



# PROVINCIAL-TERRITORIAL APPRENTICE MOBILITY GUIDELINES

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# About the Guidelines

The *Provincial-Territorial Apprenticeship Mobility Guidelines* documents agreements reached by provinces and territories to facilitate apprentice mobility. These Guidelines include the commitments Canada’s Premiers and Canada’s Provincial-Territorial Ministers responsible for apprenticeship agreed to, as included in the *Provincial-Territorial Apprenticeship Mobility Protocol* and the *Provincial-Territorial Apprenticeship Mobility Agreement*.

The Guidelines are intended to support:

| <b>Audience</b>                         | <b>Use</b>   |
|---|--|
| <i>Jurisdictional Operational Staff</i> | <ul style="list-style-type: none"><li>• Understand requirements for their jurisdiction and others in regards to apprentice mobility; and</li><li>• Promote mutual recognition of apprenticeship training (to the extent practicable) and facilitate apprentice mobility.</li></ul> |
| <i>General Public</i>                   | <ul style="list-style-type: none"><li>• Build an understanding of commitments and agreements reached by provinces and territories to facilitate apprentice mobility.</li></ul>   |

While these Guidelines provide overall information regarding apprentice mobility, detailed requirements and process information is available in the *Provincial-Territorial Apprenticeship Mobility Transfer Guide*, developed to support jurisdictions, apprentices, pre-apprentices, and employers in understanding each province’s and territory’s apprentice mobility requirements. Jurisdictional staff are also available to support apprentices and employers and interpret apprentice mobility requirements and processes.

## Part 1: Background

### 1.1 What is apprenticeship?

Apprenticeship is training that develops an individual's skills and competencies required to perform tasks in a trade. Apprenticeship training combines on-the-job and off-the-job training that leads to a competency in an array of skills as defined by an industry standard.

Apprentices learn through work experience, under the supervision of qualified tradespeople known as journeypersons, and through off-the-job or technical training<sup>1</sup>, which is often completed in a classroom. Once apprentices have completed all their training, they become eligible to write their certification examination, if applicable. If successful, apprentices are able to obtain a provincial or territorial certificate as a journeyperson, indicating they have met the minimum requirements for certification in a specific trade.

In many trades, a journeyperson can also earn a Red Seal endorsement on their provincial or territorial certificate by taking an interprovincial standardized examination. Certified journeypersons with or without Red Seal endorsement can practice their trades easily in any jurisdiction across Canada because they have been assessed to industry standards enabling them full mobility granted from the labour mobility provisions in the Canadian Free Trade Agreement (CFTA).

A trade can be either compulsory (have restrictive tasks) or voluntary/non-compulsory (do not have restrictive tasks).

Compulsory trades require workers to be certified or registered as apprentices in the trade in order to work legally in the occupation.

Voluntary/non-compulsory trades are trades in which workers are not required to be registered apprentices or certified to work legally in that trade.

### 1.2 What is pre-apprenticeship?

Pre-apprenticeship training is an introduction into an apprenticeship offered through off-the-job or technical training (including vocational training), work experience or both. Pre-apprenticeship training may be delivered through a high school, community partner or a post-secondary institution; training provided through a post-secondary institution is referred to as pre-employment training in many jurisdictions. Pre-apprenticeship training is taken prior to an individual being registered as an apprentice and offers participants an introduction into a trade, readies them for training as an apprentice, and prepares them for working in a trades' work environment. Like an apprenticeship, pre- apprenticeship training may involve the supervision of a journeyperson. Recognition towards apprenticeship training may be provided when pre-apprenticeship training is successfully completed.

### 1.3 Provincial-Territorial Apprenticeship Systems and Apprentice Mobility

Similar to other educational systems such as secondary, college and university education, each province and territory is separately responsible for apprenticeship training and trade certification, creating multiple apprenticeship systems within Canada. While these different apprenticeship systems give jurisdictions the flexibility to respond to local economic and labour-market conditions in ways that best meet the needs of their industry, employers, and workers, they also give rise to the existence of variances in training requirements, which may create barriers to apprentices wishing to move.

In Canada, while the Canada Free Trade Agreement ensures labour mobility for journeypersons and other certified workers, it does not apply to apprentices who are working toward certification or to individuals who have successfully completed pre-apprenticeship training. Apprentices registered in one province or territory may need or choose to be mobile, meaning they want to move their training temporarily or transfer it permanently to another province or territory.

Collaborative initiatives including the Red Seal Program have enabled jurisdictions to develop a level of consistency standards across specific trades; however, differences still exist and jurisdictions are working together to reduce barriers and facilitate apprentice mobility.

