
CANADA'S
LABOUR FORCE DEVELOPMENT STRATEGY
WHAT DOES IT MEAN TO
POST-SECONDARY EDUCATION ?

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B.C. INSTITUTE OF TECHNOLOGY

CAMOSUN COLLEGE

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I. EXECUTIVE SUMMARY

The Labour Force Development Strategy of the federal government is significantly different from previous governmental policies. The intention of this policy is to shift the responsibility for the training and adjustment of the labour force from government to the private sector, but the rules and implementation guidelines are obscure.

This change of direction of federal policy is creating confusion and suspicion on the one hand, and new opportunities on the other. This strategy represents a significant and fundamental change of policy.

It is important to note that the Labour Force Strategy is not a replacement of the Canadian Jobs Strategy. It calls for Business, Labour and Government to take joint responsibility for the training of Canada's workforce, through partnerships, joint strategies and commitment. The Canadian Jobs Strategy represents specific programs within a much larger framework.

The crucial implication of this federal policy shift is the creation of a community-based approach; giving the 'community' an opportunity to impact policy and set direction. In addition, public funding will become a local responsibility.

The funding supply to post-secondary education in B.C. will accelerate in its shift away from direct, stable support to public institutions, to indirect funding through local training boards and private sector groups. This process is planned and substantial; a 28% reduction in funds is anticipated for direct funding following the next fiscal year. This is outlined in greater depth later under 'Financial Implications'. However, the overall increase in all federal funding available for training will be 50%. It must be understood that the dollar picture is changing, not disappearing.

If the post-secondary education system retains its wait-and-see attitude and doesn't respond to these changes and continues to look to government for direction, not only will direct public funding decline further, but it could also mean the demise of the public education system as it is presently known.

As government plays less of a central role in both funding and direction of public education, the post-secondary education system must aggressively build a responsive link with the marketplace through the provision of training, retraining and research.

Post-secondary institutions have an opportunity to take a pro-active role in establishing their own Labour Force Development Strategy appropriate to their own region. They must be leaders in bringing together all elements of a community or region involved and affected by social and economic development, to address problems and present solutions.

RECOMMENDATIONS WHICH REQUIRE IMMEDIATE ACTION TO FACILITATE THE EARLY AND EFFECTIVE INVOLVEMENT OF POST-SECONDARY INSTITUTIONS IN THE OVERALL CHANGING STRUCTURE OF EDUCATION IN B.C.

1. THAT POST SECONDARY INSTITUTIONS WORK CLOSELY WITH THE PROPOSED REGIONAL EMPLOYMENT AND TRAINING COUNCIL.
2. THAT CONCOMITANTLY A SPOKESPERSON, REPRESENTING POST-SECONDARY INSTITUTIONS, BE APPOINTED TO WORK WITH B.C.'s EMPLOYMENT AND TRAINING COUNCIL.
3. THAT A TASK FORCE, REPRESENTING ALL PUBLIC INSTITUTIONS, BE FORMED TO REVIEW THE IMPACT AND DIRECTION THAT THE NATIONAL, REGIONAL AND LOCAL TRAINING BOARDS WILL HAVE ON THE PUBLIC EDUCATION SYSTEM.

Additional implementation and program specific recommendations are included within the pertinent sections of this report. All recommendations contained in this report are summarized in Section VII Recommendations.

II. PURPOSE AND METHOD OF STUDY

PURPOSE:

This study has three specific purposes:

1. To evaluate the effects of the federal government's Labour Force Development Strategy on the colleges and institutes in B.C.
2. To investigate the possibility of a co-ordinated framework which will assist the colleges and government to achieve their goals within the changed labour market guidelines.
3. To propose workable links between government, industry, and the colleges and institutes.

METHOD:

1. Reviewed all information pertinent to the Labour Force Development Strategy and met with federal and provincial governments to further explore its potential impact.
2. Held meetings and reviewed material with business and labour representatives to explore the opportunities for building links.
3. Drew conclusions and offered recommendations regarding a strategic path for post-secondary institutions to follow.

III. THE LABOUR FORCE DEVELOPMENT STRATEGY

OVERVIEW AND DIRECTION

The Labour Force Development Strategy was introduced by the federal government as a policy paper in early 1989. Entitled 'Success in the Works', it was aimed at ensuring the ability of the Canadian labour force to adapt effectively to economic, technological and demographic change in the 90's.

Since that time, Bill C-21, representing approximately \$800 million associated with this policy, was passed during the last week of October 1990. A further six month delay is expected before funding will actually be released.

There has been much speculation by those most likely to be affected by this policy. Government has actively sought consultation with both employers and workers regarding implementation. As originally announced, the Labour Force Development Strategy has four basic **OBJECTIVES**:

- to increase the private sector's role in training and to ensure market responsiveness of training to labour market needs.
- to realign the Unemployment Insurance (UI) program to direct more expenditures to training and re-employment measures for the unemployed.
- to improve UI to respond to the needs of working parents and workers over 65.
- to reduce work disincentives within the UI program.

The policy is designed to identify 'active' labour market programs which offer direct intervention in the labour market, emphasizing training and the re-integration of workers. In the past, Canada has spent significant energy and dollars on 'passive' income support measures, resulting in high, long term unemployment. Business and industry have been critical of such policies but have continued to look to government to 'solve' their labour and human resource problems.

The federal government sees as its principle challenge, to change the lack of commitment and tradition of Canadian business towards training. This change requires business and labour to work co-operatively to 'make it happen'. Government and training institutions can only assist in this process.

THE LABOUR FORCE DEVELOPMENT STRATEGY (cont.)

In this vein of 'participation', the Canadian Labour Market Productivity Centre was contracted by the federal government, to bring business and labour together in a series of task forces.

The focus of these task forces was the redesign of labour market and training programs. The recommendations to government emerging out of that work were expected to be reflected in policy direction, both nationally and provincially.

The key recommendations generated by the CLMPC task forces have been included later in this report for consideration in the B.C. context.

Discussions with CLMPC's Executive Director, Marie Antoinette Flumian, re-enforced that the requirement to work 'together' at every level was vital. Business and labour must cooperate, and so must the provincial and federal governments. "In order to meet the long term training and adjustment needs of the labour force, we must develop an integrated approach to training which is comprehensive, complementary and coherent. We must create a 'Training Culture' that presently only exists in other countries. A culture where, regardless of other politics, business and labour are committed to training."

It is essential to note the CLMPC report recommendation for the creation of a new institution: a National Training Board. This board would provide a national source of informed policy advice and direction on a wide range of training and training related issues. Business and labour would play a predominant role as primary labour market players with representation from other community and educational groups.

The recommendation for a National Training Board has been accepted by the federal government and the Board should be in place by February 1991. It is expected that an immediate focus of the board will be the establishment of the proposed regional and local training boards.

A dominant theme that emerged throughout the consultation process was the need to shift greater responsibility to the local and/or sectoral level. This sentiment was supported consistently by representatives of government, business and labour.

Recommendations promote the development of such structures, encouraging the reform of any existing structures which are not meeting the training needs of local communities.

The significance of the shared perspective and intention of the CLMPC and the federal government must not be underestimated. Together they are determined to implement a new direction for participation under the Labour Force Development Strategy.

THE LABOUR FORCE DEVELOPMENT STRATEGY (cont.)

The Deputy Minister of Employment and Immigration confirmed, "Many of the recommendations are completely supported by the federal government, some have already been implemented."

The aims of the LFDS are:

- to increase the range and skill level of Canadians.
- to find the best combination of policies, programs, and employment practices that will help all Canadians to reach their potential.

Government believes that this must be a priority for all Canadians, workers, employers, educational institutions, and government at all levels.

THE LABOUR FORCE DEVELOPMENT STRATEGY (cont.)

LABOUR FORCE DEVELOPMENT STRATEGY

TIME FRAME AFTER PASSAGE OF BILL C-21

ISSUE	PROPOSAL	ANNOUNCEMENT	IMPLEMENTATION
Income Support Review	Nov./90	Jan./91	Jan./91 or Apr./91
Employment Assistance Option/Outreach	1 Month	Jan./91	Jan./91
Federal/Provincial Negotiations - LFDS	Complete	Complete	Apr./91
Social Assistance Recipients Negotiations	Complete	Nov./90	Apr./91
Self-Employment Programming	Dec./90	Jan./91	Jun./91
Community Futures Review/BDCS	Complete	Jan./91	Jan./91
Literacy	1 Month	Jan./91	Apr./91
Fee Payers Policy	1 Month	Jan./91	Jan./91
Program Structure (OPF)			
Partial	Nov./90	Jan./91	Jun./91
Full	Nov./90	Feb./92	Apr./92
Section 24, 25, 26 & 26.1 Ceilings	Dec./90	Dec./90	Jan./91
Native Employment & Training Group/Aboriginal SAR Training	Complete	Dec./90	Apr./91
UI Developmental Uses Plan	3 Months	Nov./91	Jan./92
Older/Displaced Worker Policy	Nov./90	Jan./91	Apr./91
Apprenticeship	Dec./90	N/A	N/A

1. To be approved by Treasury Board.
2. Negotiations of contracts begin.
3. Some agreements signed/negotiations underway in other regions.
4. Part of federal/provincial discussions.
5. Fee-payers can be authorized to start training January 1991.

