

**Departmental Audit and Evaluation Branch  
Corporate Services  
Department of Indian Affairs and Northern Development**

**Evaluation of the DIAND Youth Strategy**

**Regional Review of Quebec**

**Appendix 2**

**96/26**

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It has been a year since the DIAND Youth Strategy was announced. Part of the initial program funding requires that the department undertake an interim evaluation of the strategy's three programs. The Summer Student Placement Program and the Science and Technology Summer Camps Program were implemented last summer while many schools are still developing their Cooperative Education Program. Therefore, at this stage, the evaluation and case study present preliminary findings and an overview of the strategy's impacts to date.

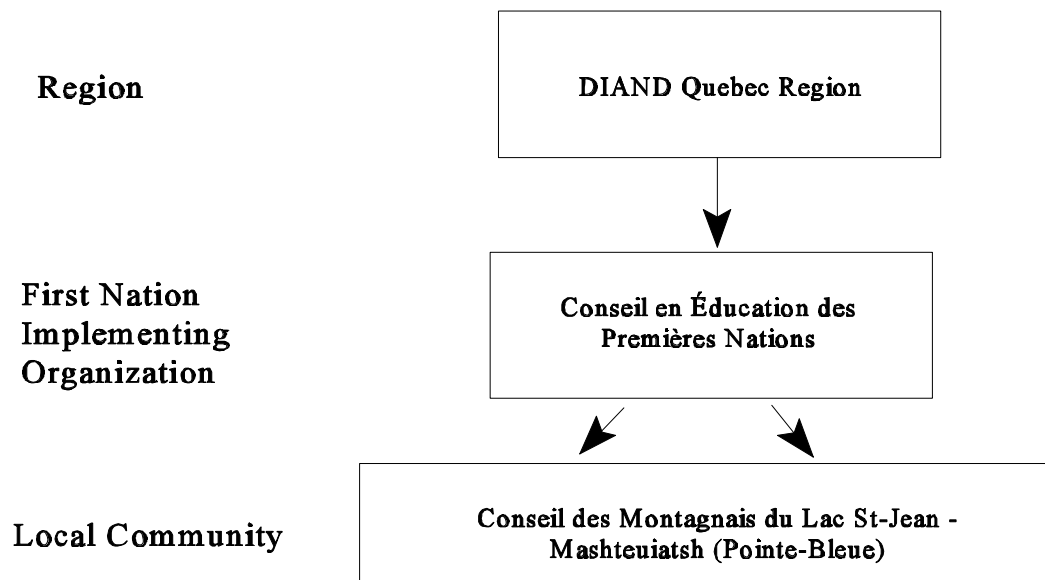
## Purpose of Appendix

The regional review provides an understanding of how the department implements the Youth Strategy programs at the regional and local levels. The purpose of this appendix is to provide details about the delivery process, short term impacts, lessons learned and best practices. The appendix also identifies suggested improvements mentioned by participants.

## Methodology

As illustrated in Figure 1, the Quebec regional review comprises three components: the DIAND Regional Office, a First Nations implementing organization, and a community.

**Figure 1 - Review of DIAND Quebec Region**



The regional review is based on interviews and a file review. We conducted a total of 10 in-person interviews with representatives from the:

- DIAND Quebec Regional Office;
- Conseil en Éducation des Premières Nations, also known as the First Nations Education Council, in Wendake (Village-Huron) First Nations Education Council; and
- Community of Mashteuiatsh (Pointe Bleue), Amisk School and representatives of the school board, Conseil d'Éducation des Montagnais du Lac St-Jean.

Table 1 provides a breakdown of the number of interviews conducted.

**Table 1**

<b>Interviews Conducted for Quebec Review</b>		
<b>Organizations</b>	<b>Position of Interviewees</b>	<b>Number</b>
DIAND Regional Office	• Senior Advisors, Policy and Intergovernmental Relations	2
	• Funding Services Officers	2
	• Associate Regional Director General	1
Conseil en Éducation des Premières Nations (CEPN)	• Director, Conseil en Éducation des Premières Nations de Wendake	1
	• Program Administrator	1
Conseil des Montagnais du Lac St-Jean	• Director	1
	• Principal of Amisk School	1
	• Program Administrator	1
<b>Total</b>		<b>10</b>

We conducted a file review at the DIAND regional office. We also collected some CEPN reports and a list is appended to this document.

## **Structure of the appendix**

Section two of this report provides an overview of DIAND's Quebec Region and its implementation of the Youth Strategy. Section three provides details about the CEPN and the communities it serves. Section four provides an in-depth look at the community of Mashteuiatsh. Sections five and six provide information on short-term impacts, lessons learned and suggestions for improvements. Section seven summarizes the findings in the appendix and makes some conclusions.

# Overview of DIAND Quebec Region

## The Region's Role in the Strategy

The region plays a hands-off role in managing the strategy's programs. However, two senior advisors from the Policy and Intergovernmental Relations sector share responsibilities as the departmental youth coordinators. They liaise with five First Nation organizations that manage the strategy for the region's native communities. The advisors also oversee regional reporting and liaise with headquarters on policy matters. The youth coordinators report having regular contact with the native organizations and headquarters.

Funding Services is responsible for monitoring the contribution agreements with the First Nation organizations. Funding Services also reviews the financial statements submitted by the First Nation organizations and the recipient communities through regular reporting. First Nations show a line item for youth programs in their regular reporting, making it easy to monitor how funding was spent.

