

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

**Evaluation of the DIAND Youth Strategy**

**Regional Review of Manitoba**

**Appendix 3**

**96/26**

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A year ago DIAND announced its Youth Strategy. As part of the initial program funding, the department is required to undertake an interim evaluation of the strategy's three programs: the Summer Student Career Placement Program, the Science and Technology Summer Camp Program, and the Cooperative Education Program. The first two programs were implemented last summer while many schools are still setting up their Cooperative Education Program. Therefore, the evaluation which includes a case study component, presents short term impacts and lessons learned to date.

## Purpose of the 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.

PRA conducted the case study and regional review jointly with Aboriginal consultant Larry Morrisette.

## Methodology

PRA conducted in-person interviews and a file review at the DIAND regional office in Winnipeg during the spring of 1997. We interviewed the following 5 staff: the Associate Regional Director General; the Director, Operational Policy Directorate (Intergovernmental Affairs); two managers from the Funding Services Directorate; and the DIAND Youth Coordinator.

We examined the following files:

- proposals submitted for all three strategy programs;
- regional reports;
- program applications made by First Nations; and
- reports submitted by First Nations on the 3 strategy programs.

We also conducted a case study of the Peguis First Nation in May 1997. The Departmental Audit and Evaluation Branch (DAEB) originally contacted the school board by letter and via telephone to ask for their participation in the study. PRA then contacted the school board administrator who referred us to the Summer Student Career Placement Program coordinator at the Peguis Development Corporation. During our visit we interviewed the following 5 personnel:

- the coop coordinator at the high school;
- two science and technology summer camp coordinators;
- a teacher currently planning a computer camp for this summer; and
- the summer student career placement coordinator.

We also conducted a group discussion with 6 grade 12 students participating in the Peguis Central School's cooperative education program. We also completed telephone interviews with representatives in two other Manitoba First Nations communities.

## **Structure of Report**

Section 2 of this report provides an overview of DIAND's Manitoba Region and its implementation of the Youth Strategy. Section 3 provides an in-depth look at Peguis First Nation. Sections 4 presents some short term impacts in the region, while Section 5 identifies suggested improvements. Section 6 identifies some lessons learned and best practices. Section 7 presents our conclusions.

# **Overview of DIAND Manitoba Region**

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## **The Region's Role in the Strategy**

The Manitoba Region previously funded its own summer student career placement program but replaced it with the Youth Strategy's program when it was introduced last year. The Summer Science and Technology Camps and Cooperative Education programs are new to the region.

Intergovernmental Affairs oversees the administration of the strategy, reviewing proposals, deciding on how to allocate funds, as well as collecting and reviewing individual program evaluation reports. Funding Services is responsible for actually allocating funding to First Nations and reviewing their financial statements at the end of the year.

## **Regional Funding**

The region received a total of \$1,659,782 for the Youth Strategy allocated as follows:

- \$803,292 for the Summer Career Placement Program;
- \$110,858 for the Summer Science and Technology Camps Program;
- \$745,632 for the Cooperative Education Program.

The Manitoba Region redistributed the \$803,292 for the Summer Career Placement Program according to its own funding formula. The region set up the formula to ensure small First Nations receive the same base amount as larger ones. This enabled each community to hire at least one student at the high school and post-secondary levels. The formula is made up of two components:

- \$341,112 is allocated under the base amount;
- \$462,180 is distributed on a per student basis.

Table 1 shows how the formula is broken down.

**Table 1**

<b>Summer Student Salary Calculations Per Student Allocation</b>				
<b>Base Amount Per First Nation</b>			<b>Per Capita Student Allocation</b>	
	<b>High School</b>	<b>Post-Secondary</b>	# of First Nations	61
# of weeks	8	16	Total Minimum Requirement (\$5592@61)	\$341,112
Hours/week	37.5	37.5	Total Allocation	\$821,280
Hourly rate	\$5.40	\$5.40	Amount Left for Redistribution	\$480,168
Total Salary	\$1620	\$3240	# Students > 15 years on the Nominal Roll	3702
Employer's Share (CPP/UI) @ 6.93%	\$112	\$225	# Students on 94 Student Registry	3815
Vacation Pay	4%	4%	Total # of Students	7517
Overhead	\$100	\$100	Allocation per student	\$63.88
Total Allocation	\$1897	\$3695		
Requirement for each First Nation	\$5592			

Each First Nation receives the \$5,592 base amount and \$63.88 per student. For example, a First Nation with 47 students receives a total amount of \$8,594 of which \$5,592 is the base amount and \$3,002 is allocated based on the number of students (\$63.88 X 47 students).

Respondents report that Funding Services holds back 10% of the funding until the program evaluation reports for all 3 of the strategy's components have been submitted.

The region allocated funds for the Summer Science and Technology Camps and Cooperative Education programs based on headquarters' guidelines and on a "first-come" basis.

