorial boards were eventually established in eight jurisdictions, but four of these did not last very long.

Haddow and others have carried out a thorough analysis of Canada's experience with Labour Force Development Boards (Haddow et al 1997). They have identified three major sets of obstacles to the corporate approach to decision-making practised in Europe: parliamentarism and federalism; lack of willingness of organized labour and management to commit their most senior people to participate on the board; and pluralism in what the authors describe as a highly fragmented Canadian society. In parliamentary systems, bureaucrats are ultimately accountable to the minister and are reluctant to accommodate boards with more than an advisory role. Federalism was seen as an obstacle since jurisdictional rivalries and suspicions could impede the establishment and operation of the boards. Equity inclusion was an important feature of the federal model for the boards.

Although the experiment with CLFDB and regional boards was not successful, the national board did succeed in creating effective networks between industry and the education community; it also provided leadership in the areas of labour standards and prior learning assessment and recognition.

Sector Partnerships

HRDC and its predecessor departments have had a long history of working with business and labour on issues of human resource development and adjustment. In 1963, the federal government established the Manpower Consultative Service (which subsequently became the Industrial Adjustment Service) to help workers adjust to layoffs and plant closures. In order to obtain assistance from this Service, employers and employees had to form a joint committee to work out details of adjustments. A study or assessment of the labour market and the development of an adjustment plan were the initial steps. Funding was on a shared-cost basis.

The Sector Studies program in the Canadian Occupational Projections System (COPS) was the second building block in sector councils. COPS was created to provide better information on occupational supply and demand for planning of labour market programs and for use by other stakeholders (principally business, labour and the educational institutions, as well as students and job seekers). The earlier attempts in the department to produce occupational projections had two major shortcomings: that there was no analysis of occupational supply; and the models failed to account for shifts in occupational demand due to technological change. The first of these shortcomings was addressed by including projections of potential occupational supply COPS. The Sector Studies program was developed to identify trends in the occupational requirements of key industrial sectors, and hence to address the second shortcoming.

The experience with the Sector Studies program showed that industry support and expertise were essential in the process. It also showed that a study of a sector was only the first step in finding a long-term solution. After reaching consensus on labour market issues, representatives from Industry wanted to continue

working with other participants to develop and implement solutions. This led to the establishment of the sector councils.

The sector approach provided a good fit with the labour market policy issues of the 1980s. At that time, there was a perception that Canadian employers were seriously under-investing in training (compared with other OECD countries). Governments therefore sought innovative ways to encourage a greater level of effort on the part of the private sector. The LFDS (announced in 1989) represented the federal government response: the LFDS provided more funds for sector studies and for the establishment of sector councils.

The sector partnership approach was expanded even further in 1992. A five-year Sectoral Partnership Initiative (SPI), was announced by the Minister of Finance in the Fall 1992 Economic Statement. SPI was designed to facilitate the development of a training culture and to increase private sector investment in training. Under SPI, the federal government provided assistance to the private sector for developing sectoral partnerships for coordinating human resource management. SPI is administered by the Human Resources Partnerships Directorate in HRDC. The original goals of SPI were:

1. To leverage greater training effort by the private sector.
2. To improve access to economic opportunity through better skills.
3. To help workers in industries facing economic restructuring adapt to change.
4. To encourage the creation of new self-sufficient partnerships devoted to long-term human resource planning and development. The key stakeholders in this process include: business and labour (private sector); other federal government departments; provincial governments; and educational bodies. Their purpose is to: build a training culture within individual firms; raise awareness of human resource development issues; mobilize workers and employers to take responsibility for training; and focus on particular concerns of small and medium firms.
5. To provide a quantitative information base to assist sectors in identifying and planning for skills of the future.
6. To develop and implement occupational and skill set standards which lead to a better functioning of the labour market.

A flexible approach was taken in developing sector councils, and they are not expected to meet all of the objectives of the program listed above. It was recognized that the sectoral initiatives should continue to evolve and that greater emphasis should be given to the overall goal of creating systemic changes in human resource practices and in fostering a human resource development culture. Sector councils are expected to be self-sufficient after three years; but they would continue to be eligible for financial support for related projects such as development of counselling materials.

The economic rationale for the sectoral approach to human resource development is based, in large part, on the concept of labour market failures. These failures include the under-provision of LMI, the lack of industry standards, and the undersupply of training (due to a fear of poaching of skilled workers by competitors within the sector).

Sector councils can promote private sector training through the design of training programs. Individual firms may not be willing to incur the costs of developing innovative training courses and programs that could be imitated by rivals. The development of training programs entails high fixed costs and programs can easily be imitated: this leads to the under-provision of training by individual firms. Another rationale for a sector-wide approach to training is that if the sector as a whole were committed to training

collectively, individual firms would be less likely to fear losing their training investments through the poaching of skilled workers by rival firms. This is the rationale for levy-grant systems of financing training in industry.

Occupational standards provide another means of influencing training. Standards constitute a target in terms of workplace competencies, and they allow firms to readily measure the training needs of workers. Occupation/industry standards that are widely recognised are portable, and it is reasonable to expect that firms would be reluctant to invest in highly portable skills, unless there was a broad sector commitment for skills development. At the same time, workers and prospective workers would find training in highly portable skills to be very attractive. Occupational standards can also assist education providers in the design of curriculum, so that it is closely matched with the needs of Industry. Prospective students may also be more willing to invest in widely recognized job skills.