FUTURE TRENDS

The demand for skilled workers will continue to escalate in all areas. Unskilled workers will find employment opportunities decreasing substantially, resulting in high unemployment. With advances in technology, labour requirements will continue to decline, requiring significant labour market adjustment and retraining.

The future of British Columbia depends greatly on its ability to move away from its traditional reliance on the export of unprocessed or semi-processed raw materials. Effective application of technologies and human resource development is crucial in order to remain competitive in the world markets.

In the federal government's 'Success in the Works', patterns emerge that point to the difficulty of bringing workers with the right skills to the right job at the right time. The Labour Force Development Strategy attempts to close that gap. It focuses on increasing levels of training and skill development, and maximizing opportunities for all members of the labour force.

The labour force as a whole will grow at a slower pace throughout the next decade. As the proportion of youths and women entering the workforce declines, there is an increasing need to retrain established workers. It is the existing labour force which must respond to future skill demands.

Improvement in our living standards will depend directly on our ability to redirect our workforce into higher value added jobs as we become part of the global economic market. A move to lower paid jobs will result in a decline in our standard of living.

As technology makes many job skills redundant, constant training and upgrading will be required. In many areas productivity has increased while the number of workers required is much lower. Regions which have not made appropriate adjustments for these workers experience long-term structural unemployment.

Although skill demands may be quite specific, there is a growing requirement that workers have a combination of problem solving skills rather than a single specialty. Post-secondary institutions have a responsibility and opportunity to ensure that core skills cut across occupational fields.

THE LABOUR FORCE DEVELOPMENT STRATEGY (cont.)

The LFDS recognised that long term economic growth and development can only be realised through commitment to the:

- investment in human resources (education and training).
- application of technology.
- trade and investment.

RECOMMENDATIONS:

1. THAT POST-SECONDARY INSTITUTIONS RESPOND TO BROAD WORKPLACE REQUIREMENTS AND PROVIDE TRAINING IN: ANALYTICAL AND PROBLEM SOLVING SKILLS, FUNCTIONAL LITERACY, NUMERACY, TECHNOLOGICAL LITERACY AND COMMUNICATIONS AND INTERPERSONAL SKILLS.
2. THAT POST-SECONDARY INSTITUTIONS WORK WITH INDUSTRY TO DEVELOP NECESSARY TRAINING IN SPECIALIZED AREAS AS B.C.'S SCIENCE AND TECHNOLOGY BASE GROWS.
3. THAT THE FUTURE OF TRAINING DELIVERY IS A MODEL WHICH IS: TIME EFFECTIVE --- COST EFFECTIVE --- PLACE EFFECTIVE.

OLDER WORKERS

The difficulty for the older unemployed person is reflected in long periods of unemployment. The unemployment rate for older workers in British Columbia is significantly higher than in the rest of the country. B.C. has been slow to adapt to the structural changes of the 1980's; a time when a shake-out in the commodity markets forced the closure of mines and sawmills and led to the modernization of the paper industry. Many of these displaced older workers have drifted in and out of partial employment with inadequate re-training and re-employment opportunities.

A community college in northern B.C., where structural unemployment has been felt the most, has delivered only two programs for displaced workers in the past decade, both of which were delivered in the past two years. The continuing growth of unemployment in this area must be addressed. The need for training programs that address the special needs of older workers must be represented.

THE LABOUR FORCE DEVELOPMENT STRATEGY (cont.)

The Economic Council of Canada's report on 'Transitions for the 90's concludes that: 'B.C.'s high rate of long-term unemployment for older workers suggests that workers have still not adjusted to the modernization taking place in traditional industries and occupations in British Columbia."

RECOMMENDATION:

4. THAT IN ORDER TO BE RESPONSIVE AND SUCCESSFUL IN THE RE-TRAINING OF OLDER WORKERS EDUCATORS ACCURATELY ASSESS UNEMPLOYMENT AMONG OLDER WORKERS IN THEIR OWN AREAS, AND IN CONSULTATION WITH BUSINESS AND LABOUR, DESIGN PROGRAMS TO SPECIFICALLY ADDRESS THEIR NEEDS.

WOMEN

Since women are highly concentrated in certain low-paid occupations, they require encouragement and resources to break into non-traditional occupations.

The occupational segregation of women and the wage gap, indicate the undervaluation of women's work. Women re-entering the workforce after several years of full time family care are likely to need job counselling and assistance in addition to skills training. Many of the special needs of women are related to issues of poverty. Not being able to work as a single mother because the cost of child-care is prohibitive. Returning to the workforce with obsolete skills and in some cases with no previous employment experience.

The growing presence of women business owners in the economy is fundamentally changing the profile of our labour force. The number of women who consider themselves to be self-employed between 1979 and 1989 rose 67%, more than twice the growth rate of self-employed men.

There is a growing demand for training that offers women not only necessary set-up skills in business management, but competitive survival skills as well. Programming must be designed in short-term flexible modules for easy access.

THE LABOUR FORCE DEVELOPMENT STRATEGY (cont.)

RECOMMENDATIONS:

5. THAT POST-SECONDARY INSTITUTIONS ASSIST WOMEN RETURNING TO THE WORKFORCE BY PROVIDING NOT ONLY TRAINING BUT ALSO SUPPORTING THE NECESSARY LINKAGES THAT MUST BE MADE IN COUNSELLING, DAY-CARE, TRANSPORTATION AND ASSISTANCE IN ORDER FOR WOMEN TO BE FULLY 'JOB READY'.
6. THAT POST-SECONDARY INSTITUTIONS MUST SEE SELF-EMPLOYMENT AS A GROWING MARKET AND RESPOND TO THIS OPPORTUNITY BY OFFERING APPROPRIATE TRAINING AND ASSISTANCE.

ABORIGINAL PEOPLES

The aboriginal population is, on average, young and represents an under-utilized and undeveloped human resource. The unemployment rate for these people is extremely high. They encounter substantial barriers in seeking and keeping employment.

As the aboriginal peoples become more vocal over many issues, both social and economic, it is fair to say that their representation in many areas has risen substantially. Aboriginal people will become more aggressive in seeking opportunity and access to both employment and education. The post-secondary education system must develop responsive growth and support programs to help these individuals succeed.

RECOMMENDATIONS:

7. THAT POST-SECONDARY EDUCATION MUST IDENTIFY AND REMOVE SYSTEMIC BARRIERS THAT DISCOURAGE THE TRAINING OF ABORIGINAL PEOPLES. SUCH BARRIERS INCLUDE;
ATTITUDES/POLICIES, LACK OF PROPER SUPPORT
SERVICES AND INFLEXIBLE PROGRAM STRUCTURES.
CENTRAL TO THIS RECOMMENDATION IS THE INITIATION OF A
PROCESS OF DIRECT CONSULTATION WITH THE NATIVE
COMMUNITY.

THE LABOUR FORCE DEVELOPMENT STRATEGY (cont.)

NATIONAL, REGIONAL AND LOCAL TRAINING BOARDS

NATIONAL TRAINING BOARD

The federal government has announced a commitment to the establishment of a National Private Sector Training Board. Other local private sector initiatives are under discussion. Documentation from the federal government states; 'In time, these initiatives will create the means through which governments and the private sector can establish closer partnerships to increase the amount, and improve the quality of training in Canada'.

The federal government expects to have in place both a National Training Board and 15 to 20 local training boards within the next 18 months. Business and labour will play a predominant role as primary labour market players in the leadership of these boards.

A paper released by the federal government to its CEC offices stated; 'The National Training Board will take on its responsibilities as experience accumulates. It would not be an advisory committee working in the abstract, but instead, a board with substantive responsibilities and real input'.

This theme of 'active' participation from business and labour was re-enforced in discussion with the Deputy Minister of Employment and Immigration, Arthur Kroeger.

Funding associated with labour market programs will probably be dispersed through 'Local Training Boards' once they are established. However, there is still much uncertainty in this area. The Regional Federal Government in B.C. does not intend to set-up local structures until a Regional Board is in place.

REGIONAL BOARDS

Regional Boards across the country will be established in the next six months. Each province will propose a Regional Board which may have a different composition and a different mandate.

British Columbia has proposed an Employment and Training Council composed of up to 20 members, predominately business, labour, and community leaders. The B.C. Task Force on Training and Employment, chaired by Ken Strand, put forward this proposal after extensive research. It is expected to be operational by April 1991. Both the federal and provincial government in B.C. are working to this end. The proposed mandate of this council is to 'advise on labour market and adjustment'. The proposal is under active consideration.

THE LABOUR FORCE DEVELOPMENT STRATEGY (cont.)

Regional Boards are unlikely to be given responsibility for the dispersion of federal funding in this area. The new thrust of LFDS indicates that this will become a 'local' responsibility, not a regional one.

THE LABOUR FORCE DEVELOPMENT STRATEGY (cont.)