## Regional Funding

Headquarters allocated strategy funds to regions based on the number of students eligible for each program. The nominal roll and education registry were used to determine the number of students. Each region got a percentage of the total budget based on these totals. The Quebec Region received a total of \$1.3 million from headquarters for 1996-1997. Table 2 provides a breakdown for each of the three programs.

Table 2

Quebec Regional Allocation for the Youth Strategy 1996-1997		
Program	Total Eligible Student Population	Allocation
Summer Career Placement Program	Aged 16-30 3,688	\$646,640
Science and Technology Summer Camp Program	Aged 12-20 8,562	\$96,000
First Nations Schools Co-op Education Program	Students eligible 3,498	\$544,000
Total		\$1,286,640

## The Development of the Strategy in Quebec

The development of the strategy in Quebec happened quickly, as it did in other regions. The strategy was announced in late March and the summer placement and science camp programs started in the summer.

- In the spring of 1996, headquarters announced the strategy to Regional Director Generals who then identified a departmental youth coordinator for their region.
- During a national conference in April 1996, headquarters provided the DIAND regional youth coordinators with information about program funding, guidelines, and reporting requirements.
- With devolution and downsizing the Quebec Region did not feel it had the resources to manage and implement the programs.
- The region contacted Aboriginal organizations to ask if they wished to implement the strategy. DIAND Quebec approached the Human Resources Development Canada (HRDC) Pathways Aboriginal Board - the Ressources Humaines des Premières Nations that was newly created at the time. The Grand Chief did not feel the Board was ready to take on the management of the DIAND Youth programs.
- The Grand Chief contacted five First Nation organizations representing First Nations in education. The five organizations agreed to take on the management of the programs and negotiated a separate amount to administer the programs. This funding came from the region's own budget as the organizations did not want to take money away from the programs.
- Mandates and management of the programs vary. For example, the Naskapi Band hired a summer student to oversee their programs. The Commission en Éducation des Premières Nations (CEPN) has a program director and staff to manage the programs for many communities in Quebec.
- The five organizations are responsible for implementing the strategy, processing proposals, allocating funds to First Nations, and reporting on the programs.

Through contribution agreements, the First Nation organizations agreed to give back any surplus funds not spent and to provide community evaluation reports (one page form) to the region by September 1996. This reporting was completed for the summer placement and science camp programs but is still ongoing for the co-operative education programs that only began in the late fall and January 1997. Reporting for the Cooperative Education Program is to be completed by the end of March 1997.

**Table 3**

<b>Administrative and Program Funding for Five Implementing Organizations in Quebec</b>				
<b>Organization</b>	<b>Administrative Funding</b>	<b>Science &amp; Technology Summer Camps</b>	<b>Summer Career Placement Program</b>	<b>Coop Education Program</b>
Institut Culturel et Éducatif Montagnais (ICEM)	\$15,000	\$13,027	\$83,596	\$111,946
Cree Regional Authority (CRA) / Grand Conseil des Cris du Québec	\$15,000	\$18,604	\$140,568	\$136,192
Administration Régional Kativak (ARK)	\$15,000	\$21,849	\$94,804	\$114,252
Bande Naskapi du Québec	\$1,500	\$691	\$5,253	\$5,556
Conseil en Éducation des Premières Nations (CEPEN)	\$25,000	\$41,829	\$315,929	\$176,054
<b>Total</b>	<b>\$71,500</b>	<b>\$96,000</b>	<b>\$640,150</b>	<b>\$544,000</b>
<i>Source: Regional file documentation dated fall 1996</i>				

## **Communication of the Strategy**

The region sent out letters about the strategy to each Band Council but did not pass on communication material provided by headquarters. Respondents said headquarters's information kit provided good background for them but that it would be too detailed for communities. First Nation organizations are responsible for communicating information on the programs. The region stressed that it was important that communication with communities be channelled through them and the First Nation organizations, as opposed to headquarters, to provide consistent information.

Communication of information is done quickly using the fax that is available to remote communities, schools, and Band Councils. Once regional staff identify a contact person there is no problem communicating with him/her. The region does not use the Internet to communicate with First Nations. Respondents report the department is not yet set up for this type of communication.

## **Program Guidelines**

Respondents at the regional office, the CEPN, and the community generally believe that the program guidelines are flexible. The region stated that headquarters did change its original

program guidelines to accommodate Inuit and Cree schools that are not considered on-reserve schools but are similar. DIAND retrofitted funding to accommodate these communities.

Although the program guidelines are believed to be relatively flexible, regional staff did identify a problem area or gap they believe can be addressed by broadening the existing program guidelines. There is a greater need for work experience in Inuit communities where many students do not complete high school. The co-operative education program provides training and work experience important for these young adults. However, this clientele cannot access the program because they are not in school or there may not be a school in their community.

The community representatives suggested the program guidelines be more flexible with the science camps and that they should also be able to hold them during the fall, winter and spring. These respondents were talking about last summer's experience. Headquarters has since made this modification.

## **Other Parties Involved in Youth Programming**

Since 1987 HRDC transferred responsibilities for youth programs to First Nations. HRDC has programs similar to DIAND. For example, HRDC's summer placement program has been in place for years. HRDC has set up provincial committees that represent First Nations. Respondents stated that some First Nations asked why DIAND is involved? Respondents believe First Nations are better equipped to manage youth programs with their own criteria for allocating funds, such as has been done under the HRDC agreements with First Nations.

Other partners involved in youth programming include First Nations themselves that also supplemented money toward programs and summer employment. Band Councils hire many students. In terms of the private sector, the region mentioned that Hydro Quebec employs many students. Respondents were not aware of provincial ministries involved in hiring youth.