SPI initially funded only training; however, building on the provisions of Bill C-12 (which proposed a new partnership with the provinces aimed at increasing effectiveness and eliminating duplication), the federal government offered on May 30, 1996 to withdraw from labour market training. As a result, SPI is now only used for funding sector councils for activities related to developing the training infrastructure; it does not provide financial support for the councils to directly fund firms and employee training. Ekos Research Associates Inc carried out an evaluation of SPI for the Evaluation and Data Development in HRDC: the results were generally positive.

While the prospect of receiving government support for training created much of the initial interest the sector study/sector council process, most of the activity of the sector councils has been in the area of occupational standards. LMI and school-to-work transitions are other examples of significant activities by the sector councils.

Information has always been a key component in sector partnerships. Indeed, sector councils have usually been initiated by a sector/occupational study. Each sector study is national in scope, and it examines the impact of changes in technology and in the business environment on the sector workforce. Analysis includes future employment, occupational structure, skill levels, labour supply and training needs. This type of forward-looking industry analysis is imperative in developing comprehensive human resource strategies: a sector study is a first step toward developing that strategy.

The development of occupational standards has been one of the major activities of sector councils. Occupational standards describe the skills and knowledge needed to perform competently in the workplace: they help companies and individuals plan their skills development and maintain their competencies.

HRDC contributes to the development of occupational standards through the SPI by providing funding, technical advice and guidance. Employers and employees develop occupational standards working together through a Standards Development Committee. This committee selects a small group of practitioners to develop a draft occupational analysis. The draft is validated nationally, and when it is endorsed by industry, the analysis forms the basis for an occupational standard.

Human Resource Partnerships in HRDC also supports the development of Essential Skills profiles. Essential Skills are enabling skills that: help workers perform the tasks required by their occupation; provide workers with a foundation to learn skills that are occupation-specific; and enhance the ability of individuals to adapt to workplace change. The Essential Skills Profiles include the following skills: reading text; using documents; writing; numeracy; oral communication; thinking skills (problem solving, decision making, task planning and organization, significant use of memory and finding information); working with

others (teamwork); computer use and continuous learning. Over 170 Essential Skills profiles have been developed.

The development of occupational standards and Essential Skills profiles along with other activities of the Human Resource Partnership Branch, are seen as skills enabling tools and activities. These include activities such as the National Occupational Classification System (NOC), the Extended Occupational Network (EON), Career Development Information, Prior Learning Assessment and Recognition (PLAR) and Red Seal Apprenticeship.

Sector activities have concentrated on partnerships with the private sector; however, there have been sector studies of the community college sector, of the hospital sector, and of activities related to the health care professions. Twenty-six sector councils have been established; and the Sector Councils Steering Committee has been established to help the sector councils to exchange information and expertise. The Committee (now known as The Alliance of Sector Councils or TASC) is made up of the current member national, or pan-Canadian, sector councils. Two of the principal functions of TASC are: to undertake projects of common interest to the sector councils as a whole, and to assist a sector council requesting assistance.

The most recent Speech from the Throne commits the government to forge partnerships to develop a national action plan on skills and learning for the 21st Century. The Speech recognizes the importance of collaboration in articulating a national skills agenda, which has been the cornerstone of SPI since its inception. A key condition of success in addressing the skills development challenge is to ensure a coordinated, coherent and concerted strategy. SPI has a significant head start and a proven record in establishing working partnerships among key industry participants to develop and to implement skills development strategies.

Partnerships among key industry players help answer two fundamental questions associated with Canada's skills challenge: What skills are required? How are they to be acquired? Those employed or engaged in the industry are best placed to identify and understand industry-wide problems and to implement comprehensive solutions, often in partnership with education/training systems.

The March 2000 edition of the corporate newsletter of Human Resource Partnerships (Focus/Le Point), outlines possible new directions for sectoral skills development. Sector initiatives will likely be expanded considerably and targeted to strategic industries. Sector studies have (with few exceptions) been national in scope; but an article in Focus/Le Point suggests that sector studies will include: increased outreach, accessibility and greater regional linkages to promote cross-fertilization; better dissemination and application of ideas and activities; and broader sectoral representation, ensuring that national skills initiatives have a direct and more measurable community impact. The expanded sector approach may also support pilot or demonstration projects in certain sectors designed to address sectoral or regional skills challenges peculiar to specific industries, in order to promote innovation.

Expert Panel on Skills

In September 1988, the federal government appointed the Expert Panel on Skills to examine skills situation in five strategic industry sectors: aerospace, automotive, biotechnologies, environmental technologies, and information and communications technologies. The Panel was asked to identify current or potential skill shortages, and to suggest ways of ensuring that firms in these industries have access to the skills they need to compete in the global, knowledge-based economy. The Panel was also asked to assess whether or not Canada's labour market monitoring systems are providing the information that individuals, employers, governments, and education and training providers need in order to plan effectively for the future.

The Panel submitted its report to the Advisory Council on Science and Technology in October 1999. Although much of the work of the Panel dealt with the specific context of the five industrial sectors, many of its findings on skills needs could be generalized to other sectors; the report also contains specific recommendations on adult learning and sector partnerships.

Contrary to many media reports, the Panel found that there was no current evidence of a generalized and persistent shortage of technical skills. Indeed the Panel concluded that education and training providers and the immigration system have more or less kept up with the demand for technically skilled people. But the Panel found evidence that graduates in some highly specialized and advanced fields of study are unable to find jobs in their chosen field of expertise.