PROPOSED REGIONAL BOARDS

<u>PROVINCE</u>	<u>STRUCTURE</u>	<u>COMPOSITION</u>	<u>MANDATE</u>	<u>STATUS</u>
British Columbia	Employment & Training Council: small secretariat	Up to 20 members appointed by the Minister for 1 year: provincial DM and federal ROG represented	Advise on labour market & adjustment	Under active consideration: legislation & implementation expected by April 1991
Alberta	Alberta Industry Training & Certification Board: Provincial & Local Trade Committee	Up to 12 people appointed by Lt. Governor-in-Council: representatives of industry	Advise on broad issues relating to apprenticeship, training, & certification	Legislation plan for submission: Legislative Assembly in Spring 1991
Saskatchewan	None	None	None	None
Manitoba	The Skills Training Advisory Committee recommended establishment of the Manitoba Skills Institute & Community Training Committees (CTC) to be established jointly with federal government	Institute: business, labour, community & education representatives & representatives from CTCs: CTC: business, labour, community organizations, public & private educational institutions - to be appointed jointly by federal/provincial	Institute: advise government on education & training issues which impact on labour market: CTC: assess & identify local training needs: provide advice & promote business-education partnerships	Recommendation under consideration by officials
Ontario	Ontario Training & Adjustment Board	Bipartite business & labour (max. 5 each): federal & provincial DMS ex officio & general representatives for "other important interests", (min. 2 year term)	Oversee development and delivery of workplace training, particular focus on apprenticeship: large funding: delivery & supervisory role over 22 sub-regional boards	Under consideration
Quebec	La Conference permanente sur l'adaptation de la main-d'oeuvre	7 members - 3 business, 3 labour, Caisse Desjardins: (5 of 7 are also members of Constitutional Commission): provincial chair: no federal	Broad mandate covers labour market & constitutional matters	Established unilaterally by Quebec: first meeting October 1990
Nova Scotia	None	None	None	None
New Brunswick	New Brunswick Human Resource Council	Representatives from business, labour, education & provincial officials: federal observers	Broad mandate for labour market & human resource issues	N/A
Prince Edward Island	None	None	None	None
Newfoundland	None	None	None	None

LOCAL TRAINING BOARDS

Local Training Boards will have major responsibility of identifying sources of training and arranging the training courses. Private sector boards will not act as 'program deliverers' but will develop ways to match supply and demand in a cost-effective manner.

Key Responsibilities for Local Training Boards:

- assessing local labour market training needs.
- working in conjunction with local CEC offices.
- monitoring effectiveness of training initiatives and the extent to which standards developed by the National Training Board are being met.
- advising the National Training Board on the relevance of programs and services to community training needs.
- ensuring provision of specialized support services to those anticipating job loss.
- deciding what training is needed and negotiating its purchase from appropriate institutions.

Federal funding will, as previously mentioned, be dispersed through 'Local Boards'. It is the intention of the Regional Federal Government to establish five or six such boards across B.C. during the next 18 months.

COMPOSITION OF BOARDS

National Training Board:

A 22 member board at the national level:

- eight members from labour.
- four from social action community.
- two from the training community.

THE LABOUR FORCE DEVELOPMENT STRATEGY (cont.)

Initially government representation will be minimal while this private sector body establishes its independence. The representation for additional members remains undefined at the present time.

Regional Training Boards:

The composition of this board will resemble the National Board in make up with a similar number of participants. It is important for members to be carefully selected for their experience and representation and full commitment to the training and adjustment of B.C.'s labour market.

Too often we create layers of bureaucracy with 'token' representation from various areas, expecting individuals who have no actual 'on-the -job' experience to represent that particular area. Full participation must be expected from all members, particularly business and labour. Government will look to such a group to set policy direction, not only to implement it.

Local Training Boards:

The composition of local training boards will reflect the national model, with government serving in an ex-officio capacity.

The definition of 'local' is not clear with regard to the geographic sphere of operation. It has been suggested that between 60 and 75 boards would be a manageable number to administer. The 62 'new' economic regions under the UI act are under consideration as suitable boundaries.

In conclusion private sector structures will be supported by the Federal Government and expected to play a major role in all aspects of training. This will lead to a gradual relinquishing of control over policy matters as private sector commitment to this responsibility becomes evident.

RECOMMENDATIONS:

1. THAT POST-SECONDARY INSTITUTIONS ESTABLISH A TASK FORCE, THROUGH THE ADVANCED EDUCATION COUNCIL TO:
 - a. REVIEW THE DIRECTION AND IMPLICATIONS OF PRIVATE SECTOR STRUCTURES ON THE PUBLIC EDUCATION SYSTEM.

THE LABOUR FORCE DEVELOPMENT STRATEGY (cont.)

- b. ESTABLISH A NETWORK THAT IS RESPONSIVE AND INVOLVED IN THE FORMATION OF 'LOCAL TRAINING BOARDS'.
 - c. REVIEW ON A REGULAR BASIS THE TRAINING AND FUNDING TRENDS THAT WILL EMERGE IN TIME AS TRAINING BOARDS ARE ESTABLISHED.
- 2. THAT INDIVIDUAL INSTITUTIONS WORK CLOSELY WITH THEIR LOCAL CEC TO ASSIST IN IDENTIFYING APPROPRIATE REPRESENTATION FOR THE ESTABLISHMENT OF LOCAL TRAINING BOARDS.
- 3. THAT THE STRENGTHENING OF PARTNERSHIPS BETWEEN EDUCATION AND PRIVATE SECTOR COMPANIES, ASSOCIATIONS, COMMITTEES, ETC. BECOME A PRIORITY FOR POST-SECONDARY INSTITUTIONS.
- 4. THAT POST-SECONDARY INSTITUTIONS IDENTIFY A STRATEGY FOR BECOMING ACTIVELY INVOLVED WITH REGIONAL AND LOCAL TRAINING BOARDS.

IV. PERSPECTIVES

A BROAD PERSPECTIVE

Canadian business must develop competitive strategies to face the global challenges of a single European market, the Pacific Rim, a more open North American Market and the abundance of other opportunities. Education must work closely with business and labour to understand the significant changes that will affect Canadians at all levels.

It has been said that the level of unemployment is a measure of the Canadian economy's inability to respond to the forces of change in the world economy. Unemployment represents wasted economic resources as well as hardship for individuals.

Provincial and regional diversity in some circumstances can be seen as a source of strength. However, the disturbing rigidities in the Canadian economy inhibit its ability to deal with the immense amount of change that it presently faces.

British Columbia along with the rest of Canada must focus on growth and employment. Current labour and economic strategies have not been effective in improving our ability to compete. Workable strategies must be devised which incorporate as equal priorities, economic and social development. The Labour Force Development Strategy presents a strategy that seeks solutions to these concerns.

New programs for the unemployed take into account the difficulties individuals face in finding new jobs because of labour market conditions in different areas. This approach focuses on a move away from 'passive' income maintenance to more 'active' employment programs.

We must now look at building both from the 'bottom up', and from the 'top down', to develop effective frameworks that identify human resource development strategies and bring together Business, Labour, Education and Government at the community, regional, provincial and national levels. It is crucial that economic development and labour market development are linked effectively at every level, strengthening both the process and the outcome.

This process identifies a major shift in direction, one which demands a completely 'different' role; a role of leadership, commitment and cooperation from many different sectors. This should result in a shift from fragmentation and duplication to a cohesive process with continuous dialogue from all parties.

PERSPECTIVES (cont.)

Canada's expenditure on labour market programs is substantial. Unfortunately the amount directed into 'active' labour market measures is abysmal compared to West Germany, Norway and Sweden. On the other hand, Canada takes the lead in its investment in the area of 'passive' income support measures.

'Passive' refers to the percentage of government expenditure spent on unemployment compensation and 'active' refers to programs based on direct intervention in the labour market emphasizing training, re-integration of workers, etc.

SUSTAINABLE PARTNERSHIPS

As part of the Labour Force Development Strategy, the federal government is attempting to wean business away from relying on government to 'solve' their labour and human resource problems in order to create a more realistic basis for social programs.

Business and labour have strengthened their relationship significantly in recent years, agreeing that both must play a more 'central' role in worker training. Indeed the constant reminders of a diminishing workforce, an outdated 'hands-off' (theoretical, not practical) oriented education system and, survival in a globally competitive marketplace have re-enforced that responsibility.

The federal government has, for the past five years, emphasized the importance of business's involvement in training. This shift has been reflected in federal policies and program direction. Councils and task forces have been formed bringing together business and government to further discuss and review responsibility for training.

Unfortunately the missing component to all this 'awareness' is the provision of an effective methodology, in terms of both cost and time, to transfer the responsibility from government/education to industry/education. Good communication and integrated strategies must be developed now in order to be effective.

The focus must be industry/education together, actively working towards sustainable partnerships that will provide a well trained workforce that can survive the furnace of competition today. These must be partnerships that will create a framework of cooperation and cohesiveness between industry and education at all levels.

Faced with this educational dilemma it became crucial for Canada to design and set up new structures for private sector participation in training policy and programmes. To begin this process, the Labour Force Development Strategy has established from a federal perspective, a new, but vague, set of ground rules which will dramatically affect education in B.C.

PERSPECTIVES (cont.)

The Canadian Labour Market Productivity Centre has then taken the general initiative from LFDS and formulated specific policy recommendations and new programme possibilities to mould the purpose into a new educational reality.

A PROVINCIAL PERSPECTIVE

From discussions with Gary Mullins, Deputy Minister of Advanced Education, Training and Technology, it is clear that the province stands fully supportive of the federal LFDS. Much of the 'new' direction coming from the province in the past six months would support this statement. Examples of this support include:

- The launching of the initiative 'The Evolution of the Human Resource System'.
- The challenge to the boards and leadership of institutions to 'shape the vision of the future' (not government).
- The message that employers, not government must invest in their workers and be responsible for their training and upgrading.