## **The Development of the Strategy**

The following describes how the strategy was developed in Manitoba.

In the spring of 1996 when the strategy was launched, the region mailed a letter and the policy guidelines to all chiefs and councils to announce the programs. The staff had to act quickly as the school year was ending.

Letters asked chiefs for input on how they wanted to handle the process. The strategy was also on the agenda of the Assembly of Manitoba Chiefs. In addition, the region had two meetings with First Nations education directors to obtain their suggestions.

Regional respondents reported that they wanted to arrange a meeting with chiefs but bands and Tribal Councils were not interested in administering the strategy on behalf of the region. Regional staff believe First Nations did not feel comfortable allocating funding and evaluating the proposals of fellow communities. Therefore, DIAND took on the strategy administration.

DIAND Manitoba decided that for the Summer Student Career Placement Program all First Nations would be eligible for one 16-week placement for a post-secondary student and one 8-week placement for a high school student. The remaining funds were distributed on a per capita basis.

As mentioned earlier, for the Summer Science and Technology Camps and Cooperative Education programs, the region accepted proposals and allocated funding on a first-come, first-served basis. DIAND Manitoba funded 5 First Nations participating in the science camps and 11 First Nations schools through the Cooperative Education Program.

## **Program Guidelines**

The guidelines were adapted to regional needs. For example, DIAND guidelines indicate that work placements had to be a minimum of 6 weeks and at least 30 hours a week but in reality the band decides the length and number of placements. Out of 826 placements, 173 were less than 6 weeks and 653 were 6 to 8 weeks. Respondents stated that many bands opted for shorter terms so that more students could have a summer job.

The summer science camp guidelines were also modified. The region stated that many bands set up their own science camps because the time between the strategy announcement and the summer was too short for First Nations to set up their camps. Other communities conducted their camps during weekends in the fall. The region received approval for this change from headquarters, however the guidelines have since changed to allow for year round camps.

## **Communications**

Presently, the department mails two copies of documentation to Chief and Council, and the Director of Education for each band. DIAND respondents believe that most First Nations do not have access to the Internet and the region does not use it to communicate with them. One respondent speculated that this may change once Industry Canada's Schoolnet program makes First Nations' access to the Internet easier.

## **Reporting**

Reporting on the strategy occurs through First Nations funding agreements and the strategy's program evaluation forms. In the spring of 1997 when we visited the region to conduct file reviews it had received information on the Summer Student Career Placement and Summer Science and Technology Camps programs. The region had data on the number of participants, their ages and grade levels for these two programs. The region had received several progress reports on the Cooperative Education Program but other communities had yet to submit them. The cooperative education reports varied greatly from comprehensive studies to a one-page description following the format of the other strategy programs.

Regional staff believe that reporting has been adequate for the purpose of accountability to the funder but needs to be improved for policy and programming purposes. Respondents say reporting should address the outcomes of the program.

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

Regional respondents were aware of few other parties involved in youth programming in Manitoba and could not identify First Nations organizations that assisted communities in implementing the strategy on a regional basis.

Regional respondents identified Human Resources Development Canada (HRDC) and Industry Canada (IC) as other federal departments working with First Nations youth. Respondents mentioned HRDC's summer student placement and the Youth Services Canada programs, as well as IC's Schoolnet program. Regional respondents were not aware of any provincial programs or initiatives for Aboriginal youth<sup>1</sup>.

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<sup>1</sup>While regional staff were not aware of any provincial programs to assist Aboriginal youth we found that the Manitoba Government has an Aboriginal youth program called "Partners for Career".



## Background on the Community

Peguis First Nation reserve is located two hours north of Winnipeg in Manitoba's Interlake region. Peguis is a relatively large First Nation with a population of almost 6000 of which half live on-reserve<sup>2</sup>. Other First Nations in the area include Fisher River and Jackhead. Towns located in the area include Hodgson and Fisher Branch. The Métis community of Dallas between Peguis and Fisher River also conducts business and interacts with Peguis.

The community has many businesses. Several of these businesses are located in the newly built mall along with the Band Office. Peguis also has a development corporation and revenues to invest in developing the community. The First Nation is currently building a new elementary school. The current school houses 700 students, 500 elementary (K-8) students and another 200 in high school (grades 9-12).

Respondents say the Chief and Council recognize that it is important to help young people succeed. In past years, many students have gone to Winnipeg to pursue post-secondary education and to find work but have had difficulties because they were not well prepared. It was reported that Peguis wants to strengthen the fabric of the on-reserve community so students can become the leaders of tomorrow. Another goal is to help students make the transition from the reserve to the city where many young people train to become professionals. Respondents say that having more professionals from their community is an essential component of self-government. Interviewees expressed a pride about their community as more people return to the reserve to stay.

