



HOUSE OF COMMONS

A REVIEW OF THE CANADIAN JOBS STRATEGY

Second Report
of the
Standing Committee on Labour,
Employment and Immigration

CLAUDE LANTHIER, M.P.
CHAIRMAN

April 1988

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Standing Committee on

Procès-verbaux et témoignages du Comité
permanent de

Labour, Employment
and Immigration

Travail, de l'Emploi et
de l'Immigration

A REVIEW OF THE CANADIAN JOBS STRATEGY

RESPECTING

CONCERNANT

In accordance with its mandate under the Standing
Order 96(2), a review of the Canadian Jobs Strategy

En vertu de l'article 96(2) du Règlement, un
examen de la Stratégie canadienne de l'emploi

INCLUDING

The SECOND REPORT



Second Report
of the
Standing Committee on Labour,
Employment and Immigration

CLAUDE LANTHIER, M.P.
CHAIRMAN

Second Session of the Thirty-third Parliament
1986-87-88

Deuxième session de la trentième législature
1986-1987-1988

April 1988

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**THE STANDING COMMITTEE ON
LABOUR, EMPLOYMENT AND IMMIGRATION**

has the honour to present its

SECOND REPORT

In accordance with its mandate under Standing Order 96(2), your Committee agreed to review the Canadian Jobs Strategy which reads as follows:

(Text enclosed)

Your Committee has adopted this report and requests the Government to consider advisability of implementing the said recommendations and, in accordance with the Standing Order 99(2), requests the Government to table a global response to this report.

A copy of the relevant Minutes of Proceedings and Evidence of the Standing Committee on Labour, Employment and Immigration (*Issues No. 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54 and 55, which includes this Report*) is tabled.

Respectfully submitted,

CLAUDE LANTHIER,
Chairman.

A REVIEW OF THE CANADIAN JOBS STRATEGY

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A REVIEW OF THE CANADIAN JOBS STRATEGY

In accordance with its mandate under Standing Order 96(2), your Committee has examined the Canadian Jobs Strategy.

1.0 INTRODUCTION

1.1 Canada's employment needs must be considered in the context of the development of a labour market policy and broad industrial strategy. Labour market policy must be flexible enough to address the special training needs of target groups including older workers, Native people, visible minorities, women, and the disabled. It must be adaptable enough to surmount the obstacles faced by the severely employment-disadvantaged and the long-term unemployed. The goal of every industrial nation is to provide all its citizens with maximum employment opportunities—careful planning for future labour markets through training and retraining programs will enable Canada to work toward the goal of full employment.

1.2 As rapid technological change continues to transform the Canadian labour market, training assumes a priority of first importance for government. In addressing the problems of technological change and long-term unemployment, a training strategy should reflect the realities of regional needs. It should also reflect the reality of the challenge of labour adjustment presented by a myriad of structural changes including the negotiation of the Canada-United States Trade Agreement. This "pervasive and unending" challenge is "perhaps the most substantial and fundamental policy problem of international trade today..."¹ It is within this framework that your Committee's review of the Canadian Jobs Strategy was undertaken.

1.3 Work to reform Canada's labour market policy was launched officially in December 1984, following the release of a consultation paper on training. The basic foundation underlying a new approach was announced at the First Ministers' Conference on the Economy in February 1985. Details of the new thrust, called the Canadian Jobs Strategy, were announced in the form of six major programs and include:

- 1.3.1 Job Development;**
- 1.3.2 Job Entry (including the Challenge Program);**
- 1.3.3 Skill Investment;**
- 1.3.4 Skill Shortages;**
- 1.3.5 Community Futures; and**
- 1.3.6 National Labour Market Innovations.**

1.4 The Canadian Jobs Strategy claims to differ from previous programming in a number of ways: it is an attempt to shift away from short-term cyclical measures and provides a combination of skill development and job experience; it attempts to better reflect the needs of local labour markets by facilitating more flexible programming and greater input at the local level; and, it also attempts to provide a stronger focus on those in the labour market who are most in need via participation targets for women, Native people, disabled people and visible minorities. In addition, aspecial focus is provided to youth under the Job Entry Program.

1.5 Although the Canadian Jobs Strategy began officially in September 1985, some program elements, namely the Community Futures Program and institutional training, were delayed until the following fiscal year.

1.6 Other start-up problems emerged throughout the transition period, many of which were raised in the 1987 Auditor General's Report. Since then, some of these problems have been addressed satisfactorily. On August 5, 1986, the Canada Employment and Immigration Commission established the Task Force on Canadian Jobs Strategy Delivery (known as the St. Jacques Task Force) to review, streamline and simplify the delivery of the program, without jeopardizing its basic principles.² Though the report of the Task Force is finalized, its recommendations await Treasury Board approval (at the time of writing this report). Undoubtedly, these recommendations will improve many operational aspects associated with the program. However, this review failed to address properly a number of program-related issues which your Committee believes requires attention. In general terms, these issues pertain to program objectives, eligibility criteria, program administration, communication, planning and expenditures. Each, in turn, is discussed below.

2.0 PROGRAM OBJECTIVES

2.0.1 According to a document prepared by the federal government, five basic objectives (principles) underlie the Canadian Jobs Strategy and these are:

- 2.0.1.1 "training and job creation must be economic in orientation with emphasis on small business and support of entrepreneurship;
- 2.0.1.2 programming that is innovative, flexible and responsive to regional and local needs;
- 2.0.1.3 a recognition that responsibility for training and employment development has to be shared between governments and the private sector;
- 2.0.1.4 a commitment to equality of access to training and employment development programs;
- 2.0.1.5 programs that are simple, understandable and avoid wasteful duplication."³

Combined, these objectives provide a framework for focusing help where it is most needed and doing what works best.⁴ Although the majority of members of your Committee feel that these objectives are laudable, others do not agree. Some problems related to this approach were raised by members of your Committee and witnesses during the public hearings.

2.1.0 Private Sector Emphasis on Training

2.1.1 Job Creation

2.1.1.1 The distribution of economic activity across Canada is far from uniform and, according to some witnesses, communities which lack an economic base are unable to support the type of employer-sponsored training intended under the program. In all fairness, the private sector orientation inherent in the Canadian Jobs Strategy has been over-emphasized, since less than 30% of program expenditures are currently directed there. Nonetheless, the issue raised here is that job creation measures under the Canadian Jobs Strategy have declined significantly.

2.1.1.2 In the past, job creation programs have typically been used as a stop-gap measure, primarily in response to depressed levels of economic activity throughout the country. Though short-term job creation measures are beneficial in certain circumstances, this approach does not produce long-term

productive employment. Today, many communities require assistance to establish a viable economic base. More often than not, it is the lack of an economic base that precludes the delivery of training as emphasized in many of the programs comprising the Canadian Jobs Strategy. Although the Community Futures Program does address the issue of long-term employment, its focus is directed primarily at communities adjusting to the downside effects of structural and economic change. The testimony would appear to suggest that there are some communities which have not recently experienced the downside effects of structural change, but nonetheless lack a viable economic base and cannot support long-term job opportunities. In view of this, your Committee recommends:

Recommendation: R-2.1.1.1

That the Community Futures Program be used more extensively to address the employment needs of economically depressed communities, even when their problems are unrelated to the downside effects of structural change. Native communities should have full access to this program.

Recommendation: R-2.1.1.2

That the Community Futures Program make greater use of the Community Initiatives Fund, an option intended to support innovative approaches for employment growth when assistance is not available under other federal programs. One specific proposal in this regard is the provision of assistance to workers facing plant shutdowns who want to establish worker co-operatives, provided that continued production is viable.

Recommendation: R-2.1.1.3

That regional economic development programs be used in conjunction with the Community Futures Program to establish long-term employment opportunities in economically depressed areas of the country.

