

1993/1994

**REGIONAL FRAMEWORK
DOCUMENT**

WORKER CLIENTS

BC/Yukon Region

3.0 WORKER CLIENTS

3.1 UI CLAIMANTS

3.11 OVERVIEW

In 1993/94 EIC's priority client will continue to be the UI claimant.

In addition to the Chairman's Planning Guidelines' (CPGs) emphasis on improved service in processing of UI claims, the implementation of the Labour Force Development Strategy (LFDS) will focus on Claimant Re-Employment Service (CRS) claimants as we respond to local, regional and national labour market needs.

The majority of 1993/94 worker clients will be U.I. recipients. Based on individual needs and local priorities, claimants will be directed into either Rapid Reemployment or increased Employability interventions. **The quality of the service provided to both regular claimants and designated group members under UI funded program components will depend on accurate and timely LMI.**

Table 1 outlines the level of funding for BC/Yukon's UI Development Uses (UIDU) Expenditure Plan (1993) as set by the Canadian Labour Force Development Board (CLFDB).

Table 1: UI Developmental Uses Expenditure Plan (1993)

BRITISH COLUMBIA/YUKON REGION	1993 PLAN
Work Sharing (WS)	\$11,759,000
Job Creation	\$13,837,000
Training/Feepayer	\$62,000,000
Training/Other	\$88,195,000
Training: Course Costs & Sup. Allowances	\$61,896,000
Self-Employment Assistance (SEA)	\$12,676,000 +

+ Figure covers nine (9) months of a calendar year. Program starts three months into the calendar year, April 1, 1992.

The CLFDB has recommended Regions substantially increase the level of Feepayer activity in 1993/94.

3.12 NEW DEVELOPMENTS

(1) CRS Participant Selection

A "strategic selection" process will be introduced in 1993/94 to select which UI claimants will receive employment programs and services. The selection criteria includes local labour market needs, program eligibility criteria/prerequisites, and local, regional and national priorities.

NESS is being enhanced to provide a consolidated client file which will contain information from NESS, OLIS, CJS I and II, and ICCM.

(2) Designated Groups

The CLFDB has recommended EIC to set targets for the participation of designated group members under the UI component. Regions must identify designated group members within their UI population and target them under CRS.

Table 2: Designated Group Targets¹ for UIDU (1993)

BRITISH COLUMBIA/YUKON REGION	1993/94 TARGETS
Women	40%
Visible Minorities	10.3%
Aboriginals	1.7%
Persons With Disabilities	2.5%

¹ Regional and local target setting issues are currently being addressed by the LFDS Committee. Two options are being investigated: (1) the use of the "SPECE" command in NESS; and, (2) the possible linkage of "stripper" designated group information linked to the Summary Information Database (SID) - this linkage is currently unavailable. In addition, strategies to enhance the likelihood of client self-identification will be developed. Once these issues are addressed, tracking and designated group success measurement issues will be examined.

The targets represented in Table 2 represent participant percentages relative to all UIDU participants. These targets represent a BC/Yukon roll-up. Therefore, local targets should be based on local demographics and the parameters outlined below.

Although the CPG's state designated groups should participate in all categories of skill training programs at the same rate as they participate in the labour market (see CPG "Technical Instructions"), the targets set for women and aboriginals do not reflect this. The target set for women represents their proportion of the Region's active UI claimants between January 1992 and November 1992 - Source SID Database. (The percentage excludes parental claims, persons on training, sickness claims, skeleton claims, and benefit period not established claims).

The aboriginal target is based on the proportion of the Region's Pathways allocation being UIDU. The target reflects the UIDU percentage of Pathways relative to the Region's total UIDU budget. (This figure assumes the average cost per aboriginal participant is the same as the average cost per participant for all UIDU participants).

The visible minority target is based on 1986 Census data related to labour market participation rates. This target assumes the number of visible minority UI claimants is proportional to the labour market participation of this group.

The persons with disabilities target is an estimate of the portion of this client group that is UI eligible. The target also reflects the Region's priority to serve this client group through Consolidated Revenue Fund (CRF) resources.

RHQ recognizes the local office's need to determine accurate UI claimant profiles. During 1993/94, the LFDS Committee will assume the primary coordination role in investigating and developing appropriate short-term and long-term solutions to UI claimant profile, targeting, and tracking issues.

Of the designated groups, women and visible minorities are BC/Yukon Region UIDU priorities for 1993/94.

For additional information on designated groups refer to Section 3.5.

(3) Counselling

A significant increase in counselling demand is expected. Depending on the CLFDB's decision on design and resourcing, EIC may receive additional

resources. If not, more selective access to counselling for UI clients may be required to reduce the number of individual counselling interventions. **Between 70%-80% of 1993/94 counselled clients will be UI recipients.**

(4) **Waitlist Management**

Government-to-Government Purchases

During 1993/94, Government-to-Government waitlists will continue to be held at the location of training by local EIC offices. Separate waitlists, however, will be held for each Labour Market Area. Each waitlist will be administered in accordance with that LMA's instructions. Seats purchased by an LMA from its Government-to-Government shadow allocation will be available only to its own clients.

Purchase of Training (POT) will organize a work group to develop a detailed waitlist procedure.

CEC Purchases

Training purchased from CEC budgets will be managed completely separately from the Government-to-Government waitlists. Each LMA will be responsible for establishing and implementing its own policy and procedures for managing client access to purchased spaces.

These LMA policies and procedures will become increasingly important given the anticipated full decentralization of all course purchase activity in 1994/95.

(5) **Section 26 - Feepayers**

Feepayer activity will increase in 1993/94 as directed by the CLFDB and the Minister. This trend is reflected in budget allocations for feepayer. Carryover costs will be higher than in previous years so that actual numbers of new starts may not increase in most areas.

(6) **Section 26 - Allotment 31 Decentralization**

Further decentralization of Section 26 - Allotment 31 funds to the field may occur as early as January 1993.

There are two (2) exceptions to the above statement:

- income support costs for trainees under the "Government-to-Government" arrangement will be paid from the budget held at Program Planning & Coordination (PP&C). This includes costs for apprentices.
- income support costs for Self Employment Assistance (SEA) claimants will be paid from the budget held at Community Futures.