## Overview of the DIAND Youth Programs

Peguis First Nation participated in all three of DIAND's Youth Strategy programs. According to regional data, Peguis received a total of \$201,902 allocated as follows:

- \$65,214 for the Summer Science and Technology Camps Program;
- \$31,188 for the Summer Student Career Placement Program;
- \$105,500 for the Cooperative Education Program.

The school board is involved in the summer camps and cooperative education programs. The Peguis Development Corporation runs the summer student placement program.

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<sup>2</sup> 1995 Indian Registry.

## Summer Student Career Placement Program

Peguis First Nation has had a summer student placement program in place for almost ten years. The Local Area Management Board responsible for training, and the Peguis Development Corporation oversee the program. The Peguis Development Corporation, which financially administers the program, hired a coordinator to run the program. The program is an interactive one with a committee of members from the Development Corporation and the school board which administers the Cooperative Education Program.

Peguis has the largest Summer Career Placement Program in Manitoba with 142 participants last summer. Regional data indicate that apart from the \$31,188 DIAND allocation, Peguis spent an additional \$205,860 of which 80% comes from band revenues.

On average, the students work 6-8 weeks during the months of July and August. In addition, two student coordinators at the post-secondary level work for 16 weeks to help organize the younger students. These coordinators were distributing applications and recruiting students in the school foyer during our visit.

A wide range of job placements are available to Peguis students both on and off-reserve. Table 2 provides a detailed list of these jobs.<sup>3</sup>

**Table 2**

<b>Types of Jobs Available to Peguis Students Participating in the Summer Student Career Placement Program</b>		
Labourer	Housekeeping/laundry aide	Summer employment coordinator
Receptionist	Kitchen aide	Assistant summer employment coordinator
Maintenance	Financial clerk	Hospital technical aide
Child care worker	Social clerk	Piping assistant
Health care aide	Activity analyst	ACCPAC worker
File clerk	Mall custodian	
Research student	Medical transport assistant	

Many of the employers have been involved with the program over the past several years. New employers are recruited regularly through letters and contact from Chief and Council.

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<sup>3</sup> Peguis First Nation Proposal for the Summer Career Placement Program, Spring 1996.

## **Matching Students with Placements**

Students fill out job applications based on their interests and the coordinator attempts to match them with appropriate jobs by referring students to employers for an interview. Employers interview several students and select the best candidate. This year jobs will be posted with requirements and skills listed so that students will be able to decide where to apply.

This is the first year of cooperative education at the school, whose program is called the Cooperative Work Education Program. The Summer Student Placement Program coordinator plans to work closely with the counterpart in cooperative education to ensure students in both programs have access to summer placements. This is important because employers want trained students from the Cooperative Work Education Program to stay on as their summer students.

## **Summer Science and Technology Camps Program**

Last year was the first year of the camp. There were 15 campers and 3 students trained as counsellors. The target group was students in grades 6 to 8. The teachers coordinating the program expressed a concern that native children do not show an interest in science and wanted to change the situation. The coordinators used the natural environment and native culture to entice students.

The week long camp was held at Tommy's Point on Lake Winnipeg. Students camped in the bush and participated in activities such as testing the soil. Topics covered included:

- native plants and medicines;
- habitat, growth patterns and needs of wildlife;
- chemistry of the various plants in the area;
- air and water studies;
- history of the area and legends;
- study of stars and galaxy.

Respondents said the camp had positive results which were written up in the school newspaper and in DIAND headquarters' communication package which was shared with other communities across the country.

The coordinators suggested the following improvements for the future:

- a more advanced camp for older students;
- a craft instruction component to instill the practical uses of items in the environment; and
- move the camp to the last week of July.

Respondents stated that there are plans to expand the program by adding a computer science camp. The facilities already exist at the school which has a computer lab.

## **Cooperative Education Program**

Cooperative education at Peguis First Nation began as an alternative program for special needs students. The program was replaced with the current program open to all high school students when DIAND strategy funding became available. The coordinator reports that the current program is more successful than the previous one as many special needs students tended to drop-out.

The Peguis Central School Cooperative Work Education Program has two main goals:

- to help students function effectively in the workplace and society as a whole; and
- to help students acquire the knowledge and skills required to develop a healthy and positive attitude toward themselves as individuals, the work environment, and society at large.

The program consists of 30 hours of class work and 80 hours of practical work experience for which students are given an education credit. The program has 10 students per semester and up to 40 per year. The program has expanded from the 10 students it had the first year.

### **Setting Up the Program**

Peguis devoted considerable preparation to their program which respondents report that this upfront work is necessary for the program to succeed. Table 3 provides a list of the activities required before a student begins a work placement.