Apprentice mobility is an initiative undertaken to support economic growth in Canada through the strengthened development of a skilled, competitive workforce.

## Part 2: Application and Principles: Apprenticeship Mobility Protocol and Agreement

### 2.1 Apprenticeship Mobility Protocol and Agreement

Through the Council of the Federation, Premiers recognized the need to address apprenticeship mobility barriers and on July 16, 2015 signed the Provincial-Territorial Apprenticeship Mobility Protocol. The Protocol is a framework that enables apprentices to pursue jobs anywhere in Canada, facilitating their ability to move without interruption to their continuum of training. The Protocol also enables individuals who have successfully completed pre-apprenticeship training in one jurisdiction to receive recognition for that training, to the extent practicable, if they register as an apprentice in another jurisdiction.

The Protocol includes Premiers' direction to Provincial-Territorial Ministers responsible for apprenticeship to facilitate, to the extent practicable, the mobility of apprentices and the recognition of pre-apprentices within Canada.

Based on Premiers' direction, Ministers responsible for apprenticeship signed the [Provincial-Territorial Apprenticeship Mobility Agreement](#). As the agreement provides more comprehensive jurisdictional commitments, it is used as a reference throughout these Guidelines.

The Provincial-Territorial Apprenticeship Mobility Protocol and Agreement facilitated the mutual recognition of off-the-job or technical training, work experience and examination results (to the extent practicable) for apprentices moving provinces and territorial across Canada on January 1, 2016.

### 2.2 Principles of the Apprenticeship Mobility Protocol and Agreement

The following principles included in the Protocol and the Agreement serve as a foundation for how jurisdictions interact for the purposes of implementation:

- Jurisdictions will facilitate the mobility of apprentices while progressing through their apprenticeship programs, where the opportunities to do so exist, using transparent and accessible mechanisms and processes;
- Mutual recognition between the jurisdictions of apprenticeship training and pre-apprenticeship training may be achieved notwithstanding differences in program standards between jurisdictions;
- Work experience, off-the-job or technical training and any associated exams may occur in any jurisdiction;
- The Protocol and the Agreement respect the autonomy of each Jurisdiction's Apprenticeship Authority and the Apprenticeship Programs they provide or facilitate;
- Jurisdictions may require registration in their jurisdiction prior to an apprentice acquiring work experience or off-the-job or technical training in that jurisdiction, regardless of whether the apprentice is registered in another jurisdiction;

- An apprentice must always satisfy the conditions for entry into an apprenticeship program or a pre- apprenticeship program in the jurisdiction in which they register; and
- Each jurisdiction's language requirements will be respected when implementing the Protocol and the Agreement.

### **2.3 Additional considerations concerning ratio and wage variances**

Provinces and territories may have different laws and requirements which must be respected when developing apprentice mobility processes. Therefore, jurisdictions agreed to clarify the following when an apprentice is working temporarily outside their home jurisdiction.

- An apprentice is subject to the health and safety and labour laws of the jurisdiction in which they are working; and
- An apprentice is subject to the wage rates and ratios, when applicable, of that jurisdiction.

### **2.4 Application of the Apprentice Mobility Protocol and Agreement**

The Protocol and Agreement facilitate mutual recognition of successfully completed work experience, off-the-job or technical training and associated exams, to the extent practicable, when:

1. An apprentice is working, and when approved, writing an exam or undertaking off-the-job or technical training in another jurisdiction while remaining registered within their home jurisdiction;
2. An apprentice is transferring permanently to another province or territory; and
3. A pre-apprentice seeks to register as an apprentice in a province or territory other than the one in which the pre-apprentice completed the pre-apprenticeship program.



## **Part 3: Scope of the Provincial-Territorial Apprenticeship Mobility Guidelines**

### **3.1 Scope of the Provincial-Territorial Apprenticeship Mobility Guidelines**

The *Provincial-Territorial Apprenticeship Mobility Guidelines* apply to apprenticeship training programs in all Canadian provinces and territories as provided through the signatures of Premiers and Ministers in the Provincial-Territorial Apprenticeship Mobility Protocol and Agreement.

In some provinces and territories, registration of an apprentice is outside the scope of the Provincial or Territorial Minister responsible for apprenticeship, and in these cases, the commitments to enable apprentice mobility still apply. Government departments, ministries and similar agencies of government are also working to reduce apprentice mobility barriers and implement measures, to the extent practicable to support pre-apprentices wishing to register as an apprentice in a different jurisdiction than where their training was successfully completed.