## **Reporting Requirements**

Regional respondents state that the current reporting requirements meet their needs to account for funding. The departmental evaluation forms for each program are felt to provide sufficient information about short term outcomes. Given the uncertainty about whether the programs will exist past 1999, they believe more effort should not be placed on performance indicators and measuring long term impacts. Respondents stated that program stability through core funding would change the situation and communities would become responsible for measuring program success. First Nations respondents are in agreement that present reporting is sufficient and that they should take the lead evaluating long term impacts.



# Conseil en Éducation des Premières Nations

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## Background on the CEPN

The Conseil En Éducation des Premières Nations (CEPN) Secretariat was created in 1985. English communities also know the CEPN as the First Nations Education Council (FNEC). The organization is composed of one representative from each member community and serves 21 French and English-speaking native communities in Quebec with a population of more than 30,000 on and off reserve. Table 4 provides a list of the member communities.<sup>1</sup>

**Table 4**

<b>Member Communities Served by the Conseil en Éducation des Premières Nations</b>			
Eagle Village	Kitcisakik	Mashteuiatsh	Timiskaming
Gaspé	Kitigan Zibi	Odanak	Wemotaci
Gesgapegiag	Lac Simon	Opitciwan	Wendake
Kahnawake	Listuguj	Pikogan	Winneway
Kanestake	Manawan	Rapid Lake	Wolf Lake
			Wôlinak
Source:	Principal Mandates and Activities, Conseil en Éducation des Premières Nations/First Nations Education Council, 1996-1997		

The general objectives of the CEPN are to help the member communities in the improvement of their education services by:

- providing information;
- coordinating exchanges;
- developing strategies;
- making claims to concerned entities; and
- carrying out research.

The CEPN has a wide mandate in education from the elementary to post secondary levels. Some of the CEPN's activities include:

- organizing an annual education conference;
- coordinating general assemblies and committee meetings to discuss education issues;
- publishing and distributing a newsletter on the secretariat's activities;

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<sup>1</sup> The CEPN has since had another community join its organization and now serves 22 communities.

- fostering education, promotion and awareness on various topics (i.e., school transportation, culture, sexual abuse, etc.);
- sitting on regional and national education committees;
- liaising with DIAND; and
- managing and administering the DIAND Youth Strategy programs for their member communities.

## **Overview of CEPN Communities**

The CEPN manages all three strategy programs and has some 60 contribution agreements signed with its member communities. CEPN administrators received proposals from their member communities and reported the following number of participants for each program.

- twenty communities submitted proposals and had a summer career placement program. One community did not submit a proposal because it was in the process of restructuring its Band Council.
- fifteen communities submitted proposals and conducted summer camps. Five communities did not participate.
- thirteen communities were eligible to participate in the Cooperative Education Program. Two did not participate. Seven communities do not have schools and were not eligible.

## **Communication of Information**

The CEPN is responsible for communicating the strategy and its programs to its member communities. The organization prepared three summary booklets on each program. The first two booklets on the summer placement and science camp programs were prepared in late April 1996 when DIAND launched the strategy. The third booklet on co-operative education was prepared in July 1996. The booklets are several pages long and provide the following information:

- background information on the strategy and the CEPN involvement in its development;
- DIAND description of the program, eligible students, the regional budget and the CEPN budget;
- CEPN requirements related to the proposals;
- deadlines to apply for the program;
- an application form;
- a contribution agreement to be signed by the community with the CEPN; and
- a program evaluation form.

They communicate the basic program guidelines identified by the department and give communities information necessary to prepare a proposal. For example, the Science and Technology Camp booklet notes that the amount for each community will be approximately \$3,000.

## **Reporting and Accountability**

There is a dual reporting relationship in the Quebec Region. The five Aboriginal implementing organizations account to the department for how they spent their funds while the communities report to their organizations on program spending and outputs by returning their evaluation forms to the implementing organizations. The study did not review in-depth the other organizations but we do have information on the CEPN.

The CEPN decided to give communities 80% of program funds initially. They provide the remaining 20% once communities submit their program evaluation form. The forms ask for the number of students that participated in the programs, student ages, the duration of camps and job placements, as well as the types of jobs. This is the basic information requested by DIAND and what the CEPN agreed to provide in their agreement with the region.

The CEPN also explains in its booklets that spending the money appropriately on the designated programs is important for communities as agreements for future years are dependent on the amounts spent.

## **Changes for the Future**

CEPN staff stated they are happy with the program and want to see it continue. Considering the strategy was announced late in the school year, they were able to allocate funding and get support quickly. However, they did not have enough time to deal with a few problems. For example, what should they do with money if a community does not take the funds (i.e., a community is not ready to begin a program or council restructuring slows the process down)? Should they redistribute it or hold it for later in the year? Communities also had questions about what kind of expenses they could incur when organizing the summer camps. Respondents indicated they did not have a chance to sort these issues out. However, they want to develop an administrative policy to deal with these items and other program concerns.

# **Mashteuiatsh (Pointe-Bleue)**

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## **Overview of Community**

First Nations also know the community of Masteuiatsh as Pointe Bleue which is the home of the Montagnais du Lac St- Jean. According to the 1995 Indian Registry, the Montagnais du Lac St- Jean is one of the 20 largest First Nations communities in Canada. It has a population of 4210 of which 1789 live on-reserve. The Registry also reports that the district of Pointe Bleue has a status Indian population of 8795 of which 5798 live on-reserve.

The community is located next to the town of Roberval which has a population of several thousand people. Mashteuiatsh and Roberval are just outside Jacques Cartier Provincial Park in the Laurentides Mountains. The community is also about 3.5 hours north of Quebec City and about an hour away from Chicoutimi. There is a considerable amount of tourism in the region during the summer.