**Table 3**

<b>Preparation for the Work Education Program at Peguis First Nation</b>	
1)	Presentation to students - proposal information and awareness
2)	Letter to employer - program information and request for participation
3)	Follow up telephone call to employer - confirmation of participation
4)	Letter to employer - participation thank you
5)	Student registration <ul style="list-style-type: none"><li>- early request (1 semester)</li><li>- see guidance counsellor to check course equipments/timetable</li><li>- complete application form</li><li>- choose work-site</li></ul>
6)	Letter to employer - student placement
7)	Letter/telephone call to parent - student participation/approval
8)	Coordinator/employer meeting <ul style="list-style-type: none"><li>- review program with student information</li><li>- tour work-site</li></ul>
9)	Approval forms and signatures <ul style="list-style-type: none"><li>- forms for administration, parents and students</li><li>- application form</li><li>- enrollment</li><li>- package to employer (program information)</li><li>- student log to be completed once a week</li></ul>
10)	In class component <ul style="list-style-type: none"><li>- job readiness skills</li><li>- job orientation/interview - by employer</li><li>- mock interview - student is ready</li></ul>

The school also developed a comprehensive manual containing the objectives of the program and the criteria for admission. The manual also contains information on the following topics:

- program structure and content;
- the roles of coordinating teacher, advisory committee, employers, and students;
- community support and resources; and
- a course outline.

The program has an advisory committee made up of an elder, a teacher, a resource teacher, an employer, and a school board member. The committee has regular meetings to discuss the program and issues affecting students.

## **Recruiting Employers**

The Cooperative Education Work Program coordinator reports spending significant time recruiting and promoting the program to employers and this has led to the establishment of a large bank of potential job placements. The coordinator sends out letters and contacts each employer personally. The coordinator also visits the employer's site and has a luncheon for employers at the end of the semester to show the school's appreciation for participating in the program.

The coordinator states that every effort is made to match students and employers. However, if an employer does not keep students challenged, the program will not send others there. If a student is not acquiring skills, the coordinator will meet with the employer and changes to the placement are made. The coordinator reported that this has only happened once and that employers tend to be very cooperative.

## **Partnerships On and Off Reserve**

Many employers on and off-reserve participate in the Summer Student Career Placement and Cooperative Education programs.

Off-reserve partners include Manitoba Telecommunication System (MTS) and Manitoba Hydro. In addition, the Peguis Student Services Offices in Winnipeg has 3 councillors to help with skills development and the transition period for students who move to the City. More and more students are also moving to the City of Brandon and the Development Corporation coordinator is trying to establish contacts there. Presently, councillors go to Brandon bi-weekly. In Winnipeg, employers include the School Board and the Intertribal Child and Family Services agency. Both the Summer Student Career Placement and the Cooperative Work Education programs want to broaden their network of employers in Manitoba cities to include all companies that deal with the Peguis First Nation.

There is little mention of other federal departments as partners in youth programs. Peguis partnerships are mainly locally driven and private sector based. Figure 1 provides a list of employers participating in the programs.

### **PARTNERS IN EDUCATION BANK OF EMPLOYERS**

Peguis Shop Easy  
Peguis Seniors Centre  
Peguis Alcare Centre  
Peguis Development Corporation  
Peguis Band Office  
Peguis School Board  
Peguis Auto Body  
Concrete Plant  
Home Hardware  
Peguis Band Shop  
Child and Family Services  
Health Centre  
Gaming Commission  
Dental Clinic  
Peguis Central School  
Peguis Enterprise  
Sport Zone  
Sarah's Beauty Salon  
Irene's Gift Shop  
AKA Midway Services  
Hodgson Forestry  
Percy E. Moore Hospital  
Pine Cone Dairy Bar  
Royal Bank  
Manitoba Telecommunications System  
Fisher Branch Veterinarian Clinic

**FIGURE 1**

## Program Guidelines

In terms of program guidelines, respondents working with all three programs found them to be flexible and not stringent. Respondents stated that it is important to have the community decide how programs should work and adapt the guidelines to meet their needs.

## Impacts

### Summer Placement and Cooperative Work Education Programs

Coordinators and students in the group discussion were overwhelmingly positive about the program. Students said they learned valuable skills such as preparing cover letters and resumes, and taking part in interviews. Students were treated as regular employees so they gained real life experience. The students said they would recommend the program to their friends and identified the following impacts:

- valuable work experience;
- knowledge of community needs and future jobs;
- new skills;
- preparation for jobs in the outside world (i.e., resume, letters, interviews);
- confidence and improved self-esteem;
- better attitudes toward school; and
- community appreciation (i.e., a place to come back after graduation).

Annex 1 provides a summary of the group discussion with students.

Coordinators of the summer placement and cooperative education programs also mentioned other skills students gained.

*Life skills* - Students were shown how to make money, budget themselves to pay rent, obtain a bus pass, and work out busy schedules.

*Work experience* - Youth gained experience in the areas of computers, sales, administration, police, and veterinarian medicine, among others.

*Ethical skills* - Some students learned about confidentiality issues such as taking an oath, doing police work, and security clearances.

