

Labour Education and Training Research Network



York University

Centre for Research on Work and Society

Suite 276, York Lanes Bldg
York University
4700 Keele Street
North York, Ontario
M3J 1P3
Canada

Tel: (416) 736-5612
Fax: (416) 736-5916

What's Happening With Training in New Brunswick?

by

*Joan McFarland and
Abdella Abdou
St. Thomas University*

What's Happening With Training in New Brunswick¹

On December 13, 1996, New Brunswick was the second province- a few weeks after Alberta- to sign a devolution agreement with Ottawa.² This means the transfer of most of the training programs from the federal to provincial level fulfilling Chretien's promise for the federal government to withdraw from the supply side of the labour market by the year 2000.³

Since the 1970's, the federal government had been the major player in the area of labour force training. The province was involved in various joint programs with the federal government- eg. for income assistance recipients and in the operation of the community college system where most of the training purchased by the federal government took place. But also, the province had developed a number of its own programs, mostly job placement training programs funded through the employer.

In the summer previous to devolution, a major shift in training policy took place in Canada. That was when, on July 1, 1996, changes to the Unemployment Insurance Act came into effect. The new Employment Insurance Act ends the block purchase of seats policy whereby the federal government would pay for the retraining, including tuition and living costs, of an unemployed person while they were on unemployment insurance and for an extended period until their training was complete.⁴ Under the new Employment Act, in the place of the purchase of seats is the Skills, Loans and Grants (SLG) program. Under SLG, a person who is or has been on unemployment insurance during the previous three years (or five years for a woman who has been on maternity leave)- a so-called "reach back client"- can apply for a combination of loan and grant in order to take training.

All in all, training in New Brunswick is going through a massive change. There is, on the one hand, with the CHST(Canada Health and Social Transfer), cuts in federal transfers and, on the other hand, this conjuncture of drastic policy change and the reconfiguration of the delivery system.

This paper will look at the training industry in New Brunswick, examining the three sectors: public, commercial and communal/associative from the early 1980's to the present. The date of devolution will be used as a benchmark and special attention will be paid to the changes occurring after devolution. There is no attempt at analysis in the paper. Simply the question of "what's happening" is addressed.

The definition of training adopted here is that of 'job-related education and training'- that is "any educational or training activities taken for the development or upgrading of skills to be used in a present or future career employment position."⁵ There is a lack of consistency in the literature on the definition of training used. For example, a quite different definition of training is used in the 1997 study done by Statistics Canada for HRDC entitled Adult Education and Training in Canada. In that study, adopting a UNESCO approach, full-time students are excluded from consideration unless they are sponsored by an employer.⁶ In contrast, in the present study, virtually all of the training considered is that of full-time students.

Since there is virtually no published work available on training in New Brunswick, the information presented in this study comes from interviews with training providers in the industry and the documents that they were able to provide. Some thirty plus interviews were conducted with officials in the federal and provincial governments, the community colleges, private trainers and the community and labour sectors. Most of these took place over the summer of 1997 and in the spring of 1998.

The Public Sector

The Role of the Federal Government in Training in New Brunswick

The federal government's role in training developed in the early 1980's with the passing of the National Training Act in 1976. The goal of the National Training Act was to produce more skilled workers in Canada.⁷ Canada Manpower, as the department was called then, purchased training seats from the province and made them available to unemployment insurance recipients. Canada Manpower worked with the community colleges which were the primary providers of seats and with the provincial Department of Labour to determine the number of seats to be made available. Between 1978 and 1988, the federal government spent from a high of \$34-35 million to a low of \$14 million annually in New Brunswick on the purchase of such seats.⁸ Payment was on a per diem basis, exclusive of income support, only covered academic upgrading that was required for the job and available only to adults- defined as one year beyond school leaving age or out of school for at least one year.

The Canadian Jobs Strategy which came into effect in 1985 was designed to be a more client-centered approach.⁹ It gave the individual the right to select the training provider. This led to competition for the community college and attracted a lot of private and community training providers. Unemployment insurance benefits could be extended to 156 weeks under the program. Also a wide range of potential workers were targeted for the program- eg entry (mostly youth) and re-entry (women) each had their own programs under the CJS. The support participants received included tuition, daycare, transportation and some income top-ups.

In 1989, under the Labour Force Development Strategy, the Unemployment Act was changed such that benefits were cut. The "savings" from the benefit cuts (\$800 million) were put into training.¹⁰ This greatly reduced if not effectively ended expenditures on training from consolidated revenue.

The LFDS also involved the establishment of the Canadian Labour Force Development Board- touted as the main federal labour market institution. There were also meant to be labour force development boards at the provincial levels. New Brunswick has one of the two existent ones left across the country.¹¹ It also provided for the establishment of sectoral councils- "bipartate bodies composed of the representatives of unions and companies involved in a certain industry or service sector."¹²

The federal government was involved with several training programs for social assistance recipients. These included the so-called SAR (Social Assistance Recipient) agreements and NB Works. These will be described below under the discussion of the provincial government's involvement in training.

The Role of the Provincial Government in Training

At the provincial level, the Department of Advanced Education and Labour (DAEL) is taking the lead role in training with Human Resources Development New Brunswick playing a lesser role.

The Department of Economic Development and Tourism plays an important role in terms of philosophy and its support of entrepreneurial initiatives.

Department of Advanced Education and Training

The present Department of Advanced Education and Labour and the community college system which is part of it, have undergone many transformations since the mid-seventies. Originally there were two technical institutions and three trade schools under the vocational branch of the Department of Education.¹³ From the 1975 Community Colleges Act, trade schools were made into a crown corporations with seven regional boards. In 1980, the crown corporation was terminated and a Department of Continuing Education created. By 1986, the regional boards had been repealed and in 1988, the act was changed to the Adult Education and Training Act with a mandate that covered all post-secondary non-university education. In 1991, the Department of Adult Education and Training was merged with the Department of Labour to become the Department of Advanced Education and Labour.¹⁴ Just as this paper is being completed, under the new Theriault government, the departments have been split again with Advanced Education becoming part of a new mega Department of Education.

The community college system

In 1997, the community college system has ten campuses- five Anglophone and four Francophone. The tenth "campus" is a school of craft and design in Fredericton. Five diploma nursing schools, which were previously part of the system, were closed in December 1996. Program planning in the system is very centralized operating under an assistant deputy minister in the Department of Advanced Education and Labour. The community colleges offer programs ranging from trades to academic upgrading to apprenticeship to journalism to technology. Only recently have the community colleges offered any university credited academic courses.¹⁵ For example, St. Thomas University and the Woodstock campus are jointly offering a journalism program and St. Thomas and the Miramichi campus are offering a criminology program.

The 1993 provincial Commission on Excellence in Education found the community college system wanting in terms of flexibility, responsiveness to community needs and accessibility and recommended that it become a crown corporation separate from Advanced Education and Labour.¹⁶ In response to these recommendations, 400 new places in the community college system were announced¹⁷. Then in April 1996 the community college system was made into a Special Operating Agency within Advanced Education and Labour.¹⁸ This latter change in status gave the colleges more flexibility with regard to the revenues they generated.

Trends in enrolment at NBCC

Data provided by DAEL for the period 1985 to 1997 show striking changes in provisions of training and enrolment in the community colleges. As would be expected, changes are evident in the sponsorship of training over the period. (See Table 1 and Figure 1, Appendix 1.) From peaks in CEIC sponsorship in 1986-87 (38.9% of all enrolment) and 1990-91 (of 34.1%), such sponsorship has virtually disappeared in 1997-98 (to 2.5%). Industry sponsorship has not been significant over the period with lows of 0 and 2.9% in 1984-85 and 1985-86 and a high of 11.2% in 1996-97 (dropping back to 1.7% in 1997-98 although this may be due to incomplete information for that year.)

The categories, regular and non-regular training, give information on the extent of contract training- denoted as non-regular. (See Table 2 and Figure 2, Appendix 1.) Non-regular training peaked in 1989-90 at 55.6% of all training. By 1996-97, the ratio of regular and non-regular training was 50/50. The pattern of on-site (offered at college facilities) and off-site (offered outside of college facilities) probably represents two different phenomenon. When off-site training peaked in 1989-90, this was probably the outcome of increased contract training associated with the Canadian Jobs Strategy. A 1996-97 peak probably represents the increased use of distance training at the colleges.

From a very modest enrolment in the community colleges in 1985-86, total enrolment grew and peaked in 1989-90, reached another low in 1992-93 and has been picking up somewhat since. (See Table 3 and Figure 3, Appendix 1.) It stood at 16368 for the system as a whole in 1996-97. Enrolment at the colleges is virtually all full-time. (See Table 4 and Figure 4, Appendix 1.) Part-time enrolment has not been above 3.9% of total enrolment in any year and is presently at less than 2%.

Both the size and growth of enrolment at the various campuses differ. (See Table 5 and Figure 5, Appendix 1.) The enrolment at two of the largest colleges, Saint John and Moncton, peaked around 1990, reaching enrolments of at the level of 3500 and since has declined to present enrolments at the 2500 level. On the other hand, enrolment at Miramichi mushroomed from 1876 in 1995-96 to 3116 in 1996-97. The enrolment at some of the smaller colleges (e.g. enrolment around 1000)- eg. Woodstock, St. Andrews and Edmundston peaked around 1990. Enrolments at the biggest college, Bathurst, peaked with enrolment of 4609 in 1995-96. At Campbelton, another of the smaller colleges, the peak in enrolment was in 1993-94 while Dieppe has experienced modest but steady growth over the period to an enrolment of 981 in 1996-97.

Over the period, while enrolment in the English programs decreased from 61.7% to 50.5% of the total, the percentage of enrolment in the French programs increased from 34.0% to 47.7%. (See Table 6 and Figure 6, Appendix 1.) The male/female ratio in enrolment, except for the first year, hovers in the 60/40% range with a slightly declining proportion of females over the last three years. (See Table 7 and Figure 7, Appendix 1.)

The gender pattern of enrolment is interesting. (See Tables 8 and Figures 8.1- 8.9, Appendix 1.) There are male and female dominated programs. There have also been dramatic shifts from female to male domination and vice versa over the 1985-97 period. Table 8.2 in Appendix 1 shows the average male/female gender ratios over the period. Apprenticeship sticks out as being 97.2% male. Upgrading (occupational upgrading) and technology also have high proportions of males: 81.86% and 68.72% respectively. The technical, academic upgrading, pre-employment, special and job readiness programs have had somewhat equal male/female proportions on average. (See definitions of the programs under Table 8 in Appendix 1.) Only the second language program has had a predominantly female enrolment.

However, the average figures conceal the variation in patterns of gender enrolment in the programs. Male dominance in apprenticeship has remained steady over the period. Female dominance in second language has increased over the period while the male and female percentages have converged in the technical program. In several programs, there have been dramatic switches in male/female dominance. In academic upgrading and pre-employment, there have been such switches from male to female dominated enrolment. The former switch may be explained by the NB Works program which had almost solely female participants. In the special category, there has been a dramatic shift from female to male dominated enrolment. This suggests something about the change in nature from the Canadian Jobs Strategy to the Labour Force Development Strategy, the latter paying far less attention to equity groups. Job readiness, a small program in terms of total enrolment, had been a female dominated program but has not been offered in New Brunswick since 1994.