Community representatives reported that there are approximately 250 students attending elementary school and about 100 at the secondary or high school level. Students will study up to grade 11 in the community and then attend schools in other nearby communities, such as the CEGEP in Jonquière.

There are a few businesses in the community such as a grocery store, craft shop, gas bar, and restaurant. The respondents commented that often there was not much for students to do in the summer. Given this situation, the Conseil des Montagnais focuses on future economic development. One of its main priorities is the creation of a micro-business in catering which the Montagnais established at the community's school. This will be discussed later in page 13.

## **Overview of the Strategy**

The community of Masteuiatsh runs all three of the strategy's programs. The community already had a summer placement program, with funding from HRDC that is similar to the DIAND program. The community had also begun a co-operative education program. The science camp program which began in July, was a new initiative for them.

Table 5 provides details about the amount of the program funding received by the community.

**Table 5**

<b>Mashteuiatsh Program Activity</b>				
<b>Program</b>	<b>Funding Allocated</b>	<b>Number of Participants</b>	<b>Age Group</b>	<b>Duration Of Placement/Camp</b>
Summer Career Placement	\$30,713	20	15 years +	6 to 8 weeks
Summer Camps	\$3,169	10	13-14 years	3 days
Source: Rapport Global, CEPN, November 1996				

## **The Summer Career Placement Program**

The respondents reported that 25 students participated in the program during the summer of 1996. Job placements lasted on average six weeks but there were some that lasted ten weeks. In the future they plan to have a longer season and will try to offer placements from May to August.

### **Recruitment and Matching Students with Employers**

The student recruitment process was as follows:

- students prepare CVs and apply for jobs;
- students can apply for several jobs;
- employers interview the students and select the best one; and
- students fill out a job evaluation form at the end of the placement.

The program administrator looking after the Summer program said the process was competitive and the students did well and showed enthusiasm.

The community reported the following results to the CEPN:

- there was ease with the transition from school to work;
- of the 13 students at the post secondary level, six have found jobs in their area of study;
- summer placement helped students apply theories and academic principles learned during their studies;
- the seven secondary level students had an enriching experience that will help them with their careers in the future; and
- job experiences were diverse and included fields such as tourism, health, and administration.

The program administrator reports that there were about 80 interviews conducted and 25 employers hiring students during the summer (e.g., paper business in Roberval, school board, etc.). Respondents stated that demand exceeded available positions.

The Conseil des Montagnais has managed a student employment program for many years that has an objective of hiring as many students as possible and giving them a work experience placement related to their studies. The DIAND program allowed the community to increase the number of students. The Rapport Global says that for the 1996 season the total cost for the 39 student jobs combined was elevated to \$67,491 with the community's other sources of funds.

## **Science and Technology Camps Program**

The principal of the Amisk School was responsible for overseeing the science camps. Most students were in grade six with one in high. Ten children, seven boys and three girls, participated in the camps.

The community initiated several activities through the program. The community partnered with the Université du Québec à Chicoutimi to arrange a science laboratory exercise. The camps focussed on five main areas:

- archeology;
- ecology;
- geology;
- astronomy; and
- the environment.

Respondents said the demand for the camps was high and they needed another week at the labs. Also, the students were very young and it is suggested that they need different camps for elementary and secondary students. Younger children's experience with science is limited, while older students' have more experience. High school students may be influenced in their post secondary studies and career prospects.

Another activity focussed on the community's interest in astronomy. They took students on a field trip to the Centre Aerotique in nearby Roberval.

Respondents noted some changes or improvements they will make in the future:

- summer science camps have to compete with the Aboriginal summer games. Students in the camps and summer jobs wanted to participate in the games but had to commit to only one activity. Therefore, holding camps throughout the year will be important;

- english is the language used in mathematics, sciences, and information technology. Many students only speak French. Therefore, next time the community will try to include an immersion component to the camps, especially for computer camps; and
- in the future, program administrators will provide more information to parents and involve them in a real camp experience or a trip to the bush;

## **The Cooperative Education Program**

The current program started with the interest of a local caterer who wanted to teach students about traditional native cuisine. Simultaneously the Conseil des Montagnais was exploring economic development initiatives and creating micro-businesses that would provide jobs and bring revenue into the community. These objectives led to the creation of a micro-business at the school which has been converted from an old residential school with large kitchen facilities. The community employs up to 20 students to work in the business and an additional six girls are involved more extensively in the micro enterprise.

Mashteuiatsh's program is directed toward 16 to 18 year old students who are not specialized academically. These students will most likely not pursue post secondary education but need life skills to find employment in the local community.

The Conseil des Montagnais has more than 200 employees and expects it will use the caterers for all their functions. It serves as a cafeteria for the school and the community is confident that it can sell its products to nearby communities and tourists during the summer months and holidays. They expect the micro business to expand and possibly provide full-time jobs for some of the students, as well as valuable work experience for others.

Some skills acquired through the program include:

- handling contracts with clients (i.e., band and private sector);
- how to invest money and manage a business;
- preparing traditional native cuisine;
- food preparation and conservation; and
- taking orders and serving clients.

The program also instills basic work habits such as showing up for scheduled work hours and learning to work with fellow employees. Program administrators believe the program creates a pleasant and harmonious work environment based on team work. Since many students are unfamiliar with a regular work ethic (i.e., some families are not employed and may be on social assistance), the program is important to teach the habits deemed to be necessary in all jobs or careers. For example, if a student has no transportation to work, they learn that employers still expect them to show up and they have to deal with this problem or be fired. Students gain an appreciation for the importance of productivity to an employer.