The Panel concluded that shortages of technical skills exist in specific niche areas. A widespread problem is the shortage of individuals who combine strong technical abilities with essential skills (e.g. communications and teamwork) and management related skills (such as budgeting and project planning skills). Moreover, executives in the five industry sectors indicated that it is difficult to find technically competent people who can work in teams, communicate effectively and apply their technical knowledge to real world business problems.

The Panel also observed that small and medium enterprises (SME) face problems of recruitment and retention that are exacerbated by small size and limited resources. While recognizing past efforts of governments to assist SMEs, the Panel argued that governments must continue to seek ways of providing small firms with assistance to upgrade skills and hire new graduates. The Panel observed that the efforts of the industry sector councils in four of the five sectors studied were impressive. It concluded that sector council approach is a viable means of addressing many human resource and management challenges.

The Panel also concluded that shortages of skilled trades people might develop in several occupations. It also argued that new graduates must have a sound foundation in essential skills, as well as the requisite technical skills. For the current workforce, new methods and initiatives are required to assure continuous upgrading.

The Panel recommended the following actions In order to improve the capacity for upgrading the skills of the existing workforce, and for making lifelong learning accessible to all Canadians:

- Making lifelong learning a national priority and ensuring that all policies related to education and training support that objective;
- Helping employers, particularly SMEs, to upgrade the skills of their employees and managers;
- Making Canada a world leader in the development and use of learnware and other new learning technologies; and
- Helping aboriginal communities address their special learning and skills development needs, particularly with respect to the knowledge-intensive areas of the economy.

It also recommended the following to make Canada a world leader in connectivity and on-line learning:

- Engaging the private and public sectors in providing affordable, high-speed Internet access to every home, school and business in Canada; and

- Making learning opportunities more broadly available, particularly to rural and northern residents by transforming Community Access Program sites into true learning centres.

Office of Learning Technologies

In 1996, the federal government established the Office of Learning Technologies (OLT) within HRDC. The objectives of OLT are to raise awareness about the opportunities, challenges and benefits of technology-based learning and to foster innovation in the area of learning technologies.

The key activities of the OLT include:

- Helping to develop policies and strategies to guide the evolution and application of learning technologies in ways that best meet the lifelong learning needs of Canadians;
- Supporting and monitoring research and assessment related to the use of learning technologies and widely distributing the results;
- Facilitating the sharing of information on Canadian initiatives, key players and significant developments in the application of learning technologies;
- Providing opportunities to demonstrate Canadian learning products and services in partnership with developers, educators, employers, employees, trainers and learners; and
- Promoting and supporting the development and evolution of Community Learning Networks (CLN) that enable lifelong learning and community capacity-building through the use of network technologies.

The OLT works through partnerships with: universities, colleges and other learning organizations; sector councils; labour; private sector and business associations; all levels of government; and non-governmental organizations and community groups. It provides funding for projects that feature new partnerships and support innovative uses of technologies for lifelong learning. Projects are generally cost-shared and have broad impact or transferability.

The OLT has created a comprehensive Web site on learning technologies (Learning Technologies Library) and publishes a series of book and monographs on learning technologies. The site includes information databases, bibliographies, and links to other sites. The OLT also facilitates demonstrations of learning technologies at sites across Canada and sponsors face-to-face and online forums and workshops on a variety of issues related to learning technologies.

Under the Community Learning Network (CLN) Initiative, the OLT provides support at the community level to expand access to technology-enhanced learning opportunities. The CLN initiative includes funding pilot projects, providing an information- and expertise-sharing resource, and a 'toolkit' to help communities establish learning networks. CLNs are characterized by strong community participation, local partnerships and collaboration, and the use of learning technologies to support and enable learning and networking.

The OLT has sponsored a research study into the use of learning technologies conducted by EKOS Research Association and Lyndsay Green and Associates (1999). The study included three components: a trends analysis based on a literature review, case studies, and expert opinion; a series of eight case studies of Canadian firms; and a survey of employers. The study found that despite the widespread availability of

learning technologies, only 28% of establishments reported providing training using learning technologies in the previous 12 months; if non-training establishments were included, the incidence of training using learning technologies would fall to 19%. The incidence of using learning technologies to provide training was lowest for small establishments (20%, but 13% including non-training establishments). Larger establishments had a lower incidence of training using learning technologies (34%, but 31% including non-training establishments) than medium-sized establishments (43%, but 40% including non-training establishments): this is quite different from what would be expected from other studies of training incidence.

Learning technologies may alter the definition of formal and informal training. The incidence of training using learning technologies in establishments only conducting informal training was 14%, which is much lower than the 33% reported by establishments that provided formal training. This finding suggests that employers may view the use of learning technologies as informal training. (Future studies of formal training among firms and individuals should be carefully worded to ensure that all types of training are accounted for, including training involving learning technologies.)

National Literacy Secretariat

The federal government established the National Literacy Secretariat (NLS) in 1987 to work with the provinces, the private sector and voluntary organizations to foster and promote literacy. The NLS encourages national literacy associations and provincial/territorial coalitions: to promote an awareness of literacy issues; to coordinate and share information; to develop policies; and to ensure that literacy remains on the public agenda.

NLS activities are undertaken in partnership with the provinces, territories, non-governmental organizations and business and labour organizations. Innovative partnerships are created to communicate the literacy message to all Canadians.

The NLS is not directly involved in delivering the teaching of reading and writing skills to Canadians: this is done by the provinces/territories through the education system, and by voluntary groups, literacy organizations, labour and other groups with expertise in the area.