3.13 TRENDS

- (1) Implementation of systems for effective budgetary control will continue during 1993/94. RHQ and local offices must focus on improving budgetary control techniques and performance.
- (2) Unemployment rates are expected to remain stable during 1993/94. As the economy improves we can expect skilled workers to return to work first. At the same time we can expect increased in-migration of skilled/semi-skilled workers and a significant increase in immigration. It is likely that these "new" workers will be more competitive than the less-skilled workers on UI.

3.14 ISSUES

- (1) Refinement of local demographic information will require an in-depth knowledge of the local UI profile. Obtaining relevant/specific data may prove difficult; however, RESB's Summary Information Data (SID) now offers access to claimant data analysis.
- (2) Some employers participating under Work Sharing (WS) will exhaust their program eligibility while being unable to return their employees to full time hours. One of two realities will occur: (1) employees will be laid off; or, (2) employees will be retained at a reduced work week without UI compensation. Both situations will increase local EIC office workloads.
- (3) Section 26 carryover costs into calendar year 1993 are large as a result of major growth in Section 26 activity in 1992.
- (4) **Tracking designated groups as UI recipients or UIDU participants is a problem. Besides women, who comprise approximately 40% of the BC/Yukon UI recipients, the percentages of visible minorities, persons with disabilities, and aboriginals are unknown. In addition to difficulties in getting clients to self-identify, UI forms and CJS2270s do not capture this information. CRS selection processes will have to address these issues during initial client contact.**

3.15 PROGRAMMING

The following are "upfront" limitations on local UIDU budgets:

- high carryover costs from 1992 into 1993
- higher average UI rates for claimants
- increasing share of funds directed toward Self Employment Assistance

Given the need to make effective use of limited funds, EIC and the CLFDB have agreed to the following principles in determining local level client and program priorities:

- (1) The effective use of funds occurs when programs and services assist the individual to find stable, long term employment.
- (2) Priority should be given to basic and occupational training which provides employers with the skill base they require.
- (3) An emphasis should be placed on longer term courses which offer high skill qualifications. (This may produce carryover costs into the next year.)
- (4) UIDU courses should provide certified skills whenever possible and should allow for the portability of skills, continued training, and career progression.

3.2 SOCIAL ASSISTANCE RECIPIENTS (SAR)

3.21 OVERVIEW

1993 is the third year of a five (5) year Canada/British Columbia Agreement to Enhance the Employability of Social Assistance Recipients (SAR Agreement). Under the Agreement, federal funding for BC will be matched by the provincial government. As a result, both the federal and provincial governments provide \$28M each.

Although the Agreement's terms, responsibilities, and arrangements are essentially unchanged, the operating environment has changed considerably. In particular, the emphasis on UI Developmental Uses and the decreased availability of Consolidated Revenue Fund (CRF) resources. This, coupled with

increased costs per client means EIC offices will have a reduced capacity to service SAR clients.

During 1992/93, the number of income assistance recipients will remain high (Table 3.1). This is primarily the result of a "sluggish" economic recovery.

TABLE 3.1
SARs in LMA as a Percentage of Working Age Population - 1991 Data

Labour Market Area	Employable SARs May 1991	% To LMA Pop. 15 +
Metro Vancouver	35,599	4.45 %
Greater Victoria	23,044	4.89 %
Surrey	28,029	4.28 %
Prince George	15,277	7.06 %
Kelowna	20,113	5.22 %
Yukon	858	3.66 %
REGION TOTALS	122,920	4.84%

The jobs that do become available may require levels of training and/or experience that many SARs do not have. Even with a vigorous economic recovery, which appears to be unlikely, underskilled and marginally employable SARs will not move easily into the labour force without skill and/or experience upgrading. Providing training **now** for that anticipated recovery is essential.

Although the data outlined in Table 3.1 indicate varying LMA percentages, SAR clients reside primarily urban areas. Metro Vancouver, Greater Victoria, and Surrey account for 70% of the Region's Employable SAR population.

An agreement between Canada and the Yukon regarding employability enhancement for SARs is expected to be in place for 1993/94.

3.22 NEW DEVELOPMENTS

(1) Increased Communication

With the onset of reduced regular CRF resources, it is critical to link EIC and MSS planning and consultation processes.

In the Fall of 1992, a series of joint CEC/MSS local level management workshops were held to reinforce the increasing need for cooperative planning, consultation and combined efforts to improve the long-term employability of SARs.

With this foundation of local and regional cooperation with MSS, we will continue to prevent duplication of effort and dollars, maximize the use of limited funds, and develop a complementary menu of local programs. Potential sub-client groups among SARs include: single parents, youth, designated groups, SED-type clients, and long term unemployed.

However, communication should not be limited to MSS staff. Once local priorities are established, project coordinators need to be informed of the clients EIC is focusing on to ensure they select potential participants to reflect the priorities established by EIC and MSS. In addition, the opinions of community advocacy groups should be considered prior to making programming decisions.

To be successful, communication must remain open and continuous. Liaison with MSS, project coordinators, and community groups should not be restricted to the initial planning stage but should continue through the implementation and evaluation phases.

(2) Pilot Project

A national pilot project devoted to SAR single parents - the "Innovations SAR Self Sufficiency Experiment" - starts in January 1993. Activity will be limited to the Lower Mainland only. The Regions participating in this pilot project are B.C./Y.T. and New Brunswick.

3.23 TRENDS

- (1) Continued efforts to reduce the federal deficit will impact negatively on the availability of "regular" CRF funds.
- (2) Continued high numbers of SAR clients, limited funds, and the need to strategically plan appropriate programming will reinforce the need for joint planning with provincial, territorial, and local partners.
- (3) The recession continues to produce large increases in the numbers of SARs among the under 25 age group, as well as, the 25-44 age group.

- (4) EIC has reduced local project and wage subsidy activity over the past three (3) years in recognition of MSS activity in these spheres (Employment Plus, Community Tourism, Forestry Enhancement).
- (5) Cost per client ratios have risen for all program options.

3.24 ISSUES

- (1) The reduction in Regular CRF funds and the elimination of specific program streams (Re-entry, Entry, etc.) has resulted in criticisms and concerns from MSS staff regarding reduced access to EIC programming for SARs.
- (2) Effective communication mechanisms have yet to be established for RISE - special local initiatives to address service gaps. This has resulted in some RISE activity duplicating EIC efforts. Given the flexibility in RISE, complementary programming should be achievable through communication.
- (3) Single parent SARs are consistently identified as a priority by both EIC and MSS; however, issues of day care, training hours, income support, and the possibility of lost net income after employment need to be factored into action plans designed for this sub-group.
- (4) Reported success rates appear "satisfactory"; however, EIC no longer has 12 month follow-up data to indicate the degree to which "successful" clients are "recycled" onto UI. Although these clients appear "successful" to MSS because of reduced reliance on Social Assistance in the short term, better evaluation data is needed. RESB is investigating techniques to evaluate long term results.
- (5) The Chairman's Planning Guidelines (CPGs) require EIC to forecast and track SAR participation in Regular CRF funding. Data deficiencies impede the achievement of this goal.