When strong provincial support is combined with the new national policy and funding perspective, a concomitant evolution in the role of post-secondary institutions in British Columbia must follow.

RECOMMENDATIONS:

1. THAT POST-SECONDARY INSTITUTIONS EXAMINE THEIR MISSION STATEMENTS AS RELATED TO COMMUNITY SERVICE. THEIR PROJECTED STRATEGIES MUST BE UPDATED TO REFLECT AND MATCH THE ECONOMIC DEVELOPMENT NEEDS OF THEIR SERVICE REGION.
2. THAT POST-SECONDARY INSTITUTES GIVE PRIORITY TO THE RESPONSIVENESS AND FLEXIBILITY OF TRAINING DELIVERY. A MAJOR FACTOR IN THIS WILL BE STRENGTHENED PARTNERSHIPS WITH BUSINESS AND INDUSTRY.

PERSPECTIVES (cont.)

3. THAT COMMUNITY BASED OR SECTORAL BASED INITIATIVES BE SUPPORTED BY GOVERNMENT/BUSINESS/LABOUR. COLLEGES SHOULD ACTIVELY PARTICIPATE IN SUPPORTING AND EXPANDING THIS APPROACH TO TRAINING BY:
 - a. REFORMING AND EXPANDING EXISTING PARTNERSHIPS WITH INDUSTRY AND LABOUR (ie. college program advisory committees and other joint programs).
 - b. ASSIST BUSINESS AND INDUSTRY IN NEEDS ASSESSMENT ACTIVITIES, AND BE WILLING TO RESPOND IMMEDIATELY AND APPROPRIATELY.
 - c. ENCOURAGE AND SUPPORT TRAINING PARTNERSHIPS BETWEEN GROUPS OF EMPLOYERS AND WORKERS FROM VARIOUS INDUSTRY SECTORS.

FINANCIAL PERSPECTIVES

Under the Canadian Jobs strategy 'Direct' funding to post-secondary institutions from the federal government has decreased significantly. 'Indirect' funding to community organizations and private sector groups has at the same time increased substantially. Almost 60% of indirect money coming to B.C. goes to the private sector, either directly to companies or to private training institutions.

BRITISH COLUMBIA\YUKON TERRITORY

INDIRECT COURSE PURCHASE

1990\1991 FISCAL YEAR - CEIC, OCTOBER SUMMARY

PROGRAM	PRIVATE	PUBLIC
SARS	412,546	215,991
JOB ENTRY	1,563,303	786,705
SKILL SHORTAGES	255,254	220,781
JOB DEVELOPMENT	170,866	332,400
SKILL INVESTMENT	670,124	223,732
INNOVATIONS	586,786	0
COORDINATING GROUPS	459,664	209,231
TOTAL	4,068,543	1,988,840

PERSPECTIVES (cont.)

While public institutes remain assured of stable funding for 91\92 in terms of direct federal funding, subsequent years expect to see a decrease. Additional funding will come to B.C. as a result of unemployment insurance reforms, increasing overall federal funding for training by 50%.

With an appreciation and understanding of the philosophy and direction of the Labour Force Development Strategy there exists an opportunity to access more funding through indirect purchase.

The federal government expects that the changes made to the Unemployment Insurance Act will result in a \$1.29 billion saving, \$800 million of which will be spent on 'active' training programs and incentive initiatives to stimulate private sector commitment to training.

The federal government has now accepted the recommendation to form a business and labour driven National Training Board.

Shifting responsibility to the private sector will mean that it will act, not only in an advisory capacity regarding advocacy, advice and recommendations, but that it will also be responsible for how government funds are dispersed. It is expected that this will happen through the establishment of 'Local Training Boards'.

Funding, therefore will flow via different channels and be accessed through different avenues. This shift from the traditional government to government model offers both positive and negative implications for post-secondary institutions.

The more positive impact of this change in direction for post-secondary institutes is the eventual 'limitless' federal funding available to any individual institution meeting the criteria of the Labour Force Development Strategy. 'Limitless' refers to the open access funding and the removal of 'fixed' negotiated amounts.

From a negative perspective this removes any 'guarantee' of fixed funding amounts and post-secondary institutions must be prepared to explore different avenues to access federal funds. The Deputy Minister of Employment and Immigration, Arthur Kroeger interpreted this as an encouraging news for post-secondary institutions, 'particularly as there will be a 50% overall increase in funding available for training. However, it is up to each institution to offer flexible, responsive programs at a competitive cost.'

Post-secondary institutions must adopt a more flexible, innovative and aggressive approach; an approach that identifies and responds to the training needs within a community.

PERSPECTIVES (cont.)

Government funding accessed in the past two years by the colleges has increased significantly for some institutions. A number of colleges have been quite creative in their approach to accessing funding and have more than doubled their 'indirect' funding intake from 1988/89 to 1989/90 under the Canadian Jobs Strategy.

INDIRECT PURCHASE

<u>COLLEGE</u>	<u>88/89 TOTAL</u>	<u>89/90 TOTAL</u>
B.C.I.T.	195,261	405,939
Camosun	4,651	398,489
Capilano	28,373	300,282
Cariboo	135,835	305,882
New Caledonia	82,972	199,314
Douglas	33,191	79,603
East Kootenay	53,062	97,651
Fraser Valley	116,547	418,774
Kwantlen	78,236	189,683
Malaspina	279,509	391,186
North Island	184,443	239,389
Northern Lights	44,751	121,072
Northwest	136,636	292,710
Okanagan	440,542	1,038,778
Selkirk	140,881	107,522
V.C.C.	119,505	363,770

Commitment of funding in this area is still negotiated on an annual basis, much to the frustration of those involved in college planning and programming. However, if the post-secondary education institutions are understanding of the philosophy of the LFDS and are able to respond appropriately, there remains an opportunity to access funding through this program.

A federal government official has suggested that many of the traditional obstacles normally imposed in much of the CJS criteria will be removed. It is hoped that the 'new' guidelines will offer a less rigid and more flexible approach to the implementation of government programs. Decentralization will mean that local CEC offices will have much more involvement in the decisions that are made regarding approving program proposals.

PERSPECTIVES (cont.)

SHORT-RUN FUNDING SITUATION

The LFDS, while representing in the next year a significant increase in funds available for training, will not impact the colleges unless a new innovative, creative approach is taken.

UI claimants will be the main focus of additional funding, which may mean colleges and CEC's should be looking for a 'new' CJS client.

Additional funding of approximately \$80 million is expected to flow to B.C. in 1991/92. How these funds will be dispersed has not yet been clearly defined. Some of this extra funding will be absorbed by areas already over budget. For example, UI claims have increased 12% in 1990/91 and will require extra funding from the \$80 million.

The post-secondary institutions have a particular advantage in being in a position to access these additional funds, particularly in the short-run. While government is busy setting up appropriate structures that respond to the LFDS (regional and local boards, etc.) there will be a natural transition period. In short this means that post-secondary institutions have an excellent opportunity to access funding and must formulate and present appropriate proposals; e.g. proposals developed hand-in-hand with business and labour in keeping with the thrust of LFDS.

HUMAN RESOURCE DEVELOPMENT PERSPECTIVE

The LFDS refers constantly to the importance of human resource development, yet it is not clear to post-secondary institutions what role or contribution they might make in this area.

The post-secondary education system must become more responsive both collectively and individually to these sweeping changes. The call for flexibility, portability, and accessibility must be heard and responded to quickly and effectively. Information must be gathered from many sources.

Essentially, we are talking about knowing, understanding and exploring the environment or community that is being represented in order to know that the training needs of that community are being met. Nationally, the federal government appear to feel that colleges have not been good at looking to the marketplace for information. They believe there has been a tendency to build ivory towers, and monopolize education.

PERSPECTIVES (cont.)

Currently an ineffective fragmented approach exists. Some colleges hire consultants to complete labour market surveys, while others narrowly tackle this from a strategic planning standpoint. Local economic development officials, community organisations and CEC offices must be an integral part of this process.

In speaking with industry representatives it was identified that for lack of an alternative, in some cases, program advisory committees endorse redundant programs, utilising colleges as recruitment agencies to fill job vacancies, at the same time acknowledging the training to be inappropriate and outdated. There was frustration too from industry regarding the lack of flexibility of the public education system in program delivery and format. One source suggested that if colleges continue to offer only 'off the shelf' programs, driven by classroom and faculty availability, business will be driven elsewhere to look for training.

There is concern from industry that educators/instructors do not have relevant, up-to-date, on-the-job experience. This was seen to be crucial for the delivery of effective programs.

