

# 4<sup>th</sup> GLOBAL REPORT ON ADULT LEARNING AND EDUCATION



## Canada's Submission to the Fourth Global Report on Adult Learning and Education (GRALE IV)

2018



**cmecc**

Council of  
Ministers  
of Education,  
Canada  
Conseil des  
ministres  
de l'éducation  
(Canada)



United Nations  
Educational, Scientific and  
Cultural Organization



UNESCO Institute  
for Lifelong Learning

# 4<sup>th</sup> GLOBAL REPORT ON ADULT LEARNING AND EDUCATION



The focus of Canada's submission to the Fourth Global Report on Adult Learning and Education (GRALE IV) is on progress made in adult learning and education (ALE) policies, governance, financing, participation, and quality since the publication of GRALE III in 2015. Canada's submission was developed jointly by provincial and territorial ministries responsible for education, through their intergovernmental body, the Council of Ministers of Education, Canada (CMEC); the Government of Canada, represented by Employment and Social Development Canada (ESDC); and the Canadian Commission for UNESCO. This submission was compiled by CMEC.

Canada is a federation of ten provinces and three territories. Legislative responsibility for education is granted to the provinces by the *Constitution Act, 1867*; similar responsibilities are delegated to the territories by the federal government. As a result, there is no federal ministry of education and no single pan-Canadian approach to adult education.

The Government of Canada has the responsibility for education for First Nation populations who live on reserves. This is delivered through federally funded, band-administered schools. The Government of Canada also plays an integral role in supporting the skills development of Canadians by investing in postsecondary education, training, and literacy in the form of transfers to provinces and territories, research and infrastructure funding, and direct support to learners.

Each of Canada's provinces and territories (P/Ts) is responsible for planning, implementing, and evaluating its own ALE policies. The provision of ALE programs varies across provinces and territories, depending on the sector and community. Each P/T adapts its programs based on its specific needs and those of the populations it serves. The following response consolidates these contributions and outlines supporting examples and illustrations.

It is important to note that, while some P/Ts focus on supporting learning opportunities for adult learners in literacy and essential skills, others emphasize more employment-specific offerings, with a focus on reskilling and upskilling. Still others position adult learning within a lifelong learning framework (which includes all learning by adults, including postsecondary education). These differences are important to consider when conducting a pan-Canadian review.

## Policy

1. Overall, would you say that since 2015 your country ...
  - has regressed on ALE policy
  - **is at the same level on ALE policy as in 2015**
  - has made significant progress on ALE policy

Please provide a concrete example to illustrate this progress.

2. Has your country made progress in the field of ALE since 2015, specifically with regard to:
  - Implementing legislation? **A little**
  - Developing and implementing policies? **Much**
  - Developing concrete and specific plans? **Somewhat**
  - Involving stakeholders? **Much**
  - Improving the recognition, validation and accreditation of non-formal learning and informal learning? **Somewhat**

### **Comments:**

#### **Northwest Territories**

Currently, there is no NWT legislation related to ALE. A NWT policy document, the Adult Literacy and Basic Education (ALBE) Directive, is under review.

#### **Quebec**

For all of the answers in this questionnaire, it should be noted that, in the area of adult learning and education, Quebec introduced a cornerstone policy in 2002 (Government Policy on Adult Education and Continuing Education and Training). This policy served to improve and expand both the offering of education services as well as access to and participation in training. The recent Policy on Educational Success, which was published in July 2017 and aims to ensure that everyone can achieve their full potential, from early childhood to adulthood, places fresh emphasis on the importance of lifelong learning. This policy covers a 13-year period, from 2017 to 2030. Various initiatives will be implemented during this period, including a literacy strategy, an action plan for vocational training, and a review of the legislative and regulatory framework. Some questions, therefore, did not apply exactly, due to the ever-evolving nature of Quebec's system.

#### **Newfoundland and Labrador**

- Re developing concrete and specific plans: the province answered "somewhat," as the Department is currently drafting its Adult Literacy Action Plan.
- Re involving stakeholders: the province answered "a great deal," as the Department held comprehensive stakeholder consultations in 2018 regarding development of the Adult Literacy Action Plan.