3.25 PROGRAMMING

Implementation of the most appropriate and effective labour market adjustments should be generated through local joint planning (EIC, MSS, coordinators and community partners). Each participant should be encouraged to bring information to the planning process to identify over-all client needs. This information will include data on SAR, UI and target groups, labour market information focused on employer needs as well as MSS local and regional priorities.

- (1) Although available funding, local labour market conditions, and local training infrastructures will shape programming, generic issues of literacy, skill training, and work-related life skills need to be considered. SAR clients may require a comprehensive approach to training to ensure success. One program intervention may not be enough.
- (2) Local focus on use of SAR funds to support SED projects might be adjusted in favour of a stronger focus on more skill-oriented PBT for single parents or adults displaced from sectors which have experienced serious and possible irreversible downturns. MSS appears interested in using their RISE program to support some SED-type activity for more employment-disadvantaged SARs such as those needing literacy upgrades.
- (3) Collaborations or joint funding initiatives could establish learning and pre-employment training centres which start clients with literacy or basic education upgrades and move on toward more specific skill/employment training and placement.

3.3 ABORIGINAL PERSONS

3.31 OVERVIEW

In 1993/94, the Pathways Strategy will deliver all EIC programs and services being currently delivered through EIC offices, Regional Headquarters (RHQ), and Aboriginal Management Boards (AMBs). EIC is only one player in the delivery of services to aboriginal clients - other federal departments, levels of government, and the private sector are also partners. Therefore, the mobilization of all partners is necessary to ensure a systematic approach to local problem-solving.

1993/94 is the third year of implementation of Pathways. At the moment, different communities are at different stages of preparedness and readiness. In some areas, arrangements for the management, delivery, and funding of EIC programs and services under Pathways will evolve quickly, while in others, current arrangements may continue unaltered for some time. The number of diverse approaches throughout the Region will develop at rates determined by local aboriginal direction. These factors will affect the pace of implementation over the next few years.

Furthermore, 1993/94 will see continued energies directed at establishing mutually agreed to roles and responsibilities. In particular, the five (5) partnership principles associated with Pathways will apply:

1. Consultation Process and Local Control of Decision Making
2. Aboriginal Delivery Mechanisms
3. The Development of Funding Mechanisms and Institutional Development Capacity
4. Employment Equity
5. Local Discretion to Determine Eligibility for Programs and Services

Pathways approaches will be developed, implemented, and managed jointly at two (2) levels : (1) between the Region and the British Columbia Aboriginal Management Board (BCAMB); and, (2) between local labour market areas and the Aboriginal Management Boards (AMBs). In the Yukon, the process will be managed by CEC Whithorse and the Yukon Aboriginal Management Board (YAMB).

3.32 NEW DEVELOPMENTS

(1) National Aboriginal Management Board (NAMB) Priorities

The National Aboriginal Management Board (NAMB) has identified five (5) priorities for 1993/94:

- (1) full implementation of the Aboriginal specific Human Resource Planning model
- (2) dissemination of translated information to improve access to UI Developmental funds
- (3) implement and evaluate four (4) One Agreement Model (OAM) pilot sites
- (4) increased accountability as Pathways boards harmonize activities with EIC's corporate planning cycle
- (5) delivery of cross-cultural training

Planning and decisions made by all partners - RHQ, BCAMB, YAMB, AMBs, and local EIC offices - should support these national priorities.

For additional information refer to the Chairman's Planning Guidelines (Part II: Functional Guidance - Employment).

(2) Moving From Advising to Managing

The District Advisory Boards (DABs) and the British Columbia Native Employment Advisory Committee (BCNEAC) have changed their names respectively to Aboriginal Management Boards (AMBs) and the British Columbia Aboriginal Management Board (BCAMB) to reflect the transformation from one of advisory/recommendation-making to management/decision-making. Also, a Yukon Territory AMB has been Formed - the YAMB. Significant energies have to be directed to Board development before this change is fully realized. EIC will support this transition by providing resources, training, and expertise.

(3) One Agreement Models (OAM)

Under the One Agreement Model (OAM) EIC enters into a single contribution agreement with an AMB incorporated society. The society will carry out a number of "EIC like" employment programs and services for the local aboriginal community. The employment services and training programs provided would support EIC objectives and would be modelled on EIC programs and services. Existing EIC program "Terms and Conditions" would be adopted.

In the BC/Yukon Region, two (2) sites will participate as pilots: (1) the Skeena Aboriginal Management Society; and, (2) the Vancouver Sunshine Coast Aboriginal Management Society. In both cases, non-profit incorporation allows these societies to operate as the AMB's delivery arm.

(4) Pathways Partnership Committee

The BCAMB has developed a new link with EIC through the Pathways Partnership Committee. This committee is comprised of three (3) BCAMB members and three (3) members of EIC's Senior Management team - the Director General, the Director of Programs, and the Director of Operations.

(5) Pathways Tracking

NHQ is developing a system to track Pathways activity. This system extracts Pathways expenditure data (CRF and UI) by interfacing with several computer systems. In addition, the Pathways Tracking System creates commitment/expenditure reports and distinguishes between agreements approved by AMBs and regular programming agreements. Pathway administration costs are also tracked. As Pathways activity is a subset of EIC's global program administration, current financial controls and performance measurement indicators will be retained.