In the future, the program administrators believe it would be a good idea to team up an older student who is now out in the community with younger co-op students to give them a role model.

Another component to the co-op program is giving students a chance to experience traditional activities. For example, a fur trapper interested in passing on his trade to students, went to the school to talk about his occupation. Two students expressed interest in this lifestyle.

Respondents believe both co-op education components help prepare students for their work life, especially special needs students. Respondents believe that without this experience some students will fail in the workplace. They also believe the co-op program develops self-esteem that is very important in finding a job.

## **Other Partners**

The community also accesses funds from the HRDC summer placement program that is similar to that of DIAND.

Industry Canada approached the community to enter its SchoolNet program that provides computers to schools. The Montagnais did not accept the offer as they felt they were not yet ready. Respondents said they need resources to develop their knowledge of computers and informatics training not just the hardware that is offered by Industry Canada. They do see adopting this technology into the school in the future. Respondents also suggested that an informatics laboratory could be incorporated into a science camp sometime in the future. The community believes it should have a well-developed for using information technology throughout its operations before entering this area.



## Short-Term Impacts

### Overview of the Region

The regional office, the CEPN and the Conseil d'Éducation des Montagnais report that the three programs has had positive results. Table 6 identifies the number of placements created and participants in each of the three programs.

**Table 6**

<b>Regional Results Reported in the Fall of 1996</b>					
<b>Program</b>	<b>DIAND Funding</b>	<b>Other Funding Sources*</b>	<b>Total Funding</b>	<b>Number Jobs, Participants, or Projects Reported</b>	<b>Number of Communities Involved</b>
Summer Career Placement Program	\$640,000	\$502,520	\$1,065,018	819 jobs	46
Science and Technology Summer Camp Program	\$96,000	\$28,042	\$124,042	197 participants	37
First Nations Schools Co-op Education Program	\$288,000	No information	No information	40 projects	36 schools
<b>Source:</b> Email correspondence from Policy and Intergovernmental Relations staff.					
<b>Note:</b> * Amount reported by First Nations that they also allocate towards youth programming.					
No information - Figures for the First Nations Schools Cooperative Education Program were available during our visit to the region but a report was expected by the end of March 1997.					

Respondents from all three levels interviewed state that to date the strategy has had many positive impacts. The CEPN and the community representatives of Masheuiatsh believed all three programs promote career options available to students and increased the self-confidence and self-esteem of young people. Table 7 provides more details about perceived short-term impacts.

**Table 7**

<b>Short Term Program Results</b>
<p><b>Overall Results</b></p> <ul style="list-style-type: none"> <li>• work related experience</li> <li>• increase in students' self-esteem/confidence</li> <li>• students develop a sense of responsibility</li> <li>• increase knowledge of work environment</li> </ul>
<p><b>Student Summer Placement Program</b></p> <ul style="list-style-type: none"> <li>• high school and post secondary students gained work experience</li> <li>• students acquire knowledge of work environment/labour market</li> <li>• job placements in a wide range of fields, including: clerical, sales, business, maintenance, social services, database/computers, health care, education, economic development, research, Band government, and police services</li> <li>• learn basic administration, computer, communication and other skills used in many jobs</li> <li>• promotion of various fields as a career option</li> </ul>
<p><b>Science and Technology Summer Camps</b></p> <ul style="list-style-type: none"> <li>• students exposed to science and technology (in many cases would have not happened without program)</li> <li>• promotes science and computers as a career option</li> <li>• develop educational partnerships with universities (science and computer labs)</li> <li>• create fun learning environment for students (i.e., field trips to labs, museums, etc.)</li> <li>• encourage students to pursue science studies</li> </ul>
<p><b>Cooperative Education Program</b></p> <ul style="list-style-type: none"> <li>• provides an alternative to students not pursuing post secondary education</li> <li>• increase awareness of career options</li> <li>• instill life skills in students (i.e., work habits, practices, behaviours, how to follow instructions, etc.)</li> <li>• providing training ground prior to working at a full-time job</li> </ul> <p>Mashteuiatsh's coop program</p> <ul style="list-style-type: none"> <li>- instill work habits (life skills)</li> <li>- expose students to contract administration</li> <li>- students learn to manage a business</li> <li>- students learn to manage money/sales orders</li> <li>- students learn about traditional ways</li> <li>- students acquired food preparation and conservation skills</li> <li>- exposure to the concept of service to clients</li> <li>- instill personal responsibility</li> <li>- promote economic development through creation of community's micro business (i.e., catering)</li> </ul>

## **The Career Summer Placement Program**

The CEPN in its Rapport Global reports that more than 170 summer jobs were created through the Career Summer Placement Program. The organization also reports that the jobs lasted between 4 to 16 weeks depending on the availability of jobs in the communities. An education representative from the CEPN supervised most of the jobs for the Band Councils. Other employers include a radio station, an art boutique, a museum, and other businesses. The report also states that employers were very pleased with the students' work.

Table 8 provides more details about program results at the regional and CEPN community level.