2.1.2 Quality of Training

2.1.2.1 Under the Canadian Jobs Strategy, responsibility for the quality of training rests entirely with the provinces/territories. Usually conducted in accordance with federal-provincial/territorial training agreements, this responsibility is often performed with varying degrees of scrutiny. Training plans are reviewed "sometimes on a 100% basis and sometimes on a sample basis."⁵

2.1.2.2 In its pursuit of profit, some suggest that the private sector may not always provide maximum training benefits to trainees. In this context, a number of witnesses expressed the view that some of the training delivered by the private sector under the Canadian Jobs Strategy represents little more than a wage subsidy. Though intended to help cover the costs of training, these subsidies are sometimes used simply to lower payroll costs. In these instances,

trainees receive job-specific training (i.e., training that is specific to a particular employer which cannot be used easily elsewhere) in low level skills, sometimes at the expense of existing workers who are subsequently laid off. Though the extent of this problem is not fully known, your Committee is opposed, in most instances, to the subsidization of training which provides individuals with non-portable skills and therefore recommends:

Recommendation: R-2.1.2.1

That, when the major emphasis of a Canadian Jobs Strategy option is skill acquisition and not job experience, subsidized training be restricted to employers who provide portable skills training (i.e., skills that can be transferred from employer to employer). Criteria should be developed to determine and assess eligible training and these criteria should be applied uniformly across the country. Under no circumstances should subsidized training be used simply to lower the payroll costs of an employer.

2.1.3 Institutional Training

2.1.3.1 The ability of community colleges⁶ to provide federally funded institutional training that is responsive to labour market needs has been the subject of considerable attention in recent years. In its review of labour market policy and programs around the beginning of this decade, the Task Force on Labour Market Development stated: "By the late 1970s, it had become increasingly apparent that the mechanism for allocating funds under the Canada Manpower Training Program was resulting in substantial training in the eastern provinces for low level skills already in excess supply while serious chronic skill shortages appeared to be surfacing in central and western Canada."⁷ More recently, in his comprehensive audit of the National Institutional Training Program (successor to the Canada Manpower Training Program), the Auditor General noted that "over 50 per cent of skill training is in occupations where there are surpluses at the time the trainee graduates and 44 per cent of trainees in skill training were not working 90 days after completing their course."⁸

2.1.3.2 In an effort to make federally-funded institutional training more relevant to the labour market, two types of institutional training purchases are available under the Canadian Jobs Strategy. The first type, direct training purchases (known as the Direct Purchase Option), is purchased from community colleges by the Canada Employment and Immigration Commission through the provinces. The other type, indirect training purchases, is purchased from a private or public training institution via a third party, such as an employer or project co-ordinator.

2.1.3.3 Although the provinces undoubtedly share the federal government's desire to enhance the relevancy of institutional training, it is important to note that they also seek to maintain a high and stable level of federal funding for their training institutions. This latter objective, however, is not a federal responsibility, though it should be mentioned that funding stability was provided during the initial transition period to indirect training purchases. In addition, community colleges can potentially receive more training funds (including both direct and indirect training purchases) under the current approach than previously, due to the overall increase in nominal expenditures (i.e., not adjusted for inflation) on institutional training.

2.1.3.4 The shift away from direct institutional training purchases has caused problems for some community colleges and, according to the testimony, the alternative, indirect purchases usually channelled through private training institutions, has sometimes maintained the status quo. Though your Committee realizes the need for institutional training to become more responsive to local labour market needs, it does not support the current practice when it simply results in the duplication and/or substitution of training provided by community colleges. In your Committee's opinion this does not encourage or promote a stronger link between institutional training and the needs of the labour market. Your Committee therefore recommends:

Recommendation: R-2.1.3.1

That the Canada Employment and Immigration Commission establish measures to ensure that indirect training purchases through private training institutions do not simply duplicate or replace training in established community colleges and technical training institutes located across the country. The Canada Employment and Immigration Commission must ensure that the private training institutions conform to provincial/territorial training standards.

Recommendation: R-2.1.3.2

That, where applicable, federal-provincial/territorial training agreements address the need to rationalize federally-sponsored training in community colleges to enable them to become more efficient, competitive and responsive to labour market needs.

Recommendation: R-2.1.3.3

That if federally-sponsored training programs in community colleges become more responsive to labour market needs, the federal government should ensure that more funding is directed to these institutions.

2.2.0 Flexibility in Meeting Labour Market Needs

2.2.1 The government's consultation paper on training, released in December 1984, expressed the need to establish an approach to training that is flexible

and able to accommodate change throughout the 1980s and beyond. In this context, the Canadian Jobs Strategy is supposed to contain the necessary flexibility to meet changing regional and local labour market needs. Although the Canadian Jobs Strategy is more flexible at the regional level than previous programs, some witnesses suggested that a more decentralized focus, especially at the local level, is required.

2.2.2 In theory, a region's total block of funds is divided among the various Canadian Jobs Strategy options based primarily on local input from Canada Employment Centre managers, educators, target group representatives, Members of Parliament, Local Advisory Councils and related organizations. In practice, however, "locally-originated plans are reviewed (by the Canada Employment and Immigration Commission) to ensure they are consistent with regional and national priorities."⁹ In essence, this procedure can potentially bypass local concerns and labour market needs. Consequently, your Committee recommends:

Recommendation: R-2.2.1

That funding requirements and program mix be formulated with greater consideration to local labour market needs and community interests, as identified by Local Advisory Councils or their equivalent.

Recommendation: R-2.2.2

That the Canadian Jobs Strategy reflect, as much as possible, the regional priorities established by the Atlantic Canada Opportunities Agency; the Western Diversification Office; the Northern Ontario Advisory Board; and other regional development policies, such as federal-provincial/territorial Economic and Regional Development Subsidiary Agreements.

2.3.0 Local Advisory Councils

2.3.1 According to the Canada Employment and Immigration Commission, the objective of Local Advisory Councils is to "... provide a forum for discussion for government representatives and community leaders with an interest in labour market matters affecting their communities. The Councils advise Canada Employment Centre managers on local labour market issues, especially in relation to Canada Employment Centre planning activities and the local mix of Canadian Jobs Strategy programs."¹⁰

2.3.2 Although 258 Local Advisory Councils have been approved across the country, only 158 of these have been established. Though 69 Local Advisory Councils have been approved in Quebec, none have been established. This is due, in part, to objections raised by the provincial government.

2.3.3 Local Advisory Councils are mandated to review the full spectrum of activities of Canada Employment Centres in their community. This role distinguishes them from other local advisory groups such as Community Industrial Training Committees and Local Agricultural Employment Boards which generally provide advice on specific matters.

2.3.4 Local Advisory Councils are made up of representatives of local Chambers of Commerce, employers, labour leaders, local women's groups, local youth organizations and any other local group of particular significance to the locality. There are approximately 2,500 people serving on Local Advisory Councils across the country. Of these, 35% are representatives of employers, 42% represent workers (but not necessarily from organized labour), 8% represent organized labour and the remainder represent women's groups, youth groups, Native organizations and so on.

2.3.5 Your Committee feels that Local Advisory Councils are useful and necessary bodies. It does feel, however, that there are many problems associated with the Councils. Although your Committee heard good examples of how these Councils should work and the influence they should have on the Canadian Jobs Strategy in their localities, it also heard horror stories of oversized Councils unable to reach decisions or, more commonly, harmonious active Councils that are being ignored by Canada Employment Centres. In terms of the latter, the potential contributions of Local Advisory Councils are lost. Hence, in these instances, the Canadian Jobs Strategy is possibly being administered in a manner which is unsuited to the economic character of the locality and to the needs of local employers, workers and other interested groups. With structural reforms to make Councils smaller and more collegial, and a larger role in the local administration of the Canadian Jobs Strategy, Local Advisory Councils could become more valuable assets to the program. Therefore, your Committee recommends:

Recommendation: R-2.3.1

That all Local Advisory Councils be organized geographically along the lines of labour market areas defined by Canada Employment Centres.