## **Government of Canada**

Canada's education and training systems are well positioned to help Canadians develop relevant skills and competencies. While provinces and territories are responsible for delivering the majority of employment and training programs, the federal government supports their efforts through a suite of Labour Market Transfer Agreements (LMTAs). Through this funding, the Government of Canada transfers close to \$3 billion per year to provinces and territories to support labour market programming. Employment and Social Development Canada (ESDC) is working closely with provincial and territorial governments to support the integration of essential skills, including digital skills, into employment and training programs, to ensure that Canadians have the skills they need for the workplace.

ESDC also works with municipalities, postsecondary education systems, employers, labour, and other service providers to strengthen training systems in order to build the human capital that Canadians and employers need. Canada has programs to develop skills, including digital skills, that target disadvantaged groups, such as Indigenous people, newcomers, persons with disabilities, older workers, youth, and official language minority communities. The Government of Canada's Office of Literacy and Essential Skills (OLES) supports Canadians in improving their essential skills, including digital skills. With a focus on enhancing workers' attachment to the labour market, projects funded improve both job seekers' and workers' access to quality training.

### **Labour Market Transfer Agreements**

Individuals who are unemployed or underemployed can have access to training and skills-upgrading measures funded through Labour Market Transfer Agreements (including Labour Market Development Agreements and Workforce Development Agreements), which are delivered by provinces and territories as part of their suite of active employment measures and supports. A broad range of supports exist; measures include subsidies, financial assistance to cover the costs of transportation and childcare, and income support beyond Employment Insurance (EI) income benefits while on training.

The Government of Canada undertook broad-based consultations with provinces, territories, and other relevant stakeholders in 2016 to ensure that LMTAs were supporting effective employment and skills programming. In 2017–18, the government modernized LMTAs by introducing new Workforce Development Agreements (WDAs), which consolidate the Canada Job Fund Agreement, Labour Market Agreements for Persons with Disabilities, and the former Targeted Initiative for Older Workers, to ensure that training and employment supports are available to all Canadians, including unemployed persons and employed workers who need to upskill for the new economy. In addition, expanded flexibility for EI-funded training was provided under the LMDAs. Additional investments of \$2.7B over six years for the LMTAs have been announced starting in 2017–18.

### **Workforce Development Agreements**

With these new agreements in place, provinces and territories will have more flexibility to meet the various needs of their local labour markets and to provide better-targeted supports to

Canadians, including those with multiple barriers to labour market participation. The new WDAs will also provide provinces and territories with the flexibility to continue to deliver similar programming to that offered through the Canada Job Grant, or to implement new initiatives that better respond to the diverse needs of their clients.

Budget 2018 announced \$80 million in 2018–19 and \$150 million in 2019–20 through federal-provincial Labour Market Development Agreements to better assist workers in seasonal industries that experience a gap in income support before the start of the next season.

#### Aboriginal Skills and Employment Training Strategy (ASETS) and Skills and Partnership Fund (SPF)

In order to encourage employers to hire Indigenous people, ASETS and SPF offer work experience training interventions to Indigenous peoples, including on-the-job training, mentoring, job shadowing, and so on. These interventions include offering wage subsidies to employers to hire a client for a specific length of time, with the objective of providing the client with sufficient skills to find employment at the end of this time, either with the same employer or another. ASETS works with local employers to support interventions through a one-on-one approach, where each client is assessed and supported separately in partnership with an employer. SPF supports a partnership approach, in which funding support from partners, including private sector organizations, is a requirement.

Budget 2018 announced \$2 billion over five years, and \$408.2 million per year ongoing, to support the creation of a new Indigenous Skills and Employment Training Program (ISET), which will replace ASETS. The new program recognizes the unique needs of Indigenous peoples through funding streams targeting First Nations, Inuit, Métis Nation, and urban/non-affiliated Indigenous peoples.

- ISET includes incremental investments of \$447 million over five years, and \$99.4 million per year ongoing, and a strong focus on training for higher-quality, better-paying jobs rather than rapid re-employment.
- The new program will assist approximately 15,000 more clients in gaining greater skills and finding jobs that will support their long-term career success.

In addition, ISET provides Indigenous people with pre-employment training (e.g., in literacy, numeracy, and other essential skills) and advanced skills training.

#### Student Financial Assistance: Canada Student Loans Program (CSLP) and Canada Student Grants Program (CSGP)

The CSLP and the CSGP lower financial barriers to postsecondary education (PSE) by providing loans and grants to students who have a demonstrated financial need, in order to make PSE more affordable and to ensure that student debt loads are manageable. This aid helps increase students' opportunities to develop the knowledge and skills they need to fully participate in the job market, the economy, and society. The program is available to all part-time and full-time students, regardless of age.