**Table 8**

<b>Quebec Region Career Summer Placement Program Results</b>		
	<b>Quebec Total</b>	<b>CEPN Communities</b>
Number of Participating Bands	46	21
Total Participating Youth	819	178
- male	400	90
- female	419	88
Grades		
< 9	80	12
9	116	40
10	233	60
11	191	22
12/13	99	24
some post secondary	84	20
post secondary	16	0
university	0	0
Number of Applicants by age		
12-14 years	103	0
15-19 years	542	166
20-24 years	117	12
25-30 years	57	0
Total spent	\$1,143,070.20	\$332,909.20
DIAND (federal funds)	\$640,150	\$315,929
Other Funding including employer contribution	\$502,920.20	\$26,561.20
Amount to manage the program	\$78,052	\$33,290.92
Amount in the hands of participants First Nations	\$1,065,018.20	\$299,618.28
Hourly wages for students		\$6.00/6.50 hour
Duration of Jobs		
< 4 weeks	61	16
4-8 weeks	567	46
9-12 weeks	71	18
12-16 weeks	10	9
16+ weeks	1	1
Source: DIAND Quebec Region		

The Rapport global stated that setting up the jobs involved considerable costs to the CEPN and its communities. It was reported that costs surpassed the allocated DIAND budget by approximately 15%. Some communities also contribute funds to the program.

The Rapport Global also reported that the jobs allowed native youth to gain work experience, knowledge about the work environment, and to develop a sense of responsibility. Table 9 provides comments made by students and employers.

**Table 9**

<b>Comments about the Career Summer Placement Program</b>
<b>Comments made by students</b>
<p><i>“All employment opportunities bring new skills and knowledge useful for one’s career.”</i></p> <p><i>“Thank you for having given us the chance to work this summer and we hope that we can relive this experience during the next few years.”</i></p> <p><i>“The student participants appreciated the opportunity offered by this program.”</i></p>
<b>Comments made by employers and supervisors</b>
<p><i>“We hope students will be directed to studies in communications because we have a great need for people in this area.”</i></p> <p><i>“This experience will help the student find a part-time job during the school year.”</i></p> <p><i>“Because of this project, and the tasks undertaken, the student will be familiar with the notion of service to the client.”</i></p> <p><i>“The students developed pride in a job well done and a stronger sense of belonging to the community because they felt more involved. People in the community also felt this way.”</i></p>
<p>Source: Rapport Global, CEPN, November 1996.</p>

They identified a wide range of student jobs, including:

- receptionist/secretary
- business officer/financial clerk
- researcher
- salesperson
- maintenance assistant/mechanical aid
- home care assistant
- database support
- social services representatives
- technician
- student/co-op coordinator
- nurse’s aid

We have appended a list of the various types of jobs held by students in CEPN communities. CEPN respondents stated that communities are starting to think about finding jobs outside the public sector (i.e., band level) which is a declining sector but often the only employer in a community.

## The Science and Technology Summer Camp Program

Table 10 outlines the results reported by the DIAND region to headquarters.

**Table 10**

<b>Quebec Region Science and Technology Summer Camp Program Results</b>		
	<b>Quebec Total</b>	<b>CEPN Communities</b>
Number of Participating Bands	46	21
Total Participating Youth	197	144
- male	98	73
- female	99	71
Grades		
7	28	27
8	59	48
9	18	9
10	42	23
11	22	16
12	28	21
Number of participants by age group		
12-13 years	72	70
14-15 years	48	33
15-16 years	41	20
16-20 years	36	21
Financial information		
- total spent	\$116,028.33	\$43,941
- DIAND federal portion	\$87,986	\$41,829
- Other sources	\$28,042.33	\$2,112
- management of program	\$10,878.93	\$4,394.10
Duration of camps		
1 week	161	No information
2 weeks	30	
4+ weeks	6	
Source: DIAND Quebec Region		

In its Rapport Global, the CEPN reported that 15 communities participated in the summer camps. There was a total of 144 students that participated. Half the students were male and the rest female. The ages of the students ranged from 7 to 20 years. Most of the students were at the elementary and secondary level. Communities held 80% of the summer camps at universities and organized the rest throughout the community, such as in the local museum.

The universities involved included:

- Concordia University in Montreal
- University of Ottawa
- Université du Québec à Chicoutimi

Other camps were held by the:

- Signinmin Gesgapegiag
- Kanestatake Computer Camp
- Camp Spatial Canada, Laval
- Kassinu Mamu Mashteuiatsh

The report states that the students appreciated the opportunity to participate in the camps and gained a better understanding of the world of science and potential job opportunities. The report says that the camps were a good investment in the future. The camps covered topics such as archeology, meteorology, geology, astronomy, natural sciences, the environment, biological sciences, and information technology.

**Table 11**

<b>Comments made by students on the Summer Camps Program</b>
<i>“This project had a positive effect. Some young people have shown a desire to study engineering.”</i>
<i>“All the students indicated they would be interested in returning to camp next year.”</i>
<i>“Such opportunities help our students make choices about post secondary studies.”</i>
<i>“The project had a positive impact in that it got students familiar with using software on the Internet and E-mail.”</i>

## **The Cooperative Education Program**

The CEPN's Rapport Global reports that 12 projects in 13 communities are currently in place. Approximately 164 students at the secondary level participated in the program. One community could not get the project started because their Band Council was restructuring. The CEPN reports that three communities have projects that have been in place for a few years. These communities include: Masteuatsh (Lac St-Jean), Opitciwan (Abitibi), and Kitigan Zibi (Maniwaki).

The Rapport Préliminaire -Alternance Étude Travail reports that a budget of \$176,054 was allocated for the co-operative education program. The Rapport Global states that the demand for projects exceeded the available funding by 50%. Therefore, many communities also contributed their own funds to the program.

Table 12 provides a list of CEPN communities and the funding they received. Table 13 provides the objectives of each participating school's co-operative education program.