Recommendation: R-2.3.2

That the frequent duplication of efforts by Local Advisory Councils and Community Industrial Training Committees be eliminated. In areas where both organizations exist, individuals from Community Industrial Training Committees should be adequately represented on Local Advisory Councils.

Recommendation: R-2.3.3

That Local Advisory Councils be given real input into the administration of the Canadian Jobs Strategy in their locality. They should identify the local priorities in training and decide how the program can best meet them.

Recommendation: R-2.3.4

That Local Advisory Councils submit quarterly reports on their activities to their respective regional offices of the Canada Employment and Immigration Commission.

Recommendation: R-2.3.5

That Local Advisory Councils submit annual reports to the national headquarters of the Canada Employment and Immigration Commission and to the Minister. These reports should be available to the House of Commons Standing Committee on Labour, Employment and Immigration at its request.

Recommendation: R-2.3.6

That, where appropriate, representation on Local Advisory Councils be modelled after the Canada Employment and Immigration Advisory Council with equal representation among organizations representing employers and workers, and non-aligned groups and individuals.

2.4.0 Duration of Training

2.4.1 Under the Canadian Jobs Strategy, the duration of training varies considerably from option to option. For instance, the duration of training under Skill Investment and Skill Shortages options may last for a maximum period of three years, though this maximum may be extended with the approval of the Canada Employment and Immigration Commission. On the other hand, the maximum duration of training under the Job Entry/Re-Entry Program is normally fixed at 52 weeks. However, in special circumstances (i.e., those engaged in employment preparation activities) further training under the Job Development Program is permitted for an additional 26 weeks. The training period under the Job Development Program normally lasts a maximum of 52 weeks. This maximum is reduced, however, if an individual has completed more than 26 weeks of study authorized under the *National Training Act* or, as mentioned previously, has completed more than 26 weeks of training in a Job Entry/Re-entry employment preparation activity. It should be noted that the time spent by immigrants and refugees in language training is not deducted from the maximum duration of training under Job Development.¹¹

2.4.2 Though virtually every witness supported one of the major focuses of the Canadian Jobs Strategy—to help where it is needed most—some maintained that the program could become more effective in this regard if the duration of

training were longer and more job-related. Generally speaking, these witnesses felt that the short duration of training, especially in terms of the Job Development Program, is of questionable benefit, since there is little or no opportunity to reach skill levels offering more stable, higher paying employment. Your Committee agrees with this view and therefore recommends:

Recommendation: R-2.4.1

That, in reference to the Job Development and Job Entry Programs, the option of longer training periods be made available to individuals who are deemed to be employment-disadvantaged or experiencing serious difficulties achieving a successful transition in the labour market. Regional Directors should have the authority to extend the duration of training under both programs.

Recommendation: R-2.4.2

That maximum training periods be available to all program participants, irrespective of training time spent in other employment preparation programs or activities.

2.5.0 Basic Upgrading

2.5.1 A great deal of concern was expressed to your Committee regarding the fact that many individuals are unable to fully utilize the Canadian Jobs Strategy because they lack literacy skills and/or are in need of basic academic upgrading. Many regard this problem as being symptomatic of deficient elementary and secondary educational systems and thus falls strictly within the purview of provincial jurisdiction. Present policy respecting the Canadian Jobs Strategy appears to partially support this view, since lower level preparation for vocational training (i.e., below grade eight) is not available under the Direct Purchase Option because it is deemed to be a provincial responsibility. Thus, Basic Training for Skill Development only provides upgrading at a high school level.

2.5.2 Virtually every witness who addressed this issue pointed to the need to devote more resources to basic upgrading. While your Committee supports this, it would like to remind provincial governments that they have both a major role and responsibility in this area. Thus, your Committee recommends:

Recommendation: R-2.5.1

That, as soon as possible, the federal government call a federal-provincial conference of Education/Training Ministers to formulate and implement a cost-shared plan for to seriously address the issue of illiteracy, functional illiteracy and the problems of those who need basic upgrading.

Recommendation: R-2.5.2

That more funds be allocated to basic upgrading programs under the Job Development and Entry/Re-entry Programs. In addition, funding for language training should be increased, but not at the expense of other training programs under the Canadian Jobs Strategy.

Recommendation: R-2.5.3

That, as outlined in your Committee's Report on Unemployment Insurance, unemployment insurance claimants in need of a basic education be automatically entitled to collect benefits at the beginning of their claim while developing basic skills. In addition, training-related allowances should not be treated as earnings-on-claim.

Recommendation: R-2.5.4

That training-related allowances not be deducted from allowances paid to social assistance recipients training under the Canadian Jobs Strategy.

2.6.0 Apprenticeship Training

2.6.1 As part of their training, apprentices in this country are required to attend classes in an institutional setting. The federal government currently pays for this portion of apprentices' training and it is delivered via the Direct Purchase Option of the Skill Shortages Program. Approximately \$160 million is expended on this program to cover the cost of instruction, pay allowances to apprentices during this period of their training and contribute to provincial administrative costs.

2.6.2 During the fiscal year, 1987-88, the federal government, in conjunction with the provinces, initiated a number of studies to review federal involvement in apprenticeship training. Though a number of issues prompted this review, two are paramount. First, in some instances, apprenticeship training is not responsive to conditions in the labour market. Federal funds continue to be directed to occupations requiring apprenticeship training, even though surpluses exist in these occupations. Thus, many apprentices face the prospect of unemployment if they attempt to enter the occupation for which they are trained.

2.6.3 The second major issue which concerns the federal government pertains to low levels of target group participation in apprenticeship training. Of some 42,000 apprentices (excluding drycleaning and hairdressing) in this country, for example, less than one per cent are women. This situation exists largely because the federal government has no authority or control over who is indentured to an employer under provincially-regulated trades.

2.6.4 New federal funding arrangements governing apprenticeship will likely emerge over the short-term. One proposal made by the federal government and discussed during your Committee's proceedings would restrict funding to those trades designated under the Skill Shortages Program. This, according to one witness, could affect support for 48 trades and up to 11,500 apprentices in the province of Ontario alone. Though your Committee does not want to see apprenticeship training disrupted across the country, it clearly supports the need for improvement. In view of this, your Committee recommends:

Recommendation: R-2.6.1

That current funding levels be increased, on condition that provincial governments take appropriate action to assist target groups, especially women, to enter non-traditional occupations requiring apprenticeship training.

Recommendation: R-2.6.2

That safeguards be established to restrict federal expenditures on apprenticeship training to occupations which are in demand (including projected demand), though not necessarily limited to those designated under the Skill Shortages Program.

2.7.0 Target Group Participation

2.7.1 The federal government has identified four groups in society which it feels deserve particular attention in providing employment assistance and training under the Canadian Job Strategy. Program targets have been established for women, Native people, disabled people and visible minorities. Targeted and actual participation rates for these groups for the fiscal year, 1986-87, are presented in the table below. Actual rates for the fiscal year, 1987-88, are not yet available. Targets for the fiscal year, 1988-89, are identical to those established for the fiscal year, 1986-87.

**Target and Actual Participation for Client
Groups Covered by Employment Equity Measures
1986-87**

(Percentage of participants)

	Women		Native People		Disabled People		Visible Minorities	
	Target	Actual	Target	Actual	Target	Actual	Target	Actual
Skill Shortages	20.0	8.2	5.0	1.7	6.0	0.1	3.0	0.5
Skill Investment	30.0	36.9	4.6	4.5	6.0	0.3	2.9	1.9
Job Development	43.0	46.2	9.6	12.1	4.0	4.5	4.7	4.5
Job Entry	—	—	—	—	6.0	1.3	5.4	7.3
—Entry	50.0	68.6	7.5	7.3	—	—	—	—
—Re-entry	100.0	100.0	8.1	7.3	—	—	—	—
Community Futures	—	36.0	—	22.0	—	4.0	—	—

Source: Employment and Immigration Canada, *1988-89 Estimates: Part III*, 1988, p. 3-42 and 43.