The NLS uses both grants and operating dollars to attract financial commitments to literacy from a wide range of non-governmental partners and from other levels of government, voluntary organizations and professional associations. Through partnerships, the NLS jointly funds projects in each province and territory. The partnerships vary from province to province and are tailored to meet specific provincial or territorial needs. Since 1988, the NLS has funded over 2,500 innovative projects to: develop learning materials; increase public awareness; support research; improve coordination and information sharing; and improve access to literacy programs.

HRDC has been a principal sponsor of surveys of literacy conducted by Statistics Canada (e.g. the Survey of Literacy Skills used in Daily Activities, and the International Adult Literacy Survey).

CanLearn Interactive

CanLearn Interactive is a comprehensive resource for learning information products and services, designed to help Canadians pursue learning and career goals. CanLearn provides on-line interactive planning tools to help Canadians explore career possibilities, identify learning requirements, develop learning strategies, and create the financial plans to achieve their goals. Through CanLearn, prospective learners can access information about lifelong learning opportunities, career options, and potential sources of financial support.

CanLearn also provides Canadian learning institutions and organizations with the means to collaborate on the provision of information and planning tools for Canadians.

The online modules of CanLearn include the Student Planner, the Adult Learner Planner, the Virtual Career Counsellor, and the Consumer's Guide to Learning and Accessibility. CanLearn also contains extensive databases on occupations and learning opportunities (courses and programs).

CanLearn supports the Canadian Opportunities Strategy and is maintained and managed in partnership with organizations from across Canada by the learning and Literacy Directorate of HRDC.

Interviews with officials in HRDC

Group Interview: Workplace Policy Unit of the Labour Market Policy Branch Strategic Policy Divisions, Human Resources Development Canada

Participants: Thomas Shenstone, Director; John Manson, Senior Policy Analyst; Sharon Chapman, Policy Analyst and Maureen Tyler, Policy Analyst.

Interviewer: Doug Giddings and Wendy Salmon as observer

Group Interview: Interprovincial Partnerships and Occupational Information Division Sector Partnerships, Human Resources Partnerships, Human Resources Investment Branch, Human Resources Development Canada.

Participants: Éric Parisien: A/Director; Evelyne Lemieux-Nault: Acting Coordinator, Ian McRae: A/Coordinator and Debra Mair: Senior Researcher.

Interviewer: Doug Giddings and Wendy Salmon observer.

Group Interview: Learning and Literacy. John Hemingway: Research Analyst, Ken Horricks: Canada Educational Savings Program Plan, Lucie Nobert: Office of Learning Technology and Samantha Tattersall Policy, Legislative Interpretation

Interviewer: Doug Giddings and Wendy Salmon as observer

Group Interview: Human Resources Investment Branch, Human Resources Development Canada

Participants: Heidi Bungay: Program and Policy Advisor

Program Development Unit Policy and Design Division, Labour Market Directorate Human Resources Investment Branch; Jeff Foster: Team Leader, Policy and Design, Labour Market Directorate; R. Thomas, Labour Market Directorate and Kendal Weber: Senior Policy Advisor

Interviewers: Bill Ahamad and Doug Giddings, Wendy Salmon, Observer.

Interview: Nick Wise, Human Resources Partnerships.

Interviewers: Bill Ahamad and Doug Giddings

Interview: Sandy MacDonald, Senior Policy Advisor, Federal/Provincial Relations, Strategic Policy, Human Resources Development Canada.

APPENDIX III: ADDITIONAL STATISTICAL TABLES RELATING TO CHAPTER IV

Table AIII.1: Mean number of hours spent on adult education and training per participant aged 17 and over¹, by age groups, 1991, 1993 and 1997

Age Group	1991	1993	1997
17-24	235	330	451
25-34	174	213	272
35-44	113	124	157
44-54	83	90	106
55-64	55	78	49
65 and over	64	44	43
All Ages	140	163	209

Notes:

1. The population is defined by excluding individuals who were (1) 17-19 years old and enrolled full-time in a non-employer sponsored elementary or secondary program or (2) 17-24 years old and enrolled full-time in a non-employer-sponsored post-secondary program.

Source: Adult Education and Training Survey 1992, 1994 and 1998.

Table AIII.2: Percentage and likelihood of adult population participating in adult education and training by gender, study orientation, and employer support, 1997

Gender	<i>Overall participation</i>			<i>Job-related</i>			<i>Interest-related</i>			<i>Employer-sponsored</i>			<i>Non-employer-sponsored</i>		
	%	<i>Odds</i>	<i>Adjusted odds</i>	%	<i>Odds</i>	<i>Adjusted odds</i>	%	<i>Odds</i>	<i>Adjusted odds</i>	%	<i>Odds</i>	<i>Adjusted odds</i>	%	<i>Odds</i>	<i>Adjusted odds</i>
Male	26.8	1.0	1.0	21.6	1.0	1.0	7.5	1.0	1.0	23.0	1.0	1.0	11.3	1.0	1.0
Female	28.6	1.1*	1.2*	20.6	0.9*	1.0	12.0	1.7*	1.7*	24.0	1.1**	1.0	16.7	1.6*	1.6*

Notes

1. Estimates are based on respondents who had a job during 1997.

2. Adjusted odds model includes age, province, educational level and labour force status.

3. Statistical significance: one asterisk level of 0 .01; two asterisks level of 0.05.

Source: Adult Education and Training Survey, 1998.