The change in the age distribution of students is quite dramatic. (See Table 9 and Figure 9, Appendix 1.) The dominance of the 30-34 year old age group in the 1980's has been replaced by that of the 20-24 year age group in the 1990's. This latter group has been virtually non-existent in enrolments in the earlier period.

There have been dramatic changes in enrolment patterns in term of programs. (See Table 10 and Figure 10, Appendix 1.) In the early years, the greatest numbers were in "special" programs and pre-employment. Academic upgrading was third in importance in terms of enrolment. In recent years, academic upgrading has the largest enrolment followed by technology. Next in enrolment is pre-employment. "Special" programs rank fourth presently.

When asked in an interview about significant changes in the system in the last five years, community college officials offered the following. There have been new frameworks of operating: specifically the new Special Operating Agency status, the Employment Insurance changes and devolution. There have also been new thrusts into international programs, co-op education, distance education, partnerships and quality standards.

Their Special Operating Agency status as of 1996 has meant that the colleges are not only more accountable than before but also they now have access to some of the revenues that they generate. The way that it is working is that 75% of funding is provided by DAEL while the colleges must

raise the remaining 25%. Any excess is kept by the ten colleges as a whole. The colleges can also keep 25% of the tuition from new programs, all of the revenue from new short-term (less than 30 hour) courses that they put on and other projects that they undertake such as walk-in bookstores etc. The college administrators meet regularly as a group under this new arrangement.

Initiatives that lend themselves to this new approach would include international programs that the colleges have, in fact, been involved in since the late 1980's. These projects, mostly funded through CIDA via the Association of Community Colleges in Canada are in countries such as Jordan, China, India and the Philippines. Some projects involve putting on training programs overseas, while others involve exchanges with New Brunswick instructors and/or students. Still others involve online materials for those markets. One project is being done in conjunction with a Quebec CEJEP.

Co-op programs have also been taking place since the late 1980's. One campus, in particular, offers four such programs which include paid work terms. Put on a four month block basis, the program claims a high placement rate. However, with the mushrooming of co-op programs by high schools, universities etc., it becomes more and more of a challenge for the program to find the work-term places.

A more recent thrust has been the move into distance education. For example, the 72 week DENA (Distance Education for Nursing Assistants) program recently (April 1998) won a Conference Board of Canada excellence in education award. The program was produced as a partnership between Fundy Communications (the NB cable company), the Association of Nursing Homes, Tele-education NB (part of DAEL) and the Saint John Community College. The first GED online course was produced at the same campus and has been selling in northeastern United States.

Partnering, as in the DENA project, has become a prominent feature of new community college programs. A recent well publicized one has been the BITS (business information technology specialists) course. Not part of the regular program, it involves Fundy Computer (a relatively small IT company), DMR (a large IT company), MIT (an IT company formerly owned by Irving but recently sold to Bruncor, the holding company for NBTel), NBTel and the community college at Saint John. The first two companies, which are IT companies, provide work terms. MIT provides bursaries while NBTel is the sponsor for the program. According to college officials, the partnership is not defined in any written agreement.

A quite recent thrust has been working towards ISO 9000 quality certification for the whole college system. This will involve a service guarantee to students in instruction, reception, field services and student services.

A final new aspect has been the Employment Insurance changes and devolution. Although the full impact has not been felt yet, the end of the federal government's purchase of training seats is anticipated to have a very significant effect on enrolments. The loan portion of the SLG program

will discourage the unemployed from seeking community college training. In addition, the colleges will lose the funds for the purchase of equipment that these block funds have provided.

These latter factors will greatly heighten competition between the private colleges and the community colleges. On the one hand, private colleges have the advantage of three or four intake points in a year whereas there is only one for regular programs at the community colleges. In addition, prospective students seem attracted to the ‘preparation for certification’ approach taken by many of the private colleges. On the other hand, the colleges claim that the certification approach offers a less generic type of training than that offered by the community colleges. The colleges say that the generic training they offer is likely to have a longer shelf life. In addition, the tuition charged by the community colleges- at least for their regular courses- is considerably less than that at the private colleges.

The Apprenticeship and Certification of Qualification program

Apprenticeship, described as training in high skill occupations,¹⁹ was established in Canada after World War II. It has been primarily a provincial responsibility. In New Brunswick, it was under the Department of Labour. It is now under the Department of Advanced Education and Labour, the outcome of the merger of the Department of Labour and Adult Education and Training in 1991.²⁰

Under the system in place, there are 71 designated occupations and 9 compulsory occupations.²¹ A designated occupation is one deemed appropriate for apprenticeship and/or certification. A compulsory occupation is one in which the employer can only engage someone who has received certification from the system. There are four ways to gain certification: through apprenticeship (on-the-job and course work and an examination), through certification only (based on experience and the examination), through recognition of non-New Brunswick certification or through a “letter of authenticity” (a grandfather clause).²²

Although administered by the provincial government, up until devolution, the federal government played a very important role in the program in its funding of training seats. In 1994, when the original Labour Force Development Agreement expired, funding was extended but only for approximately half the number of seats as before. With devolution, such funding has been withdrawn and individuals must go through the SLG program administered by the apprenticeship section of DAEL. Also, apprentices now pay a \$200 tuition fee when they go for the course work portion of their training- the average duration being six weeks per year for four years. They may collect EI while they are on course work with the “lay-off of convenience” provision under the EI Act, except for the first two weeks.

In 1991, the NB Apprenticeship and Occupational Certification Board had been given the responsibility to look “into the apprenticeship system and quality of its product.”²³ All of the various stakeholders were consulted. The report’s recommendations included establishing a relevant mandate, restructuring to provide independence for the “purchasers and monitors of

training” (apprenticeship) versus the “providers of training” (NBCC system) and building responsive and inclusive processes.²⁴ It also addresses the issues of “openness of access and entry to training, quality of content, current delivery methods (along with alternative delivery approaches, instructional techniques and tools) and the professional development of instructors.²⁵

The industry (defined as employers and labour) issued a response to the Board’s report dated Mar. 23, 1993.²⁶ They particularly emphasized the need for the marketing of apprenticeship, a responsibility they felt should be undertaken by government.

The 1993 Excellence in Education report called for a major overhaul of the apprenticeship system in New Brunswick.²⁷ Its critique included the system’s failure to respond to the needs of emerging industries, the failure of schools to present apprenticeable trades and occupations as a valid career option, the lack of sufficient seats for pre-employment training in community colleges, insufficient scrutiny of apprenticeship-training content on the job, no criteria to ensure that journeymen to whom apprentices are indentured are qualified to train and supervise properly, no standards of achievement except as evidenced by the certification exam and the fact that the system is neither adapted nor responsive to realities of today’s diversified workforce.²⁸ The report called for a major overhaul of the system involving modernization, inclusiveness and standards and quality control.²⁹

On Nov 1, 1997, amendments to the Apprenticeship and Occupational Certification Act were proclaimed. Referred to as a basic “deregulation” of the act, the changes include a simplified process of making changes to the act (e.g. changes in occupational titles and descriptions), reciprocal mechanisms to recognize international certification, mechanisms to deal with interprovincial issues, twelve new designated occupations, the requirement for a contract between employer and apprentice, the removal of a pay scale for apprentices, an increase in fees for the apprenticeship/certification process, e.g from \$15 to \$250 fee for the certification examination and an increase in the exam passing grade from 65% to 70%.³⁰

Under the amended act, Joint Apprenticeship and Training Committees (JATCs) are recognized.³¹ These committees, most often union committees, organize apprentice training when a single employer is not able to cover all of the training areas required. There are four or five such committees operating in New Brunswick at present. For example, some 1200 plus mechanical contractor apprentices are indentured under the United Association/Mechanical Contractors union.³² JATCs has been operating in New Brunswick for the last five years or so but are only recognized officially in the amended act.

One of the current major issues in apprenticeship, in addition to the funding issue, involves declining registrations. (See Table 11 and Figure 11, Appendix 1.) The number of apprentices registered reached a peak 4712 in 1990-91. There has been a steady decline since then with only 3205 apprentices registered in 1996-97.

There has been a corresponding decrease in enrolments in the course work portion of the apprenticeship program, which up until lately was almost exclusively undertaken at one of the community college campuses. (See Table 12 and Figure 12, Appendix 1.) Enrolment reached a peak of 3184 in 1991-92 and was down to 1509 in 1996-97. The reasons suggested for the decline include funding cuts, the poor economy- apprentices not being taken on by employers and apprenticeship not being considered “the flavour of the day” by either governments, schools or potential participants.³³

Another major issue is the under representation of designated equity groups, especially women. It is both a serious and longstanding problem in apprenticeship. In the 1985-86 to 1996-97 period in New Brunswick, the proportion of females has varied from 0% in 1985-86 to a high of 2.90% in 1988-89. In statistics done three or four years ago, with trades such as cook and barber removed, the proportion of females does not exceed 1% over the period.³⁴

Many reasons have been cited for this great gender disparity which exists, although to a slightly lesser extent, all over Canada. The Canadian Labour Force Development Board Report on Apprenticeship cites, as reasons for this disparity, societal barriers including industry reliance on traditional labour markets for apprentice candidates, hiring practices that reduce the changes for equity member to apply, lack of appropriate counselling, lack of preparatory training courses and work that is stereotyped by gender and physical ability.³⁵ The NB Excellence in Education report identifies problems starting with the terminology used in the system to the problems of mobility, childcare, lack of information on trades and skilled occupations and lack of role models and support.³⁶

Another issue of concern is the question of whether the apprenticeship system is “industry driven” or “government driven” and which of the two is preferable. In the Report of NB Apprenticeship and Occupational Certification Board, apprenticeship is defined as “industry driven”:

It works because it is industry driven with a four way partnership combining industry/employer, apprentice and two levels of government (Provincial and Federal), all committed to training highly qualified trades workers.³⁷

Making the claim that “during recent years private training has expanded to the point where employers and organized labour are the most significant sources of work skills training and are spending billions of dollars for training purposes”, the report advocates that industry, organized labour and employees take greater responsibility for apprenticeship training including increased privatization of it- both on the job and by private trainers.³⁸

In the stakeholder response to the Board's report, where industry is defined as employer and worker, an even stronger 'industry driven' statement is made:

Apprenticeship can be perceived as being industry driven for a significant component of apprentice training is done in, for and by industry. Therefore, industry should not only take major responsibility for apprenticeship training but also be held accountable for following the policies and meeting standards established.³⁹

In the Excellence in Education report, the commissioners heard from one respondent that the system had moved from one that is essentially industry driven to one that is government driven- that "industry is no longer significantly involved and is not taking any real responsibility for the system."⁴⁰

In the interviews, concern was expressed by some in government and the community college that taxpayers' dollars are being used and sometimes wasted in providing training for a specific company. A company may quite directly dictate the content of the course.

Some new directions are taking place in apprenticeship in New Brunswick to recover from "the doldrums" it seems to be in.⁴¹ The new directions include: marketing apprenticeship more effectively, increasing the flexibility of the course work portion of the training by making it possible for apprentices to study in the evenings and weekends with on-line courses etc. and to expand the number of designated occupations under apprenticeship/qualification certification to bring in new occupations and, in addition, a new type of participant producing a much better gender and other equity group balance in the area.⁴²

These new thrusts are reflected in the new mission statement adopted by the DAEL apprenticeship branch:

To identify and provide quality apprenticeship and lifelong skills development and certification opportunities in current and future designated occupations that are standardized, modern and relevant to the needs of industries, workers and other clients, in order to contribute to the economic and social enhancement of New Brunswick.⁴³

Other programs related to training in the Department of Advanced Education and Labour

The Department of Advanced Education and Labour is also involved in the Community Academic Service Program (CASP)- a community based early academic upgrading program for adult learners. The program is under the direction of the Minister of State for Literacy. Literacy N.B. Inc., a private sector charitable organization, "plays a significant role in the funding" of the organization.⁴⁴ The courses are free of charge to participants.