2.7.2 A number of witnesses argued that these target groups are not being adequately reached. The Canada Employment and Immigration Commission agrees with this criticism but notes that there has been some improvement in the rate of target group participation in the program.

2.7.3 A corollary problem is that the type of skill training offered to target groups seems, on the whole, to be inappropriate. For example, the Canada Employment and Immigration Commission notes that only 6% of the apprentices under the Skill Shortages program are women. It notes further that many of these women are apprenticing in skills traditionally regarded as "women's trades" such as hairdressing. While your Committee feels that providing training to women in occupations they wish to enter is commendable, it is disturbed by the rate of participation of women in training that is regarded as traditional as opposed to the rate of participation in

non-traditional areas of training. Your Committee feels that one of the reasons for this problem is the lack of recruitment of women into non-traditional areas of training. It feels that women should be offered more information and counselling concerning opportunities for training in non-traditional trades. Longer duration of training would also allow women to acquire the basic skills to enter non-traditional areas of training.

2.7.4 The same sort of problems exist concerning Native people. They are not being offered training in skills appropriate to their environment. Native people have argued that all the component programs of the Canadian Job Strategy are designed with southern, traditional, industrial communities in mind. Hence, these programs are not appropriate for Native people or their communities.

2.7.5 During the latter part of the last decade, the Labour Adjustment Benefits Program was introduced to assist older workers, a group which is particularly susceptible to adjustment problems in the labour market. Though this program was recently terminated, its replacement—the Program for Older Worker Adjustment—is not in place. In view of the fact that displaced older workers' prospects for re-employment are limited, your Committee believes this group should also be identified for targeted assistance under the Canadian Jobs Strategy (at least until the Program for Older Worker Adjustment becomes operational).

2.7.6 Your Committee therefore feels that, although the practice of targeting certain groups under the Canadian Jobs Strategy is commendable, more could be achieved by encouraging greater participation of target groups in the program, by providing more appropriate skills training and by including older workers as a target group under the Program. In view of this, your Committee recommends:

Recommendation: R-2.7.1

That the Canada Employment and Immigration Commission actively search out members of target groups. This would provide a better understanding of the size of the potential clientele, so that it can be better served.

Recommendation: R-2.7.2

That eligible persons be encouraged to identify themselves when applying for work with employers who have affirmative action programs.

Recommendation: R-2.7.3

That in order to expand access to the Program more effort be put into explaining to members of the target groups the opportunities available to them under the Canadian Jobs Strategy and encouraging them to take advantage of these.

Recommendation: R-2.7.4

That regional and, where possible, local targets be established to reflect the membership of target groups in these areas. These targets could then be used to provide skills training appropriate to the locality.

Recommendation: R-2.7.5

That official language minorities in specific areas be given an opportunity to train in their own language under the Canadian Jobs Strategy. For example, Anglophones in Quebec and Francophones in the other provinces (particularly Ontario and Manitoba) should be identified and encouraged to train under the program.

Recommendation: R-2.7.6

That the Canada Employment and Immigration Commission launch an outreach program to encourage women to enrol in training programs leading to non-traditional skills by providing them with more information and counselling to that end. Administrators of skill training programs and colleges should be encouraged to accommodate more women in such training programs. In addition, dependant care allowances should reflect the real cost of child care.

Recommendation: R-2.7.7

That it is imperative that Native groups participate in identifying training programs which are more appropriate to Native communities.

Recommendation: R-2.7.8

That older workers (i.e., those who are 50 years of age and over) be identified as a target group under the Canadian Jobs Strategy.

3.0 PROGRAM ELIGIBILITY

3.1 Virtually every witness commented on the eligibility criteria governing the selection of trainees under the Canadian Jobs Strategy. Overall, most felt that these criteria were too restrictive; inflexible; and, in some cases, arbitrarily determined.

3.2 Under the Job Development Program, eligible trainees must normally remain unemployed for at least 24 of the last 30 weeks. Exemptions exist for those who are normally engaged in seasonal employment, but who fail to establish unemployment insurance eligibility prior to lay off; those who work part-time (i.e., less than 15 hours of work per week); discouraged workers (i.e., those who are not actively searching for work because they believe no work exists); prisoners; and individuals unable to find work because they have a severe employment-related disadvantage. In addition, individuals may be exempt from the "24 out of 30" rule at the Minister's discretion, provided they reside in high unemployment pockets of the country (i.e., where the annual average unemployment rate exceeds 20%). Nonetheless, most individuals are required to remain unemployed for at least six months before qualifying under this program. Although the purpose of this program is intended to address the needs of Canada's long-term unemployed, many witnesses felt that this eligibility criterion is arbitrary and self-serving. Furthermore, many individuals will undoubtedly experience unemployment for this duration in any event; however, in the meantime they are excluded from assistance and forced to wait.

3.3 Your Committee also heard a great deal of testimony regarding participant eligibility criteria under the Job Re-entry Program. To be eligible under this program, participants must be women re-entering the labour force after an absence of three years during which time they were engaged primarily in homemaking activities. First time female labour force entrants are also eligible under this program, provided they fulfill the same conditions as stated above. Many witnesses agreed that the "three-year out of the labour force" requirement serves as a major impediment to the training of unemployed women. Although this program is designed to address the needs of women experiencing problems (i.e., unemployed or working fewer than 20 hours per week) re-entering the labour force after a prolonged absence, women who are unable to secure full-time employment after a prolonged period of part-time work might also be characterized as experiencing similar transitional problems in the labour market.

3.4 Eligible communities under the Community Futures Program must be experiencing chronic or acute unemployment, have an unemployment rate which is deemed to be substantially higher than the provincial average, and be located outside metropolitan areas and distant from buoyant labour markets. These criteria, according to some witnesses, are ill-defined and exclude many deserving communities which happen to be located near metropolitan centres. According to the testimony, Native communities serve as a prime example in this regard. The Community Futures Program also fails to address the needs of metropolitan communities, even though they may be experiencing high unemployment in response to structural and economic change.

3.5 The designation of skills under the Skill Shortages Program depends on a number of criteria including the extent, severity and expected duration of the shortage; skill level (shortages involving higher-level skills are given priority); skill transferability; and availability of program funds. Though the extent of the problem surrounding the designation of skills under this program is not certain, some witnesses pointed to the need for more locally-based designations. According to these witnesses, the current criteria governing the designation process are too restrictive, and should become more flexible in terms of addressing the skill needs of local labour markets. Although eligibility under the Skill Shortages Program generally requires either a regional or national designation, shortages may be designated locally and training, confined to a specific area. However in terms of the latter, designations of this nature are exceptional.¹² In view of the above, your Committee recommends the following:

Recommendation: R-3.1

That, under the Job Development Program, the "24 out of 30" rule be waived for at least a minimum of 10% of program participants in each region.

Recommendation: R-3.2

That, under the Job Development Program, individuals residing in areas where the average annual unemployment rate exceeds one and one-half times the national average not be required to satisfy the "24 out of 30" rule.

Recommendation: R-3.3

That, under the Job Re-entry Program, discretionary power be given to Regional Directors of the Canada Employment and Immigration Commission to waive the "three-year out of the labour force" requirement. In addition, women should not have to be primarily involved in homemaking activities during this prolonged absence from the labour force.

Recommendation: R-3.4

That, under the Job Re-entry Program, women who have sought full-time employment for at least two years, but have only been able to work part-time, be deemed eligible.

Recommendation: R-3.5

That, under the Community Futures Program, the eligibility criteria—"suffering from chronic or acute unemployment" and "local unemployment that is substantially greater than the provincial average"—be defined more clearly.