The Cooperative Work Education Program Review completed in May 1997 states that “*The Cooperative Work Education Program has proven to be greatly supported, appreciated and very beneficial to all participants.*” Figure 2 provides a list of benefits identified in the Peguis review.

## **Science and Technology Camps**

Respondents stated that the camp met its objectives. Students learned about science and many were encouraged to continue studying sciences in high school. Students also learned about the environment and how their ancestors used the land. Interest has grown for future camps and the program plans to expand to include a computer camp component.

### **Benefits for Participants in the Cooperative Work Education Program**

#### **Benefits to students:**

- enhances self-esteem;
- enriches employability skills;
- motivates a “Stay In School” attitude;
- broadens horizons on career opportunities beyond the classroom and the community;
- further increases life skills and awareness of the realities in the work world;
- provides a smoother transition from school to work and from a rural to an urban setting.

#### **Benefits to businesses and organizations in the community:**

- increases awareness of the education system;
- direct involvement in developing curriculum that is responsive to the needs of the work world;
- educate future professionals;
- create a trained and skilled workforce;
- create links to the community;
- foster a positive community profile;
- develop corporate pride;
- opportunity to assess and recruit future employees;
- opportunity to develop students’ work ethics.

#### **Benefits to the education system:**

- enrich school curriculum;
- reduce the drop-out rate;
- create more educational opportunities;
- foster a positive school-community relationship.

**FIGURE 2**



# Short Term Regional Results

## Summer Career Placement Program

Table 4 provides the details about the number of participants, education levels and the amount of money spent at the regional level.

**Table 4**

<b>Manitoba Region Career Summer Placement Program Results</b>		
		<b>Total</b>
Number of participating bands		61
Total participating youth		867
- male		439
- female		428
Grades	< 9	57
	9	147
	10	160
	11	140
	12/13	163
	some post secondary	94
	post secondary diploma/degree	32
Applicants by age	12-14 years	68
	15-19 years	589
	20-24 years	129
	25-30 years	40
	30+ years	22
Total spent		\$1,182,731
DIAND (federal funds)		\$803,292
Other funding including employer contribution		\$379,439
Amount to manage the program		\$96,416
Amount in the hands of participants First Nations		\$1,078,745
Average amount in the hands of each participating First Nation		\$6,800 to \$34,000
Hourly wages for students		\$6.40 to \$11.00
Duration of jobs	1-2 weeks	104
	3-5 weeks	69
	6-8 weeks	646
	9-12 weeks	40
	12-16 weeks	8
<i>Source: DIAND Manitoba Region, March 14, 1997</i>		

Our file review indicates that 6 First Nations hired approximately 37% (n=317) of the total number of students in the Summer Student Career Placement Program. Peguis hired the most students (n=142).

### **Contributions from Other Funding Sources**

First Nations in Manitoba contributed \$379,439 of funding from other sources, approximately 32% of the total spent on the program.

- Forty-one First Nations of the 61 funded reported leveraging funding from other sources to contribute to their programs. Of these:
  - 44% (n=18) contributed between \$1,000 and \$10,000
  - 37% (n=15) contributed less than \$1,000
  - 12% (n=5) contributed between \$10,000 and \$20,000
  - 5% (n=2) contributed just over \$20,000
  - 2% (n=1) contributed over \$200,000<sup>4</sup>

Less than 10% (\$96,416) of the total cost of the Summer Student Career Placement Program is spent on managing the program. Approximately 41% (n=25) of First Nations did not report any amount spent on management costs. This may be because smaller communities do not have a program coordinator.

### **Youth Employment Opportunities in the region**

Our file review of First Nations evaluation forms and reports found that the majority of First Nations (n=33) reported that students had worked for band government in the community. The jobs were diverse and students worked for the following organizations:

- economic development office;
- education authority/board of education/school;
- health authority;
- housing development;
- the nursing station;
- water treatment plant;
- drop in centre; and
- air terminal.

Several First Nations (n=8) reported that their students had worked in the retail sector, such as a grocery store or gas bar. Students also worked for other organizations, including:

- Awawis/Child and Family Services Interlake Region;

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<sup>4</sup> Peguis First Nation was the community that reported spending over \$200,000 of its own funds to finance the Summer Student Career Placement Program.

- Pathways program at Human Resources Development Canada;
- Parks Canada;
- Public Works Canada;
- a hospital;
- a senior centre;
- Gaming Commission; and
- Ministry of Social Services.

Many of the jobs were in the fields of recreation, construction, maintenance, and clerical work.

## Summer Science and Technology Camps Program

Table 5 provides the details about participants, education level and the amount of money spent at the regional level.