Since 2015, adult learners have benefited from recent enhancements to the CSLP, which are available to all eligible students. These changes include the following:

- Canada Student Grants (CSGs) for full- and part-time students were increased by 50% (introduced in the 2016–17 school year);
- enhancements to the Repayment Assistance Plan were introduced so that no single borrower has to start repaying their Canada Student Loan (CSL) until they are earning at least \$25,000 per year (introduced in November 2016);
- eligibility for the CS-FT was expanded by introducing a higher, single, progressive national threshold (introduced in the 2017–18 school year);
- program changes have expanded access to CSLs, replacing the previous system of assessing student income and financial assets with a simplified process, under which students are expected to contribute a set amount, based on family income and size, toward their PSE costs (introduced in the 2017–18 school year). This is particularly helpful for adult learners who want to access student financial assistance, many of whom work while studying or have accumulated financial assets.

#### Apprenticeship Grants and Loans

The Government of Canada makes significant investments in apprenticeships through the Red Seal program and a variety of supports for apprentices, including the following grants and loans:

- the Canada Apprentice Loan, which provides up to \$4,000 in interest-free loans per period of technical training that can be used to help pay for tuition, tools, equipment, and living expenses, to cover foregone wages, or to help the apprentice support their family;
- the Apprenticeship Completion Grant, which is a one-time taxable cash grant (lifetime amount of \$2,000 per person) for registered apprentices who complete their apprenticeship training and obtain their journeyman certification;
- the Apprenticeship Incentive Grant, which is a taxable cash grant of \$1,000 per year or level, for a lifetime maximum amount of \$2,000 per person;
- the recently announced Apprenticeship Incentive Grant for Women, which is a taxable cash grant of \$3,000 per year or level, for a lifetime amount of \$6,000 per woman, for women pursuing apprenticeship training in a male-dominated Red Seal trade.

#### Skills Boost

Budget 2017 proposed a set of measures to ensure that Canada's workers have opportunities to improve their skills and upgrade their credentials throughout their working lives. This set of measures has recently been rebranded as Skills Boost. As part of the Skills Boost initiative, the 2017 Canadian federal budget announced an investment of \$443 million over four years, starting in 2018–19, and \$46.3 million thereafter, to help adults pursue postsecondary education and upgrade their skills. The initiative includes several measures, including the following:

- expanding eligibility for adults returning to school by introducing a three-year pilot project to test new approaches in order to make it easier for adult learners to qualify for CSGs and CSLs. Beginning in the 2018–19 school year, borrowers who have been out of high school

for at least ten years, and who qualify for Canada Student Grants for Full-Time Studies, will be eligible for top-up funding of \$200 per month (\$1,600 for an eight-month school year). The top-up will be provided in addition to other CSGs the student may be eligible to receive. The pilot program will also enable borrowers whose financial circumstances have changed significantly from the previous year to have their application reassessed for grant eligibility based on their current year's income instead of the previous year's income. This change will expand access to federal grants for approximately 43,000 students each year;

- expanding eligibility for students who support families by increasing the eligibility thresholds for CSGs for full- and part-time students with dependent children. This will be achieved by aligning the income eligibility thresholds for these grants with the national progressive eligibility thresholds for full-time CSGs. This change will begin in the 2018–19 school year and is expected to expand eligibility to an additional 13,000 students each year;
- expanding eligibility for Canada Student Grants and Loans for Part-Time Students. In the 2018–19 school year, existing income thresholds, which presently vary by province and territory, will be replaced with a higher single national threshold. In addition, the eligibility threshold for part-time CSLs will be increased so that more part-time students can qualify. These changes are expected to make an additional 10,000 part-time students eligible for CSGs and CSLs each year;
- making better use of and expanding flexibility under the Employment Insurance program to help unemployed Canadians keep their EI benefits as they pursue training. This includes promoting the use of existing EI flexibility that allows claimants who choose to take a course or training program while on EI to continue to meet program requirements. As well, effective in fall 2018, eligible EI claimants who lose their jobs after several years in the workforce will have more opportunities to continue to receive EI benefits while taking a full-time course or training program on their own initiative through training referrals by Service Canada. This measure complements existing resources and supports available through the provinces, territories, and Indigenous organizations, and is expected to benefit approximately 7,000 adult learners per year.