The Department also offers a number of employment programs. Only one of them, Skills, might be considered to have a training component. It is described as “paying the wages for clients from target groups to obtain work experience and maintain skills through temporary placements in the public, municipal and non-profit sectors”.⁴⁵

The Department was also involved, from 1992-96, in the NBWorks initiative (to be discussed in the next section) with HRDC and HRDNB. It is still involved in the NB Job Corps initiative with HRDC- a 26 week guaranteed employment program for unemployed people as part of a contractual arrangement for receiving income support.⁴⁶

DAEL also administers the Private Occupational Training Act, formerly the Trade Schools Act. Since 1992, private trainers in New Brunswick have registered under these Acts. A discussion of this aspect will follow in the section of the paper on the commercial sector.
Human Resources Development New Brunswick

Since 1985, Human Resources Development New Brunswick, formerly the Department of Income Assistance, has played a role in training. Previous to 1985 and the Employment Enhanceability Agreement, there was no opportunity for training for a person on income assistance. The approach was passive income support. The Employment Enhanceability Agreement, or SAR Agreement as it is more frequently known, was financed on a 50/50 basis with the federal government.⁴⁷ The New Brunswick program was called Focus. It encouraged income assistance recipients to participate in Canadian Jobs Strategy programs while allowing them to stay on income assistance. The programming by Employment and Immigration Canada and the Department of Income Assistance was delivered separately but co-ordinated to avoid overlap and duplication..

In 1992, the \$177 million pilot project, NB Works was begun. It was jointly funded and administered by EIC (HRDC), HRDNB and Advanced Education and Labour. NB Works involved a three year training and employment placement program for income assistance recipients, specifically heads of single parent families with less than a grade 12 education. Three cohorts of 1000 participants were admitted between 1992 and 1994.⁴⁸ The program consisted of job experience, academic upgrading and skills training. After the job experience segment, participants went onto Unemployment Insurance. The Department of Income Assistance provided the case management as well as top-ups to income support and transportation and daycare allowances as required.⁴⁹

In the spring of 1996, with NB Works winding up, a new program was introduced called Jobs Plus. This program, a sole provincial initiative, involves only temporary placement not training. And whereas the NB Works program came with a tremendous amount of hype- even having its own publicity office. In contrast, as a secret inter-office memo obtained by the media shows, Jobs Plus, deliberately, was not discussed publicly at all.⁵⁰

Provincial Changes under Devolution

The Labour Market Development Agreement came into effect April 1, 1997. It was a provisional agreement for the first three years but has been extended to five years. Under it, the province agrees to provide five types of employment “benefits”- some old and some new. These include Partners, a wage subsidy program for EI recipients; earnings supplements; an entrepreneur and self-employment program; job creation partnerships; and the Skills, Loans and Grants program. Planned expenditures for 1998-99 are given in Table 1 below.

The province also agrees to put in place certain categories of employment “measures”. These are: adjustment services initiatives, employment assistance services and research and innovation. The province, specifically DAEL, will have \$224 million transferred to it- \$66.4 million in 1997-98, \$73.1 million in 1998-99 and \$83.5 million in 1999-2000 to cover “the cost of (these) NB provincial benefits and measures”.⁵¹ In addition, 170 full-time equivalent positions are to be transferred to the province involving an \$8.4 million transfer of funds annually.⁵² In return, New Brunswick has agreed to certain targets: namely that 65% of EI clients participating in employment benefits will be active EI claimants and that 7947 EI clients will find employment leading to a \$25.86 million savings to the EI account.⁵³

The Re-organization

The \$73.1 million being transferred to Advanced Education and Labour in 1998-99 almost doubles the budget of the department. Specifically, \$80.9 million is allocated to “Labour Market Development”, a new budget category, out of a total departmental budget of \$210 million.⁵⁴

Advanced Education and Labour and HRDNB jointly will be handling the Skills, Loans and Grants program under the revised Employment Insurance Act. HRDNB does the case management and DAEL issues the cheques. Under the program, each applicant is considered separately on a casework basis. The goal is for recipients “to find a job with sustainable earnings within a three year threshold.”⁵⁵

NB officials have chosen a “selective investment” approach to the distribution of SLG funds. It will be based on a maximum annual loan portion of \$3500- based on what the average student could realistically be expected to be able to pay back. The remainder of the funds would be in the form of a grant. Thus a student needing only \$3500 would get it totally in the form of a loan while a student going to an institution with a much higher tuition needing \$24000 would get \$3500 in loan and \$20500 in grant.⁵⁶

As it has turned out, the province has not, since the program began on April 1, 1997, been able to find a bank to underwrite the loan portion of SLG. Apparently all successful applicants thus far have been awarded the funds totally in the form of grants. Given this, there is an understandable concern that the allocated funds may not last for the full fiscal year.⁵⁷

None of the money transferred under the Agreement will go to HRDNCB. In fact, that department's Training and Educational Opportunities budget estimate remains at a constant level (\$7.8 million) through 1997-98 and 1998-99.⁵⁸ Given that the rest of HRDNCB's budget does increase during that period, the Training and Educational Opportunities budget is falling relatively.

Promoted as increasing the efficiency of delivery and cutting down on the duplication of services, combined Service Centres staffed with employment counsellors and case managers similar to the Alberta model are planned. There are to be twenty-two single window- "one stop shopping"-centres across the province. It is anticipated that segregated caseloads between HRDNCB and DAEL will be maintained in the foreseeable future given separate computer systems and accountabilities.⁵⁹

Recent changes in the community college system

Recently, the province announced that it plans to further increase the number of available seats in the community colleges by 1000 by the year 1999-2000.⁶⁰ At the same time, tuition increases have been announced. Fees will rise from the earlier \$800 for a 40 week training course to \$2400 by 1999-2000. The amount of contract training is expected to continue to decrease from a high of \$17.6 million in 1993-94 to \$2.8 million by 1999-2000.⁶¹ In the 1998-99 provincial budget, the community college budget is estimated to increase to 1998-99 but then fall back to pre-1996-96 levels in 1999-2000.⁶²

The new role for Human Resources Development Canada

As outlined in the devolution agreement, the federal government will continue to be involved (\$250 million annually) in "pan-Canadian" initiatives such as the successor to Pathways (for aboriginal people), youth initiatives and TAGS (the Atlantic Groundfish Strategy), national sectoral initiatives and research and innovation.⁶³ As well, employment insurance income support will be administered by the federal government although, as explained above, the province will be assuming responsibility for the selection of EI claimants participating in active measures supported by these entitlements (eg. the SLG program).⁶⁴

NBLFDB

The New Brunswick Labour Force Development Board remains in place with a staff of two and budget of \$270,000 in 1996-97.⁶⁵ It has twenty-two voting members, eight each from business and labour, two from education and training and one from each of the four equity groups.⁶⁶

With devolution, the funding of the NBLFDB has become a responsibility of the province. It has made the commitment to fund it for at least one more year. In the coming year, a new focus on co-op education and career counselling is foreseen.⁶⁷

The Commercial Sector

In 1989, a NB Association for Continuing Education Directory was published. It contained not a single commercial training entry. Partly, this was a definitional matter- “adult education” is not totally synonymous with “training”. On the other hand, most of the current commercial trainers did not exist in 1989. For example, in Fredericton, from 1945-1977, there was only one “business school” which taught secretarial and clerical skills. Later such training was also given in the community college system. The same was true for hairdressing and barbering training. Only in the late 1980's did the computer colleges start to appear.⁶⁸

However, by 1997, commercial training in the province had ballooned. There were 27 computer colleges, 13 consultants who offered training, 54 vocational trainers- covering transport, broadcasting, hairdressing, barbering etc. and 5 virtual colleges (correspondence, online courses etc.).⁶⁹

In 1998, there are 107 trainers registered under the Private Trainers Occupational Act compared to 58 in 1991. (Table 13 and Figure 13, Appendix 1.) This is an overall growth rate over the period of almost 100%. However, as Table 13 shows, this masks variations both in the annual rates of growth as well as the very dramatic pattern of both exit and entry into the industry. Net annual growth rates in numbers of trainers were highest in 1992 and 1993: 27.5% and 31.1% respectively. In the succeeding years, the rates varied between 4.5% and 7.8%. In 1997, that rate was actually a negative 3.5%.

The dramatic pattern of exit and entry is shown by the fact that there were almost as many exits from the industry as entries- 89 exits and 128 entries. This means that although there were 107 trainers in the industry in 1997, there have been a total of 217 trainers in the industry over the 1991-97 period. One factor that partly accounts for the high exit numbers and negative net growth rate in 1997 is that certain types of trainers no longer had to register- specifically those that provided correspondence, online training or academic upgrading.

Of the computer colleges, the three biggest with branches in the major cities- Compu-College, Atlantic Business College and Academy of Learning- are all owned outside of the province and run on a franchise basis. The other eighteen, located throughout the province, are locally run and operated. Seven of these are Francophone.

Based on a Fredericton sample, these are the tuitions and enrolments for the various commercial training schools in the summer of 1997. At the three main computer colleges named above, tuition would run from \$4600 for a 10 month course (Atlantic Business College) to \$8195 for a 61 week course in computer business applications or executive office administration. At the smaller computer consulting and training companies, such as JOT, Quantum and Amulet, tuition to train as a computer based training developer or computer network technician would be from \$7955 for a 32 week course to \$11500 for a 11 month course. For \$US 1250 per 16 week course or \$2500-3500 per course package at Scholars.Com- a Fredericton based online training company,⁷⁰ a

student could take an online course. The course would be in preparation for certification in Microsoft. A similar course for certification in Novell would cost \$US 695 for a 12 week course.⁷¹

For university graduates or those with computer programming diplomas, several training institutes are available. ATS, another computer consulting and training company, offers a 52 week program for \$15000 as a certified operating systems engineer or solutions developer. ITI, a Halifax-based “postgraduate information technology training institute” with a branch in Moncton offers university graduates a 9 month course for \$21600. St. Thomas University has introduced a “for profit” 14 week summer “Workplace Computing for University Graduates” course for \$3900 (with some \$1000 scholarships available).

In terms of trades, a 5-6 week heavy equipment operator course at Atlantic Transport Training Academy would cost \$3400-3800. A carpentry course at Wooden Touch would cost \$200 per week while a 11 month hairstyling course at Atlantic Hairstyling Academy would cost \$5350.

These tuitions compare with a \$1200-1600 ten month tuition at the community college (although none of the above trades courses are offered) and an approximately \$3000 or less tuition per eight month academic year at one of the universities.

Enrolments, again from the Fredericton sample, vary from 1250/year on a per course basis at the Academy of Learning to 434 at CompuCollege, 450 (for part and full-time) at Atlantic Business College, 60 per year at ITI and 8-15 per course at the consulting and training computer companies (JOT, Amulet, Quantum etc.).⁷²

One emerging pattern is that of training given by a partnership of trainers, consultants and business. A striking example is the BITS program described earlier.⁷³ Other partnerships include that between Athene, a not-for-profit language training centre and Atlantic Business College in a Learning Centre in Bathurst and CompuLearn, a computer school, with Brunswick Micro Systems which supplies its equipment.