3.33 TRENDS

- (1) Consider the following socio-economic trends:
 - aboriginals are under-represented in the work-force, particularly in administration and management positions
 - traditional occupations - fishing, hunting/trapping, and logging - are seasonal and subject to environmental pressures
 - the aboriginal unemployment rate is approximately 25% - however, in some communities the unemployment rate is as high as 90%
 - the unemployment rate of aboriginal youth is approximately 31%
 - aboriginal birth rates are significantly above the national average
 - 40% of the BC prison population is aboriginal
 - 50% of aboriginals live off reserves

3.34 ISSUES

- (1) It is important to recognize that AMB initiatives do not operate in isolation of other Pathways EIC activities. AMBs delivers to the needs of communities; therefore, individuals and aboriginal entrepreneurs should not be excluded from receiving service from EIC offices. Specifically, AMBs are not the only delivery mechanism serving aboriginal clients. In addition to AMBs, aboriginal clients will continue to access assistance through Outreach, Community Futures, employer-based/worker client-based programs.
- (2) Local resource limitations and multiple resource outlets will require EIC coordination among AMB's, EIC offices, Community Futures Committees (CFCs), and Agricultural Boards. In addition, the jurisdiction of a some AMBs may encompass a number of EIC offices. Therefore, consultation between offices will be required to devise integrated initiatives.
- (3) In addition to EIC funding, local staff should research initiatives being delivered by other governmental agencies: Fisheries and Oceans, Health and Welfare, Indian and Northern Affairs (INAC), Forestry, and the Ministry of Social Services. Current agreements with INAC regarding Social Assistance are not being used to the extent they could be. Local offices should explore this arrangement more extensively. At the Regional level, this agreement needs to be expanded to include Self-Employment Assistance (SEA).

During 1993/94, the number of aboriginal Social Assistance Recipients (SARs) will remain near current levels (Table 3.2).

TABLE 3.2
BC/Yukon Region INAC SAR Data BY LMA - 1991 Data

Labour Market Area	INAC SAR Cases FYR 1990/91
Metro Vancouver	1,015
Greater Victoria	4,356
Surrey	1,187
Prince George	5,292
Kelowna	2,097
Yukon	577
REGION TOTALS	14,524

- (4) Pathways resources, \$37.8M, including AMB resources (\$22M), will be drawn primarily from Consolidated Revenue Funds (CRF); however, a greater portion of the 1993/94 Pathways allocation will consist of UI Developmental Uses (UIDU) funds.

Increasing the use of UIDU dollars represents a challenge for both EIC and the AMBs. It will be important to target those Aboriginal communities that can use UIDU funds to allow for the allocation of limited CRF to those communities that can not make use of UIDU.

It is recommended that past program expenditures be analysed by local offices to assist in the appropriate targeting of local dollars.

3.35 PROGRAMMING

EIC must work collaboratively with the aboriginal community in developing integrative approaches in the joint management of our programs and services to improve current levels of delivery and administration. Collaboration will ensure that duplication does not occur and that the local office priorities/initiatives complement the AMB's strategy.

Pathways decisions at all levels of delivery should reflect NAMB priorities, particularly programming initiatives focusing on aboriginal women, youth, and people with disabilities. There is evidence that in the BC/Yukon Region there is a high number of aboriginal offenders in the inmate population that require

employment/training assistance upon release.

A National task Force on Community Development in aboriginal communities has recommended the designation of AMB areas as Community Futures eligible. Upon final approval, AMBs will have increased access to Community Futures-related programming.

Labour Market Services (LMS) will continue to identify opportunities to support the development of aboriginal businesses through Industrial Adjustment Service (IAS).

In identifying aboriginal clients, partnership recruitment should be considered. This can be done by using aboriginal placement agencies, involving aboriginal people in the formal selection process, using the community review process, or advertising in the aboriginal media.

3.4 DESIGNATED GROUPS

3.41 GENERAL OVERVIEW

In 1993/94, employment equity will remain a vital part of how we do business given:

- The Chairman's Planning Guidelines (CPGs) direction to include designated groups in all categories of skill training programs at the same rate that they participate in the labour market (see Technical Instructions).
- The Canadian Labour Force Development Board (CLFBB) has recommended EIC set targets for the participation of designated group members under UI Developmental Uses (UIDU).
- The new Employment Equity legislation requires the federal government show leadership, both internally and externally, in meeting employment equity objectives. This includes identifying and meeting the needs of designated groups in our programming.
- The strength of the position of agencies and organizations serving designated groups requiring representative labour market participation. They are calling for EIC programming that is accessible to their clients

and meets their particular needs.

Delivery of programs and services to designated groups is occurring during a period of a declining Consolidated Revenue Fund (CRF) budget, an perceived competing focus on the UI claimant, and a myriad of other demands on local resources. Maintaining service to designated groups requires a renewed recognition that designated group members comprise more than half of our UI claimants. Higher unemployment rates, repeat UI cycles, lower income levels, and lower than average labour force participation rates are labour market barriers common to the four designated groups.

Responding effectively to the program and service needs of designated groups requires incorporating these demands into daily business. It means retaining the flexibility to respond "differently" in order to provide all clients with equal program and service opportunities. The BC/Yukon articulation of the national Designated Group Strategy can help local offices incorporate programs and services into their Local Planning Strategy (LPS) and operating plans.

A successful strategy will address the following four (4) key goals:

- increasing their labour force participation
- decreasing their unemployment rate
- increasing their average income from employment
- increasing their representation throughout the spectrum of occupations

The BC/Yukon Designated Groups Strategy in its entirety will be distributed for consultation and input. It identifies the necessary factors required to achieve the four (4) goals noted above. In particular, the following factors are of importance:

- enhanced awareness of staff
- well-informed partners
- commitment at all levels
- effective planning, incorporating the needs of designated groups
- integrated delivery
- reliable data and useful performance measures

Recognizing that local strategies need to be pragmatic, the Programs Directorate is committed to providing knowledge (best practices models), training, tools, and support to EIC offices. By doing so, the Region can build upon the successful activities which have and are now taking place during 1993/94.

COMMON ISSUES

The following section summarizes some of the issues common to providing effective service to the four (4) designated groups. More specific information on each of the groups is presented in the sections entitled "Women", "Visible Minorities" and "Persons with Disabilities".

(See Section 3.3 for information pertaining to aboriginal clients.)

1. Identifying and Tracking Clients

Voluntary self-identification continues to hamper both the identification of potential program users and the assessment of participation results. The focus on UI claimants requires more and different data collection at the time of filing.

Lack of information, staff misgivings, and fear of racial or other biases discourage voluntary self-identification. CRS plans will need to include appropriate staff training, exploring form redesign, and community consultation to overcome perceptions of why self-identification is necessary.

An option available to local offices is the contracting with local community agencies and advocacy groups using the Employment Assistance Component (EAC) to identify clients and their needs, to inform clients of programs and services available, explore programming responses, and select and refer clients to appropriate interventions.