## Governance

1. Since 2015, has the governance of ALE in your country:
  - Increased stakeholder participation? **Somewhat**
  - Developed more effective monitoring and evaluation systems? **Somewhat**
  - Strengthened cooperation with civil society? **Somewhat**
  - Improved intersectoral coordination? **Somewhat**
  - Improved interministerial coordination? **A little**
  - Improved transnational cooperation? **A little**
  - Strengthened capacity-building initiatives? **Much**
  - Become more decentralized? **Somewhat**

2. Has there been notable improvement in the governance of ALE in your country since 2015?
- Yes
  - **No**

Please provide a concrete example to illustrate this improvement.

**Comments:**

**Northwest Territories**

The NWT is currently maintaining the status quo.

**Manitoba**

Manitoba's approach is quite decentralized. Its focus is on ensuring the right governance balance to centralize/decentralize appropriate aspects of ALE, with the goal of increasing regional responsiveness and ensuring appropriate economies of scale. Since 2016, Manitoba has been engaged in extensive reviews of systems, which the province expects will lead to significant improvements.

**Newfoundland and Labrador**

The province did not provide an answer to question 2. It answered "not at all" to all questions, as ALE has remained at the status quo since 2015, while the Department is developing its Adult Literacy Action Plan. It is anticipated that improvements could occur over the next five years through the implementation of the plan.

**Participation, Inclusion, and Equity**

1. Since 2015, and for the adult population overall, the participation rate (%) in ALE has:
- Decreased
  - **Stayed about the same**
  - Increased
  - Do not know

Is your answer based on actual figures? **N/A**



2. Since 2015, in what way has ALE participation changed for the following groups?
- Women
  - Migrants and refugees
  - Adults with disabilities
  - Adults disadvantaged due to lack of education and skills
  - Residents of remote or rural areas
  - Residents of urban areas
  - Minority groups (ethnic, linguistic, religious)
  - Unemployed adults
  - Older adults
3. Since 2015, in what way has ALE participation changed for the following fields of learning?
- Literacy and basic skills
  - Continuing training and professional development
  - Citizenship education
4. Since 2015, in what way has ALE provision changed for the following groups?
- Women **Stayed about the same**
  - Migrants and refugees **Increased**
  - Adults with disabilities **Stayed about the same**
  - Adults disadvantaged due to lack of education and skills **Increased**
  - Residents of remote or rural areas **Stayed about the same**
  - Residents of urban areas **Increased**
  - Minority groups (ethnic, linguistic, religious) **Increased**
  - Unemployed adults **Increased**
  - Older adults **Stayed about the same**
5. Since 2015, has your country made notable progress to improve access to and participation in ALE?
- Yes
  - **No**

Please provide a concrete example to illustrate this improvement.

#### **Northwest Territories**

The Northern Adult Basic Education Program through the Government of Canada has increased the opportunities for adult learners in Northwest Territories.

#### **Newfoundland and Labrador**

The province answered “stayed about the same” to all questions, as ALE has remained at the status quo since 2015, while the Department is developing its Adult Literacy Action Plan. It is anticipated that improvements could occur in the future, once the plan is implemented.

## **Manitoba**

There has been an increased focus, especially in the area of postsecondary education, on increasing Indigenous participation, inclusion, and equity.

## **Government of Canada**

The Government of Canada's Policy on Results, which took effect on July 1, 2016, sets out the fundamental requirements for Canadian federal departmental accountability for performance information and evaluation, while highlighting the importance of results in management and expenditure decision making, as well as of public reporting.

The objectives of this policy are to:

- improve the achievement of results across government; and
- enhance the understanding of the results that government seeks to achieve and does achieve, and the resources used to achieve these results.

The expected results of this policy are the following:

- departments are clear on what they are trying to achieve and how they assess success;
- departments measure and evaluate their performance and use the resulting information to manage and improve programs, policies, and services;
- resources are allocated based on performance to optimize results, including through Treasury Board submissions, resource alignment reviews, and internally by departments themselves;
- parliamentarians and the public receive transparent, clear, and useful information on the results that departments have achieved and the resources used to do so.