The Regulation of Commercial Training

New Brunswick’s 1967 Trades School Act was changed to the Private Occupational Training Act in 1996. Whereas the old act is described as offering student consumer protection through an institutional bonding program, the new Act is billed as offering consumer protection as well as enabling the student to be much better informed about what to expect from a program they have enrolled in.⁷⁴ However, under the new Act, changes in tuition require only notification not approval.

The training organization has to be bonded for the first two years of its registration. The fees for registration include a \$2500 registration fee for each representative, salesperson or agent of the training institution and an up to \$250 institutional registration fee, depending on the number of courses offered. This is in addition to the 1% of tuition fee for a training completion fund collected

by the institution.⁷⁵ The bonding process, presumably designed to eliminate scandals such as occurred in New Brunswick in 1993 in connection with a truck driving school, do present a barrier to trainers trying to enter the industry. In 1997, three entry attempts were unsuccessful because of this.⁷⁶ New provisions in the Act involve a mandatory contract and a dispute resolution mechanism. In addition, the new registration process will provide the government with much more complete labour market information- basically equivalent to that collected from the community colleges.

The Act establishes a NB Private Occupational Training Corporation to collect the training completion fund fee. The Corporation has a seven member board. At present, four of the members of the board are from private colleges. The Act states that at least three of them must be from the private sector.

The new procedure does not involve any accreditation of training- eg. guarantee of quality.⁷⁷ Rather voluntary external accreditation such as Microsoft certification or occupational certification by hairdressers' associations or truckers' associations is encouraged. This contrasts with Newfoundland, for example, where the province is involved not only in the registration of training but also its accreditation.⁷⁸ The New Brunswick approach follows the recommendations made in a study done on the regulation and support of training providers in New Brunswick by the New Brunswick Labour Force Development Board in 1995.⁷⁹

The New Brunswick registration procedure does not cover courses of less than 21 hours duration (in contrast to the BC procedure, for instance) and excludes employer sponsored occupational training, academic upgrading and distance education courses/training.⁸⁰ The second is excluded because of religious and language diversity whereas, with the latter, it is felt that it would be just too difficult to keep track of.

The response of the private trainers to the new legislation has been mixed. They lobbied for some of the changes- e.g. limiting bonding to two years and only requiring notification of tuition changes. However, they are uncomfortable about the new student contract rules and about more entry into the industry.⁸¹

To support the entrepreneurial, export thrust of the training industry, the New Brunswick Training Group Inc. (NBGTI) was formed in late 1995. With funding from ACOA (Atlantic Canada Opportunities Agency), the purpose of the group is to promote networking by those in the training industry and to market training in New Brunswick, Canada and abroad. This ties in very much with Industry Canada initiatives to promote training as a business in these ways.

NBTGI charges membership fees of between \$300 and \$1000 and posts a list of its members on its website. Its members, forty-five at the last posting, are- in addition to private trainers- consultants, courseware developers, human resource practitioners and public institutions. Only a small number, eight out of the forty-five, are registered private trainers under the NB Private Occupational Training Act.

The Communal/Associative Sector

Community groups as training providers

Community groups played their main role as training providers during EIC's Canadian Jobs Strategy (1985-1989+). The CJS emphasized the participation of equity groups in training. Community groups/organizations were invited to co-ordinate training under the entry/re-entry parts of the program. As "co-ordinators", such groups/organizations were seen to be able to offer input into the design of appropriate programs for their constituencies and/or communities. The programs consisted of life skills, off-site (classroom), on-site (job placement) and job finding components. The participants were provided with training allowances as well as childcare, transportation, clothing etc. expenses.

The re-entry program was specifically targeted to women who had been out of the labour force for at least three years- a group that had never been targeted before nor has been since. For example, the Canadian Congress for Learning Opportunities- NB branch co-ordinated two re-entry programs during this period.⁸² In each, 15 women were trained in non-traditional occupations in a program that ran for 20 weeks and cost \$75000. A number of other community organizations such as the John Howard Society also ran programs under CJS during this period.

However, with the 1989 Labour Force Development strategy, although the CJS was not immediately discontinued, the thrust was different.⁸³ There was no longer the same emphasis on community groups. Most of the new proposals came from private consultants/companies which had emerged and built up their skills and expertise during the CJS period. There were no specific programs for equity groups. Nothing like the re-entry program was available for community groups to participate in.

In the nineties, funds to community groups/organizations have dried up further. There was a shift from program to project funding. More reliance on provincial funding, charitable funding and fundraising was expected. Even project funding has been affected by devolution.

The experience of the John Howard Society may be typical.⁸⁴ The Society had been relying on Special Employment Development (SED) funds from HRDC, as well as the United Way. This allowed it to offer a pre-employment counselling program to young offenders. A six to eight week Youth Prospects program was also offered. As well, the Society co-ordinated a CASP program, the community based literacy program run out of the Department of Advanced Education and Labour. However, HRDC funds have been cut back. Under the new EI Act, the provision of direct training such as was done under SED is precluded. This has left the Society in a state of uncertainty with regard to upcoming funding provisions.

The Oromocto Youth Training Project Inc. offers another example.⁸⁵ Funded since 1985 by HRDC, the project is now heavily supported by United Way, the Oromocto Rotary and Oromocto Town Council. OYTP is incorporated and registered as a private trainer under the Private

Occupational and Training Act. Recent funds have come through Youth Future funding (through DAEL) for an employment preparation program and through CASP (also through DAEL) for a literacy program. Job Start, their original project designed to introduce youth into the workforce is in hiatus because of a lack of funding.

The New Brunswick Women's Intercultural Network (NBWIN, formerly Women Working with Immigrant Women) offers a third example of a community group/organization's experience with training programs.⁸⁶ Although Women Working with Immigrant Women never offered a re-entry program, in the period 1986 to 1988, it was involved in the Immigrant Settlement Program funded by EIC. Since that time, most of the funding has come from the Women's Program, Secretary of State (now under Status of Women Canada). However, for the last five years, only project funding not operational funding has been available, making it difficult for NBWin to keep its office running. In addition, all of its projects must be aimed at helping participants to attain "economic self-sufficiency." For example, NBWIN was able to put on a forum for immigrant women on entrepreneurship. This spring (1998), it was able to get two six month grants.⁸⁷ One is from Status of Women Canada for the development of partnerships to increase immigrant women's economic self-sufficiency. There is also a grant from the Canadian Heritage Department for "the development of partnerships toward the achievement of language equity."⁸⁸

One anomaly under the community, not for profit sector is Athene Virtual Learning Network, formerly the Memramcook Institute. Athene, as did the Memramcook Institute before it, does a substantial amount of contract training for the province.⁸⁹

Founded in 1864 as Saint Joseph College, it later became part of the University of Moncton. Involved in "private adult education" for the last some thirty years and now specializing in a "bi-lingual soft-skill program line-up",⁹⁰ it has played a major role in providing training under all of the various provincial and federal training programs including CJS, LFDS and NBWorks. As of 1995-96, it has taken over second language teaching services from DAEL. In 1996-97, Athene had an enrolment of 2611, a staff of 248 full-time and part-time instructors and delivery in 32 different localities with major centres in Fredericton, Bathurst, Miramichi and Moncton (all opened since 1995.)

The Role of Labour in Training in New Brunswick

Labour's primary interest is in the retraining and upgrading of workers who, as members of unions, are participating or already have participated in the labour force. Except for apprenticeship, labour's focus is not on the training of new workers.

In terms of federal programs, under the Canadian Jobs Strategy, labour was not one of the sectors specifically targeted. Thus labour's involvement was marginal. Under the Labour Force Development Strategy, labour was brought in various partnership roles.

Labour is a major partner- there are equal business and labour seats- on the labour force development boards at the federal and provincial levels. As mentioned earlier, labour in New Brunswick holds eight of twenty-two seats on the New Brunswick Labour Force Development Board. At the present time, this includes representatives from the New Brunswick Federation of Labour (two), three international trades unions, CEP and the two public sector unions, CUPE and PSAC.

Labour is also a major player in the sectoral councils, which also have equal business /labour seats. New Brunswick has had some representatives on the sectoral councils- for example, TIANB (Tourist Industry Association NB) on the CTHRC. New Brunswick has also been involved with CARS (the Canadian Automotive Repair and Service Council). New Brunswick has also played a role in several fishing/seafood councils. In fact, one of the councils, the Fish Harvesters Sectoral Council, was launched in New Brunswick in 1992 with the active participation of the Maritime Fishermen's Union.

However, in general, New Brunswick has not had much involvement with the sectoral councils which are nationally based. According to some, industry in the region does not seem to be interested. To try to change that situation, the NBLFDB held a conference in Moncton in October 1997 to which sectoral council spokespersons and business, labour and community representatives from New Brunswick were invited. The potential for NB involvement in sectoral councils in the forestry, mining, fishing and tourism sectors was a particular focus.

In terms of training, however, it was in many ways already too late. In the beginning, there were funds for training through the sectoral councils. Such funds are no longer available. Only funds for infrastructure and projects may be obtained.⁹¹

The labour movement was involved when, in 1996, the Lock-wood window plant in Scoudouc shut down leaving 236 people without jobs. The adjustment committee was chaired by a former New Brunswick Federation of Labour staff member and labour, as is always the case in such committees, had a number of seats. An \$80,000 labour force adjustment project was negotiated in which the company contributed \$40,000 and the federal and provincial governments each contributed \$20,000. The project was originally scheduled to run six months but was extended to one year, had an 89% success rate- success being measured as a laid-off worker finding "another situation of his/her choosing- be it another job, training or retirement."⁹² However, this was to be the last of such labour adjustment projects. There is no longer funding available.

At the provincial level, labour is involved with the apprenticeship program run by DAEL. Labour sits in equal numbers with business on the advisory and curriculum committees set up by the Apprenticeship and Occupational Certification Act. They are also represented on the Apprenticeship and Occupational Certification Board.

Where apprentices are in an organized trade, the union may be involved in setting up courses for their members. These courses may be organized and funded publicly or both may be done by the

union itself. The situation is similar for upgrading and retraining- the courses may be organized and funded publicly or both may be done by the union itself.

What courses are being put on in NB at present?

One of the training programs that labour has organized in the province is under the a JATC- a joint apprenticeship and training committee recognized under the Apprenticeship and Occupational Certification Act. The UA/MCA (United Association of Plumbers and Pipefitters/Mechanical Contractors Association) JATC, in addition to acting as an employer in placing apprentices for their on-the-job training, organizes and pays for its members training using union funds.

There are also the LIUNA (Labourers International Union of North America) locals which organize training for their members. In the past few years, some courses have been funded through the union's own training trust funds.

The unions with provincial or regional training co-ordinators are unique in that they are all members of international unions. With head offices in the United States, these unions have a tradition of providing training for their members separate from the state. However, even these unions are concerned about future shortfalls in training funds. This concern stems from the ending of training funds both from the sectoral councils and the depletion of their own training funds due to the lack of work in the region.

Another aspect of these particular unions is that they do not have a good working relationship with the community colleges. Using their own instructors, their training is organized through private trainers. They claim that there is too much bureaucracy dealing with the community colleges. In addition, the unions do not find that the prices quoted by the community colleges for training contracts are competitive.⁹³

Other unions in the province do offer training to their members- for example the public sector unions such as CUPE, but this is union training- e.g. in the areas of employer-employee relations, political action and health and safety not in the areas of occupational skills. The courses offered are funded by the unions, usually through member contributions. There is no evidence of negotiated employer funded training in the province to date.