**Table 12**

<b>Cooperative Education Program Participation Rates and Amount of Funding</b>						
	<b>Community</b>	<b>Number of Students</b>	<b>Education Level</b>	<b>Percentage of Students %</b>	<b>Total contribution \$</b>	<b>Amount Requested</b>
1	Barriere Lake	0	-	2.63	4,625	Restructuring of Band Council
2	Gespgapegiag	7	Secondary 3 to 5	1.31	2,312	2,875
3	Kahnawake	25	Grades 1 to 5	18.65	32,837	8,668
4	Kanesatake	6	Grade 7	1.23	2,158	2,158
5	Kitigan Zibi	15	Secondary 4	6.57	11,562	11,562
6	Listuguj	15	Grades 7 to 13	0.88	1,542	50,000
7	Timiskaming	0	-	1.31	2,312	0
8	Winneway	4	Grade 11	3.94	6,937	7,000
9	Lac Simon	19	Secondary 1 to 5	8.41	14,800	14,800
10	Manawan	8	Secondary 1 to 3	11.38	20,041	20,041
11	Mashteuiatsh	32	Secondary 1 to 5	16.81	29,599	58,216
12	Opitciwan	30	Secondary 1 to 5	18.74	32,991	167,010
13	Wemotaci	8	Secondary 3 to 5	8.14	14,337	16,475
	<b>Total</b>	<b>169</b>		<b>100</b>	<b>176,053</b>	<b>358,805</b>
<b>Source:</b> Rapport Préliminaire - Alternance Études Travail, Mars 1997.						
<b>Note:</b> The amounts of contribution not requested was redistributed to communities that put in a proposal for projects.						



**Table 13**

<b>Objectives of the Schools Program</b>	
<b>Community and School</b>	<b>Program Objectives</b>
Gesgapegiag - Learning CTR	<ul style="list-style-type: none"> <li>• provide an alternative for students not pursuing college/university</li> <li>• give prerequisites for employment in the local work force</li> </ul>
Kahnawake - Survival School	<ul style="list-style-type: none"> <li>• research by a coordinator to prepare and adopt curriculum in preparation for next year</li> </ul>
Kanesatake - Kanesatake Jr. High	<ul style="list-style-type: none"> <li>• promote an understanding of the relevance of school</li> <li>• provide awareness of different careers</li> <li>• develop increased skills and self confidence to make students' transition to work easier</li> <li>• broaden understanding of the workplace</li> </ul>
Kitigan Zibi - Kitigan Zibi School	<ul style="list-style-type: none"> <li>• allow select Secondary 4 students the opportunity to gain experience in a work related area of interest</li> <li>• gain broader understanding of requirements in select career areas</li> <li>• make the connection between academics and the real world</li> </ul>
Listuguj Alternative School	<ul style="list-style-type: none"> <li>• provide opportunities for students to combine school-based learning with workplace experience</li> <li>• Ease the transition from school to work</li> </ul>
Winneway - Amo Ososwan School	<ul style="list-style-type: none"> <li>• describe seed germination process</li> <li>• work cooperatively in a small group setting</li> </ul>
Lac Simon - École Amik Wiche	<ul style="list-style-type: none"> <li>• prepare students for work co-op terms</li> <li>• develop self confidence in students</li> <li>• promote success in school studies</li> <li>• develop a better understanding of language education</li> <li>• develop skills and training</li> <li>• contribute to the community through students' new work experience</li> </ul>
Manawan - École Otapi	<ul style="list-style-type: none"> <li>• provide an opportunity to gain work experience</li> <li>• develop self-esteem and sense of responsibility in students</li> </ul>
Mashteuiatsh - École Kassinu Mamu ISPJ 3	<ul style="list-style-type: none"> <li>• prepare students for future jobs through work related school terms</li> <li>• the program is based on a partnership between a school enterprise, teachers, and a community economic development initiative</li> <li>• develop independent and responsible workers</li> <li>• integration of Aboriginal culture into work experience</li> </ul>
Opiticwan - École Mikisiw	<ul style="list-style-type: none"> <li>• promote traditional ways through apprenticeship/work experience</li> <li>• provide construction skills to renovate and develop the community</li> </ul>
Wemotaci - École Waratinak	<ul style="list-style-type: none"> <li>• permit students to discover interests and tastes in career options</li> <li>• instill a sense of value in students through new responsibilities</li> <li>• integrate students into the community</li> </ul>

Respondents at all levels noted that it is too early to measure the impacts of the co-operative education program. Many believe it will take at least a couple of years before they can measure results.

## **Overall Results**

Respondents at all levels agreed that the programs have had positive results and that they have met the objectives of the first two programs (summer placement and science camps). One respondent commented that the programs were “*very popular and well-received*”. Respondents believe it is too early to make this conclusion about the co-op program although they believe it too will have positive effects.

Although the career summer placement program and the co-op programs may not be directly related to a career, they do provide work experience and life skills that will help young people in future jobs. Some cooperative education positions are truly career oriented, such as in band administration and health. They believe the science camps encourage the study of science.

# Lessons Learned and Suggestions for Improvements

## Lessons Learned

We have identified several lessons learned about the implementation of the strategy thus far.