Federal departments responsible for adult learning–related programs are also responsible for ensuring the quality of these programs (i.e., evaluating their efficacy and efficiency in meeting their objectives).

Budget 2018 announced up to \$27.5 million over five years, starting in 2018–19, and \$5.5 million per year ongoing, from ESDC's existing resources, to support an Education and Labour Market Longitudinal Linkage Platform. The secure data platform will be housed within Statistics Canada and will help better track and make available important labour market information. The information will be accessible to everyone, and will be used to monitor government programs to ensure that they are achieving their objectives.

Other priorities include increasing collaboration among federal, provincial, and territorial governments and other stakeholders in labour market information (LMI) collection and dissemination.

The National Stakeholder Advisory Panel (NSAP) will help guide the overall activities of the Labour Market Information Council (LMIC), including the specific priorities to be undertaken on

an annual basis. Members of the panel will consist of a cross-section of LMI stakeholder representatives and users from business, labour, and the education and training sector, as well as career and employment service providers.

The production of LMI and its use in public policy is a key concern in Canada and one of the reasons why the Forum of Labour Market Ministers (FLMM) has developed a comprehensive LMI agenda, including the creation of LMIC. LMIC was created with a mandate “to improve the timeliness, reliability, and accessibility of LMI to facilitate decision making by students, workers, job searchers, employers, and policy makers, in support of a flexible, efficient labour market.” Its three initial priorities are:

- addressing the need for more granular local LMI;
- prioritizing consistency of LMI through the alignment of standards and methodologies; and
- working with stakeholders to develop and promote a collaborative platform for disseminating LMI to Canadians.

### Future Skills

In Budget 2017, the Government of Canada committed \$225 million over four years, starting in 2018–19, and \$75 million per year thereafter to support skills development and measurement in Canada. Future Skills will bring together expertise from all sectors and leverage experience from partners across the country to help identify the skills sought and required by employers, explore new and innovative approaches to skills development, and share information to inform future investments and programming. It includes a Future Skills Council to advise the Minister of Employment, Workforce Development and Labour on emerging skills and workforce trends and a Future Skills Centre focused on developing, testing, and rigorously measuring new approaches to skills assessment and development. Both the council and centre will work toward ensuring that Canada’s labour market and training systems remain future fit in order to help Canadians be well informed about the skills needed for the ever-changing labour market and be better prepared for success now and in the future.

### Career Handbook

In response to growing stakeholder calls for more granular skills-related occupational information, Employment and Social Development Canada is undertaking a series of updates to its suite of LMI products, including the Career Handbook. The updated handbook will identify the types of skills required for various Canadian occupations, as well as other indicators related to skills proficiency and utilization (e.g., importance, frequency of use, etc.).

In order to inform the development of the Career Handbook, as well as to help address longstanding challenges around the way skills, knowledge, abilities, and other competency domains are defined and described in Canada, ESDC has developed a Competency-Based Taxonomy to facilitate pan-Canadian dialogue on skills as well as to improve comparability of related concepts and approaches across occupations and sectors. Considered to be an evergreen “dictionary” or “database,” the taxonomy currently includes over 400 competency descriptors, which are classified under seven aggregated sub-categories (skills, knowledge, abilities, interests, personal attributes, work activities, and work context).

The taxonomy was developed based on Government of Canada LMI products (e.g., the Career Handbook, Skills and Knowledge Checklist, and Essential Skills Profiles), the American O\*Net system, as well as a variety of national and international competency-based frameworks. ESDC continues to consult with internal and external stakeholders, including the provinces and territories, in order to validate and improve the content of the taxonomy.

#### Essential Skills and the Programme for the International Assessment of Adult Competencies (PIAAC)

The Government of Canada has identified nine essential skills that are used in nearly every job in Canada at different levels of proficiency. These skills are reading, writing, document use, numeracy, thinking, oral communication, working with others, digital skills, and continuous learning. Essential skills provide the foundation for learning all other skills, including technical and job-specific skills. Essential skills also help all workers adapt to changes in the workplace, including by learning new technologies. Essential skills will become even more important, as the nature of work is evolving at an accelerated pace and as higher levels of skills, including digital skills, are increasingly required in all occupations.