Table AIII.3: Percentage of adult education participating in education and training by labour force status, age group and study orientation, 1997

Age group	Labour force status	Overall participation (%)	Job-related (%)	Personal interest (%)
17-24	Employed	39.9	32.5	12.3
	Unemployed	29.1	23.5	8.8
	Not in labour force	32.1	22.4	12.7
	<i>Total</i>	36.3	28.5	12.0
25-34	Employed	40.2	33.0	12.3
	Unemployed	26.2	21.7	6.8
	Not in labour force	28.2	18.8	10.7
	<i>Total</i>	36.8	29.5	11.5
35-44	Employed	37.5	31.2	11.4
	Unemployed	24.5	19.9	5.7
	Not in labour force	20.2	12.0	9.6
	<i>Total</i>	33.6	27.2	10.6
45-54	Employed	34.6	28.4	11.2
	Unemployed	15.3	8.6	7.8
	Not in labour force	11.3	4.9	7.2
	<i>Total</i>	28.3	22.0	10.1
55-64	Employed	20.8	15.8	7.4
	Unemployed	17.9	12.8	6.4
	Not in labour force	8.5	1.6	7.2
	<i>Total</i>	13.9	7.8	7.3
65+	Employed	8.8	5.6	3.8
	Unemployed	0.0	0.0	0.0
	Not in labour force	3.7	0.2	3.5
	<i>Total</i>	4.0	0.5	3.5
Total	Employed	36.2	29.4	11.3
	Unemployed	26.0	20.4	7.2
	Not in labour force	12.7	6.1	7.5
	<i>Total</i>	27.7	21.1	9.8

Source: Adult Education and Training Survey, 1998.

Table AIII.4: Percentage and likelihood of employed adult population participating in education and training by class of main job, study orientation and employer support, 1997¹

Class of main job	Overall participation			<i>Job-related programs/courses</i>			<i>Personal interest programs/courses</i>			<i>Non-employer-sponsored programs/courses</i>		
	%	Odds	<i>Adjusted odds</i>	%	Odds	<i>Adjusted odds</i>	%	Odds	<i>Adjusted odds</i>	%	Odds	<i>Adjusted odds</i>
Self-employed	24.3	1.0	1.0	18.1	1.0	1.0	9.0	1.0	1.0	12.8	1.0	1.0
Public employees	49.9	3.1*	2.4*	41.8	3.2*	2.6*	15.9	1.9*	1.5*	19.8	1.7*	1.2*
Private employees	34.4	1.6*	1.4*	27.6	1.7*	1.5*	10.6	1.2*	1.1	15.2	1.2*	1.0

Notes:

1. Adjusted odds model includes age, province, educational level and labour force status.

2. Statistical significance: one asterisk level of 0.01; two asterisks level of 0.05.

Source: Adult Education and Training Survey, 1998.

Table AIII.5: Percent of respondents receiving various types of support for employer-sponsored programs and courses by type of main job, full-time and part-time, 1997

	Type of main job	Paying for fees & tuition	Paying for materials	Paid time-off or leave	Unpaid time-off/ or leave	Providing premises	Providing accommodation	Organizing the training	Other
Program	Full-time	72.6	55.5	43.5	24.3	35.8	19.7	27.8	14.0
	Part-time	20.4	15.8	17.7	62.3	18.7	4.3	14.9	8.8
	Total	58.8	44.8	36.5	34.6	31.2	15.5	24.3	12.6
Course	Full-time	88.5	81.4	76.0	14.2	66.9	35.0	62.9	14.9
	Part-time	78.0	66.0	57.4	21.6	60.4	22.5	62.1	13.3
	Total	87.3	79.7	73.9	15.0	66.2	33.6	62.8	14.7

Notes:

Estimates based on the respondents enrolled in at least one program/course sponsored by employers.

Source: Adult Education and Training Survey, 1998.

Table AIII.6: Influence on individuals' training decisions by type of program, course orientation and employer support

Program	Received Employer Support	Who suggested training or education? (%)							
		<i>Self</i>	<i>Friends /family</i>	<i>Employer</i>	<i>Other employees</i>	<i>Collective agreement</i>	<i>Union</i>	<i>Professional requirement</i>	<i>Other</i>
Elementary/ High school	Yes	66.7	23.5	6.5	0.0	0.0	0.2	1.1	11.8
	No	72.9	20.5	0.5	0.1	0.0	0.3	0.2	14.0
	Subtotal	71.4	21.2	1.9	0.1	0.0	0.3	0.4	13.5
Apprenticeship	Yes	41.6	2.7	51.1	0.2	1.4	2.1	3.5	1.1
	No	54.1	14.8	3.3	4.0	0.3	1.1	0.7	11.9
	Subtotal	47.0	7.9	30.4	1.8	0.9	1.7	2.3	5.8
Trade/ Vocational	Yes	43.5	2.3	45.3	3.4	0.0	0.7	4.7	3.0
	No	76.1	7.3	3.6	1.4	0.0	0.3	1.8	10.9
	Subtotal	60.8	4.9	23.1	2.3	0.0	0.5	3.2	7.2
College	Yes	62.4	3.2	24.1	2.1	0.0	0.1	1.9	3.0
	No	80.6	13.0	1.1	0.0	0.0	0.1	0.9	4.8
	Subtotal	73.8	9.4	6.6	0.7	0.2	0.0	3.0	3.8
University	Yes	78.1	9.4	13.8	1.4	0.4	0.0	4.3	4.6
	No	88.7	9.4	0.4	0.0	0.1	0.0	1.8	3.2
	Subtotal	83.7	9.4	6.6	0.7	0.2	0.0	3.0	3.8
All programs	Yes	61.6	6.7	29.2	2.0	0.3	0.4	4.0	4.3
	No	72.9	20.5	0.5	0.1	0.0	0.3	0.2	14.0
	Total	72.3	10.3	13.3	1.1	0.2	0.3	2.4	6.4
Course									
Job-related	Yes	29.7	1.3	59.0	13.3	0.7	1.6	5.2	3.4
	No	61.8	11.8	9.5	2.0	0.0	1.0	5.7	13.6
	Subtotal	34.4	2.8	51.7	11.6	0.6	1.5	5.3	4.9
Personal- interest	Yes	37.1	4.2	46.2	7.7	0.4	2.0	6.4	6.0
	No	74.6	19.1	0.3	0.2	0.0	0.6	1.4	11.0
	Subtotal	63.0	14.5	14.5	2.5	0.1	1.0	2.9	9.4
All courses	Yes	30.2	1.5	58.0	12.8	0.7	1.6	5.3	3.6
	No	68.5	15.6	4.7	1.1	0.0	0.8	3.5	12.2
	Total	39.8	5.0	44.6	9.9	0.5	1.4	4.8	5.8