Concluding Comments

Overall, the situation in New Brunswick has changed greatly since the 1980's. However, not all of those changes have come from devolution, as one might have expected. As many changes might be attributed to the 1996 Employment Insurance changes, changes in the ideological climate and changes in the economy. Of course, all of these factors are interrelated.

Devolution- delivered in the form of the Labour Market Development Agreement between Canada and New Brunswick- meant the handing down of the administration of training benefits and measures to the province. However, this administration comes with an imposed framework and strings attached. The new framework comes from the federal government's decision to end the purchase of training seats. The strings come from the new EI regulations, also devised by Ottawa. The Skills, Loans and Grants program is also an Ottawa creation which comes from the idea that EI recipients must contribute in the funding of their own training programs. The conditions of eligibility are determined under the EI Act. In fact, one of the only aspects in which New Brunswick has discretion is in the amount and proportion of loan and grant that each eligible applicant receives.

The changes in the ideological climate are also playing an important role in the training situation in New Brunswick. This is at both the federal and provincial levels. The vocabulary of the new mantra of the goals of "self-sufficiency" and "sustainable employment" come from the federal level. However, the province has a very strong business mentality as well. In the bureaucracy, directors have become CEO's- officially or unofficially. Many of them have backgrounds in business. The community college, as a Special Operating Agency, is responsible for raising part of its own revenue. From its involvement in partnerships with business, even labour is allowing itself to be referred to, together with business, as "the industry".

The ideological climate has also helped to spur the growth of the commercial training sector. Students at commercial training institutions are equally eligible for the Skills, Loans and Grants program. The Private Occupational Training Act has been changed, but in ways that the major players in the industry can largely support. The Department of Economic Development and Tourism, ACOA and Industry Canada encourage and support entrepreneurial initiatives by the training sector.

Changes in the economy have most directly affected the apprenticeship programs. In addition to being hit with the Skills, Loans and Grants program and receiving reduced funding through programs as well as the sectoral councils, high unemployment rates and a slow economy have meant less opportunity for apprenticeship. Consequently, the number of apprentices has been declining.

Putting all of the major changes together- from devolution, EI, the ideological climate and the economy- one might say, at risk of overgeneralizing, that the system has changed from a "funding driven" one to a "market driven" one. The days when training was primarily geared to helping Canadians prepare themselves for their working life seem long past.

1. Thanks to all of the people who allowed us to interview them for this paper. Acknowledgement is also extended to Andrew Rioux for his work as a research assistant on this paper during the summer of 1997 and to the Summer Career Placement program, St. Thomas University and the SSHRC Training Network grants program for funding for this project.
2. David Meagher, "Manpower Training Deal Worth \$237 Million", Daily Gleaner, Dec 13, 1996. Amongst the Canada New Brunswick Agreement administrators, there is controversy over whether or not the agreement should be called a devolution agreement since there are significant conditions on how the money can be spent. For discussion of the programs remaining with the federal government, see p. 21.
3. Interview with HRDC official, summer 1997.
4. Interview with Department of Advanced Education and Labour officials, summer 1997 and Canada-New Brunswick Agreement on Labour Market Development, signed Dec. 13, 1996.
5. Definition given of specifically "job related education or training" taken from Adult and Education and Training in Canada, HRDC (Ottawa: 1997), p 104.
6. Ibid., p 1 and 10.
7. Terry Dance and Susan Witter, "Privatization of Training: Women Pay the Cost", Women's Education des femmes, Vol. 10, No. 1 (Winter 1988) , pp 8-14.
8. Estimate by HRDC official in interview, summer 1997.
9. Interview with HRDC official, summer 1997 and "Education and Training Restructuring: Does it Deserve a Passing Grade? An Analysis of Changes Taking Place in Non-university Post-Secondary Education in Canada", National Union, February, 1997, pp 3-6.
10. Ibid., p 5.
11. Saskatchewan has the other one. Quebec also has one in a somewhat different form.
12. Information from the brochure "Winning Through Strategic Alliances", Canadian Labour Force Development Board, nd.
13. John Dennison and Paul Gallagher, Canada's Community Colleges (Vancouver: UBC Press, 1986), p 60.
14. Information from sheet provided by DAEL, "Evolution of the NB Community Colleges Act" prepared for Planning Services, Oct. 1988 (updated 1992). In May 1998, a new premier has named a new cabinet and a new mega-department merging the departments of Education and Advanced Education. Labour will once again become a separate department.
15. NBCC Calendar, 1997-98, 1998-99.

16. To Live and Learn: The Challenge of Education and Training Report of the Commission on Excellence in Education (Fredericton: Policy Secretariat), January 1993, pp 28- 30.
17. John D. Dennison, "Community College Development since 1985" in John D. Dennison (ed.), Challenge and Opportunity: Canada's Community Colleges at the Crossroads (Vancouver: UBC press, 1995), p 70.
18. Ibid.
19. Definition given in Apprenticeship in Transition prepared by the National Apprenticeship Committee for the Canadian Labour Force Development Board (Ottawa, April 1997), p 1.
20. In the May 1998 cabinet shuffle, apprenticeship is back in a separate Department of Labour.
21. New Brunswick Apprenticeship and Occupational Certification Act, filed Nov. 7, 1997, Schedules A and B, pp 17-19.
22. Information provided by an official in the apprenticeship branch of the Department of Advanced Education and Labour, spring 1998.
23. The Challenge of Training: Excellence in Apprenticeship and Occupational Certification. Issues in Apprenticeship as Identified by NB Stakeholders. Report of the Apprenticeship and Occupational Certification Board (Fredericton: 1991).
24. Ibid., Executive Summary, p 2.
25. Ibid.
26. Industry's Response to the Challenge of Training: Excellence in Apprenticeship and Occupational Certification. Report of the Apprenticeship and Occupational Certification Board (Fredericton: March 23, 1993). See definition of "industry" on p 3.
27. Op cit.
28. Ibid., p 29.
29. Ibid., p 30 including recommendation 8.
30. Ibid. Information also from the 1997 Act.
31. Apprenticeship and Occupational Certification Act, see articles 9(2) and 10(2).
32. Information from interview with NB Federation of Labour official, summer 1997.
33. Views of apprenticeship official expressed in interview, spring 1998.

34. Ibid.
35. Op cit, p 5.
36. Op cit, p 29.
37. Op cit, p 1.
38. Ibid, p 40-41.
39. Op cit, p 5.
40. Op cit, p 29.
41. Op cit, p ii.
42. Information from interview with apprenticeship official, spring 1998, and the various documents.
43. 1996 Report of the Director of Apprenticeship and Occupational Certification (Fredericton: 1997), inside of front cover.
44. 1995-96 DAEL Annual Report, p 17.
45. Ibid, p 26.
46. Description from Don Hoyt column, Telegraph Journal, August 19, 1993.
47. Information from interview with HRDNB officials, fall 1997.
48. It should be noted that many of the 3000 participants admitted did not complete the program.
49. See Joan McFarland and Bob Mullaly, “NBWorks: Image or Reality?” in Jane Pulkingham and Gordon Ternowetsky, Remaking Social Policy: Social Security in the Late 1990's (Halifax: Fernwood, 1996).
50. Memo from HRDNB dated Sept. 2, 1997.
51. Canada-NB Agreement on Labour Market Development, signed Dec. 13, 1996, p 12.
52. David Meagher, “Manpower Training Deal Worth \$237 Million”, Daily Gleaner, Dec. 13, 1996.
53. Ibid, Annex 2, p 2.

54. Main Estimates/Budget Principal, 1998-99, Dept. of Advanced Education and Labour, Comparative Statement of Estimated Expenditures, p 1.
55. Words of HRDC official interviewed, summer 1997.
56. Information based on interview with DAEL official, summer 1997.
57. Ibid.
58. Main Estimates/Budget Principal, 1998-99, Human Resources Development NB, Program Estimates, p 92.
59. Information from interview with HRDNB officials, fall 1997.
60. Education and Training Restructuring, National Union, Feb. 1997, p 16.
61. Ibid.
62. Main Estimate/Budget Principal, 1998-99, p 12, fn 26.
63. Canada-NB Agreement, Annex 8, p 4.
64. Ibid.
65. John Anderson, "A Labour Agenda on Training Funding" prepared for the CLC National Training Conference, Ottawa, June 25-27, 1997, p 18.
66. NBLFDB brochure, "About the Organization", nd.
67. Information from interview with researcher for the NBLFDB, spring 1998.
68. Information from interview with former owner of the business school, spring 1998.
69. Data based on training inventory prepared for this study, summer 1997. There have been a number of training inventories produced. DAEL produced an inventory in the summer of 1996. The Department also produces, annually, a list of trainers registered under the NB Occupational Training Act. The NB Training Group has a membership list online. Based on these lists and our own investigation, we produced our own inventory for the summer of 1997 divided into the public, commercial and communal/associative sectors.
70. Recently sold to a Toronto company.
66. Taken from information supplied by the schools, advertisements and brochures.
72. Information on enrolments from questionnaires given to the schools, summer 1997.

73. See p 9.
74. Information from interview with Private Occupational Training Act officials, DAEL, summer 1997.
75. Information on fees taken from the Act.
76. Information given in interview with Private Occupational Training Act official, spring 1998.
77. This is emphasized by a warning at the front of the annual lists of registered training providers supplied by DAEL.
78. Information from interview with Private Occupational Training Act officials, summer 1997.
79. Findings and Recommendation from the Consultation on the Regulation and Support of Training Providers in NB. Quality Assurance for Consumers of Private Training Programs presented to DAEL by the NBLFDB (Fredericton: Feb. 1, 1995).
80. Information from interviews with Private Occupational Training Act officials, summer 1997.
81. Ibid.
82. See Joan McFarland, "Five Views: The NB Re-entry Project", Women's Education des femmes, Vol 6, No 1 (Winter 1988), pp 17-23.
83. Information from interview with HRDC official, summer 1997.
84. Information from interview with John Howard Society official, summer 1997.
85. Information from interview with OYTP official, summer 1997.
86. Information from two telephone interviews with NBWin officials, spring 1998.
87. Now six months is the maximum length for a grant from various federal government departments.
88. As described by NBWin official in telephone interview, spring 1998..
89. Information from interview with Athene official, summer 1997, and some literature provided.
90. Description by Athene official in interview, summer 1997.
91. John Anderson, "A Labour Agenda on Training Funding" prepared for the CLC National Training Conference in Ottawa, June 25-27, p 13.

92. Information from the final report of the adjustment committee, dated Nov. 28, 1997, provided by Florence Robart, chair of the committee.