Recommendation: R-3.6

That, under the Community Futures Program, special consideration be given to communities experiencing difficulties, especially Native communities, even though they are located close to buoyant labour markets.

Recommendation: R-3.7

That, under the Community Futures Program, areas, including metropolitan areas, primarily reliant on a single economic activity be given full consideration.

Recommendation: R-3.8

That skill designations under the Skill Shortages Program give greater consideration to local skill shortages.

4.0 PROGRAM ADMINISTRATION

4.0.1 Though a number of problems related to the administration of the Canadian Jobs Strategy surfaced during your Committee's proceedings, three aspects—project approval, payment of allowances and project monitoring—received the lion's share of attention.

4.1.0 Project Approval

4.1.1 According to the testimony, good training projects are sometimes abandoned by sponsors because of administrative red tape or a lengthy response time from proposal to funding. Furthermore, some project sponsors do not receive approval to begin their projects until the last minute. This latter problem appears to be largely associated with projects under the Job Development Program and the Challenge Option under the Job Entry Program. In view of this, your Committee recommends:

Recommendation: R-4.1.1

That training proposals be processed within a fixed, but reasonable, period of time and sponsors should be apprised of their proposals' status throughout the approval process.

4.2.0 Payment of Allowances

4.2.1 Currently, allowance payments under the Canadian Jobs Strategy are made via the Department of Supply and Services pay system. According to the testimony, these payments can sometimes involve lengthy delays, especially in terms of the initial payment. The Task Force on Canadian Jobs Strategy Delivery proposes to delegate the responsibility of allowance payments to project co-ordinators and thus bypass the government's pay system. Though this proposal is expected to generate more timely payments, its implementation is not expected until sometime in the middle of this year. In the meantime your Committee recommends:

Recommendation: R-4.2.1

That the Canada Employment and Immigration Commission make full use of its IMPRESS cheque mechanism, a system which can be used to provide income support, through Canada Employment Centres, to individuals experiencing hardship due to payment problems under the Canadian Jobs Strategy.

4.3.0 Monitoring

4.3.1 It is the responsibility of the Canada Employment and Immigration Commission to ensure that the terms and conditions of all training agreements are honoured under the Canadian Jobs Strategy. The monitoring process used to fulfill this responsibility usually involves a number of activities, though periodic on-site visits represent the most common method used today. These visits are considered to be an important aspect of the monitoring process because they are effective and allow project officers an opportunity to ensure that project sponsors are fully aware of their obligations and duties under the various program options comprising the Canadian Jobs Strategy.

4.3.2 The Task Force on Canadian Jobs Strategy Delivery proposes to introduce a new monitoring system which is essentially designed to focus monitoring activities on problematic projects. This would be accomplished primarily on the basis of sponsors' track records, the value of contribution agreements and the complexity of the program options involved. In essence, this proposal would reduce significantly both the intensity and frequency of on-site monitoring activities.

4.3.3 According to the testimony, some witnesses suggested that there is a need to tighten monitoring controls in order to improve program performance. In addition to monitoring program expenditures and results, this should include quality checks on training. Though your Committee is cognizant of the fact that downsizing necessitates a reduction in person-year resources, it questions the prudence of the proposed new monitoring system. Consequently, your Committee recommends:

Recommendation: R-4.3.1

That the monitoring system proposed by the Task Force on Canadian Jobs Strategy Delivery be abandoned and current monitoring activities, including quality checks on training, be enhanced. Further, a comprehensive review of post-training success/failure rates be undertaken regularly.

Recommendation: R-4.3.2

That provisions in federal-provincial/territorial agreements governing training certification be enforced.

5.0 COMMUNICATION AND PLANNING

5.1 During your Committee's proceedings, a number of witnesses commented on the lack of communication between Canada Employment Centres and the various local groups in their communities including Local Advisory Councils, community colleges, employers, labour unions, women's groups, youth organizations and Native groups. This lack of communication results in uncoordinated training efforts, inefficient use of resources and the purchase of spaces in skill training programs that are superfluous or inappropriate to the locality.

5.2 Some witnesses appearing before your Committee claimed that the quality of education in Canada's community colleges and technical training institutes has suffered because they are unable to make medium- to long-term plans concerning their training programs. A major reason for this is that they are never sure if government funding will continue, what the level of funding will be or where their local Canada Employment Centre will direct that funding. While your Committee is concerned with the fact that some community colleges may be using federal training funds to balance their budgets, it does believe that the federal government should provide stability and continuity in its funding of training programs at community colleges and technical training institutes to allow these institutions an opportunity to plan training programs. Although your Committee recognizes that the community college systems are outside the domain of federal jurisdiction, it does believe that the Canada Employment and Immigration Commission should be cognizant of the planning difficulties that are sometimes imposed on community colleges because of inconsistent or erratic funding from the federal government, especially in terms of indirect training purchases.

5.3 The colleges' planning problems are compounded by their lack of communication with the Canada Employment Centres when the latter are deciding how many seats to purchase in the various training programs. Many community colleges believe that they are sufficiently attuned to the economic character of their locality to be able to decide what skills to teach and how many students to train. Community college representatives appearing before the Committee have argued that Canada Employment Centres should cooperate with local community colleges in deciding which training programs should be offered and the volume of training supplied.

5.4 As mentioned previously, one of the criticisms of the Canadian Jobs Strategy pertains to the short duration of training allowed under some elements of the program, especially in terms of Job Development. The latter

allows for no more than a 52-week training period. Many witnesses commented that this was often an insufficient amount of time in which to teach a skill adequately. In many cases a trainee, after one year, reaches a certain skill level and then is suddenly cut off from the program. The employer must then take on a new person with no skills and consequently, loses the training investment in the first trainee.

5.5 Your Committee feels that such short-term funding under the Canadian Jobs Strategy inhibits long-term planning by employers, trainees and educators. Employers are unable to make long-term plans for using people they have trained; trainees are unable to make long-term plans for skills they wish to attain; and educators are unable to implement multi-year training programs that might be more appropriate for certain skills. Hence, your Committee recommends:

Recommendation: R-5.1

That community colleges and technical training institutes, through participation in Local Advisory Councils where they exist, be given more opportunities for input into the planning of regional and local training programs. Canada Employment Centres should also seek their advice when deciding which training programs to support and which to discontinue.

Recommendation: R-5.2

That the Canada Employment and Immigration Commission seek to maintain stability and consistency in its funding of training programs at community colleges and technical training institutes in order to accommodate long-term planning.

Recommendation: R-5.3

That the Canadian Jobs Strategy allow for flexibility in the reallocation of training funds and the duration of training. Where necessary, multi-year training programs should be permitted.

6.0 EXPENDITURES

6.1 Compared to the fiscal year immediately preceding the Canadian Jobs Strategy, expenditures on the government's new approach to human resource development have declined. In 1984/85, approximately \$1.69 billion (excluding operating expenditures, unemployment insurance and expenditures by other government departments) was expended on training and job creation. Since its introduction, expenditures on the Canadian Jobs Strategy have risen from roughly \$1.44 billion in 1985/86, a transition year with an expenditure lapse of some \$380 million, to a forecast level of approximately \$1.52 billion in 1987/88. Canadian Jobs Strategy expenditures for the fiscal year, 1988/89, are estimated to be \$1.46 billion. Of course, in real terms (i.e., adjusted for inflation), expenditures are somewhat lower. The government's explanation for the downward trend in expenditures on the Canadian Jobs Strategy has been based on two developments: better economic conditions and fiscal restraint. In reference to the fact that economic conditions have improved it should be noted that expenditures per unemployed individual have remained relatively constant over the period 1984/85 to 1987/88. Some members of your Committee question whether this approach is appropriate for determining human resource development expenditures.