It is important that strategies are in place to accurately measure essential skills among the adult population. PIAAC provides comprehensive, reliable data that are useful for understanding skill levels among the adult population. No real-time data on adult skills have the same level of rigour and detail as those available from this survey. However, PIAAC is conducted only every 10 years, so the data are not always up to date. In addition, PIAAC covers only three information-processing skills: literacy, numeracy, and problem-solving in technology-rich environments (PS-TRE). Similar data do not exist for the myriad other skills that are used and needed in the labour market.

#### Performance Measurement Strategy for Labour Market Transfer Agreements

The new generation of LMTAs being negotiated include a strong Performance Measurement Strategy – agreed to by ministers at the October 24, 2017 meeting of the Forum of Labour Market Ministers – that responds to a shared priority to collect appropriate information to better measure outcomes, strengthen the evidence base, and improve the reporting of results to Canadians. The new Performance Measurement Strategy for the Labour Market Development Agreements refines data collection to include sub-categories for skills development interventions in order to better assess which types of interventions are leading to employment outcomes. It will also measure increases in participants' literacy and other essential skills.

#### Increased Stakeholder Participation and Strengthened Cooperation with Civil Society

The Forum of Labour Market Ministers is committed to engaging in intergovernmental collaboration on these priorities. Furthermore, the FLMM's 2017–2020 Strategic Plan recognizes that broader engagement of employers and other stakeholders (e.g., labour, experts, and practitioners) is key to meeting these priorities. Such engagement is central to the development of two key Government of Canada initiatives related to adult learning:

- Through collaboration under the FLMM, consultations with a range of stakeholders were held over the summer of 2016, resulting in a comprehensive review of the suite of LMTAs. In 2017, the government announced its intention to undertake a significant reform of the LMTAs, in collaboration with provinces and territories, to ensure that transfers:
  - are client-focused, flexible, and responsive to the needs of individuals, workers, employers, and under-represented groups, including Indigenous peoples;
  - build on strong evidence for relevant performance measurement to better inform and serve Canadians and help them achieve meaningful employment outcomes; and,
  - foster innovative approaches and the sharing of best practices.
  
- In order to deliver labour market information more effectively across Canada, the FLMM committed to creating the LMIC and National Stakeholder Advisory Panel. The LMIC was formally created as a not-for-profit organization on April 21, 2017, with a mandate “to improve the timeliness, reliability, and accessibility of LMI to facilitate decision making by students, workers, job searchers, employers, and policy makers, in support of a flexible, efficient labour market.” Its three initial priorities are:
  - addressing the need for more granular local LMI;
  - prioritizing consistency of LMI through the alignment of standards and methodologies; and
  - working with stakeholders to develop and promote a collaborative platform for disseminating LMI to Canadians.

## **Financing 1**

1. Since 2015, public spending on ALE as a proportion of public education spending in my country has:
  - Decreased
  - **Stayed about the same**
  - Increased
  - Do not know
  
2. What percentage of public education spending currently goes to ALE?
  - 0–0.4%
  - 0.5%–0.9%
  - 1%–1.9%
  - 2%–3.9%
  - 4% or more
  - **Do not know**

## **Comments:**

### **Government of Canada**

No single pan-Canadian response to this question is possible. Each province/territory has its own approach to administering adult education and financial reporting, while the federal government also contributes financially in this area through various programs, policies, and initiatives.

## **Financing 2**

3. Does the government plan to increase or decrease spending on ALE?

- **Plans to increase**

4. Have new mechanisms or sources of funding for ALE been introduced since 2015?

- **Yes**
- **No**

Please provide a concrete example to illustrate this.

## **Comments:**

### **Manitoba**

There appears to be a focus in the province on sustainability of funding and systems across all aspects of ALE. There is also a new focus on leveraging private sector funding.

### **Newfoundland and Labrador**

The province's answers reflect that ALE as remained at the status quo since 2015, while the Department is developing its Adult Literacy Action Plan. As the plan is not yet approved, no comment can be made regarding the intent to change funding allocations to ALE.

### **New Brunswick**

There is increased use of labour market agreements in the province.

### **Prince Edward Island**

Prince Edward Island has increased core support for delivery agencies such as the PEI Literacy Alliance and has undertaken several new initiatives to enhance essential skills development.