93. Information from interview with union official, spring, 1998.

APPENDIX 1

Table 1 Enrolment in New Brunswick Community Colleges (NBCC) by Sponsorship*: 1985-97

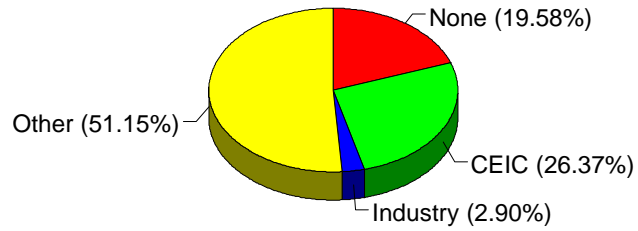
Year	Sponsorship			
	Un-sponsored	by CEIC	by Industry	Other
84-85	0	100	0	0
85-86	19.6	26.4	2.9	51.2
86-87	34.9	38.9	6.9	19.3
87-88	37.2	32.3	8.6	21.9
88-89	35	29	3.5	32.5
89-90	30.6	32.1	5.6	31.6
90-91	29.5	34.1	5	31.4
91-92	32.5	30.3	4.5	32.7
92-93	35.9	24.2	4.6	35.3
93-94	38.1	19.5	4.2	38.2
94-95	37.6	19.4	5.5	37.5
95-96	37.5	15.5	4.4	42.6
96-97	41.8	12	11.2	35
97-98	83.1	2.5	1.7	12.7

*Sponsored students have their tuition fees paid for by the sponsoring agency, industry, or organization; Non-sponsored students may have to pay the fees themselves.

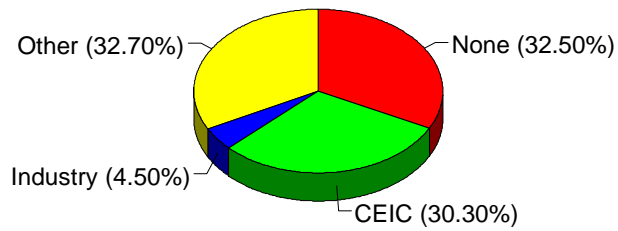
Source: Data provided by Department of Advanced Education and Labour, New Brunswick.

Figure 1 Sponsorship for Selected Years

1985-86



1991-92



1997-98

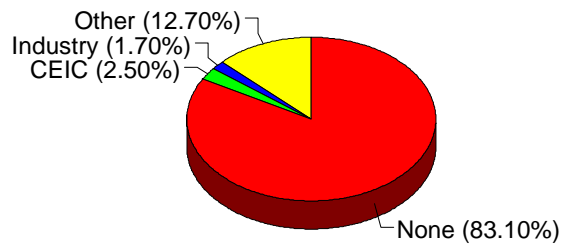


Table 2 Total NBCC Enrolment of all Categories in Regular and Non-Regular* Programs: 1985-1997

Year	% Regular	% Non-Regular
85-86	42.4	57.6
86-87	60.4	39.6
87-88	60	40
88-89	48.6	51.4
89-90	44.4	55.6
90-91	47.4	52.5
91-92	46.3	53.7
92-93	50.5	49.5
93-94	49.2	50.8
94-95	49.8	50.2
95-96	47.3	52.7
96-97	49.1	50.9

*Regular programs are those which are planned for through the normal budgeting process; and non-regular programs are those requested via a Course Summary Proposal, also known as contract training.

Source: Data provided by Department of Advanced Education and Labour, New Brunswick.

Figure 2 Percentage of Regular and Non-Regular Enrolment: 1985-97

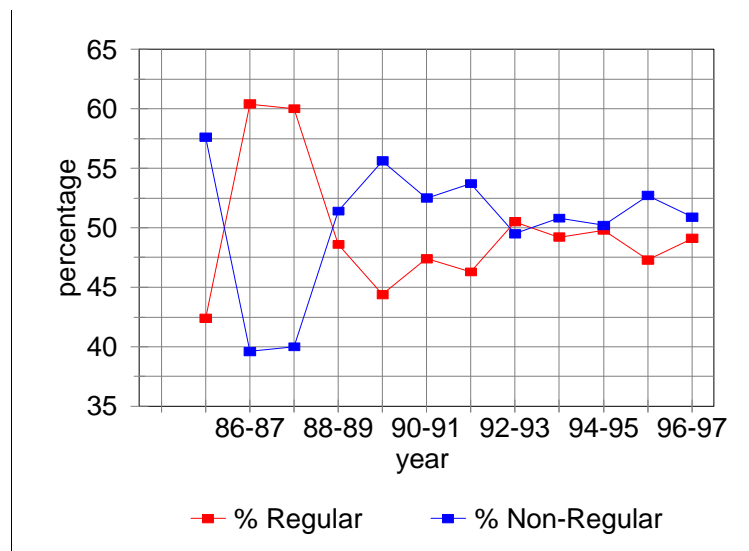


Table 3 Net Enrolment* of all Categories in NBCC: 1985-1998

Year	Net Enrolment
85-86	1191
86-87	12196
87-88	12265
88-89	15560
89-90	18420
90-91	18096
91-92	16704
92-93	15522
93-94	15867
94-95	16527
95-96	17160
96-97	16368

*Net Enrolment is total number of students who have received training in a given period less the number of students who change/continued to other program offerings within the period.

Source: Data provided by Department of Advanced Education and Labour, New Brunswick.

Figure 3 Net Enrolment of NBCC: 1985-1997

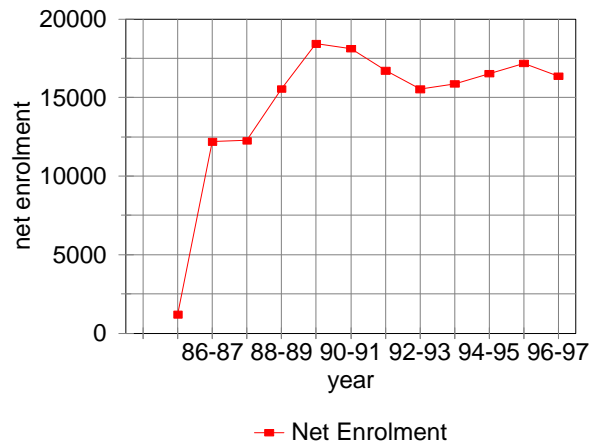


Table 4 Full-Time and Part-Time NBCC Enrolment in Percentage:1985-1998

Year	Full Time	Part Time
85-86	97.2	2.8
86-87	98.5	1.5
87-88	96.8	3.2
88-89	96.5	3.5
89-90	96.9	3.1
90-91	96.1	3.9
91-92	96.6	3.4
92-93	96.3	3.7
93-94	97.7	2.3
94-95	98.4	1.6
95-96	98.1	1.9
96-97	97.8	2.2

A full-time student is a student who is taking 60% or more of credits in a program with credits, or is taking more than 60% of the standard hours of a program without credits.

A part-time student is a student who is taking less than 60% of credits in a program with credits, or is taking less than 60% of the standard hours of a program without credits.

Source: Data provided by Department of Advanced Education and Labour, New Brunswick.

Figure 4 Full-Time and Part-Time Enrolment in Percentage:1985-1998

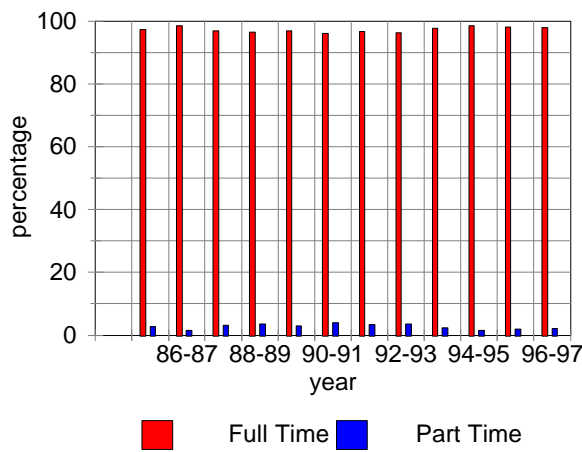


Table 5 Enrolment by Institution, NBCC: 1985-97

Year	Bathurst	Campbelton	Dieppe	Edmundston
85-86	94	130	75	160
86-87	2084	707	312	907
87-88	1753	607	361	855
88-89	2982	793	719	982
89-90	3467	983	908	1108
90-91	3456	912	944	1063
91-92	2525	896	920	905
92-93	2745	970	856	939
93-94	2663	1068	813	1092
94-95	3555	840	906	1370
95-96	4609	823	939	1228
96-97	3645	774	981	912

Year	Miramichi	Moncton	Saint John	St. Andrews	Woodstock	Art/Craft
85-86	71	209	316	34	102	0
86-87	737	2942	2852	647	1008	0
87-88	1043	2925	2990	675	964	92
88-89	1105	3231	3060	815	1769	104
89-90	1556	3651	3500	973	2166	108
90-91	1719	3510	3582	882	1907	121
91-92	1896	3576	3514	783	1558	132
92-93	1754	2798	3177	825	1445	164
93-94	2046	2933	3011	717	1331	162
94-95	1717	2914	2908	772	1376	172
95-96	1876	2812	2682	725	1290	176
96-97	3116	2552	2429	599	1137	192

Source: Data provided by Department of Advanced Education and Labour, New Brunswick.

Figure 5.1 French Campus Enrolments

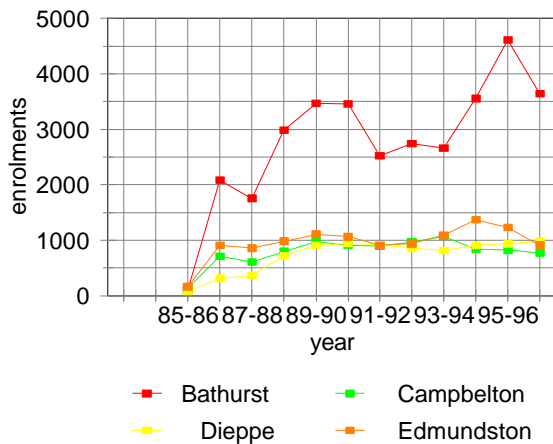


Figure 5.2 English Campus Enrolments

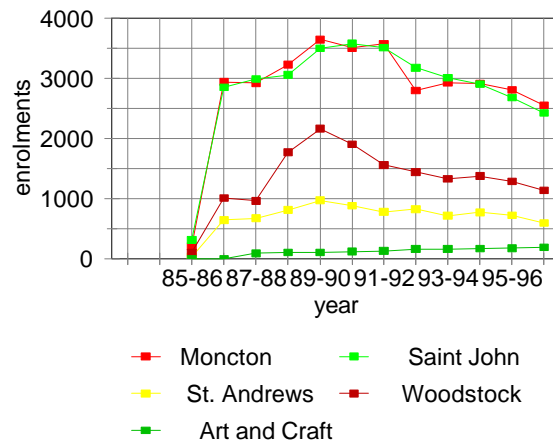


Table 6 Enrolment by Mother Tongue, NBCC, Percentage of Total: 1985-1997

Year	English	French	Other
85-86	61.7	34	3.9
86-87	66.1	31.2	2.2
87-88	68.4	29.5	1.7
88-89	64.3	33.7	1.7
89-90	62.7	35.1	1.7
90-91	62.4	35.6	1.6
91-92	64.4	33.7	1.4
92-93	62.7	35.9	1.3
93-94	61.6	36.8	0.7
94-95	56.4	42.3	0.5
95-96	51.4	47.3	0.5
96-97	50.5	47.7	0.5
Average	61.05	36.9	1.475

Source: Data provided by Department of Advanced Education and Labour, New Brunswick.