6.2 While some witnesses recognized the need for spending restraint, most believed that expenditures on training under the Canadian Jobs Strategy should be exempt from this process and increased. Your Committee believes that expenditures on training, retraining and upgrading should be based on the need for efficiency, competitiveness and the rate of technological change, and not necessarily on the level of unemployment. It is possible that a high level of training expenditure will be required in a full employment society as it can be argued that any cut in these expenditures would generate unemployment in the longer term. Expenditures should nevertheless continue to be directed to those programs which best address the needs of local labour markets across the country.

6.3 The composition of economic activity and the structure of production itself responds continuously to changing economic conditions both at home and abroad. Changes in domestic and foreign consumption patterns, Canadian trade arrangements and our use of technology, for example, all exert an influence on the quantity, type and location of job opportunities and skills in demand. In most instances, individuals require training to take advantage of these opportunities. Thus, programs comprising the Canadian Jobs Strategy and expenditures on them must continue to reflect the adjustment needs of Canada's work force. In this context, witnesses felt that the government should

be prepared to appropriate funds for the purpose of assisting workers who are required to make major adjustments in response to free trade with the United States. Your Committee supports this view and therefore recommends:

Recommendation: R-6.1

That expenditures on the Canadian Jobs Strategy be sufficient to achieve Canada's goals for technological and economic development and the need to be competitive in international markets.

Recommendation: R-6.2

That the government be prepared to fund fully the retraining needs of workers who may be displaced when the Canada-United States free trade agreement is implemented, especially in terms of income support for older workers who face the unlikely prospect of re-employment. These funds should be in addition to expenditures on the Canadian Jobs Strategy.

Recommendation: R-6.3

That the government establish a technology and labour adjustment fund, which would be used to finance high skill training and other adjustment measures related to technological change and productivity improvement. Under this fund, Canadian firms shall contribute a certain percentage of pre-tax profits and the government would match this contribution. This fund would be jointly managed by a labour-management-government board.

6.4 On a final note, members of your Committee would like to take this opportunity to thank all of those who took the time and effort to present their views to us. Your Committee would also like to thank those who were prepared to meet with us, but for one reason or another were unable to do so. A list of witnesses is presented at the end of the report.

6.5 Your Committee requests that the Government respond to this report in accordance with Standing Order 99(2).

APPENDIX A

FOOTNOTES

- 1 Economic Council of Canada, *Managing Adjustment: Policies for Trade-Sensitive Industries*, 1988 (p. 1, p. ix).
- 2 This review excluded the Innovations Program.
- 3 *Employment Opportunities: Preparing Canadians for a Better Future*, First Ministers' Conference on the Economy, Regina, Saskatchewan, February 14-15, 1985, p. 8-9.
- 4 Employment and Immigration Canada, "The Canadian Jobs Strategy: A Review of the First Eighteen Months", May 12, 1987, p. 1.
- 5 *Ibid.*, p. 19.
- 6 The use of the word community college in this report includes CEGEPs ("Collège d'enseignement général et professionnel") in Quebec
- 7 Employment and Immigration Canada, *Labour Market Developments in the 1980s*, July 1981, p. 34.
- 8 Auditor General of Canada, *Report of the Auditor General of Canada to the House of Commons for the Fiscal Year Ended 31 March 1986*, paragraph 6.150.
- 9 Employment and Immigration Canada, "The Canadian Jobs Strategy: A Review of the First Eighteen Months", May 12, 1987, p. 6.
- 10 Local Advisory Council Secretariat, Employment and Immigration Canada, "Local Advisory Council Guidelines", September 24, 1986, p. 1.
- 11 Employment and Immigration Canada, *Employment Manual*, paragraph 45.06.

12 Employment and Immigration Canada, "Operational Guidelines Relating to the Criteria and Process for the Designation of Occupational Skill Shortages", Strategic Policy and Planning, May 1, 1987, p. 10.

1 Economic Council of Canada, Managing Adjustment Policies for Trade-Intensive Industries, 1988 (p. 1, p. ix).

2 Employment and Immigration Canada, Report of the Auditor General of Canada to the House of Commons for the Fiscal Year Ended 31 March 1988, paragraph 6.156.

3 Employment and Immigration Canada, The Canadian Job Strategy: A Review of the First Fifteen Months, May 12, 1987, p. 6.

4 Local Advisory Council, Secretariat, Employment and Immigration Canada, "Local Advisory Council Guidelines", September 24, 1985, p. 1.

5 Employment and Immigration Canada, Employment Manual, paragraph 45.06.

APPENDIX B

RECOMMENDATIONS

Recommendation: R-2.1.1.1

That the Community Futures Program be used more extensively to address the employment needs of economically depressed communities, even when their problems are unrelated to the downside effects of structural change. Native communities should have full access to this program. (page 4)

Recommendation: R-2.1.1.2

That the Community Futures Program make greater use of the Community Initiatives Fund, an option intended to support innovative approaches for employment growth when assistance is not available under other federal programs. One specific proposal in this regard is the provision of assistance to workers facing plant shutdowns who want to establish worker co-operatives, provided that continued production is viable. (page 4)

Recommendation: R-2.1.1.3

That regional economic development programs be used in conjunction with the Community Futures Program to establish long-term employment opportunities in economically depressed areas of the country. (page 4)

Recommendation: R-2.1.2.1

That, when the major emphasis of a Canadian Jobs Strategy option is skill acquisition and not job experience, subsidized training be restricted to employers who provide portable skills training (i.e., skills that can be transferred from employer to employer). Criteria should be developed to determine and assess eligible training and these criteria should be applied uniformly across the country. Under no circumstances should subsidized training be used simply to lower the payroll costs of an employer. (page 5)

Recommendation: R-2.1.3.1

That the Canada Employment and Immigration Commission establish measures to ensure that indirect training purchases through private training institutions do not simply duplicate or replace training in established community colleges and technical training institutes located across the country. The Canada Employment and Immigration Commission must ensure

that the private training institutions conform to provincial/territorial training standards. (page 6)

Recommendation: R-2.1.3.2

That, where applicable, federal-provincial/territorial training agreements address the need to rationalize federally-sponsored training in community colleges to enable them to become more efficient, competitive and responsive to labour market needs. (page 6)

Recommendation: R-2.1.3.3

That if federally-sponsored training programs in community colleges become more responsive to labour market needs, the federal government should ensure that more funding is directed to these institutions. (page 6)

Recommendation: R-2.2.1

That funding requirements and program mix be formulated with greater consideration to local labour market needs and community interests, as identified by Local Advisory Councils or their equivalent. (page 7)

Recommendation: R-2.2.2

That the Canadian Jobs Strategy reflect, as much as possible, the regional priorities established by the Atlantic Canada Opportunities Agency; the Western Diversification Office; the Northern Ontario Advisory Board; and other regional development policies, such as federal-provincial/territorial Economic and Regional Development Subsidiary Agreements. (page 7)

Recommendation: R-2.3.1

That all Local Advisory Councils be organized geographically along the lines of labour market areas defined by Canada Employment Centres. (page 8)

Recommendation: R-2.3.2

That the frequent duplication of efforts by Local Advisory Councils and Community Industrial Training Committees be eliminated. In areas where both organizations exist, individuals from Community Industrial Training Committees should be adequately represented on Local Advisory Councils. (page 8)

Recommendation: R-2.3.3

That Local Advisory Councils be given real input into the administration of the Canadian Jobs Strategy in their locality. They should identify the local

priorities in training and decide how the program can best meet them. (page 9)

Recommendation: R-2.3.4

That Local Advisory Councils submit quarterly reports on their activities to their respective regional offices of the Canada Employment and Immigration Commission. (page 9)

Recommendation: R-2.3.5

That Local Advisory Councils submit annual reports to the national headquarters of the Canada Employment and Immigration Commission and to the Minister. These reports should be available to the House of Commons Standing Committee on Labour, Employment and Immigration at its request. (page 9)