### **Financing 3**

5. Does your government prioritize financing of ALE for the following groups?

- Women **Somewhat**
- Migrants and refugees **Somewhat**
- Adults with disabilities **Somewhat**
- Adults disadvantaged due to lack of education and skill **Much**
- Residents of remote or rural areas **Much**
- Residents of urban areas **A little**
- Minority groups (ethnic, linguistic, religious) **Much**
- Unemployed adults **Much**
- Older adults **A little**

6. Has your country made any major improvement in ALE financing since 2015?

- Yes
- **No**

Please provide a concrete example to illustrate this improvement.

#### **Comments:**

##### **Manitoba**

Policy shifts with a focus on low-income learners, which include migrants, refugees, persons with disabilities, and Indigenous people (both rural and urban) are either underway or are being considered.

##### **Quebec**

Question 5:

- Women – Adult learning programs and services follow the process for implementing gender-based analysis (GBA), consistent with the government policy for gender equality entitled Turning Equality in Law into Equality in Fact.
- Residents of urban areas – Training through both formal and non-formal networks is available across all regions of Quebec.

Question 6: The Ministère has increased annual funding for adult learning and education by \$29.5 million: an additional \$5.9 million for the francization budget; an additional \$5.6 million for community-based literacy organizations as part of the Programme d'action communautaire sur le terrain de l'éducation (PACTE) supporting community education initiatives; \$14 million for student services in adult general education and vocational training; and \$4 million for school boards to implement innovative projects to support people with low levels of literacy.

### **Newfoundland and Labrador**

Answers reflect that ALE as remained at the status quo since 2015, while the Department is developing its Adult Literacy Action Plan. In response to question 5, the province answered “a great deal” re prioritizing unemployed adults, as this is the target group for programming and funding; however, programming is available to all individuals wishing to participate.

### **New Brunswick**

Apprenticeship and occupational certification bodies have made efforts to reach out to women in non-traditional trades. The province continues to make efforts to identify learning disabilities within the adult population.

### **Government of Canada**

The CSLP provides non-repayable CSGs to under-represented groups in PSE. The following grants, which are stackable, are available to all eligible students, including adult learners:

- Canada Student Grant for Students with Permanent Disabilities
- Canada Student Grant for Services and Equipment for Students with Permanent Disabilities
- Canada Student Grant for Full-Time Students with Dependent Children
- Canada Student Grant for Part-Time Students with Dependent Children

### **Women**

Enhancements to the Canada Student Loans Program, such as expanding eligibility to part-time students and students with dependants, as well as changes to the CSLP’s Repayment Assistance Plan (RAP), are expected to benefit women in particular. This is because women account for approximately 60% of the program’s loan and grant recipients, and represent approximately two-thirds of borrowers enrolled in RAP.

### **Migrants and Refugees**

Immigration, Refugees and Citizenship Canada (IRCC) funds Language Instruction for Newcomers to Canada (LINC) for permanent residents and protected persons in Canada. LINC classes are typically delivered by immigrant settlement agencies or other non-profit organizations and can be taken by eligible individuals at no cost. In addition, settlement agencies often offer guidance and support for upskilling and PSE training.

### **Adults with Disabilities**

The Government of Canada offers financial assistance (grants and loans) for students with a permanent disability enrolled at designated PSE institutions.

### **Adults Disadvantaged Due to Lack of Education and Skills**

The Office of Literacy and Essential Skills, housed within ESDC, works with partners (provincial and territorial governments, employers, community organizations) to help Canadian adults improve their literacy and other essential skills. Particular emphasis is placed on supporting individuals who have low skills and face multiple barriers to employment. OLES provides



funding through the Adult Learning, Literacy and Essential Skills Program (ALLESPP) and the National Essential Skills Initiative (NESI).

#### Residents of Rural and Remote Areas

The Northern Adult Basic Education Program supports working-age northerners, including Indigenous people, in acquiring the basic skills they need to join the workforce and take advantage of emerging economic activities. Budget 2017 announced additional funding of \$14.7 million over three years, starting in 2017–2018, to extend and enhance the program.

### **Quality**

1. How much progress has your country made in the following areas since 2015?
  - Developing quality criteria for curricula **A little**
  - Developing quality criteria for learning materials **A little**
  - Developing quality criteria for teaching methodologies **Not much**
  - Improving pre-service training for educators **A little**
  - Improving in-service training for educators **Somewhat**
  - Improving employment conditions **Not much**
  - Assessing learning outcomes **Much**
  
2. Since 2015, has there been any major improvement in terms of the quality of ALE in your country?
  - **Yes**
  - No

Please provide a concrete example to illustrate this improvement.