Source: Adult Education and Training Survey, 1998.

Table AIII.7: Distribution (%) of financial support for education and training from various sources for participating in courses by labour force status and by gender, 1997

Labour force status	Source of financial support							
		Employer	(Employer only)	Self/family	Government	Union/professional association	Other	No fees
<i>Employed</i>	Male	74.3	55.3	20.0	5.4	3.7	4.0	10.1
	Female	65.7	47.4	30.2	4.5	2.7	3.5	10.8
	Subtotal	70.1	51.4	25.0	5.0	3.2	3.8	10.5
<i>Unemployed</i>	Male	36.3	17.9	45.0	26.0	3.8	7.6	7.6
	Female	28.8	19.1	40.5	22.6	0	6.3	12.4
	Subtotal	32.7	18.5	42.8	24.4	1.9	7.0	9.9
<i>Not in the labour force</i>	Male	15.1	11.3	55.5	21.7	1.9	3.0	5.8
	Female	9.1	6.1	62.2	14.6	0.9	6.0	11.6
	Subtotal	11.4	8.1	59.6	17.2	1.3	4.9	9.3
All groups	Male	68.3	50.5	23.7	7.4	3.6	4.1	9.7
	Female	57.8	41.5	34.3	6.4	2.4	3.8	11.0
	Total	63.0	45.9	29.1	6.9	3.0	3.9	10.4

Source: Adult Education and Training Survey, 1998.

Table AIII.8: Percentage distribution of financial support for education and training from various sources by type of program and by gender, 1997

Program	Source of financial support							
		Employer	<i>(Employer only)</i>	Self/family	Government	Union/ professional association	Other	No fees
Elementary/ High school	Male	7.6	3.5	39.9	39.1	1.6	0.7	15.3
	Female	3.6	0.7	42.8	33.3	0.8	1.7	24.3
	Subtotal	5.5	2.0	41.5	36.0	1.2	1.3	19.9
Apprenticeship	Male	39.1	15.0	41.6	34.9	1.2	5.2	1.2
	Female	34.4	22.1	43.5	24.9	1.2	0.7	4.3
	Subtotal	37.5	17.4	42.2	31.6	1.2	3.7	2.2
Trade-vocational	Male	37.5	21.5	46.5	18.4	1.9	2.3	3.6
	Female	21.1	11.7	62.4	14.9	0.6	5.3	2.5
	Subtotal	29.7	16.8	54.0	16.7	1.3	3.8	3.1
College	Male	25.8	16.3	57.2	17.1	0.1	1.5	1.1
	Female	13.3	6.5	74.5	15.3	0.3	1.5	0.1
	Subtotal	18.4	10.6	67.3	16.0	0.2	1.5	0.6
University	Male	25.1	8.0	79.3	6.3	1.2	3.6	1.5
	Female	19.2	6.0	85.7	7.1	1.5	1.2	0.3
	Subtotal	21.7	6.9	82.9	6.8	1.3	2.3	0.9
All programs	Male	27.9	13.5	55.5	20.2	1.3	2.6	4.1
	Female	16.9	7.6	68.6	15.8	0.8	2.3	4.7
	Total	22.1	10.4	62.3	14.1	1.1	2.5	4.3
Course								
Job-related	Male	75.9	58.1	17.4	6.0	4.1	4.1	9.7
	Female	70.8	52.9	23.5	6.9	2.3	3.6	10.5
	Subtotal	73.1	55.5	20.5	6.4	3.2	3.8	10.2
Personal-interest	Male	23.1	15.4	64.9	10.0	1.2	5.3	4.3
	Female	11.7	7.0	79.4	2.7	1.3	2.9	7.0
	Subtotal	15.7	9.9	74.4	5.2	1.3	3.7	6.0
Not stated	Male	1.2	0.5	21.5	2.3	0.0	0.0	0.0
	Female	0.7	1.4	7.9	0.0	0.0	0.0	0.0
	Subtotal	0.9	1.0	14.0	1.0	0.0	0.0	0.0
All courses	Male	61.8	46.7	29.5	7.0	3.4	4.4	8.3
	Female	45.5	34.1	45.6	5.1	1.9	3.2	9.0
	Total	53.2	39.8	38.4	6.0	2.5	3.7	8.7

Source: Adult Education and Training Survey, 1998.