Recommendation: R-2.3.6

That, where appropriate, representation on Local Advisory Councils be modelled after the Canada Employment and Immigration Advisory Council with equal representation among organizations representing employers and workers, and non-aligned groups and individuals. (page 9)

Recommendation: R-2.4.1

That, in reference to the Job Development and Job Entry Programs, the option of longer training periods be made available to individuals who are deemed to be employment-disadvantaged or experiencing serious difficulties achieving a successful transition in the labour market. Regional Directors should have the authority to extend the duration of training under both programs. (page 10)

Recommendation: R-2.4.2

That maximum training periods be available to all program participants, irrespective of training time spent in other employment preparation programs or activities. (page 10)

Recommendation: R-2.5.1

That, as soon as possible, the federal government call a federal-provincial conference of Education/Training Ministers to formulate and implement a cost-shared plan for to seriously address the issue of illiteracy, functional illiteracy and the problems of those who need basic upgrading. (page 10)

Recommendation: R-2.5.2

That more funds be allocated to basic upgrading programs under the Job Development and Entry/Re-entry Programs. In addition, funding for language training should be increased, but not at the expense of other training programs under the Canadian Jobs Strategy. (page 11)

Recommendation: R-2.5.3

That, as outlined in your Committee's Report on Unemployment Insurance, unemployment insurance claimants in need of a basic education be automatically entitled to collect benefits at the beginning of their claim while developing basic skills. In addition, training-related allowances should not be treated as earnings-on-claim. (page 11)

Recommendation: R-2.5.4

That training-related allowances not be deducted from allowances paid to social assistance recipients training under the Canadian Jobs Strategy. (page 11)

Recommendation: R-2.6.1

That current funding levels be increased, on condition that provincial governments take appropriate action to assist target groups, especially women, to enter non-traditional occupations requiring apprenticeship training. (page 12)

Recommendation: R-2.6.2

That safeguards be established to restrict federal expenditures on apprenticeship training to occupations which are in demand (including projected demand), though not necessarily limited to those designated under the Skill Shortages Program. (page 12)

Recommendation: R-2.7.1

That the Canada Employment and Immigration Commission actively search out members of target groups. This would provide a better understanding of the size of the potential clientele, so that it can be better served. (page 14)

Recommendation: R-2.7.2

That eligible persons be encouraged to identify themselves when applying for work with employers who have affirmative action programs. (page 14)

Recommendation: R-2.7.3

That in order to expand access to the Program more effort be put into explaining to members of the target groups the opportunities available to them under the Canadian Jobs Strategy and encouraging them to take advantage of these. (page 14)

Recommendation: R-2.7.4

That regional and, where possible, local targets be established to reflect the membership of target groups in these areas. These targets could then be used to provide skills training appropriate to the locality. (page 15)

Recommendation: R-2.7.5

That official language minorities in specific areas be given an opportunity to train in their own language under the Canadian Jobs Strategy. For example, Anglophones in Quebec and Francophones in the other provinces (particularly Ontario and Manitoba) should be identified and encouraged to train under the program. (page 15)

Recommendation: R-2.7.6

That the Canada Employment and Immigration Commission launch an outreach program to encourage women to enrol in training programs leading to non-traditional skills by providing them with more information and counselling to that end. Administrators of skill training programs and colleges should be encouraged to accommodate more women in such training programs. In addition, dependant care allowances should reflect the real cost of child care. (page 15)

Recommendation: R-2.7.7

That it is imperative that Native groups participate in identifying training programs which are more appropriate to Native communities. (page 15)

Recommendation: R-2.7.8

That older workers (i.e., those who are 50 years of age and over) be identified as a target group under the Canadian Jobs Strategy. (page 15)

Recommendation: R-3.1

That, under the Job Development Program, the "24 out of 30" rule be waived for at least a minimum of 10% of program participants in each region. (page 17)

Recommendation: R-3.2

That, under the Job Development Program, individuals residing in areas where the average annual unemployment rate exceeds one and one-half times the national average not be required to satisfy the "24 out of 30" rule. (page 17)

Recommendation: R-3.3

That, under the Job Re-entry Program, discretionary power be given to Regional Directors of the Canada Employment and Immigration Commission to waive the "three-year out of the labour force" requirement. In addition, women should not have to be primarily involved in homemaking activities during this prolonged absence from the labour force. (page 17)

Recommendation: R-3.4

That, under the Job Re-entry Program, women who have sought full-time employment for at least two years, but have only been able to work part-time, be deemed eligible. (page 18)

Recommendation: R-3.5

That, under the Community Futures Program, the eligibility criteria—"suffering from chronic or acute unemployment" and "local unemployment that is substantially greater than the provincial average"—be defined more clearly. (page 18)

Recommendation: R-3.6

That, under the Community Futures Program, special consideration be given to communities experiencing difficulties, especially Native communities, even though they are located close to buoyant labour markets. (page 18)

Recommendation: R-3.7

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That skill designations under the Skill Shortages Program give greater consideration to local skill shortages. (page 18)

Recommendation: R-4.1.1

That training proposals be processed within a fixed, but reasonable, period of time and sponsors should be appraised of their proposals' status throughout the approval process. (page 19)

Recommendation: R-4.2.1

That the Canada Employment and Immigration Commission make full use of its IMPRESS cheque mechanism, a system which can be used to provide income support, through Canada Employment Centres, to individuals experiencing hardship due to payment problems under the Canadian Jobs Strategy. (page 19)

Recommendation: R-4.3.1

That the monitoring system proposed by the Task Force on Canadian Jobs Strategy Delivery be abandoned and current monitoring activities, including quality checks on training, be enhanced. Further, a comprehensive review of post-training success/failure rates be undertaken regularly. (page 20)

Recommendation: R-4.3.2

That provisions in federal-provincial/territorial agreements governing training certification be enforced. (page 20)

Recommendation: R-5.1

That community colleges and technical training institutes, through participation in Local Advisory Councils where they exist, be given more opportunities for input into the planning of regional and local training programs. Canada Employment Centres should also seek their advice when deciding which training programs to support and which to discontinue. (page 22)

Recommendation: R-5.2

That the Canada Employment and Immigration Commission seek to maintain stability and consistency in its funding of training programs at community colleges and technical training institutes in order to accommodate long-term planning. (page 22)

Recommendation: R-5.3

That the Canadian Jobs Strategy allow for flexibility in the reallocation of training funds and the duration of training. Where necessary, multi-year training programs should be permitted. (page 22)

Recommendation: R-6.1

That expenditures on the Canadian Jobs Strategy be sufficient to achieve Canada's goals for technological and economic development and the need to be competitive in international markets. (page 24)

Recommendation: R-6.2

That the government be prepared to fund fully the retraining needs of workers who may be displaced when the Canada-United States free trade agreement is implemented, especially in terms of income support for older workers who face the unlikely prospect of re-employment. These funds should be in addition to expenditures on the Canadian Jobs Strategy. (page 24)

Recommendation: R-6.3

That the government establish a technology and labour adjustment fund, which would be used to finance high skill training and other adjustment measures related to technological change and productivity improvement. Under this fund, Canadian firms shall contribute a certain percentage of pre-tax profits and the government would match this contribution. This fund would be jointly managed by a labour-management-government board. (page 24)