### **3.2 Purpose of the Provincial-Territorial Apprenticeship Mobility Guidelines**

The Protocol and Agreement include commitments jurisdictions made to reduce barriers to apprentice mobility. These Guidelines are intended to provide guidance to jurisdictions in the development of detailed policies and procedures, and in particular for those staff in each jurisdiction responsible to promote mutual recognition to the extent practicable of pre-apprenticeship and apprenticeship training and facilitate apprentice mobility.

## Part 4: Pre-Apprentice Mobility

### 4.1 Definition of Pre-Apprentice Mobility

Pre-apprentice mobility means that an individual that successfully completed work experience, off-the-job or technical training (including vocational training) and related exams, in one jurisdiction can receive recognition and/or accreditation to the extent practicable, for their training when entering into an apprenticeship in another jurisdiction.

### 4.2 Jurisdictional Requirements to Pre-Apprentice Mobility

Under the Agreement, jurisdictions committed to implementing transparent and accessible processes to enable, to the extent practicable:

- Recognition for pre-apprentice training including successful completion of work experience, off the job or technical training and exams toward apprenticeship training, without requiring the repetition of equivalent training or any part of it.

### 4.3 Additional considerations for Pre-Apprentice Mobility

Jurisdictions agreed to mutually recognize to the extent practicable, pre-apprenticeship training and/or work experience **as** approved, accredited or authorized by the jurisdiction where the training was successfully completed.

- If the same or an equivalent trade is offered in the jurisdiction the pre-apprentice transfers to (in some jurisdictions, there may be instances where full recognition for pre-apprenticeship training is unavailable, even if an equivalent trade is offered); or
- If the same or an equivalent trade is not offered, undertake an assessment to provide recognition for prior learning and/or work experience in a related trade<sup>1</sup>.

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<sup>1</sup> Due to the differences in Quebec's apprenticeship system, a pre-apprentice who registers in Quebec as an apprentice within the construction sector, must always undergo a prior learning assessment.

## Part 5: Temporary Apprenticeship Mobility

### 5.1 Definition of Temporary Apprenticeship Mobility

Temporary apprenticeship mobility means that an apprentice remains registered in their home jurisdiction while working, undertaking off-the-job or technical training, or writing an exam in another province or territory.

### 5.2 Jurisdictional Requirements to Temporary Apprenticeship Mobility

Under the Agreement, jurisdictions committed to implementing transparent and accessible processes to enable, to the extent practicable:

- The mobility of apprentices while progressing through their apprenticeship;
- While outside of their home jurisdiction, to undertake and receive recognition for work experience; and
- While outside their home jurisdiction to undertake and receive recognition for off-the-job or technical training and associated exams.

### 5.3 Additional considerations for Temporary Apprenticeship Mobility

Jurisdictions agreed to the following when an apprentice is working temporarily outside their home jurisdiction:

- For an apprentice to receive recognition for work experience they must meet the requirements of their home jurisdiction; and
- Both the home jurisdiction and the training jurisdiction must approve that an apprentice is able to take off- the-job or technical training, or write an exam. In most cases, the apprentice will be responsible for all respective costs associated with participating in technical training (e.g. tuition, books, etc.).

Refer to the Provincial-Territorial Apprenticeship Mobility Transfer Guide for requirements specific to each province or territory.

## Part 6: Permanent Apprenticeship Mobility

### 6.1 Definition of Permanent Apprenticeship Mobility

Permanent apprenticeship mobility means that an apprentice or pre-apprentice makes a permanent move and becomes a resident in another jurisdiction. If the apprentice is already a registered apprentice, they transfer their apprenticeship to the new jurisdiction in which they want to reside.

### 6.2 Jurisdictional Requirements to Permanent Apprenticeship Mobility

Under the Agreement, jurisdictions committed to implementing transparent and accessible processes to enable, to the extent practicable:

- The mobility of apprentices while progressing through their apprenticeship;
- The transfer of apprentices from one jurisdiction to another and the registration in the same or an equivalent trade in the jurisdiction to which the apprentice transfers; and
- Apprentices and pre-apprentices, upon registering, to receive recognition from the jurisdiction to which they transfer for any on and off-the-job or technical training and related exams successfully completed in the same or equivalent trade without having to repeat the equivalent training.

Refer to the Provincial-Territorial Apprenticeship Mobility Transfer Guide for requirements specific to each province or territory.

## Part 7: Communication

### 7.1 Jurisdictional Commitments

Under the Agreement, jurisdictions committed to:

- Ensure clear and consistent information concerning the policies and processes to facilitate apprentice mobility and determine the extent of recognition given in relation to a trade is available to apprentices, pre-apprentices, employers and other interested parties; and
- Ensure all necessary communications measures are taken to operationalize commitments and to identify and modify existing policies and procedures where necessary to facilitate apprentice mobility.