### **Comments:**

#### **Northwest Territories**

New Access Programs for college and university programs provide a direct pathway to postsecondary education.

#### **Manitoba**

Quality varies across the continuum of adult learning: it is impossible to determine how much progress has been made.

#### **Alberta**

Curriculum is not in the purview of Advanced Education. However, in the Community Adult Learning Program (CALP), the province has developed an outcomes-based measurement and evaluation framework and logic model for program delivery (PD) providers as well as for PD providers to demonstrate the impact of programming. The logic model measures address

quality by demonstrating the extent to which learners use foundational skills outside of the learning environment, develop confidence, begin to develop an identity as a learner, and progress toward their goals. In CALP, the province funds a robust PD system to support practitioners in their work with foundational learners.

The FNCs report on the literacy and essential skills component of the FNC grant. They report on the number of learners served and the number completing the program year. The FNCs also provide information on the levels achieved by learners. The FNCs determine the benchmarks against which they assess learners with respect to this component.

### **Newfoundland and Labrador**

ALE has remained at the status quo since 2015, while the Department is developing its Adult Literacy Action Plan.

### **Specific questions on the 2015 Recommendation on Adult Learning and Education (RALE) 1**

1. To what extent are the essential points of RALE (e.g. definition and scope, aims and objectives) reflected in your legislation?
  - Not at all
  - Not much
  - A little
  - **Somewhat**
  - Much
  - A great deal
  - Do not know
  
2. To what extent are the principles of the RALE reflected in your country's current education policy or policies and framework?
  - Not at all
  - Not much
  - A little
  - Somewhat
  - **Much**
  - A great deal
  - Do not know

### **Comments:**

#### **Government of Canada**

Promoting lifelong learning is a major component of the Government of Canada's Skills and Innovation Plan. Equipping adults with knowledge, skills, and competencies helps them succeed in the labour market and participate in society more broadly. The changes undertaken by the

federal government since 2015 help set the stage for the development of further inclusive policies that provide equitable access to ALE for all learners. In addition, Government of Canada policies continue to ensure that specific target/vulnerable groups are able to access and participate in ALE.

### **Specific questions on the 2015 Recommendation on Adult Learning and Education (RALE) 2**

3. Please provide any additional information on the measures taken by your country to incorporate the principles of RALE in constitutional, legal and policy frameworks.
4. Has there been an increased emphasis on the areas of action set out in RALE since its inception in 2015?
  - Yes
  - **No**
  - No information available
5. Please indicate the areas of action in which there has been increased emphasis since 2016.
  - Policy **No**
  - Governance **No**
  - Financing **No**
  - Participation, inclusion and equity **No**
  - Quality **No**
  - International cooperation **No**

Please provide a concrete example to illustrate this improvement.

6. Has there been any specific taskforce, working group, office or other mechanism set up with the government to facilitate the implementation of the RALE?
  - **Yes**
  - No
  - No information available

Please specify (e.g. name, department, topic, tasks, etc.).

#### **Comments:**

##### **Alberta**

Many of the concepts, elements, and aims and objectives of RALE have been in place in Alberta prior to the UNESCO recommendation in 2015.

**Newfoundland and Labrador**

The Department has utilized RALE during the development of its Literacy Action Plan, where appropriate.

**Quebec**

For all of the answers in this questionnaire, it should be noted that in the area of adult learning and education, Quebec introduced a cornerstone policy in 2002 (Government Policy on Adult Education and Continuing Education and Training). This policy served to improve and expand both the offering of education services as well as access to and participation in training. The recent Policy on Educational Success, which was published in July 2017 and aims to ensure that everyone can achieve their full potential, from early childhood to adulthood, places fresh emphasis on the importance of lifelong learning. This policy covers a 13-year period, from 2017 to 2030. Various initiatives will be implemented during this period, including a literacy strategy, an action plan for vocational training and a review of the legislative and regulatory framework. Some questions, therefore, did not apply exactly, due to the ever-evolving nature of Quebec's system.

**Government of Canada**

Canada actively participates in the Canadian Commission for UNESCO's Working Group on Adult Education, which comprises various stakeholders who work in the field of adult learning/training/education. At the same time, there are a number of ongoing high-level working groups within the Government of Canada that focus on various aspects related to ALE (e.g., OLES, CSLP, and other skills and training programs).