RECOMMENDATIONS:

4. THAT PLANNING, RESEARCH AND HUMAN RESOURCE DEVELOPMENT BE SEEN AS A PRIORITY TO ENABLE PSI'S TO ADAPT TO A CHANGING EDUCATIONAL ENVIRONMENT. NEW AVENUES OF FUNDING FOR USE IN THIS AREA MUST BE EXPLORED (i.e. LFDS).
5. THAT POST-SECONDARY INSTITUTIONS MUST DEVELOP THEIR OWN DEVELOPMENT STRATEGY LINKING TO AN OVERALL COMMUNITY OR PROVINCIAL STRATEGY DEPENDING ON THEIR MANDATE.
6. THAT POST-SECONDARY INSTITUTIONS ENCOURAGE BUSINESS AND LABOUR TO CHAIR AND LEAD ALL INDUSTRY/EDUCATION COMMITTEES INVOLVED WITH COLLEGES. PROGRAM ADVISORY COMMITTEES MUST BE EXPECTED TO PLAY A MAJOR ROLE IN ADVISING FACULTY REGARDING COURSE OUTLINE AND DELIVERY ETC.

It is important that college involvement be driven by sharing perspectives and not by monopolizing all aspects of education as Business perceives it has done traditionally.

Linking together all labour and economic advisory committees and information is central to achieving a clear and complete understanding of any community.

PERSPECTIVES (cont.)

The community-based thrust of the LFDS and the federal government's proposal to establish 'local training boards' underlines the significant shift of federal government policy.

The importance of 'local boards' cannot be underestimated, considering the diversity of the province and the inability of national and provincial forecasts to accurately understand the differences and uniqueness of each region.

The federal government sees strength in community organizations being free to develop innovative ways of helping their communities. Solutions can be adapted to each community's particular need.

Serious consideration must be given to the role of the post-secondary institutions as these local training boards take shape. Policies and resources within the institutions must be put in place to support this economic development role. As this critical role is established and understood, it will enable the post-secondary institutions to expand and improve the quality of programs delivered.

RECOMMENDATIONS:

7. THAT PSI'S SHOULD ASCERTAIN THE RESEARCH, PLANNING AND HUMAN RESOURCE DEVELOPMENT ACTIVITIES THAT MIGHT BENEFIT THE SYSTEM THROUGH A CO-ORDINATED CENTRALIZED APPROACH.
For example- bringing together existing expertise, e.g. Camosun College curriculum development department, as well as college Industrial Training Departments. The Open Learning Agency has extensive experience in this area.
8. THAT GUIDELINES BE IMPLEMENTED WHICH REQUIRE FACULTY TO HAVE UP TO DATE KNOWLEDGE AND EXPERTISE IN JOB TRAINING REQUIREMENTS. FOR EXAMPLE AN INDUSTRY/EDUCATION EXCHANGE PRODUCING TOP QUALITY PROGRAMS DELIVERED BY TOP QUALITY STAFF.

INDUSTRY PROGRAMS

As part of LFDS, the Canadian government is encouraging businesses to increase their spending on training. Many businesses and labour leaders are also beginning to realize that they should actively participate in the management of public programs and policies. The opportunity for stronger ties at a local level is timely and the colleges with their tremendous resources are in a perfect position to be instrumental in building this partnership. Post-secondary institutions, in many ways, hold the key through provision of training, retraining and research.

Is the education system ready to respond to a broader education requirement, a shift to thinking, learning and communication?. For many companies, the future will involve an integration of functional skills, product innovation, producing and selling, and the support skills of finance, planning and human resource development. How much planning is going on within education that responds to this major change in direction?

For post-secondary institutions it is important to understand and be responsive to this changing environment. As government begins to play less of a central role in direction, post-secondary institutions must seek information from the marketplace.

RECOMMENDATION:

9. THAT POST-SECONDARY INSTITUTIONS CREATE A PROVINCE WIDE NETWORK IDENTIFYING TRAINING NEEDS AND THE RESPONSE OF EDUCATION, EVOLVING INTO A 'TRAINING STRATEGY' FOR FUTURE DIRECTION.

FEDERAL GOVERNMENT PROGRAMS

Unemployment and the under-utilization of human resources have become a staggering expense, even in good economic times. Traditional government programs have focused on the unskilled, the transient and the poor. Now a new group of unemployed are emerging, they are experienced workers displaced by rapidly changing technology and international competition. As a result, post-secondary education is faced with massive retraining and an older student population.

Many social programs which had previously been viewed as economically functional became seen as labour market rigidities, thus generating higher levels of unemployment and a waste of resources.

PERSPECTIVES (cont.)

The UI program, for instance, is a safety net that now acts as an incentive to encourage seasonal unemployment. Another example is the CJS Job Development Program. The eligibility requires the trainee to have had 26 weeks of unemployment out of the last 30, time most often spent collecting UI Benefits.

The strength of future and existing government programs lies in their capability to offer greater flexibility, mobility and accessibility than ever before.

RECOMMENDATION:

10. THAT FLEXIBLE HIGHER EDUCATION PROGRAMS BE DEVELOPED TO ENABLE ADULTS TO MOVE IN AND OUT OF PROGRAMS WHILE ACQUIRING NEW KNOWLEDGE AND NEW SKILLS.
TO ALLOW FOR:
ACCUMULATION OF CREDITS
RECOGNISABLE CERTIFICATION
CREDIT TRANSFER.

V. A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

The Canadian Labour Market Productivity Centre, at the request of the federal government, brought together business and labour in a series of seven task forces. The focus of this process was the redesign of training and labour market programs within the framework of the Labour Force Development Strategy initiative.

The significance of the CLMPC's response to the Labour Force Development Strategy is emerging in a number of areas. The federal government, for its part has been slow to make any official response regarding specific implementation of the LFDS, suggesting a wait-and-see scenario. However, we are beginning to see CLMPC recommendations be fully supported in some areas by the federal government. Examples include the establishment of a National Training Board referred to earlier in this paper, and the increased co-operation between provincial and federal counterparts to avoid unnecessary duplication.

In meetings with the Deputy Minister of Employment and Immigration and with the Executive Director of CLMPC, both spoke enthusiastically of the co-operation and the positive outcome of this task force process, as well as the need for an aggressive strategy to get industry more involved. As time moves on, much of the extensive work completed by the CLMPC is finding federal approval. The CLMPC report will have a significant effect on future policy direction. It is therefore crucial that the implications of the CLMPC recommendations are understood by the post-secondary institutions in B.C.. Many of these national level recommendations also have obvious potential for inclusion within the context of new programming for B.C..

The cumulative effect of the recommendations from the seven task forces has been to instigate systemic rather than cosmetic change. The emphasis of federal support for employment and education will switch from top-down to bottom-up. Industry and labour play a predominant role with both funding decisions and program direction at the community level. Post-secondary institutions can either participate in this dynamic process or be left behind.

The findings of the CLMPC which are particularly relevant to the colleges and institutes in B.C. are synthesized by the task force into the following recommendations:

A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

TASK FORCE #1 ON HUMAN RESOURCE PLANNING:

BUSINESS AND LABOUR PERSPECTIVE

The federal government in outlining the Labour Force Development Strategy proposed that \$65 million be allocated to the area of Human Resource Development for the following purposes:

- Building networks of organizations that share human resource concerns (industry associations, unions, and/or training institutes).
- Providing financial and technical assistance in the analysis of human resource concerns.
- Helping the development and implementation of employment equity plans as required by federal government.
- Providing seed funding for selected initiatives, such as capital equipment costs in establishing national training centres.

This was discussed at length with sectoral associations, labour representatives, industries and individual companies. As a result of these discussions during the past year, various views on a number of human resource issues have been outlined. Perhaps the most significant factor is the overwhelming agreement from all labour market partners that continued dialogue is essential. It is essential to the planning that is critical if labour markets are to cope with ongoing technological, demographic and economic change.

Following interviews with business and labour representatives during the course of this study, it became appropriate to incorporate their views into this section.

The Canadian Labour Market Productivity Centre in their response, put forward both business and labour perspectives on training with specific recommendations.

A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

A BUSINESS PERSPECTIVE

The Business Perspective covered four major areas designed to assist post-secondary institutions to identify ways to support and respond to industry's challenge.

1. Rapid technological change, demographic change, and the shift from a resource based economy to one that is increasingly service based.

The effective application of new forms of technology will be the single most important source of job creation, wealth, and value added in the years ahead. Canada's ability to compete in a knowledge-based, technology driven world will depend on its success in training and retraining workers.

The dwindling supply of qualified people entering the labour-force means that the skilled workers of tomorrow must come from the existing labour force. Finally, the service sector already accounts for 70% of total Canadian employment and is expected to rise in the future.

Even relatively low-paying employment is becoming more sophisticated and will require greater technical, numeracy and literacy skills.

2. A discussion paper identifying the training challenge and the problems faced by business.

Business is concerned that the call for increased government regulation of training activity may not result in the development of an efficient or effective means to increase the level of training.

Any 'compulsory' training scheme would be complex and costly and impose severe problems for small business. There is a real risk that government-legislated training schemes would merely encourage 'paper' training with incentives for tax purposes. That would increase the considerable amount of training 'already' provided by business.

Poaching has been identified as a major obstacle to training employees. However, a survey done by the CLMPC identified that workers receiving training tend to have greater loyalty to employers. While high turnover is frequently stated, this refers to youth, seasonal workers and multi employer occupations and is not reflective of the mature workforce.

A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

3. Broad principles to guide future approaches to labour market training.
 - The presently inadequate measures to address the enormous problem of literacy and other basic skills must be resolved. Improving the ability of the education infrastructure in this critical area, must be a top national 'training' priority.
 - Training must be a shared responsibility among employers, workers and society. It is recognised that costs associated with firm-specific training should belong to the employer.
 - Local business and worker representatives are much better positioned to identify relevant skill needs. Therefore a decentralized approach to design and delivery is supported.
4. Recommendations aimed at improving the current level of industry training.