The Programs Directorate will need to help local offices develop and use tools to identify, select, refer, and track designated group clients. Regional initiatives will include designated groups awareness training and the development of networks to effectively link EIC with agencies serving designated groups.

2. Strategic Use of CRF and UI Developmental Uses Funds

Given limited program funds under CRF, UIDU dollars should be used wherever possible to serve designated group clients. Greater numbers of women and visible minority members are UI claimants than persons with disabilities, and should be targeted for UIDUs. This would permit the targeting of CRF funds for persons with disabilities and other clients not eligible for UI - recent immigrants without Canadian experience, re-entry women, and visible minority youth. This approach will reduce pressures to expend all CRF funds on equity

objectives.**3. Decentralization**

Decentralization enables more community-responsive programming; however, it can present some difficulties for designated groups. It is difficult for smaller communities to mount the more costly interventions, for example, women's bridging programs. **Some interventions will require Labour Market Area-wide budgeting and recruitment, since they are not likely to recruit sufficient trainees from a single EIC office.**

4. Staff Training and Awareness

Understanding the barriers faced by designated groups is key to integrating their needs into EIC's service culture. Program and service decision points occur at all levels in the organization. The Programs Directorate Designated Group Coordinators can help in this area by providing "Working in Diversity", "Frontline Staff Training on Persons With Disabilities", and other resource material.

3.42 WOMEN**OVERVIEW**

Women labour force participation is affected by a myriad of factors: family responsibilities; gender, appearance, and age discrimination; sexual harassment; non-recognition of skills developed as a homemaker; and, a socialization that causes many women to self-censor or unnecessarily limit their employment options. EIC's programming and employment services must recognize these influences and continue to support pay equity, as well as strive to eliminate gender discrimination and occupational ghettoization.

Women are not a homogeneous group. Flexible and adaptable programming can recognize and meet the diverse needs of women - the needs of aboriginal women, immigrant women, women of colour, women with a disability, single parent women, women living in poverty, and women who have been the victims of violence.

NEW DEVELOPMENTS

(1) National Standards and Guidelines for Women's Bridging Courses

Women in Trades, Technology, Operations and Blue Collar Work (WITT - National Network) has developed National Generic Standards and Program Development Guidelines for women's bridging or pre-trades/technology courses and for trade/technology-specific courses for women.

(2) Accommodation

Recent studies indicate that voluntary part-time, job-sharing, and other accommodation to allow workers to balance paid and unpaid work, have had less uptake than expected from women. Flexible hours and the option to work some time at home, is a more popular solution.

(2) Bridging for Already-Employed Women

Some regions have used Innovations with good success to test models using employer-based programs to involve already-employed women in training for trades, technical, and operations (TTO) work. The approach encourages large employers to allow women working in clerical or service fields to explore and eventually retrain in other, less stereotypical, work offered by the same employer.

TRENDS

(1) Except for their participation rate, other aspects of women's labour force participation remain resistant to change

- women earn approximately two-thirds what of men earn
- women continue to be concentrated in sales, service and clerical occupations - this contributes to this group's lower wages and may also contribute to their unemployment rate.

However:

- since 1981 women have comprised 95% of the total increase in employment
- women comprise approximately 45% of the BC/Yukon labour force
- women comprise approximately 40% of BC/Yukon UI claimants

- (2) Poverty is an increasingly female phenomenon, particularly for older women.
- (3) Involuntary part-time employment is experienced more by women than men.
- (4) The increasing labour force participation rate includes women with small children. The number of daycare spaces remains unequal to the demand. Furthermore, daycare is costly, particularly in urban centres.

ISSUES

- (1) The reduction in CRF dollars is impacting negatively on the program participation rates of non-UI eligible women:
 - young women entering the labour force for the first time
 - women re-entering the work force after child-rearing, separation, or divorce
 - immigrant women entering the Canadian labour force for the first time

Some women who qualify for SAR-funded programming are also experiencing difficulty accessing programming.

- (2) It is difficult for smaller communities to mount costly women-specific training interventions. **Women's bridging programs require Labour Market Area (LMA) wide budgeting and are not likely to recruit sufficient trainees from a single EIC office.** Community Colleges have been reluctant to mount bridging courses in the past without substantial support from EIC, at least in the beginning.
- (3) While women-only groups remain the most effective way to work with (1) women entering the labour force and (2) women preparing for TTO work, the number of women-only training groups has decreased since the elimination of programs such as Re-entry, which were designed specifically for women.

The new WITT Standards and Guidelines for women's bridging programs and trades/technical training for women recommends women-only training. Women-only training was also endorsed by the recent Women in Engineering Study.

- (4) Courses designed to prepare women for trades and technology are receiving less support from both community colleges and EIC. **WITT advocates ready access to bridging programs for women throughout the region.**

- (5) Women's participation rates in employer-based training approaches are lower than rates reported for other options. Of particular concern is reduced participation in employer-based programs offering training in TTO work.
- (6) Applying EIC programming to the complex, varied and sometimes long-term language training and skill needs of immigrant women is often cumbersome and falls short of demands. Furthermore, it is difficult to apply EIC programming to assist immigrant women whose problems centre around Canadian accreditation.
- (7) EIC programs and services need to be more effectively marketed to women outside of the labour force, women employed in job ghettos, and women who speak English as a second language. Lack of information about women's training and employment services limits access by these women to our programming and the development of programming responsive to these women's needs. In short, knowledge equals access.

PROGRAMMING

In 1993/94, the majority of programming funding for women's programming will come from the UI Developmental Uses (UIDU) dollars (see Section 3.2 - UI Clients). This change in funding direction is based on three factors: (1) women represent approximately 40% of BC/Yukon UI claimants; (2) identification of this group through Claimant Re-Employment Service (CRS) selection processes is relatively uncomplicated; and, (3) CRF resources are no longer adequate to address the diverse needs of this client group. LPSs will need to factor the selection of women UI clients into the CRS process. Female participation in UIDU should correspond to the local UI eligibility rate experienced by women.

UIDU funds represent an opportunity to train women who already have some labour force attachment and work experience to enter trade and technical jobs. Studies have shown that these women are more likely to have success in TTO work than new entrants to the labour force.

Local offices will also have to consider the potential needs of local women who are not UI eligible, in particular, re-entry women, entry women, and immigrant women. The prioritization of these sub-groups' access to CRF resources will depend on the overall needs of all CRF clients in the local labour market.

Where feasible, local offices should consider providing all-women training groups, particularly for re-entry women and women undertaking trades and technical exploration.