Table AIII.9: Distribution (%) by use at work of skills and knowledge acquired through education and training courses, by supplier and study orientation, 1997

Supplier	Study orientation of course	Acquired skills or knowledge used at work				Total
		<i>To a great extent</i>	<i>Somewhat</i>	<i>Very little</i>	<i>Not at all</i>	
Education institution	Job-related	51.5	33.2	8.6	6.8	100.0
	Personal-interest	26.1	26.3	20.6	26.8	100.0
Commercial/private trainer	Job-related	48.6	36.3	10	5.8	100.0
	Personal-interest	21.9	42.1	10.6	25.3	100.0
Employer	Job-related	60.8	30.2	5.3	3.7	100.0
	Personal-interest	38.6	32.8	20.4	10.0	100.0
Non-profit organization	Job-related	45.7	35.2	12.6	6.5	100.0
	Personal-interest	26.8	35	19.2	26.4	100.0
Producer/supplier of equipment	Job-related	57.3	34.3	6.2	2.1	100.0
	Personal-interest	34.3	27.7	4.9	33	100.0
Someone else	Job-related	60.9	30.0	5.0	4.2	100.0
	Personal-interest	32.5	28.7	20.5	18.4	100.0
No instructor	Job-related	52.6	29.4	11.9	6.1	100.0
	Personal-interest	40.0	39.9	18.7	1.3	100.0

Source: Adult Education and Training Survey, 1998.

Table AIII.10: Distribution (%) by use in personal life of skills and knowledge acquired through education and training courses, by supplier and study orientation, 1997

Supplier	Study orientation of course	Acquired skills or knowledge used in personal life				Total
		<i>To a great extent</i>	<i>Somewhat</i>	<i>Very little</i>	<i>Not at all</i>	
Education institution	Job-related	17.2	36	13.8	27	100.0
	Personal-interest	26.6	35.5	18.7	19.3	100.0
Commercial/private trainer	Job-related	14.7	33.5	19.3	32.5	100.0
	Personal-interest	29.1	42.3	15.5	13.2	100.0
Employer	Job-related	13.4	28.1	20.7	37.8	100.0
	Personal-interest	26.8	45.5	9.8	18.2	100.0
Non-profit organization	Job-related	25.2	32.2	15.8	26.8	100.0
	Personal-interest	35.5	34.4	22.1	8.0	100.0
Producer/supplier of equipment	Job-related	15.7	26.1	15.1	43.1	100.0
	Personal-interest	31.4	48.8	12.5	7.4	100.0
Someone else	Job-related	16.4	29.6	21.1	32.8	100.0
	Personal-interest	34.3	37.1	16.3	12.3	100.0
No instructor	Job-related	15.6	25.2	19.1	40.1	100.0
	Personal-interest	9.1	75.3	13.2	2.4	100.0

Source: Adult Education and Training Survey, 1998.

Table AIII.11: Distribution (%) by extent to which expectations of education and training courses met, by supplier and study orientation, 1997

Supplier	Study orientation of course	Expectations met				Total
		<i>To a great extent</i>	<i>Somewhat</i>	<i>Very little</i>	<i>Not at all</i>	
Education institution	Job-related	62.7	31.5	4.9	0.9	100.0
	Personal-interest	51.6	39	6.9	2.5	100.0
Commercial/private trainer	Job-related	56.7	37.2	4.5	1.6	100.0
	Personal-interest	59.6	37.8	1.4	1.2	100.0
Employer	Job-related	60.8	35	3.4	0.8	100.0
	Personal-interest	63.6	26.7	9.7	0	100.0
Non-profit organization	Job-related	66.9	28.9	2.5	1.7	100.0
	Personal-interest	72.3	26.1	1.4	0.2	100.0
Producer/supplier of equipment	Job-related	56.6	37.1	4.3	2.0	100.0
	Personal-interest	60.8	31.6	4.9	2.7	100.0
Someone else	Job-related	67.2	28.7	3.1	1.0	100.0
	Personal-interest	65.6	32.3	1.8	0.3	100.0
No instructor	Job-related	62.0	32.6	5.4	0	100.0
	Personal-interest	69.3	30.7	0	0	100.0

Source: Adult Education and Training Survey, 1998.

APPENDIX IV: QUESTIONNAIRE ON ADULT LEARNING FOR MINISTRIES/DEPARTMENTS

Questionnaire Guide

The information required for the study is likely to be available from a variety of sources including published reports and documents available from ministries and departments in provincial/territorial governments and in the federal government. In order to avoid duplication of effort, our intention in this questionnaire is to focus on information that is not available from such sources.

In some jurisdictions, more than one Ministry/Department may need to provide the information requested in this questionnaire. However, your Ministry/Department has been identified by the CMEC as a focal point for the collection of this information in your jurisdiction. We would therefore appreciate it if you could distribute the questionnaire and coordinate the responses from other relevant Ministries/Departments in your jurisdiction (if applicable).

We would like to identify the respondent(s) who completed this questionnaire for clarification and follow-up if necessary. Please provide the following information for the respondent(s) for each section of the questionnaire:

Section of Questionnaire	Ministry or Department	Name of respondent	Title	Branch, Section, or Division	Phone, Fax, and e-mail
A					
B					
C					

Section A: Definition and Organization of Adult Education/Training

1. Does your ministry have an official definition of an adult learner? Please specify
2. Adult education/training can be classified using different criteria (such as: age, time since leaving the regular school/college/university system, eligibility for income support, etc.).
 - What criteria does your ministry/department use to characterize adult learners?
 - If different criteria are used for different programs please specify.
3. If other ministries/departments or agencies in your jurisdiction are involved in adult education/training:
 - Which ministries/departments or agencies are they?