STIMULATE corporate investment in training, including:

1. Corporate tax incentives for training.
2. Community based training initiatives.
3. Individual training accounts.
4. Programs to enhance the 'trainability' of youth.

STIMULATE individual investments in training including:

5. Registered skill development savings plan.
6. Opportunities for educational leave.
7. Severance pay/UI training exemptions.
8. Government training loans/loan guarantees.

FACILITATE the national training goals:

9. Create a National Advisory Council.
10. Establish a National Training Target.

A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

A LABOUR PERSPECTIVE

In responding to the Labour Force Development Strategy it was clear that business and labour were unable to agree on some fundamental issues such as structure, financing, and the need for a new national training policy.

Ken Georgetti, President, B.C. Federation of Labour, and a member of the CLMPC task force on Human Resource Planning, commented that,

"While there were differences of opinion, there was also an opportunity for extensive, healthy dialogue on issues of major concern. It was a successful process bringing together business and labour in a productive forum. Labour is keen to develop a similar opportunity here in B.C."

He commented too on the need to strengthen and develop a more active relationship between labour and education.

He made it clear that if post-secondary education saw a partnership with labour merely as the means to accessing government funding, labour would not be interested in pursuing such a relationship.

In order for public institutions to be responsive to the differing opinions between employers and workers it is important to understand the differing perspectives. Labour is concerned that the rapid changes affecting our future workforce are unknown and, at the very least, uncertain. This requires a broader kind of developmental training, focusing on continuous learning to help workers adjust to new technology and market changes.

Four principles underlie labour's demand for training:

- Training is a right for all workers.
- Training is a fundamental part of a job - workers must have access to training with full pay during work hours.
- Training is a tool which can remove the barriers and inequities facing certain sections of the labour force.

Input: Workers and unions must have the central role in determining the direction of training.

The labour perspective on training focuses on the training needs of employed workers.

A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

Labour is concerned that 'training' must be kept in perspective and while it is an important instrument of adjustment in the economy it is not, in itself, the solution to unemployment, re-structuring and the welfare of individual workers.

Adjustment policies must go far beyond training to include: relocation assistance; adequate bridging programs to early retirement and measures to maintain employment in declining industries and regions of high unemployment.

To capture the essence of labour's perspective on training the following is an overview of their **RECOMMENDATIONS**:

1. Education and training must offer the individual the right to develop their own talents and capabilities.
2. Training must be broadly based and developmental as opposed to narrowly company and job based.
3. Training should enhance the ability of workers to control work and the production.
4. Training should be an integral part of normal working life.
5. Training must be part of a comprehensive process of labour market planning.
6. Unions must have joint control over training.
7. Training of employed workers is the financial responsibility of employers.
8. Training should be a major vehicle for achieving social equity.
9. Delivery of training is a public responsibility.

Labour's view of the public education system is important.

It is felt that there exists a well developed system of community colleges, universities and vocational training institutions. With proper funding, they have the expertise necessary to expand to deal with the need for basic skill upgrading and higher levels of vocational training and retraining and the promotion of combined institutional and on-the-job training programs.

A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

Labour also suggests that companies and industrial sectors plan and arrange for delivery of a large part of their expanding needs through the public system. They oppose the withdrawal of government funds from the public sector to subsidize employers to provide narrow, uncertified and general short-term, on-the-job training.

Perceiving the current training system to be inadequate, labour stated clearly that the basis of a new system must be a defined obligation on employers to provide training for the current workforce.

A suggestion that has been much talked about, but not so far adopted, is an employer training tax or levy. This would require all employers, including governments, to spend a fixed percentage of payroll on worker education and training.

As made clear at the beginning of this paper there are many differences between labour and business and many difficult questions to solve. The labour movement is, however, encouraged that a process has finally been started.

A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

TASK FORCE #2 ON OLDER WORKERS

The focus of this task force was to concentrate on the role of government in promoting training and retraining for older workers (45 and older).

RECOMMENDATIONS:

1. Formal and permanent structures should be created to improve co-ordination between federal, provincial and territorial departments responsible for labour market programs.
2. A national survey of employment opportunities should be instituted to obtain current opportunities by region and occupation.
3. CEC's must regard counselling as a major priority.
4. CEC's must develop counselling services for older workers.
5. CEC's should play a much greater role in counselling older workers about to be laid off to identify re-employment problems.
6. Additional support should be given to the continuing employment option to new or expanding employers; to train and employ older workers recently laid off.
7. Displaced workers should not be subject to any waiting period for eligibility for CJS retraining programs.
8. Displaced workers should be designated a target group for labour market programming.
9. Firms and unions should be encouraged to establish workplace literacy programs. Public education institutions should play a major role in developing and implementing such programs.
10. Programs for illiterate older workers taking high school equivalent courses should be increased.
11. Government must provide increased funding for older workers to relocate.

A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

12. A more active role should be taken to educate employers on the benefits of keeping older workers on the job and identifying specific solutions, (i.e. phased retirement, part-time employment, flexible work schedules, voluntary job sharing, and compressed work weeks.)

TASK FORCE #3 ON UNEMPLOYMENT INSURANCE BENEFICIARIES

The task force that focused on UI beneficiaries made it clear from the outset that they did not support the use of UI funds for financing training costs.

RECOMMENDATIONS:

1. Training should be financed by other provincial or federal funds.
2. A federal-provincial Council of Ministers responsible for labour market issues should be established.
3. Basic skills training should be available to everyone with less than adequate literacy skills.
4. The federal government must commit to business and labour guidance regarding setting labour market goals and the delivery of programs.
5. The federal government must commit to reforming the decision making process in order that program delivery and design rest at the local level.
6. Counselling services should be available at the earliest period after notice of job loss. The cost should be borne by the employer as part of the economic adjustment.
7. The criterion for the CJS 'Job Development Program', requiring that clients be six months out of work, should be abolished.
8. The length and nature of training programs must be tailored to local needs. This may mean the supervision of local delivery by local labour market partners.

A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

9. The federal government must ensure all CEC offices, community based job counselling centres, and all educational institutions have access to 'easy to use', regularly updated federal and provincial program information.
10. CEC offices must improve the comprehensiveness of their job vacancy listings, forming linkages with appropriate community bodies to disseminate and gather information.
11. The federal government should explore a common system of data collection so that the effectiveness of programs and funding can be monitored on a continuing basis.

TASK FORCE #4 ON SOCIAL ASSISTANCE RECIPIENTS

A redesigned 'community based' delivery system for social assistance recipients has been suggested. The task force focused on recommendations as to how this might take shape with educational upgrading and skills training as the focus of the system.

The role of the federal government in SAR training as seen by the task force is quite different from its traditional role. It is anticipated that the CEC's will have no direct contact with SAR training at all.

Instead, some CEC staff will be transferred to Training Education Access Centres. This more community-based system is expected to be conducted under the Canadian Jobs Strategy.

RECOMMENDATIONS:

1. Both pre-employment and employment programs to which federal government contributes financing should provide marketable, transferable skills to individuals.
2. Greater use must be made of public education systems and community groups in delivering programming.

Public educational institutions and other community groups will be given greater responsibility to utilize their expertise in counselling and other services.

A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

3. Public institutions must commit to delivering programs to residents of rural and remote communities. In addition to traditional programs, the use of satellite television and computers must be expanded to provide alternative long distance educational opportunities.
4. Short-term pilot training programs that are financed by federal/provincial governments and that demonstrate effectiveness in providing marketable skills, must be provided with a longer term guarantee.
5. A full range of pre-employment and employment training programs including literacy, numeracy, French/English must be available and recognised as legitimate programs for funding.
6. Child care cost must be fully subsidized for social assistance recipients.
7. Individual allowances for transportation, clothing and other costs incurred during training programs must be adequately supported by the federal/provincial governments.
8. SAR's wishing to enrol in higher education courses must be allowed to maintain their social assistance in order to continue their education.
9. Training and Education Access Centres, funded by the federal government in each community and operating in conjunction with the local community college, in order to access mainstream training and employment programs for social assistance recipients should be created.
10. The Training and Education Access Centres (TEAC's) will make available a wide variety of information support services and opportunities for disadvantaged individuals, acting as a service broker for SAR clients.
11. Each TEAC will be directed by a steering committee representative of the local SAR community and staffed by community advocates with expertise regarding training opportunities.
12. The federal government should negotiate with each province a five year agreement for shared funding of TEAC's.

A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

13. Any national criteria set must be community-based, flexible, voluntary in nature and focused on integrating SAR's into mainstream programming.

TASK FORCE #5 ON APPRENTICESHIP:

Many of the problems of the private sector, provincial governments, and the federal government regarding apprenticeship stemmed from jurisdictional disputes and mutual suspicion between governments. In addition, business and labour gave very little meaningful input, and although many provinces have provincial apprenticeship boards they are often inactive.

RECOMMENDATIONS:

The main thrust of the recommendations in this area was a greater, more active involvement by business and labour including:

1. assisting in developing standards.
2. advising on volume of training that might meet future demands for specific occupations.
3. advising on appropriate changes needed in skill levels or training approaches for a particular occupation.
4. recommending ways of ensuring training completion and recording skill experience.
5. advising on appropriateness of pre-apprenticeship programs.
6. advising on expenditures of funds for journey upgrading and updating.
7. promote apprenticeship as a method of advanced education and training.
8. advising on the development of new apprenticeship programs.