Bridging programs should be made available to women in all areas of the region on a continual basis. The cost of development and set up, as well as the problem of recruiting women and offering adequate follow up, are eased when these programs are established on a more permanent basis in conjunction with provincial training institutions. The newly developed WITT Standards and Guidelines offer a concise blue-print for building a successful bridging course. Regional Programs Consultants and Designated Groups Coordinators have been briefed on the standards and can advise on their Project-Based Training and Direct Purchase application. Copies of the Standards and Guidelines are available from the Designated Groups Coordinators.

In addition, bridging programs for currently employed women offer excellent opportunities to explore career alternatives. A successful application of this approach could be achieved using the employer-based options, perhaps piloting with one larger employer.

3.43 VISIBLE MINORITIES

OVERVIEW

The Employment Equity Act defines visible minorities as "persons other than aboriginal peoples who are non-Caucasian in race or non-white in colour". Therefore, a visible minority need not be a recent immigrant. While the "visible minority" term groups all non-white ethnic groups into a single category, certain sub-groups find themselves at a greater disadvantage.

A number of visible minorities have post-secondary educations, and as a whole the visible minority population experiences greater labour force participation; however, the majority remain in low-paying and low-skill occupations.

In addition to discrimination, employment disadvantages appear to be influenced by the length of time a group has been in Canada (recent immigrant groups experience greater disadvantages), education recognition, cultural and economic background, and gender. Finally, language skill has an enormous effect on the successful entry and participation of visible minorities in the labour force.

TRENDS

(1) Consider the following labour market information:

- if Canada maintains its current immigration policies visible minorities will

- comprise 10% of the population
 - immigrant settlement is concentrated in Toronto, Vancouver, and Montreal
 - underemployment is common given limited language skills and limited technical language skills
 - female visible minorities in the labour force have significantly lower average employment incomes at all levels of education
 - in general, visible minorities are more likely to experience involuntary part-time employment
 - BC/Yukon region has 19% of the Canadian visible minority population
 - 64% of the visible minority population in B.C. resides in the Lower Mainland - this accounts for 17% of the Greater Vancouver population
- (2) Visible minorities who are highly skilled or educated are allowed to enter Canada independently, while those entering Canada for humanitarian reasons often have relatively little education.

ISSUES

- (1) Employer/community relations campaigns must integrate initiatives to dispel prejudice among employers, hiring agencies, and other groups whose attitudes might affect opportunities for visible minorities.
- (2) Funds for language training, both LINC and LMLT, are inadequate to meet the demand. LINC provides training only to a very basic proficiency level. LMLT funds are extremely limited compared to the potential demand. While LINC holds the possibility for more flexible delivery, difficulties remain in providing access to language training for women with family responsibilities. Furthermore, financially limited immigrants are effectively excluded from participating in LINC because training allowances are no longer available.
- (3) Skills are lost to the Canadian economy because foreign educations are not readily accepted as meeting Canadian accreditation standards. BC Universities will not evaluate credentials and immigrants must go to the Open Learning Agency and pay a \$35.00 evaluation fee. Professional and Trades associations, which may have policies of limiting membership, must judge whether the foreign-obtained trades training meets Canadian standards. Furthermore, educational routes may not accommodate partial training, which would allow many immigrants the opportunity to obtain Canadian accreditation.

- (4) Staff lack basic cross cultural awareness and the knowledge of employment barriers faced by members of visible minorities.

PROGRAMMING

While statistics indicating the number of visible minorities receiving UI benefits are not readily available, their high labour force participation rates and their high unemployment rates suggests they form a significant portion of the UI profile. **Therefore, the majority of programming initiatives for visible minorities will come from UI Development Uses (UIDU). The first challenge for local offices will be to identify the portion of their current UI profile that is composed of the visible minority group. The second challenge will be to design a CRS selection process that is inclusive of UI eligible visible minorities. Issues of self-ID and staff awareness training will need to be addressed to ensure an appropriate CRS selection process is in place.**

Some visible minority clients can only be assisted through the Consolidated Revenue Fund (CRF); for example, recent immigrants without Canadian work experience, re-entry women, and visible minority youth.

Community consultation is required to ensure that groups within groups are not systematically excluded. Consultation should include both the visible minority groups themselves, as well as the employer community. EIC offices with large visible minority communities may find the use of Delivery Assistance to research and identify training and employment needs of the visible minority community the best way to begin effective program interventions. Immigrant-serving agencies have the knowledge of the needs of their community.

Because the demand for language training exceeds its availability, LMLT must be aimed at the level required by particular client groups. An alternative to "formal" language training is available to local offices. There are opportunities to provide on-the-job language training. Workplace-Based Training (WBT) or Job Opportunities (JO) offer an effective way to acquire both Canadian work experience and technical language skills necessary to qualify for Canadian accreditation. JO can be used as a "paid internship program", while WBT could be used to alleviate visible minority underemployment.

Given resource implications over 1993/94, Direct Purchase or employer-based options should be reserved for clients who are not UI eligible and are financially unable to participate as fee-payers.

The visible minority group is very heterogeneous, requiring specific solutions

with distinct program and service initiatives. Different ethnic groups experience different employment problems.

3.44 PERSONS WITH DISABILITIES

This section is printed in a larger text size, 14 point, to illustrate an example of accommodation that is client oriented and inexpensive. The text size used is the minimum print size many persons with visual impairments are able to comfortably read. Increasing the text size from the standard 12 point is an example of one systemic barrier that is easily overcome.

OVERVIEW

In defining this client group, it is necessary to differentiate between the following commonly misused descriptions: "impairment", "disability", and "handicap". EIC subscribes to the World Health Organization's definitions:

- An "impairment" is the interference with a normal structure or function of the body - it is the medical condition the person experiences.
- A "disability" is a limitation or a decrease in ability caused by an "impairment".
- A "handicap" is how the disability is negatively affected by the environment.

A person with a disability need not be handicapped; unfortunately, statistical data indicates that society does perceive persons with disabilities handicapped.

The designation of persons with disabilities as a group requiring employment interventions and accommodation is based on statistical evidence of labour market exclusion, higher unemployment, occupational segregation and incomes that are

significantly lower than the general labour force. For example, the majority of persons with disabilities are concentrated in service, clerical and entry level computer occupations, which are highly susceptible to labour market adjustments. This results in more frequent unemployment.