Figure 6 Enrolment by Mother Tongue: 1985-1997

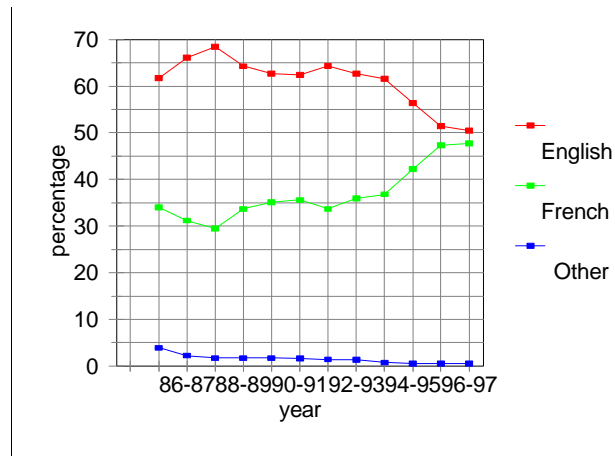
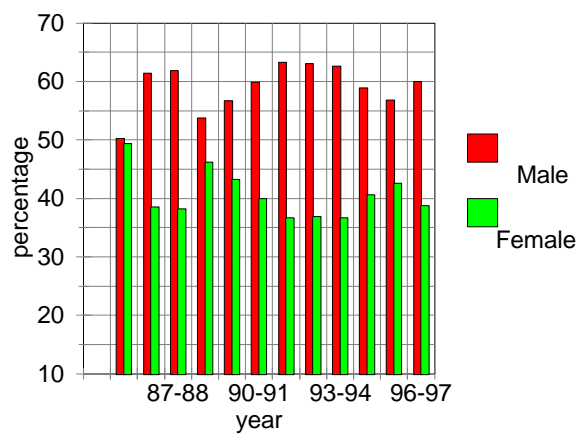


Table 7 Enrolment by Gender, NBCC, Percentage of Total: 1985-1997

Year	Male	Female
85-86	50.3	49.4
86-87	61.4	38.5
87-88	61.8	38.2
88-89	53.7	46.2
89-90	56.7	43.3
90-91	59.9	40
91-92	63.3	36.7
92-93	63.1	36.9
93-94	62.6	36.7
94-95	58.9	40.6
95-96	56.8	42.6
96-97	60	38.8
Average	59.04	40.66

Source: Data provided by Department of Advanced Education and Labour, New Brunswick.

Figure 7 Enrolment by Gender: 1985-97



**Table 8.1 Gender Distribution of Enrolment by Category of Training:
1985-1997 ***

Year	Academic Upgrading		Apprenticeship		Job Readiness Training	
	%M	%F	%M	%F	%M	%F
85-86	60.80	37.40	100.00	0.00	0.00	0.00
86-87	64.00	35.70	98.10	1.90	55.90	44.10
87-88	64.20	35.80	97.80	2.20	37.30	62.70
88-89	55.50	44.20	97.10	2.90	38.20	61.80
89-90	50.00	50.00	97.30	2.70	40.50	59.50
90-91	51.80	48.10	97.20	2.80	47.30	52.70
91-92	56.30	43.70	97.60	2.40	33.90	66.10
92-93	51.20	48.80	97.70	2.30	20.00	80.00
93-94	43.90	55.90	97.30	2.50	54.50	45.50
94-95	39.50	60.10	97.10	2.60	0.00	0.00
95-96	39.90	59.60	98.00	1.40	0.00	0.00
96-97	46.20	53.30	98.60	1.20	0.00	0.00

Year	Pre-Employment		Second Language		Special	
	%M	%F	%M	%F	%M	%F
85-86	66.40	33.90	56.80	43.20	31.10	68.90
86-87	52.30	47.60	40.60	59.40	38.00	62.00
87-88	50.50	49.50	30.30	69.40	41.30	58.60
88-89	48.90	51.10	34.40	65.30	38.70	61.20
89-90	53.40	46.60	28.60	71.40	42.90	57.10
90-91	53.20	46.80	35.60	64.40	46.80	53.10
91-92	54.40	45.60	25.90	74.10	49.30	50.70
92-93	53.70	46.30	15.90	84.10	57.30	42.70
93-94	51.10	47.50	23.80	76.20	66.50	32.30
94-95	47.30	52.40	18.50	81.50	65.00	33.70
95-96	41.20	58.50	18.40	81.60	58.90	40.00
96-97	39.30	60.40	18.80	80.00	59.50	39.50

Table 8.1 (cont..)

Year	Technical		Technology		Upgrading	
	%M	%F	%M	%F	%M	%F
85-86	61.50	38.50	75.00	25.00	100.00	0.00
86-87	65.10	34.90	71.00	29.00	84.50	15.50
87-88	53.40	46.60	67.10	32.90	84.50	15.50
88-89	50.30	49.20	68.10	31.90	66.90	32.60
89-90	48.20	51.80	69.60	30.40	71.30	28.70
90-91	48.70	51.30	70.30	29.70	69.40	30.40
91-92	51.50	48.50	68.40	31.60	78.80	21.20
92-93	52.60	47.30	67.10	32.90	81.00	19.00
93-94	53.20	42.50	68.30	31.60	85.40	14.40
94-95	50.20	47.30	66.40	33.50	83.90	15.30
95-96	52.10	45.70	64.60	35.40	94.80	4.90

* percentages may not add to 100 due to unmarked forms.

Source: Data provided by Department of Advanced Education and Labour, New Brunswick.

Description of Program Categories

Academic Upgrading: consists of basic subjects of mathematics, communications and general science; it qualifies the trainee for high level training.

Apprenticeship: leads to a journeyman status, and involves a written contractual agreement between employee and employer to learn skilled trade. It consists of on-the-job training, direct work experience and formal instruction. The formal instruction is the apprenticeship program offered by the college.

Job Readiness Training: is designed for those who require basic skills to improve their adaptation to a work environment, and aims to improve the ability of the trainee to obtain and maintain employment.

Pre-Employment: prepares trainees for areas where the emphasis is on manual skills and the performance of routine procedures. It has a duration of one year or less.

Second Language: offers written, spoken, and reading skills in one of the official New Brunswick languages.

Special: are designed to meet specific needs, given on a demand basis, consists of customized curriculum, and is normally less than a year in duration.

Technical: a one-year program leading to a certificate, and prepares the graduate to perform technical functions in physical science, life science, business or engineering.

Technology: a two-years program leading to a diploma, and prepares the student to perform technological functions in a physical science, life science, business or engineering specialization.

Upgrading: designed for people who have prior training and/or work experience, but want to update their qualifications due to technological changes or other developments. They are normally of less than one year in length.

Source: Department of Advanced Education and Labour, New Brunswick.

Table 8.2 Ranking of Training Categories by Gender Distribution in Average Percentage for the Period 1985-1997

	Male	Female
Apprenticeship	97.82	2.08
Upgrading	81.86	17.95
Technology	68.72	31.26
Technical	53.35	45.78
Academic Upgrading	51.94	47.72
Pre-Employment	50.98	48.85
Special	48.71	50.94
Job Readiness Training	47.24	51.67
Second Language	28.97	70.88
Grand Average	59.04	40.66

Source: Calculated from data provided by Department of Advanced Education and Labour, New Brunswick