**Table 5**

<b>Manitoba Region Summer Science and Technology Camp Program</b>		<b>Total</b>
Number of participating bands		5
Total participating youth		95
- male		47
- female		48
Education level (Grades)	5 - 8	24
	9	11
	10	8
	11	1
	12	6
Age of participants	9-11 years	8
	12-13 years	13
	14-15 years	11
	16-17 years	7
	18-20 years	11
Total spent		\$1,182,731
DIAND (federal funds)		\$803,292
Other funding including employer contribution		\$379,439
Amount to manage the program		\$96,416
Amount in the hands of participants First Nations		\$1,078,745
Average amount in the hands of each participating First Nation		\$6,800 to \$34,000
Hourly wages for students		\$6.40 to \$11.00
<i>Source: DIAND Manitoba Region, March 14, 1997</i>		

A total of five projects worth \$64,476 were funded under the Summer Science and Technology Camps Program. Please refer to Table 6 for details. In addition, the region also funded fall/winter activities for the First Nation of Wasagamack (\$15,735) and Peguis (\$30,647) for a total amount of \$46,382.

**Table 6**

<b>Manitoba Region - Summer Camps Program</b>							
<b>First Nation</b>	<b>Number of Participants</b>			<b>Funding</b>			
	<b>Total</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>	<b>Federal (DIAND)</b>	<b>Other Funding</b>	<b>Management Cost</b>
<b>Summer Camp</b>							
Peguis	45	14	31	\$36,958	\$32,067	\$4,891	\$3,100
Peguis	1	1	0	\$5,000	\$2,500	\$2,500	0
Lake St. Martin	25	13	12	\$11,265	\$10,840	\$425	0
Pine Creek	10	5	5	\$7,474	\$5,312	\$2,160	0
Opaskwayak	14	14	0	\$13,757	\$13,757	0	0
<b>Total</b>	95	47	48	\$74,454	\$64,476	\$9,976	\$3,100
Note: The second Peguis project (\$5,000) was for one student to attend the science academy in Pinawa.							
Source: DIAND Region, November 1, 1996.							

### **Individual First Nation Summer Camps**

First Nations submitted a proposal to become eligible for the program and most also completed a report on programs results. Below are some highlights from our file review:

The Opaskwayak and Wasagamack education authorities indicated that their summer camps would focus on herbal medicine and habitat. One program report stated that “*Students learned about local medicine, how to make group decisions, and how to look after wildlife*”.

Fisher River First Nation planned activities included field trips to Winnipeg to visit an aerospace company, a water treatment plant and the airport.

The Pine Creek First Nation planned an Internet camp at the University of Brandon.

## Cooperative Education Program

Eleven communities participated in the Cooperative Education Program and received a total of \$745,632 in funding<sup>5</sup>. Table 7 provides a breakdown by community.

**Table 7**

<b>Full Academic Year Allocation - Cooperative Education Program</b>						
<b>First Nation</b>	<b>Program Design</b>	<b>Salary</b>	<b>pre placement</b>	<b>Work Placement</b>	<b>Evaluation</b>	<b>Total</b>
Waywayseecappo	\$5,000	\$25,000	\$7,000	\$23,000	\$2,500	\$62,500
Totinaowazibeeng	\$1,000	\$25,000	\$4,000	\$9,200	\$2,500	\$41,700
Little Saskatchewan	\$5,000	\$25,000	\$4,000	\$20,000	\$2,500	\$56,500
Long Plain First Nation	\$5,000	\$25,000	\$7,000	\$20,000	\$2,500	\$59,500
Sayisi Dene	\$9,000	\$33,750	\$3,000	\$23,000	\$2,500	\$71,250
Lake St. Martin	\$5,000	\$25,000	\$4,000	\$20,000	\$2,500	\$56,500
Lake Manitoba	\$5,000	\$25,000	\$6,000	\$18,000	\$2,500	\$56,500
Sapotaweyak	\$5,000	\$25,000	\$7,000	\$23,000	\$2,500	\$62,500
Peguis	\$5,000	\$50,000	\$7,000	\$41,000	\$2,500	\$105,500
Cross Lake	\$5,000	\$55,682	\$5,500	\$36,000	\$2,500	\$104,682
Fisher River	\$5,000	\$25,000	\$7,000	\$29,000	\$2,500	\$68,500
<b>TOTAL</b>	<b>\$55,000</b>	<b>\$339,432</b>	<b>\$61,500</b>	<b>\$262,200</b>	<b>\$27,500</b>	<b>\$745,632</b>
<i>Source: DIAND Region, March 14, 1997</i>						

### Individual Cooperative Education Programs

Some schools submitted detailed reports about their cooperative education programs while others submitted a one-page evaluation form. Some highlights from the file review include:

- Peter Yassie Memorial School reported that students were placed at sites such as the community airport, maintenance garage, Dene Trading Post, post office, and nursing station.

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<sup>5</sup> Regional data indicates that First Nations received the \$745,632 in cooperative education funding as follows: \$537,642 in 1996-1997 and \$207,990 in 1997-1998.