In addition to barriers of a tangible nature (stairs, print size, time restrictions, signage, etc.), persons with disabilities face substantial attitudinal barriers as well. Studies indicate that persons with a disability will have to complete 100 interviews to ensure one job offer, ten times the average. Employers often perceive a disability as a limiting performance factor. Also, reasonably accommodating a person with a disability is seen to be more a financial burden than a legal requirement.

NEW DEVELOPMENTS

(1) National Strategy for Persons With Disabilities

In the fall of 1991 the Prime Minister announced a five (5) year integrated strategy to increase service to persons with disabilities. There is \$10M in funding available for innovative ideas to further the employment of persons with disabilities.

(2) Canadian Committee on Disabilities

Based on the recommendations listed in the report "Willing to Work...together", the Deputy Minister has struck a national steering committee to guide the implementation of initiatives outlined within the report.

(3) Persons with Disabilities Employment Advisory Committee

An advisory committee consisting of 12 partner agencies, the Director of Programs, and a Labour Market Area Manager meet at RHQ to review the delivery of services and programs to clients with disabilities. This year a Delivery Assistance Agreement is being

examined to research and provide direction on ways to assist persons with disabilities access employment.

(4) Front-Line Staff Training Package

A one and a half day training package has been developed to increase staff awareness on issues pertaining to the employability of clients with disabilities. Sessions will be offered to field staff during 1993/94.

TRENDS

- (1) Demographically, the majority of persons with disabilities are concentrated in the Lower Mainland. The urbanization of persons with disabilities is the net result of the following factors:
 - greater training/education opportunities
 - greater employment opportunities
 - greater access to support services and facilities
 - greater allocation of program dollars
 - availability of better treatment facilities
 - weather conditions allow greater mobility
- (2) Labour force participation rates are increasing - largely the result of increased awareness fostered by advocacy groups and increased awareness/recognition of legal rights and responsibilities.
- (3) Technological advances, particularly micro-electronics applications, are enabling persons with disabilities to seek, compete for, and obtain employment.
- (4) Persons with disabilities are experiencing increased access to educational facilities, including support services on-site at major post-secondary institutions.
- (5) Social consciousness continues to be raised through public awareness: influential advocates such as Rick Hansen continue to

promote integration; the media, television, movies, theatre, and advertising have increased the visibility of persons with disabilities.

ISSUES

- (1) **While the majority of EIC premises meet minimum requirements for physical access for clients experiencing impaired mobility, energies now need to be directed at eliminating remaining barriers. For example, providing print materials in alternate formats for visually impaired clients or recognizing that Group Information Sessions (GIS), a primary method for imparting information to a group of clients remain largely exclusive of individuals with hearing, learning, or intellectual impairments.**
- (2) Limited resources has largely discouraged clients with disabilities from using EIC services.

The move towards self-directed referral (display vacancies) precludes interventions with employers to bridge the transition to work. Special measures and reasonable accommodations may require implementation at the local level to assist clients with disabilities to enter the labour market:

- applications need to be provided in alternate formats for people with visual impairments
 - tests need to be designed to allow for learning disabilities
 - client-interaction time standards must recognize comprehension difficulties persons with intellectual impairments may experience
 - employer premises may require re-design to ensure accessibility for people with mobility impairments
- (3) Society continues to focus on disability rather than ability. There is limited understanding of the range and severity of disabilities. The cost of accommodating persons with disabilities in the workplace is usually under \$500, however the perception exists that accommodation is costly and time consuming.

PROGRAMMING

The range of employment-related concerns among persons with disabilities varies with the nature of the disability; therefore, it is difficult to list every programming measure that is available to eliminate systemic and discriminatory barriers. However, it is possible to design an overall strategy that will impact positively on this client group. The challenge for local offices is to design a strategy that is flexible to allow for the accommodation of all disabilities. This will require the planning of estimated accommodation expenses into the LPS and operating plans.

In 1993/94, the local strategies should focus on the dedication of CRF dollars to improve employment opportunities for persons with disabilities. **Although persons with disabilities experience higher unemployment rates, the number of persons with disabilities that are UI eligible is small. Furthermore, those who are UI eligible are difficult to identify, particularly those without apparent impairments. Therefore, this client group should have priority access to CRF dollars.**

Community involvement during the planning stage will also be required at the local level. Community agencies that work with the employment of persons with disabilities offer a wealth of networks, including employers, who can and would make use of funds and could be used to determine priorities.

Internal and external human resource needs must be considered. Front-line staff would benefit from awareness training to identify potential CRS clients or simply to provide an appropriate level of service to all our clients. Also, local employers are generally unaware of the potential resources available in persons with disabilities. Awareness campaigns and the marketing of individual clients can provide the greatest impact over the short-term.

3.5 YOUTH/STUDENTS

3.51 OVERVIEW

"Youth Initiatives" programming includes: Stay-in-School Initiative (SISI), including START; Cooperative Education; and Challenge (SEED, NIP, Business Drive for Jobs, Student Ventures Loans, and CEC-S). The client groups targeted by these programs are current students (secondary and post-secondary) and students at risk (potential dropouts, recent dropouts, and returning students). The goal of "Youth Initiatives" is to encourage students to finish formal studies by providing a comprehensive array of work experience opportunities to students as part of their curriculum or during school breaks.

As a population segment, youth are defined as those between the ages of 15 and 25. Of this population, a significant number are no longer connected with educational institutions. As a result, many youth do not meet the eligibility criteria of "Youth Initiatives" - for example, some youth may be cyclically unemployed, on social assistance, underemployed, or severely employment disadvantaged. Employability assistance for these clients can be achieved through other *Employment Programs and Services* components. For non-student youth, programming should be client-centred and labour market driven.

3.52 NEW DEVELOPMENTS

(1) Stay-In-School Initiative

In 1993/94, SISI will continue to focus on 12-14 year olds. The increased involvement of community-level stakeholders, particularly local businesses, labour and Aboriginal organizations, will be a priority. SEED will continue to encourage employers to increase secondary student participation.

(2) Cooperative Education

Last year, 14 additional Cooperative Education projects were started - eight (8) secondary and six (6) post-secondary - bringing the total active Coop Education contracts for the region to 62. It is anticipated that the Coop Education budget will be maintained at the current level, allowing a sustained growth of 10-14 new projects annually. The recent emphasis on secondary level initiatives will continue, and the evolving inter-relationship between secondary and post-secondary Coop Education programming will be fostered. Administration and monitoring of Agreements will continue to be conducted regionally, as will liaison with Coop Education Associations, to encourage controlled expansion

and quality control of Coop Education programs.