Gender Distribution of Enrolment by Category of Training

Figure 8.1 Academic Upgrading

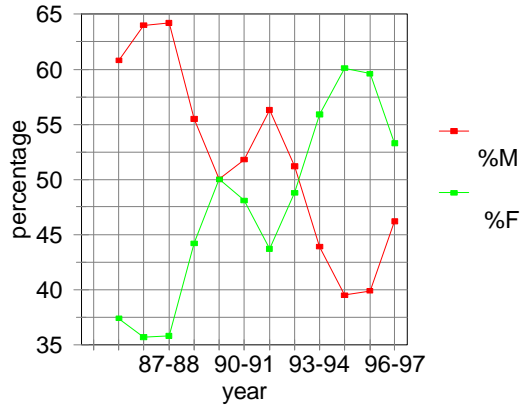


Figure 8.2 Apprenticeship

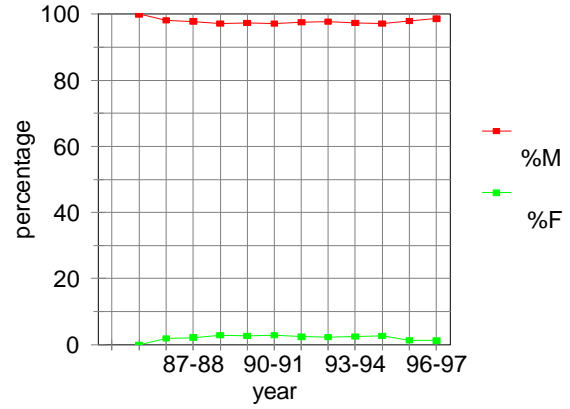


Figure 8.3 Job Readiness

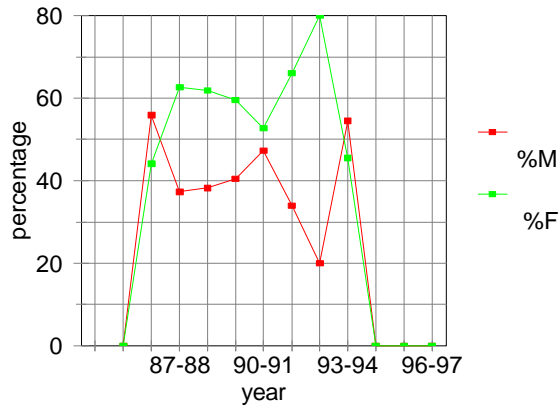


Figure 8.4 Pre-Employment

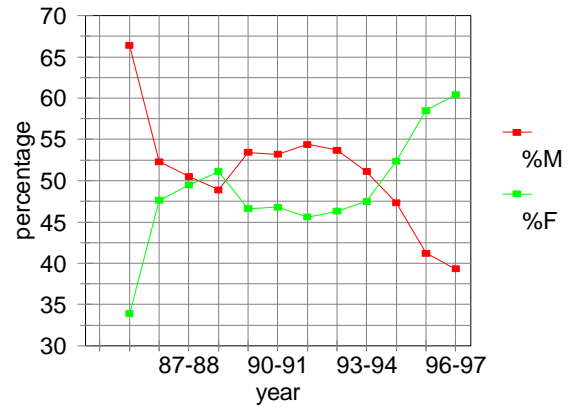


Figure 8.5 Second Language

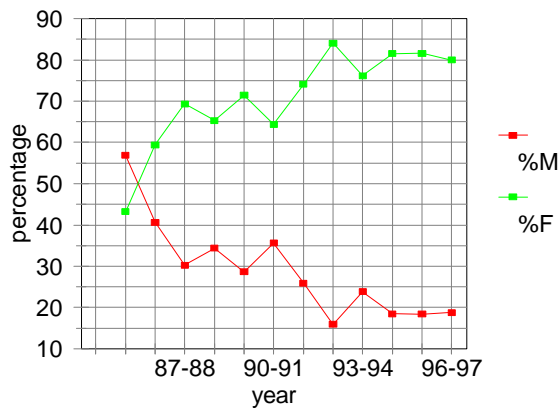


Figure 8.6 Special

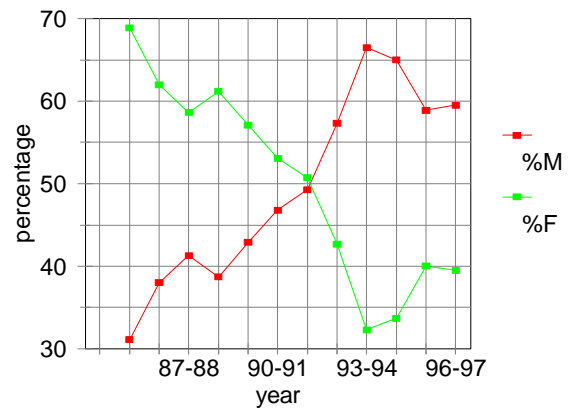


Figure 8.7 Technical

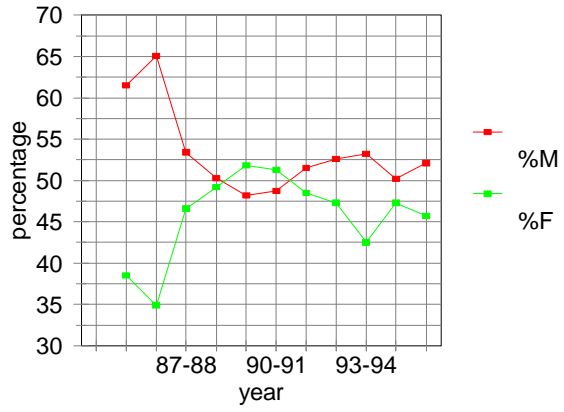


Figure 8.8 Technology

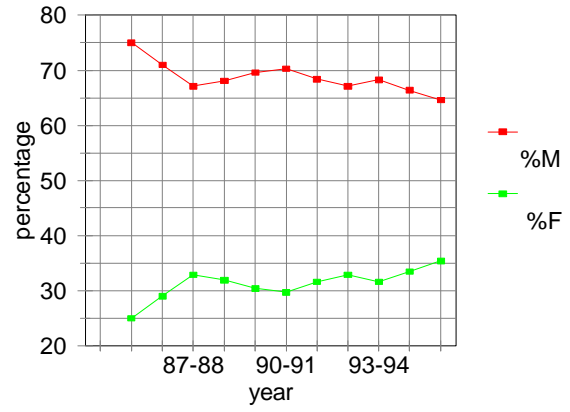


Figure 8.9 Upgrading

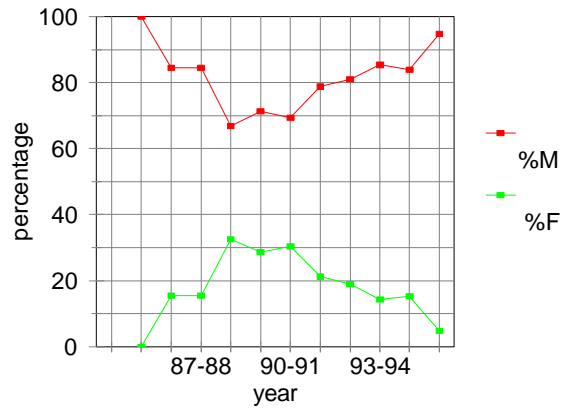


Table 9 Age Distribution of NBCC Enrolment of all Categories in Percentage: 1985-1997

Year	Age								Unknown
	<18	18-19	20-24	25-29	30-34	35-39	40-44	45+	
85-86	0	0	0.1	6.9	41.8	18.3	14.2	18.7	0
86-87	0	0	0	9.7	38.8	19	13.4	19	0
87-88	0	0	0	18.4	31.9	18.1	13	18.5	0
88-89	0	0	0.2	25.9	25.5	17.2	13.2	18	0
89-90	0	0	1.5	31.5	23.4	15.9	11.9	15.8	0
90-91	0	0	2.8	35.6	21.8	14.5	11.2	14	0
91-92	0	0	8.5	36.1	19.3	13	10.5	12.6	1
92-93	0	0	14.9	31.6	17.9	12.7	10.1	12.8	1
93-94	0	0.2	21.8	26.4	15.8	12.9	10.5	12.3	1.2
94-95	0.1	0.4	26.2	22.4	14.7	13	10.6	12.6	1
95-96	0.4	1	29.2	19.9	14.2	12.8	10.1	12.4	1.1
96-97	1.2	6.7	30.2	15.7	12.2	11.9	9.6	13.6	1.6

Source: Data provided by Department of Advanced Education and labour, New Brunswick.

Figure 9 Trend of Enrolment for the Age Groups 20-24 and 30-34, 1985-97

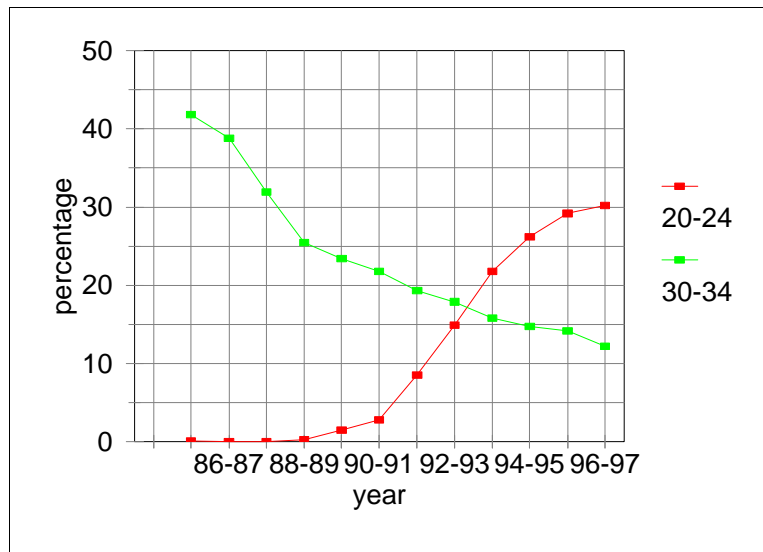


Table 10 Proportion of Enrolment in the nine Categories at NBCC: 1985-97

Year	Academic Upgrading	Apprenticeship	Job Readiness	Pre-Employment	Second Language	Special	Technical	Technology	Upgrading
85-86	18.64	0.59	0	30.48	3.69	43.16	1.09	1.68	0.67
86-87	12.05	15.05	0.56	24.01	4.67	23.08	2.21	11.76	6.63
87-88	13.36	15.53	0.42	22.66	4.53	20.71	2.76	11.04	9
88-89	12.63	12.96	0.22	17.54	4.38	38.38	2.35	9.01	2.53
89-90	14.2	14.39	0.4	18.22	3	35.14	2.29	7.96	4.39
90-91	14.33	16.92	0.51	17.24	2.8	32.65	2.54	8.8	4.21
91-92	15.88	17.33	0.74	18.59	2.38	23.53	3.63	10.6	7.31
92-93	21.96	15.76	0.1	18.12	2.67	17.78	4.41	12.54	6.66
93-94	25.85	15.1	0.21	16.49	2.89	14.26	4.35	13.41	7.46
94-95	25.64	10.24	0	16.65	2.61	19.98	4.33	13.14	5.02
95-96	22.65	10.95	0	17.6	1.99	25.22	4.27	13.54	3.78
96-97	26.55	9.75	0.15	15.03	1.96	13.75	4.59	16.24	11.98

Source: Calculated from data provided by Department of Advanced Education and Labour, New Brunswick.

Figure 10 Enrolment in the Nine Categories at NBCC: 1985-97 (percentage of total)

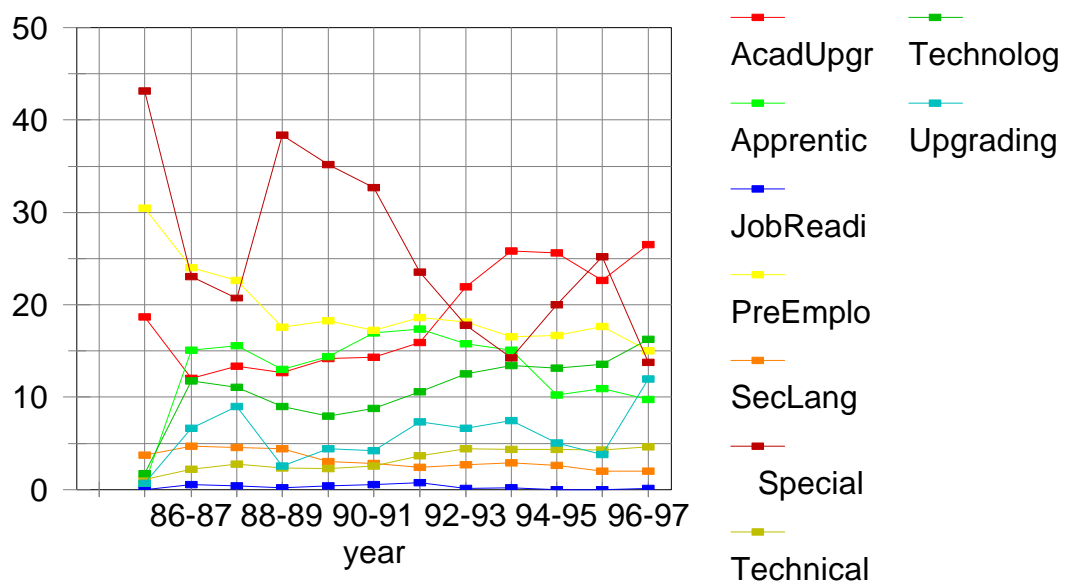


Table 11 Apprenticeship Training Programs- Enrolments/Active*

Year	Enrolments/Active Apprentices
80-85	2335
81-82	2294
82-83	1936
83-84	1848
84-85	1782
85-86	1777
86-87	3328
87-88	3546
88-89	4003
89-90	4200
90-91	4712
91-92	4666
92-93	4362
93-94	4145
94-95	4082
95-96	3526
96-97	3205

*From 1980 to 1986 the numbers reflect enrolments, the rest are active apprentices.

Source: Department of Advanced Education and Labour, New Brunswick, Annual Reports, 1980-81 to 1996-97.

Table 12 Block Release/Regular Training Participants at NBCC

Year	Apprentices Enroled at NBCC
85-86	7
86-87	1837
87-88	1905
88-89	2017
89-90	2651
90-91	3061
91-92	2895
92-93	2447
93-94	2396
94-95	2067
95-96	1879
96-97	1596

Source: Department of Advanced Education and Labour, New Brunswick.

Table 13 Total Number, Exit, and Entry of Commercial Schools: 1991-1997

Year	Total Registered	Growth Rate	No. Exits	No. Entrants
1991	58			
1992	74	27.5	5	21
1993	97	31.1	13	26
1994	102	5.1	16	21
1995	110	7.8	15	23
1996	115	4.5	14	19
1997	107	-3.5	26	18
Total			89	128

Source: Calculated from data provided by Department of Advanced Education and Labour, New Brunswick.

Figure 13 Trend of Total Number of Commercial Schools: 1991-1997

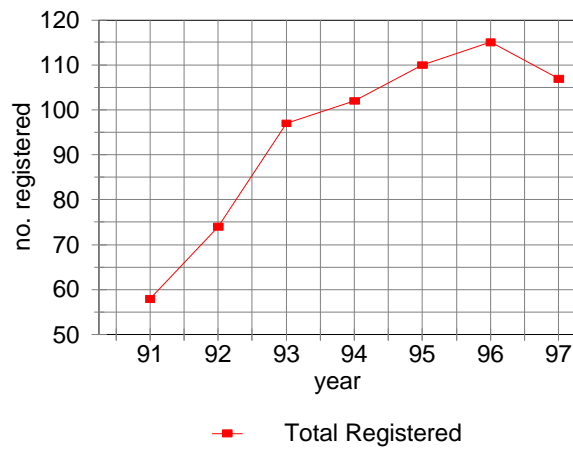


Figure 14 Categories of the Commercial Training Sector