APPENDIX C

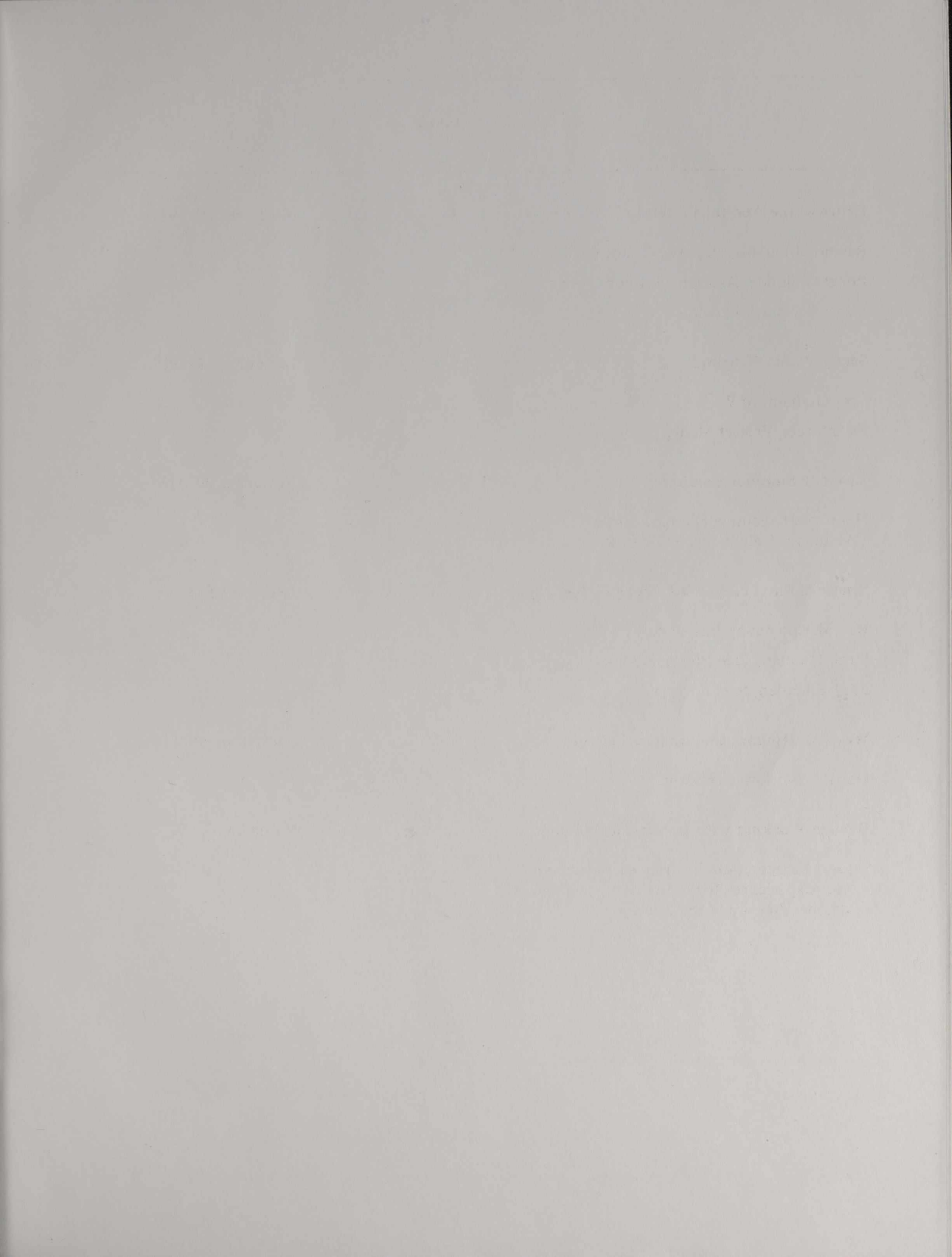
WITNESSES WHO APPEARED BEFORE THE COMMITTEE

	ISSUE	DATE
Assembly of First Nations:	46	December 7, 1987
R.K. Miskokomon, Grand Chief, Aniskinabek; Cathy Chalupa, Policy Analyst, Economic Development.		
Association of Canadian Community Colleges:	46	December 8, 1987
Roy McCutcheon, President; Steve Quinlan, Vice-President; Fred Etherden, Senior Dean.		
Canada Employment and Immigration:	43	October 29, 1987
Nick Mulder, Associate Deputy Minister/ Vice-Chairman; Normand St-Jacques, Director General, Program Development, Canadian Jobs Strategy; A/Director General, Program Policy, Canadian Jobs Strategy; and Leader, Canadian Jobs Strategy Delivery Task Force.		
Canada Employment and Immigration:	47	December 15, 1987
Robert Van Tongerloo, Director General, Operation Branch, Canadian Jobs Strategy; Mark Foley, Policy Officer Coordinator; and Chief, Quality Assurance, Canadian Jobs Strategy.		
Canada Employment and Immigration:	49	February 1, 1988
Nick Mulder, Associated Deputy Minister;		

	ISSUE	DATE
<p>Normand St-Jacques, Director General, Program Development, Canadian Jobs Strategy Group;</p> <p>Peter Hicks, Executive Director, Canadian Jobs Strategy Group.</p>		
Canada Employment and Immigration Union:	47	December 14, 1987
<p>Renaud Paquet, President;</p> <p>Mario Jodouin, Union Representative (Quebec).</p>		
Canadian Federation of Independent Business:	48	January 19, 1988
<p>Jim Bennett, Vice-President of Legislative Affairs;</p> <p>Bill Parson, Director of National Affairs.</p>		
Canadian Federation of Students:	48	January 18, 1988
<p>Tony Macerollo, Chairperson;</p> <p>Tod Smith, Executive Officer;</p> <p>Michael Old, Researcher.</p>		
Canadian Labour Congress:	48	January 19, 1988
<p>Nancy Riche, Executive Vice-President, Canadian Labour Congress;</p> <p>Ron Lang, Director, Policy and Planning, Research and Legislation;</p> <p>Kevin Hayes, National Representative, Policy and Planning, Research and Legislation.</p>		

DATE	ISSUE	ISSUE	DATE
		46	December 8, 1987
Central Interior Logging Association (C.I.L.A.):			
Howard Lloyd, Past President; Paul Klotz, Consultant.			
		48	January 18, 1988
Eastern Regional Community College:			
Frank Marsh, President.			
		43	November 3, 1987
National Action Committee on the Status of Women:			
Rebecca Coulter, Chair Sub-Committee Training and Education and Member of the Executive.			
		47	December 14, 1987
National Union of Provincial Government Employees (NUPGE):			
Greg Blanchard, President (Nova Scotia Government Employees Union/National Union of Provincial Government Employees); Sean Usher, Director, Special Operations (Ontario Public Service Union/National Union of Provincial Government Employees); Larry Brown, Secretary Treasurer.			
		46	December 7, 1987
Native Council of Canada:			
Jim Tomkins, Executive Director.			
		48	January 19, 1988
Northwest Territories Apprentices and Tradesmen's Qualification Board:			
Don Hendry, Chairman.			

	ISSUE	DATE
Office of the Auditor General of Canada: Raymond Dubois, Deputy Auditor General; Robert Lalonde, Assistant Auditor General; Maria Barrados, Director.	44	November 19, 1987
Sandy Waldo Grazing: Stan Graham, M.P.; Faye Street, Project Manager.	47	December 14, 1987
Save our Summer Coalition: Hal Gray, Executive Director, Little Mountain Neighbourhood House.	45	November 30, 1987
Seneca College of Applied Arts and Technology: Roy McCutcheon, President; Steve Quinlan, Vice-President; Fred Etherden, Senior Dean.	46	December 8, 1987
Western Regional Community College: Douglas Fowlow, President.	48	January 18, 1988
Women Working with Immigrant Women: Allison Kemper, Administrative Coordinator, New Experiences for Refugee Women and Member Agency of the Agency.	43	November 3, 1987



<p>1. The first...</p>	<p>1941</p>	<p>...</p>
<p>2. The second...</p>	<p>1942</p>	<p>...</p>
<p>3. The third...</p>	<p>1943</p>	<p>...</p>
<p>4. The fourth...</p>	<p>1944</p>	<p>...</p>
<p>5. The fifth...</p>	<p>1945</p>	<p>...</p>
<p>6. The sixth...</p>	<p>1946</p>	<p>...</p>