EIC funding to encourage the growth of Cooperative Education in B.C. will involve coordination with the BC Ministry of Education and the BC Ministry of Advanced Education, Training & Technology to ensure that adequate financial resources are available to cover both the start-up costs and ongoing administrative costs of Coop programs. At the secondary level, Coop Education may be developed as a key career education component of the new provincial Graduation Program, and at the post-secondary level, EIC seed money will substantially complement the maintenance funding to be provided by the provincial Post-Secondary Cooperative Education Fund.

(3) Other Programming

If the Student Venture Loan program is not to be re-implemented by the Province, then the national "Student Business Program" administered by the Federal Business Development Bank will be implemented in British Columbia for 1993/94.

Also, EIC and Industry, Science and Technology Canada are equal partners in the BC Ministry of Economic Development, Small Business and Trade initiative entitled "BC Young Entrepreneurs Conferences". The series of conferences are expected to be held in smaller communities throughout British Columbia.

(4) Associate Degrees

The BC Ministry of Advanced Education, Training & Technology has recently granted post-secondary institutions the option of presenting "Associate Degrees" to students completing the first two (2) years of a four (4) year degree program. The intention of these degrees is to provide conventional recognition for completed years towards a post-secondary study.

3.53 TRENDS

- (1) The secondary school drop-out rate, 30% nationally and regionally, continues to have a substantial impact on Canada's current and future competitiveness and prosperity.
- (2) The globalization of economies and the rapid introduction of new technologies will require youth to have more formally defined education/skills prior to achieving labour market entrance.

- (3) The proportion of designated group members, in particular visible minorities and aboriginal persons, continues to increase relative to the overall youth population.
- (4) In addition to technical skills, communication, and literacy, numeracy competence will be required to obtain and maintain employment.
- (5) In Canada, approximately 42% of students work part-time.
- (6) It is estimated that 64% of the jobs created between 1986 and 2000 will require more than 12 years of education and training. Furthermore, 50% of the jobs created will require more than 17 years.
- (7) The majority of employment in BC is either part-time, contractual, or seasonal. This will continue to have a substantial impact on both youth UI and social assistance intakes. For example, the recession has resulted in an increase in the number of youth Social Assistance Recipients (SARs).

3.54 ISSUES

All Youth

- (1) Therefore, in 1993/94 fulltime employment prospects for youth will remain poor as the economy undergoes a "sluggish" recovery.

Students

- (1) Public post-secondary institutions are experiencing full capacities. The limited availability of seats has raised entrance standards. As a result, some students will be unable to continue their education in 1993/94.
- (2) The BC government continues to decrease its summer wage subsidy program. It is expected that the program will only fund Travel Info-Centre student jobs again in 1993/94. Furthermore, the Yukon Government's summer subsidy budget may also decrease in 1993/94.
- (3) Relative to the average summer income available to students, the cost of a post-secondary education continues to increase disproportionately.

Non-Student Youth

- (1) With the elimination of "Job Entry", targeted programming specific to non-

student youth no longer exists. Without a separate component, accurate measurements of participation or success rates are unavailable.

- (2) Over half of those who drop-out express a desire to return to school. Money was cited as the major barrier to returning.

3.55 PROGRAMMING

Overview

It is critical that both student and non-student youth be assisted in making the transition from school to work in a timely manner - this will avoid long-term, core unemployment. For students, the SISI and Coop Education programs are appropriate avenues. These programs provide students with immediate transferable skills. For non-student youth, issues of motivation, self-confidence, perceptions towards learning, and the need for basic life-skill attainment prior to formal vocational training complicate resourcing, and the probability of success. To effectively serve youth, EIC offices will have to balance current labour market training needs with available and future job opportunities.

Students

EIC programming for students is essentially a community wide initiative. Support at home, within the school system, and amongst business and labour is required. For local EIC offices, non-program resources to successfully implement "Youth Initiatives" will need to be directed at mobilizing community stakeholders: school administrators, local employers, parents, and students. A public relations campaign focusing on school visits, advertising, and employer association contact will establish community-wide support. Communication, particularly the dissemination of labour market information, is fundamental for success.

Non-Student Youth

The Chairman's Planning Guidelines (CPGs) anticipate that approximately 70-80% of counselled clients will be UI recipients; therefore, non-UI, low-skilled, and SED youth need to receive counselling as either part of a project action plan or in a group setting. In special instances, referral to or purchase of outside counselling may be appropriate. This group may be those most in need; however, their probability of success is influenced on by low self esteem, possible learning disorders, a negative attitude towards institutionalized learning

and, with recent immigrants, English as a second language. Based on the possibility of low success rates, coordinators may avoid these clients. Avoiding these clients now simply means their employment barriers become more pronounced with time.

Where budgets and client numbers permit, projects specifically designed for youth should be targeted. This will ensure that participants share the same needs, are at the same starting point, and the peer interaction may facilitate success. In areas where resources are unavailable to finance youth-only PBT, youth clients should be considered only when their needs correspond with the project's needs assessment.

Local Projects may be successful in giving youth clients work experience and/or training. This intervention would be subject to meeting local labour market priorities. Furthermore, in Community Futures (CF) areas it would require the Community Futures Committee's approval.

SAR youth interventions should be planned in conjunction with the Ministry of Social Services (MSS). Youth who are both single parents and receiving Social Assistance are a priority SAR sub-group. For further information regarding SAR youth refer to Section 3.2.

There are three (3) segments of non-student youth that are UI eligible:

- (1) those who have not finished high school
- (2) those who have completed high school but would have difficulty meeting current post secondary entrance standards and/or costs
- (3) those with some post secondary education

Identification of these clients through the Claimant Re-employment Service (CRS) selection process is difficult; however, **identifying cyclical UI clients by age is possible using Economic Service's Summary Information Database (SID).** Youth continually moving between UI, short-term employment, and UI again are potential purchase of training candidates. Individuals should be evaluated on their initial upgrade requirements, ability to participate as a feepayer, participation commitment, local labour market need, and probability of success.

For young, low-skilled UI clients PBT projects may be the most appropriate intervention vehicle. UI youth who have some post-secondary education (but have not completed their program) may be appropriate skill shortage candidates, particularly those requiring math and literacy entrance conditions. Self-Employment Assistance (SEA) may also prove successful.