### 7.2 Communication Principles

The following principles serve as a foundation to ensure communication measures are established in jurisdictions to meet the commitments included in the Agreement:

- Create client-focused, user friendly, comprehensive, relevant and accessible communication materials to meet the information needs of apprentices, employers and other interested individuals;
- Leverage relationships with stakeholders, including industry and community groups, to extend the reach of jurisdictional communication activities and materials;
- Undertake regular material review to ensure information remains current and accessible;
- Ensure information material respects each jurisdiction's language requirements; and
- Work collaboratively, communicate challenges and jointly problem-solve situations to ensure the effectiveness of the Agreement.

### 7.3 Communication Publications

Jurisdictions completed and published the following communication tools and committed to ensuring publications remain current.

- Provincial/territorial websites:
  - The Protocol and the Agreement and any related news release, publications or other supporting documents (including these Guidelines and the Provincial-Territorial Apprentice Mobility Transfer Guide);
  - Apprentice and Employer Frequently Asked Questions providing information to facilitate apprentice mobility.
- The Provincial-Territorial Apprentice Mobility Guidelines to promote, to the extent practicable, mutual recognition of apprenticeship training and facilitate apprentice mobility in policy development.
- The Provincial-Territorial Apprentice Mobility Transfer Guide to provide detailed jurisdictional information to jurisdictional staff, pre-apprentices, apprentices and employers to support apprentice mobility.

## Part 8: Evaluation and Data

### 8.1 Jurisdictional Commitments

Under the Agreement, jurisdictions committed to:

- Review the Agreement, and any policies and procedures established that result from it, every five years or at any other time upon mutual agreement of the jurisdictions; and
- Develop and implement systems, processes and policies respecting the collection, storage, use and disclosure of information and data in regards to apprentice mobility for the benefit of each jurisdiction.

A second commitment was made to address the limited availability of apprentice mobility data and to support evaluation. Data assists with jurisdictional understanding of the frequency and experience of apprentice mobility across Canada as well as in assessing the effectiveness of measures jurisdictions have undertaken to reduce barriers to apprentice mobility. Jurisdictions are working with Statistics Canada to identify methods for improved data collection.

### 8.2 Evaluation Principles

The following principles serve as a foundation for how jurisdictions will evaluate the Agreement:

- Produce reliable, accurate and valid information and data;
- Maximize existing tools and available data;
- Minimize the administrative burden associated with evaluation;
- Use data and information to inform continuous improvement; and
- Ensure that interpretation of data and information focuses on factors primarily within the jurisdiction's influence.

### 8.3 Evaluation Outcomes

Key outcomes jurisdictions committed to measure for temporary and permanent mobility through evaluation include:

- Apprentice mobility barriers are reduced;
- Transparency and ease for apprentices to move to another jurisdiction and interact with apprenticeship authorities are achieved; and
- Mutual recognition to the extent practicable, of work experience, off-the-job or technical training, and examinations successfully completed by pre-apprentices and by apprentices in the same trade in another jurisdiction are achieved.

### 8.4 Information and Data to be collected

Jurisdictions committed to evaluate the Agreement every five years. Jurisdictions also committed to collecting information through qualitative and quantitative measures including gaining an understanding of the mobility of apprentices and ease in accessing mobility information. Jurisdictions will complete their evaluation commitments as outlined in the Agreement, and as noted above, every five years, or at any other time upon mutual agreement of the jurisdictions.

## Part 9: Governance

### 9.1 Governance Body

Jurisdictions identified a requirement to ensure the ongoing maintenance of apprentice mobility measures established, such as these Guidelines, to support the implementation of the Protocol and the Agreement. Initial work was completed under the guidance of the Provincial-Territorial Forum of Labour Market Ministers and their Senior Officials.

Ongoing maintenance has been designated to provincial and territorial apprenticeship system leads or representatives to form the governance body for apprentice mobility implementation, referred to as the “Apprentice Mobility Executive Group”.

### 9.2 Apprentice Mobility Executive Group Accountabilities

The Apprentice Mobility Executive Group is accountable to Provincial and Territorial Ministers Responsible for Apprenticeship through the Provincial-Territorial Forum of Labour Market Ministers. The Group is accountable to:

- Prepare reports for review and approval by Provincial-Territorial Labour Market Ministers and other Ministers as required; and
- Provide quarterly updates or as needed to Provincial-Territorial FLMM Senior Officials on the initiative and associated materials.