Other recommendations were:

9. THAT Canadian Apprenticeship Board be appointed by business and labour.

A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

It is not clear at this point whether the federal government will support this recommendation to appoint a 'separate' board or whether it will be just one of the responsibilities of the National Training Board.

10. THAT Canadian Training Advisory Committees, occupation specific, be appointed to serve in both a developmental and advisory capacity.

Again it is not clear how such committees will fit with the proposed Local Training Boards or the suggested Training Education Access Centres.

11. THAT while governments continue to fund apprenticeship, funding be drawn from general revenue not unemployment insurance expenditures.
12. THAT apprenticeship and journeyman upgrading be identified as separate, ongoing, long term training programs with their own budgets.
13. THAT separate National Apprenticeship Training Agreements be negotiated between governments with the Canadian Apprenticeship Board playing an advisory role.
14. THAT mechanisms be put in place by CEIC for separate and timely payment of income support during class room training.

TASK FORCE #6 ON CO-OPERATIVE EDUCATION

The task force agreed that there should be an expansion of co-operative education as a means of facilitating the transition from school to work; work to school; unemployment to work; and the promotion of lifelong learning.

Co-operative education offers training programs which allow for maximum choice, flexibility, and the realization of labour market goals.

By encouraging employers, labour, educational institutions, learners and governments to design and deliver co-operative education programs, the needs of learners and the changing labour market will be better served.

A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

RECOMMENDATIONS:

1. Federal funding should continue to provide start-up funds for new programs. The federal role in supporting co-op should not include the ongoing operating cost of co-op educational institutions, this should remain a provincial responsibility.
2. Governments must place particular emphasis on proposals to assist young people in the transition from work to school.
3. Financial assistance should be made available to learners in regions offering limited opportunity who wish to participate in co-op programs outside of their communities.
4. The monitoring and evaluation of co-op programs must be a priority to ensure the programs are meeting their specified objectives.
5. The federal government should co-ordinate, with the provinces, territories, and other organizations, in providing a public awareness campaign to stress the broadly based benefits of co-op education and to break down some of the perceived barriers.
6. All educational institutions should explore the possibility of establishing co-op programs with or without federal seed money.
7. Employers and unions should make the placements of co-op learners an item for their collective bargaining agenda.
8. Educational institutions should establish advisory committees on co-operative education including employers, labour, educational institutions and the community.
9. Workers and their representatives must not suffer economic penalties while involved in co-operative education programs.

TASK FORCE #7 ON ENTRY-LEVEL PROGRAMS

In reviewing entry level programs it was found that options were too few, often badly conceived, poorly monitored, narrowly focused, poorly advertised, and inconsistently available. The recommendations therefore came from the need to address these issues.

A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

RECOMMENDATIONS:

1. All entry level training should be delivered in conjunction with public educational institutions. These institutions must co-operate fully with each other and their communities working closely with business, labour, community groups, etc.

The model of entry-level training proposed must explore both school-based and community-based options for the most appropriate training delivery in each case.

2. The provincial government should be given primary responsibility for entry-level training development and delivery. Funds should be provided based on national standards and segregated from other federal transfers. Funding would be subject to the following standards;
 - universality.
 - accessibility.
 - portability.
 - monitoring and evaluation.
 - equity.
 - public awareness.
 - partnerships.
3. A National Training Board should be established by business and labour, including community and educational institution participation.
4. Provinces should establish similar boards.
5. The federal government should promote the compatibility in criteria and portability of training.
6. Better information on employment opportunities in the form of an established survey is proposed, produced by CEIC and Statistics Canada.

A RESPONSE TO AND RECOMMENDATIONS FROM THE CANADIAN LABOUR MARKET PRODUCTIVITY CENTRE TO LFDS

In many respects community colleges in Ontario are also taking a wait-and-see approach. While details of LFDS remain obscure, there has been some assurance that the federal\provincial agreements for 1991\92 will not change significantly in their funding amounts. There are no new guidelines for the colleges, so there remains much speculation as to the broader implications of LFDS. The federal government will only comment that UI clients will be the main focus and that this may mean looking for a 'new' type of client under the present Canadian Jobs Strategy.

VI. A RESPONSE TO THE LABOUR FORCE DEVELOPMENT STRATEGY FROM ONTARIO

The community colleges remain sceptical of the Labour Force Strategy. There is a history of severe funding cut-backs under CJS and many private sector training bodies have emerged acquiring the funds that once went to the colleges. As well federal spending in Ontario under CJS has dropped 36% since 1985.

Roy McCutcheon, President of Seneca College, drew attention to the following problems associated with CJS;

Restrictive and burdensome criteria.

Bureaucratic, administrative applications.

Inadequacy of CJS to respond in a crisis (i.e. plant closure).

He reflected that his college could not spend much time on CJS/LFDS. It was entirely speculative, and represented a small portion of his budget.

It is not the intention of this report to delve too deeply into the 'Ontario perspective', but merely to give a glimpse of what is going on there. There are a number of reports that Ontario has produced recently, two of which include a review of the federal government's role regarding training and education. The two reports are extensive in their information and recommendations.

- 'People and Skills in the New Global Economy' a Premier's Council Report.
- Vision 2000; quality and opportunity, released by the Ontario Council of Regents.

Ontario has many more layers of bureaucracy B.C. Queens Park and Ottawa are geographically close together. However, federal\provincial relationships remain territorial and uncooperative.

Ontario has proposed the establishment of an 'Ontario Training Board' to oversee all labour market activities.

As with B.C. it remains to be seen whether this proposed structure fits in with the federal governments proposed national and regional structures.

A RESPONSE TO THE LABOUR FORCE DEVELOPMENT STRATEGY FROM ONTARIO

There exists across Ontario, a network of 57 community\industrial training committees. These community based groups are made up primarily of representatives from business and industry. It is expected that some of these local groups will be re-formed to represent the federal governments proposed 'Local Training Boards'.

There is no comparative structure within B.C. Therefore, when the federal government is looking to implement its new policy initiatives in B.C. it will become necessary to create a Local Training Board system. To become a pro-active partner in the new funding and planning, institutions in B.C. must become aggressive, creative partners now.

VII. RECOMMENDATIONS

I. EXECUTIVE SUMMARY

RECOMMENDATIONS WHICH REQUIRE IMMEDIATE ACTION TO FACILITATE THE EARLY AND EFFECTIVE INVOLVEMENT OF POST-SECONDARY INSTITUTIONS IN THE OVERALL CHANGING STRUCTURE OF EDUCATION IN B.C.

1. THAT POST-SECONDARY INSTITUTIONS WORK CLOSELY WITH THE PROPOSED REGIONAL EMPLOYMENT AND TRAINING COUNCIL.
2. THAT, CONCOMITANTLY, A SPOKESPERSON BE APPOINTED, REPRESENTING POST-SECONDARY INSTITUTIONS TO WORK WITH B.C.'s EMPLOYMENT AND TRAINING COUNCIL.
3. THAT A TASK FORCE, REPRESENTING ALL PUBLIC INSTITUTIONS, BE FORMED TO REVIEW THE IMPACT AND DIRECTION THAT THE NATIONAL, REGIONAL AND LOCAL TRAINING BOARDS WILL HAVE ON THE PUBLIC EDUCATION SYSTEM.

III. LABOUR FORCE DEVELOPMENT STRATEGY

1. THAT COLLEGES RESPOND TO BROAD WORKPLACE REQUIREMENTS PROVIDING: ANALYTICAL AND PROBLEM SOLVING SKILLS, FUNCTIONAL LITERACY, NUMERACY, TECHNOLOGICAL LITERACY AND COMMUNICATIONS AND INTERPERSONAL SKILLS.
2. THAT COLLEGES WORK WITH INDUSTRY TO DEVELOP NECESSARY TRAINING IN SPECIALIZED AREAS AS B.C.'S SCIENCE AND TECHNOLOGY BASE GROWS.
3. THAT THE FUTURE OF TRAINING DELIVERY BE A MODEL WHICH IS: TIME EFFECTIVE - - COST EFFECTIVE - - PLACE EFFECTIVE.

RECOMMENDATIONS (cont.)

4. THAT IN ORDER TO BE RESPONSIVE AND SUCCESSFUL IN THE RE-TRAINING OF OLDER WORKERS, EDUCATORS ACCURATELY ASSESS UNEMPLOYMENT AMONG OLDER WORKERS IN THEIR OWN AREAS AND, IN CONSULTATION WITH BUSINESS AND LABOUR, DESIGN PROGRAMS TO SPECIFICALLY ADDRESS THEIR NEEDS.
5. THAT COMMUNITY COLLEGES ASSIST WOMEN RETURNING TO THE WORKFORCE BY PROVIDING NOT ONLY TRAINING BUT SUPPORT FOR THE NECESSARY LINKAGES THAT MUST BE MADE IN COUNSELLING, DAY-CARE, TRANSPORTATION AND ASSISTANCE IN ORDER FOR WOMEN TO BE FULLY 'JOB READY'.
6. THAT COLLEGES SEE SELF-EMPLOYMENT AS A GROWING MARKET AND RESPOND TO THIS OPPORTUNITY BY OFFERING APPROPRIATE TRAINING AND ASSISTANCE.
7. THAT THE POST-SECONDARY EDUCATION SYSTEM IDENTIFY AND REMOVE SYSTEMIC BARRIERS THAT DISCOURAGE THE TRAINING OF ABORIGINAL PEOPLES. SUCH BARRIERS INCLUDE; ATTITUDES/POLICIES, LACK OF PROPER SUPPORT SERVICES AND INFLEXIBLE PROGRAM STRUCTURES.