- all respondents mentioned the timing of the strategy. The timing made it difficult to make sure communities were on board and that they allocated funds and began programs. In Quebec an infrastructure to deliver the programs through the five implementing organizations existed and the implementation of the programs was relatively quick and smooth.
- regional personnel believe that it is a good thing that DIAND renewed the strategy. Otherwise, DIAND would have compromised its credibility with First Nations. DIAND regional staff believe the department could not ask First Nations to make a commitment to planning programs without a similar commitment to renewing the strategy.
- sometimes employers did not know what to expect from the programs and the CEPN stated that a few were hesitant to take on students. The CEPN believes that communities need to communicate more with employers at the local level.
- Native students will need to pursue more employment opportunities with Aboriginal and non-Aboriginal businesses on and off reserve as the First Nations public sector, like its federal government counterpart, is in decline. Economic development, business, and agriculture were areas mentioned to pursue.
- there is a difference between the needs of northern and isolated communities compared with those in more urban locations. The needs of the Inuit will vary from those in Village Huronne in Quebec City. Isolated communities will find it difficult to set up a co-operative education program and to give its students opportunities for jobs.
- science summer camps were very successful, especially the partnerships with the universities. However, many students only speak French and will have difficulty in accessing and understanding the camps, in particular the technology and computer camps offered predominantly in English. French First Nations may need to consider an immersion component to the camps to make sure they are accessible to more students.
- most respondents agreed that the program guidelines are flexible and need to remain that way so communities can adapt them to their special needs. However, the guidelines are believed to prevent students who quit school or are in a community with no school from gaining work experience. They believe that many of these students may return to school if a program existed for them.

- respondents believe that it is too early to measure the results of the co-operative education program. They had no suggestions about the type of performance measurement indicators needed to measure long-term program impacts. The respondents believed that this was the responsibility of the communities and their organizations.
- most respondents believe that program reporting must be balanced against the cost of current programming and the resources needed for more elaborate data collection. They believe that current reporting is sufficient given the budget of the program and the fact that these are not long-term, permanent programs. Respondents state that long term measurement of programs is dependent on whether the program becomes part of the department's core fund. Without program stability there is no need to identify performance indicators or evaluation at the community level.
- respondents at the community level felt a sense of ownership to the programs because their own organizations managed them. They indicated that they would report information to their own organization willingly but did not see where DIAND had a role to play in their evaluations and reports.
- respondents believe that communication of the strategy to the First Nations was sufficient. The Quebec Region believes the best way for headquarters to communicate with First Nations is through regional channels. The region has developed a relationship with the First Nations organization and does not want mis-communication from outside parties.
- community respondents believe political support of the community is essential for the strategy's programs to be successful. This support was evident in the community of Mashteuiatsh. The Band Council is also a major partner in developing the strategy, establishing priorities for the coop program, making funding from HRDC programs available, and providing employment for some students.
- the model of First Nations implementing organizations managing the strategy for its member communities is working well. Organizations can easily provide leadership to their members since they already have a mandate in education from them. The existing network makes it easier to share information among communities as well as request reporting information. The model also works well because the region provided separate funds for the organizations to administer the strategy. The region focuses on developing relationships with the five organizations and common policy matters as opposed to reviewing proposals and funding which it has limited resources to handle.

## **Suggested Improvements**

Respondents made a few suggestions for improvements.

- the regional respondents stated that the renewed strategy should include an amount for First Nation organizations to administer the program. They could take a percentage of the money for their needs. This would eliminate the separate funding for the five First Nation organizations.
- there should be more information sharing with other communities. There should be a forum where communities share best practices and other experiences.
- science camps should be expanded to year round activities and include an immersion component to ensure more students can access them.
- some respondents believe DIAND should consider expanding the strategy to include co-operative adult education and work experience for students who are not in school or in a community that does not have a co-op program.

The department has since acted upon most of these suggestions through the renewal of the strategy.

## Conclusions

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The Quebec Region uses an effective model for implementing and delivering the DIAND Youth strategy programs. The region mounted the programs quickly and effectively because of the existing five First Nation organizations already in place. The First Nation organizations have been formed by the communities that fully support their efforts and initiatives. Communities such as Mashteuiatsh may have a greater sense of ownership for the strategy's programs because their own mandated organizations oversee them. Obtaining reporting information in Quebec may also be easier because organizations such as the CEPN are better able to communicate the importance of this information to communities. The CEPN also withheld some funding until reports were submitted.

The community of Mashteuiatsh has chosen to focus its efforts and the co-op education program on special needs' students as opposed to students who may achieve career success through post secondary education and training. Given the disadvantages faced by reserve communities throughout the country this may also be a trend in other First Nation communities.

The CEPN and the community of Mashteuiatsh have successfully begun the process of implementing all three youth programs. After one year's experience, respondents had many ideas for future improvements. Both were happy that DIAND had renewed the strategy and that their work will continue.

## **List of CEPN Documents**

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Principal Mandates and Activities, Conseil en Éducation des Premières Nations, 1996-1997.  
Rapport Global (Summary of Results for all three Youth Strategy programs), November 1996.  
This report provides a summary of the results of each program and a brief one page report from three communities.

Rapport Préliminaire - Alternance Études Travail, March 1997. This summary report outlines some of the results achieved by the three programs, including the number of students involved, the objectives of each participating school, and the total contribution received by each community.

Summer Placement Report, Summer 1996. Provides a summary of the types of jobs obtained by students, their level of education, and the number of weeks worked.

Summer Camps Annex information, Fall 1996. This table provides the number of participants in the camps, their level of education, the number of days in the camp, and the hosting institution.

Summer Camps in Science and Technology, Information Booklet for Communities, April 24, 1996. The booklet explains the program, who is eligible, how to apply, and the reporting required. A sample contribution agreement form between the community and the CEPN is also provided.

Youth Employment Initiative, Information Booklet for Communities, April 29, 1996. The booklet explains the program, who is eligible, how to apply, and the reporting required. A sample contribution agreement form between the community and the CEPN is also provided.

Cooperative Education Program, Information Booklet for Communities, July 2, 1996. The booklet explains the program, who is eligible, how to apply, and the reporting required. A sample contribution agreement form between the community and the CEPN is also provided.