- What are their specific responsibilities?
4. Have special bodies/committees been created in your jurisdiction to coordinate adult education and training among ministries/departments? Please elaborate.
 5. Does your ministry/department maintain formal arrangements with other ministries/departments or agencies for the delivery of adult education/training programs? Please describe.
 6. Is a separate division or branch in your ministry/department responsible for all adult education/training policies and/or programs in your ministry/department? Please provide an organization chart.
 7. Does your ministry/department have a policy on the accreditation of courses on adult education/training? Please elaborate.
 8. Has your ministry/department instituted a policy on Prior Learning Assessment and Recognition (PLAR)? Please provide details.
 9. Has your ministry/department instituted a policy on occupational skills standards? Please provide details.

Section B: The Providers of Adult Education/Training

10. Different types of institutions and organizations provide adult education/training, and the amount they provide is measured in different ways. Data are available for some, but not all, providers from the Adult Education and Training Survey conducted by *Statistics Canada* and *HRDC*. Are statistics available from your ministry/department for all of the following providers?

Type of institution/organization	Data on enrolments		Data on hours per year	
	Yes	No	Yes	No
Elementary schools				
Secondary schools				
Community colleges/Institutes of technology/CEGEPs/Adult vocational centres, etc.				
Universities				
Private educational/training institutions				
Community organizations				
Employers				
Other institutions and organizations (please specify)				

What is your best guess of the proportion of adult education/training provided by each of the following types of institution/organization? In your opinion how much have these proportions changed in the past five years?

Type of institution/organization	Best guess of proportion of enrolments		Best guess of proportion of hours per year	
	Current	Percent change	Current	Percent change
Elementary schools				
Secondary schools				
Community colleges/Institutes of technology/CEGEPs/Adult vocational centres, etc.				
Universities				
Private educational/training institutions				
Community organizations				
Employers				
Other institutions and organizations (please specify)				

Please describe how the public training organizations and institutions in your jurisdiction are governed (e.g. Board of Directors appointed by government or the public, student council, community advisory boards, etc.).

How is the curriculum for adult education/training determined in public institutions and organizations in your jurisdiction? Is the private sector (including community organizations) involved in curriculum development? Please describe.

What types of private training organizations and institutions in your jurisdiction need to obtain a licence to provide adult education/training? What criteria are used for granting such a licence?

Section C: Support for Adult Education/Training

What incentives does your ministry/department provide to *institutions* to support adult education/training?

- (a) Financial incentives
- (b) Non-financial incentives

What incentives does your ministry/department provide to *employers* for the training of their employees on site or through training institutions?

- (a) Financial incentives
- (b) Non-financial incentives

What incentives does your ministry/department provide to *individuals* to undertake adult education/training?

- (a) Financial incentives
- (b) Non-financial incentives

Section D: Selection of Institutions, Programs/Courses and Clients

What criteria do you use for the selection and funding of institutions to provide adult education/training? Please provide a copy of your policies. Is consideration given to factors such as: ease of access; flexible entry and exit; use of Prior Learning Assessment and Recognition; outcomes-based or competency-based approaches; and use of modular learning methods? Please describe.

What sources of information (such as Labour Market Information, special surveys, career counselling, etc.) are used by your ministry/department to help adults identify and meet their needs for education/training? Please elaborate.

Please describe the criteria (such as: labour market demand, trainee demand, graduate placement or follow-up surveys, quality assessment of institution/program etc.) that are used to select the adult education/training courses/programs to be funded.

- Please also provide a copy of your policies.

Please describe the criteria (such as: academic readiness, specific requirements of education/training institutions, member of a target group, etc.) used to select the clients for specific adult education/training courses/programs.

- Please provide a copy of your policies.
- Are some programs/courses reserved for specific target groups? If so, please specify.

Are special methods used to select clients from groups that are usually hard to reach? Please elaborate. Do you have special institutions dedicated to specific populations and groups such as aboriginals? Please describe.

Section E: Evaluation of Adult Education/Training

What methods (such as surveys of graduates, surveys of employers, self-evaluation by institutions, formal, third-party evaluations, etc.) are used by your ministry/department to determine the effectiveness of programs on adult education/training? Please elaborate. How often are programs on adult education/training subject to evaluation in your ministry/department?

In your opinion, what have been the major changes in adult education/training in your jurisdiction over the past 5 years?

What changes in adult education/training in your jurisdiction do you expect over the next 5 years?

What in your opinion are the major gaps in adult learning in your jurisdiction in terms of unmet learning needs, curriculum and education practice.

Section F: Documentation and Next Steps

What are the particular research interests and priorities of your ministry/department in the field of adult learning (e.g. at risk adults, learning technologies, informal learning etc.)? Does your ministry/department have a special budget for R&D in the area of adult education/training? Is the following information readily available? If so please provide a list of institutions/organizations receiving grants over the past year (e.g. universities, consultants, etc.) and a list of current projects and recipients of grants.

Are there particularly innovative practices or programs in adult learning and adult learning technologies used by training providers in your jurisdiction that should be included in the OECD Review? Please describe.

Please list relevant documents and studies of adult education/training published or funded by your ministry/department. Please include, for example, policy documents, reports, surveys, evaluation studies and follow-up studies of adult education/training.

This questionnaire may be used as the basis for further review through interviews with key individuals in your jurisdiction. Please identify key individuals who could be interviewed by the researchers.

Name:

Title:

Branch/Division

Ministry/Department

Phone/fax/e-mail:

Specific expertise:

A glossary of relevant terms is being prepared for inclusion in the Background Report. These terms may not conform to those that are regularly used in your ministry or jurisdiction. Please make suggestions for changes.