Each jurisdiction is responsible for its respective costs associated with participating in the Apprentice Mobility Executive Group and implementing the Protocol and the Agreement. As part of the FLMM annual budget cycle, the Apprentice Mobility Executive Group will consult with the FLMM to determine if a budget allocation is necessary or will be granted to carry out any workplan(s) agreed to by jurisdictions.

### 9.3 Apprentice Mobility Executive Group Responsibilities

The Group is responsible to:

- Develop policies, procedures and workplans to clarify and guide the work of the Apprentice Mobility Executive Group;
- Assist in the implementation and monitor the effectiveness of the Provincial-Territorial Apprentice Mobility Protocol and Agreement;
- Work with jurisdictions to identify issues that continue to create a barrier to apprentice mobility and supports them in finding potential solutions;
- Maintain a relationship with the Canadian Council of Directors of Apprenticeship providing timely updates and seeking input and feedback as appropriate;
- Report on results of the evaluations to provincial- territorial Ministers and proposes amendments as required to the Provincial-Territorial Apprentice Mobility Guidelines and Transfer Guide following the evaluation; and
- Establish and dissolve working committees as required.

## Appendix 1: Glossary of Terms

1. **Apprentice:** A person registered with an apprenticeship authority to learn a trade through an apprenticeship program.
2. **Apprenticeship authority:** The jurisdictional administrative body formally responsible for the terms set out in the Provincial-Territorial Apprentice Mobility Agreement.
3. **Apprenticeship program:** A program of apprenticeship training designated by an apprenticeship authority and undertaken by an apprentice in a trade.
4. **Apprenticeship training:** Means the off-the-job or technical training, work experience and examinations undertaken by an apprentice in a trade.
5. **Employer:** An individual, company or organization that sponsors an apprentice while undertaking their on- the-job training. An employer may also be referred to as a sponsor.
6. **Exam or Examination:** Any written or practical assessment that is required by an apprentice in an apprenticeship program, as part of off-the-job or technical training, work experience or otherwise, or that an individual undertakes in the course of pre-apprenticeship training.
7. **Home jurisdiction:** The jurisdiction in which an apprentice is registered. In some jurisdictions, it also means the jurisdiction in which an apprentice originally registered and intends to return to in the context of temporary mobility.
8. **Jurisdiction:** Means a Canadian province or territory.
9. **Mutual recognition:** Means the recognition of off-the-job or technical training, work experience, and successful completion of any associated exam, to the extent practicable by;
  - A. the jurisdiction to which the apprentice transfers and registers;
  - B. the home jurisdiction;
  - C. jurisdictions receiving transferred individuals who have received pre-apprenticeship training for the purpose of registering as an apprentice.
10. **Off-the-job training** (also referred to as technical training or classroom instruction): Includes formal instruction, including theoretical and practical aspects of a trade, designed to supplement work experience within an apprenticeship or pre-apprenticeship training program.



- 11. Pre-apprentice:** Means an individual who is engaged in or has completed pre-apprenticeship training.
- 12. Pre-apprenticeship training:** Work experience and technical training acquired and any associated examinations successfully completed by an individual in a jurisdiction prior to the individual entering into an apprenticeship program, or associated with a trade, which may be recognized, accredited or authorized in that jurisdiction for an apprenticeship program.
- 13. Register:** Means to register in an apprenticeship program with an apprenticeship authority.
- 14. Resident:** Means to live primarily in a jurisdiction, and may include filing taxes as a resident of that jurisdiction.
- 15. Technical training** (also referred to as off-the-job training, classroom instruction or in-class training): Includes formal instruction, including theoretical and practical aspects of a trade, designed to supplement work experience within an apprenticeship or pre-apprenticeship training program.
- 16. To the extent practicable:** Means to use good faith efforts to do all that is practicable and reasonable to achieve the purpose, principles and commitments of the Provincial-Territorial Apprentice Mobility Protocol and Agreement.
- 17. Trade:** Means that a specific trade has been designated or identified in a jurisdiction under the authority of its applicable legislation as a trade which may or may not require certification for which an apprenticeship program is available.
- 18. Training jurisdiction:** A jurisdiction, other than a home jurisdiction, where an apprentice is obtaining some or all of the apprentice's apprenticeship training, despite being registered in another jurisdiction.
- 19. Transfer Guide:** A detailed, step-by-step description of the processes established in each jurisdiction to support apprentice mobility.
- 20. Work experience** (also referred to as on-the-job training): Practical experience acquired by an apprentice in an apprenticeship program, or that an individual acquires in the course of pre-apprentice training.