The academic portion of the program makes up 40-60% of the students' day. Learning activities include: life skills, computer-based modelling, and a change in attitude towards the importance of education. The report acknowledges that it will take more time than anticipated to develop its in-school curriculum component.

- the Otter Nelson River School evaluation report indicates that 21 students enrolled since the program began in the fall of 1996. The following results were observed:

*“Students have a better sense of responsibility and a sense of worth.”*

*“Youth get out into the workforce and act like adults (take transportation, show up for work, etc).”*

*“Better role and self image is being created.”*

- the Fisher River Board of Education evaluation report indicates that its program had 15 students enrolled and one drop-out since it began in August 1996. The program also provides a “learning life styles” workshop which is intended to develop self-confidence, self-esteem and to change a student’s attitude and behaviour. The report states, *“We changed the criterion for work experience to promote healing and the learning style of the students. None of the students were at the stage in their development to be able to function in a structured business setting without a great deal of supervision.”*
- Long Plain First Nation submitted a report that describes its student’s log, evaluation form, and cooperative education policies.
- the Waywayseecapo Education Authority reported that it was implementing its program.

The other schools did not submit a detailed report and there was little information on evaluation forms about their program.

## **Performance Measurement and Program Objectives**

DIAND Regional staff anticipate positive results on the objectives of increased self-esteem, promotion of science careers, and exposure to new technologies. Respondents also believe the strategy will provide career related employment experience but they do not feel it has yet had an impact on the transition from school to work. Some DIAND respondents believe the strategy may be less successful at advancing career opportunities for students because there are few reserve-based jobs related to the students’ areas of study, especially in small isolated and remote communities.

DIAND regional staff had few ideas about what kind of information should be collected to measure long term impacts. Many believed that the data currently collected is sufficient for financial accounting purposes but is limited in terms of providing information to make policy or program changes.

Peguis First Nation respondents were very positive about collecting information to measure long term impacts. At present the focus is on enhancing strategy programs but respondents were interested in measuring long term impacts. Respondents stated that tracking students over the years would be an effective way to measure performance, especially in the Cooperative Work Education Program. Respondents suggested several indicators that might be used to assess long term effects:

- careers selected;
- drop-out rates;
- withdrawals from programs; and
- changes in students' academic marks.

First Nations respondents acknowledged that it would be difficult to assess whether or not program performance was due to these factors.

## Suggested Improvements

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Regional respondents made the following suggestions for improvements:

- regional staff suggested that the Manitoba Region transfer its portion of the administration of the strategy (i.e., reviewing proposals, allocating funds, and reviewing evaluation forms) to First Nations. DIAND regional staff believe First Nations organizations are not interested in managing the strategy on a regional basis. Respondents suggested that more information about First Nations' reluctance is needed to assess how the strategy might be administered regionally by one or more First Nations organizations.
- regional respondents suggested the use of two-page guidelines instead of a 10-page policy. First Nations design their own programs so a long policy is not believed to be needed.
- respondents believe the strategy should provide extra funds for travel and reallocation costs for students to take off-reserve jobs in locations away from their communities.
- some regional respondents believe the strategy has created temporary employment opportunities and would like to see training for more trades included in the strategy.
- respondents suggested that the strategy should focus on young people who are not in school. They also suggest that the strategy encourage students to create new business employment opportunities.

The renewed strategy will address the last two concerns.

We also conducted interviews with two First Nations in Manitoba which made the following comments:

- there should be changes to the region's per capita funding formula as it does not allow small First Nations to develop a full program.
- the strategy is based on partnerships among education, youth, and private business. However, more work must be done in communities where private business is absent. One respondent stated that in such cases resources are needed to improve basic life skills to prepare the student for pursuing education and/or the work force.

Peguis First Nations respondents made several suggestions to improve the strategy and its programs. These comments are mainly related to the way First Nations may want to administer their programs, in particular the Cooperative Education Program.

- The Cooperative Education Program is thought to be so valuable for students that it should be mandatory for all students and a prerequisite for grade 12 students to graduate.



- Respondents suggested that more class time is needed to help prepare students who lack skills and guidance before they go to work for employers.
- One respondent suggested that the Summer Student Career Placement Program should begin with a coop term for grade 12 students in the 4<sup>th</sup> semester.
- The Cooperative Education Program should expand beyond the community boundaries because students need support as they attend post-secondary institutions in urban centres.

## Lessons Learned and Best Practices

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Respondents identified a number of best practices and/or lessons learned during our review of the Manitoba Region and site visit to Peguis First Nation.