CENTRAL TO THIS RECOMMENDATION IS THE INITIATION OF A PROCESS OF DIRECT CONSULTATION WITH THE NATIVE COMMUNITY.

IV. PERSPECTIVES

1. THAT POST-SECONDARY INSTITUTIONS EXAMINE THEIR MISSION STATEMENTS AS RELATED TO COMMUNITY SERVICE. THEIR PROJECTED STRATEGIES MUST BE UPDATED TO REFLECT AND MATCH THE ECONOMIC DEVELOPMENT NEEDS OF THEIR SERVICE REGION.
2. THAT POST-SECONDARY INSTITUTIONS GIVE PRIORITY TO THE RESPONSIVENESS AND FLEXIBILITY OF TRAINING DELIVERY. A MAJOR FACTOR IN THIS WILL BE STRENGTHENED PARTNERSHIPS WITH BUSINESS AND INDUSTRY.

RECOMMENDATIONS (cont.)

3. THAT COMMUNITY BASED OR SECTORAL BASED INITIATIVES BE SUPPORTED BY GOVERNMENT/BUSINESS/LABOUR. COLLEGES SHOULD ACTIVELY PARTICIPATE IN SUPPORTING AND EXPANDING THIS APPROACH TO TRAINING BY:
 - a. REFORMING AND EXPANDING EXISTING PARTNERSHIPS WITH INDUSTRY AND LABOUR (ie. college program advisory committees and other joint programs).
 - b. ASSIST BUSINESS AND INDUSTRY IN NEEDS ASSESSMENT ACTIVITIES, AND BE WILLING TO RESPOND IMMEDIATELY AND APPROPRIATELY.
 - c. ENCOURAGE AND SUPPORT TRAINING PARTNERSHIPS BETWEEN GROUPS OF EMPLOYERS AND WORKERS FROM VARIOUS INDUSTRY SECTORS.
4. THAT PLANNING, RESEARCH AND HUMAN RESOURCE DEVELOPMENT BE SEEN AS A PRIORITY TO ENABLE PSI'S TO ADAPT TO A CHANGING EDUCATIONAL ENVIRONMENT. NEW AVENUES OF FUNDING FOR USE IN THIS AREA MUST BE EXPLORED (i.e. LFDS).
5. THAT POST-SECONDARY INSTITUTIONS DEVELOP THEIR OWN DEVELOPMENT STRATEGY LINKING TO AN OVERALL COMMUNITY OR PROVINCIAL STRATEGY DEPENDING ON THEIR MANDATE.
6. THAT POST-SECONDARY INSTITUTIONS ENCOURAGE BUSINESS AND LABOUR TO CHAIR AND LEAD ALL INDUSTRY/EDUCATION COMMITTEES INVOLVED WITH COLLEGES. PROGRAM ADVISORY COMMITTEES MUST BE EXPECTED TO PLAY A MAJOR ROLE IN ADVISING FACULTY REGARDING COURSE OUTLINE AND DELIVERY ETC.
7. THAT PSI'S SHOULD ASCERTAIN THE RESEARCH, PLANNING AND HUMAN RESOURCE DEVELOPMENT ACTIVITIES THAT MIGHT BENEFIT THE SYSTEM THROUGH A CO-ORDINATED CENTRALIZED APPROACH.

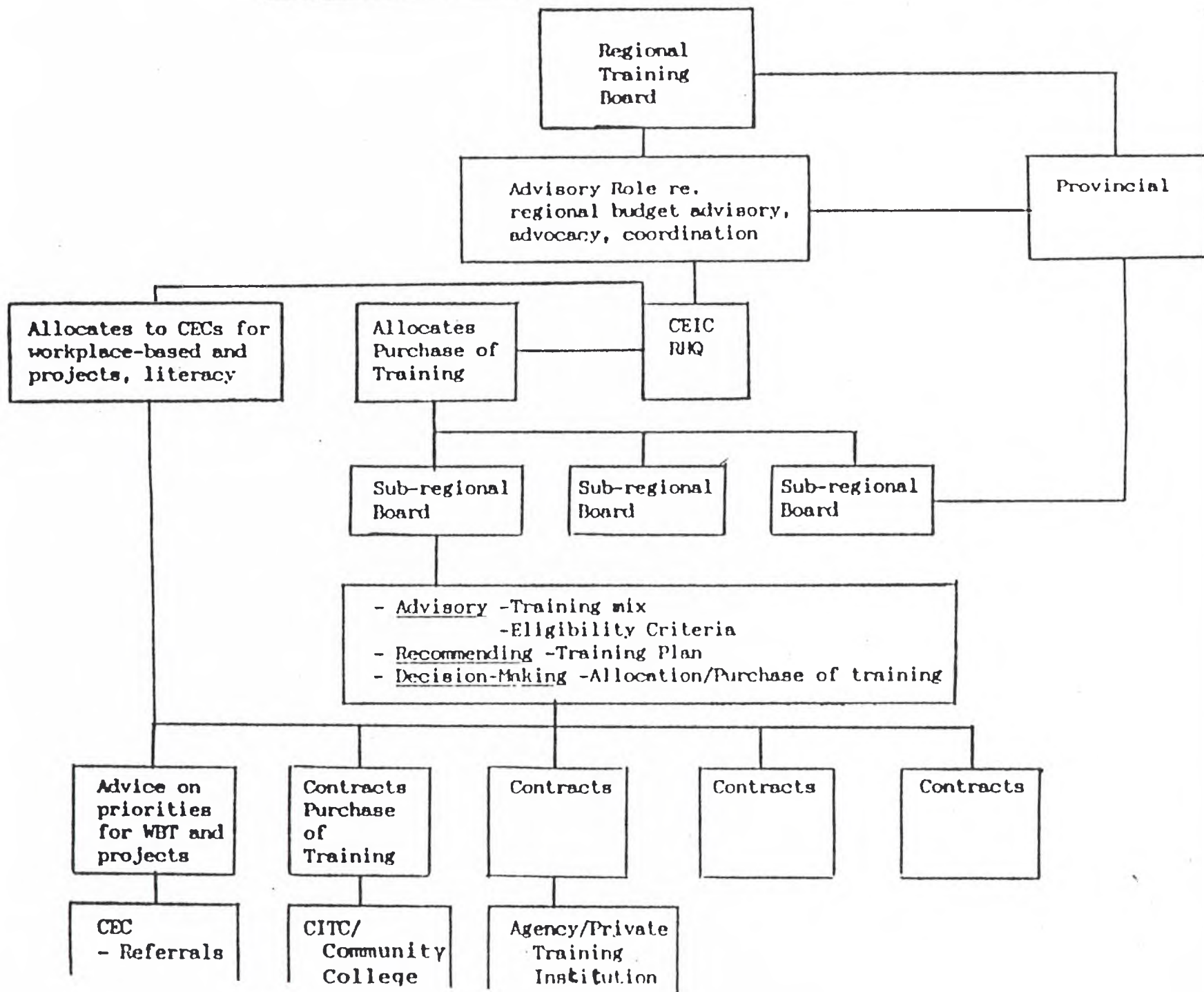
RECOMMENDATIONS (cont.)

For example - bringing together existing expertise, e.g. Camosun College curriculum development department, as well as college Industrial Training Departments. The Open Learning Agency has extensive experience in this area.

8. THAT GUIDELINES BE IMPLEMENTED WHICH REQUIRE FACULTY TO HAVE UP TO DATE KNOWLEDGE AND EXPERTISE OF JOB TRAINING REQUIREMENTS. FOR EXAMPLE AN INDUSTRY/EDUCATION EXCHANGE PRODUCING TOP QUALITY PROGRAMS DELIVERED BY TOP QUALITY STAFF.
9. THAT POST-SECONDARY INSTITUTIONS CREATE A PROVINCE WIDE NETWORK IDENTIFYING TRAINING NEEDS AND THE RESPONSE OF EDUCATION, EVOLVING INTO A 'TRAINING STRATEGY' FOR FUTURE DIRECTION.
10. THAT FLEXIBLE HIGHER EDUCATION PROGRAMS BE DEVELOPED TO ENABLE ADULTS TO MOVE IN AND OUT OF PROGRAMS WHILE ACQUIRING NEW KNOWLEDGE AND NEW SKILLS TO ALLOW FOR:
 - ACCUMULATION OF CREDITS
 - RECOGNISABLE CERTIFICATION
 - CREDIT TRANSFER.

Possible Training Boards Structures for Ontario
and Flow of CEIC Funding

Discussion
DRAFT



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Please note: Although this list is incomplete, I would like to thank all these people, many of whom I met with in B.C., Ottawa, Toronto and Hamilton, for their support and contribution to this study.

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