- Regional and First Nations respondents acknowledge that cooperative education programs are new to many students. Schools are focussing on learning development and life skills. These students may have behavioural and social problems and therefore need to be eased into the work place slowly. Respondents believe it is important to first overcome those problems.
- The regional file review indicates that programs vary among communities throughout Manitoba. The file review and regional respondents indicate that several larger communities have been more successful than smaller communities in implementing the strategy's programs.
- Respondents from the other two First Nations we interviewed, as well as Peguis First Nation, indicated that the Summer Science and Technology Camp Program is an effective way to reward students who have worked hard throughout the year. The program also encourages students to pursue science studies and to stay in school.
- Regional staff and First Nations respondents believe Peguis First Nation has well developed strategy programs. First Nations respondents noted a number of best practices that can be shared with other communities still developing their programs.
- Youth programs are part of the community's long term economic development and self-government goals. Therefore, there is support from all political, social and economic institutions to make the programs work. This support has been translated into significant band revenues for the Summer Student Career Placement Program.
- Although the Peguis Summer Student Career Placement and Cooperative Work Education programs are administered by separate organizations, the coordinators and community work closely together. The programs share information, work together on committees and with Chief and Council. The programs also share a common pool of employers. This interaction works to the benefit of students; many end up participating in both programs.
- Businesses, parents, and other organizations are well informed of the programs through letters, personal contact, meetings, announcements and a booth at the local mall. This awareness has led to the support and assistance of all members of the Peguis community.

- Peguis has actively engaged in promoting its programs to recruit a large pool of employers to participate in Summer Student Career Placement and Cooperative Education programs. Chief and Council and the program coordinators actively recruit partners from all sectors both on and off-reserve. The philosophy is to include all organizations that interact with the Peguis First Nation. There is also an effort to pursue placements for students pursuing post-secondary education in urban centres.
- Peguis' school board was instrumental in developing a comprehensive Cooperative Education Program based on Manitoba school credit standards. The school board and school have taken an active role in developing the curriculum and work placements. The program coordinator has conducted a lot of upfront preparation work to make the program succeed.
- The Cooperative Work Education Program is a well defined program with goals, criteria and established roles for students, parents, teachers, and employers. In addition, the program has a manual and information package that explains the how program works. The program coordinator says that these communication tools are helpful in avoiding problems and making it clear to everyone what the program is about.

## Conclusions

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The general impression is that the program has been popular with the First Nations and that the strategy has succeeded in the goal of giving students summer employment and greater exposure to science. Regional staff were still receiving information on the Cooperative Education Program during the time of the review and had less knowledge of the impact of this program.

Peguis First Nation has been very successful with all three of its programs. The Summer Student Career Placement Program has been in place for 10 years and the majority of the funding comes from band revenues. The Summer Science and Technology Camps and Cooperative Education programs are new but have been well received after one year of implementation.

The community has many employers and is able to provide numerous placements to its students. Peguis has coordinators that are actively promoting, developing and expanding its programs. The community interacts with outside communities and urban centres to expand the opportunities available to its young people. The community continues to expand its partnerships, especially those with private sector partners. The file review indicates that many smaller First Nations in Manitoba, especially isolated and remote communities, do not have the same opportunities as Peguis First Nation. Many of these communities rely on whatever organizations exist on-reserve to provide work placements, usually the Band Council.

## **Group Discussion with Peguis Students**

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All students in the group discussion were in grade 12. This was the first work placement for all the students who were in a wide range of coop positions, including:

- a bank teller;
- an RCMP trainee;
- teacher's aide;
- public health centre worker.

Students found out about the program from advertisements on a bulletin board within the school. They were all aware of the program's existence once it was introduced.

Students stated that they learned a number of things from the work education program. Some of their comments included:

- *"When I graduated I would not have known about this field. I'm working with children in kindergarten and I enjoy it. It gives me confidence and I feel good about myself. I am now going to pursue a teaching degree."*
- *"This placement introduced me to a job and work. It showed me how to work with the RCMP."*
- *"The program showed my how to have a job and what to do. Our time in school taught me about interviews, cover letters and resumes."*

The students stated that they were treated like regular employees with similar work schedules, responsibilities, and required to wear appropriate dress. *"We focus on what to do at work. It can be stressful at times but everyday is exciting."*

Students wore a pin indicating they were in training. Also, they bought a work education t-shirt for \$5.00.

Students did not get paid for their work but did not mind this at all since they gained valuable experience from the program. *"It's OK if we don't get paid because we are taught real world skills. Anyway, if I do this work now I'll get hired on as a summer student."* Students and the coordinator stated that employers are interested in hiring their coop students to do work during the summer.

All the students stated that they thought more positively of school after being in the program.

It was this group's first time going through the interview process. Therefore, the program coordinator prepared each of them for the process employers might follow in interviewing them.

All students reported that they would recommend the program to other students for the following reasons:

- work experience;
- get to know the community's needs and future jobs available;
- gain new skills;
- preparation for jobs in the outside world (i.e., resume, letters, interviews);
- feel confident and good about themselves;
- better attitudes toward school;
- community appreciation.

One student stated that, *"You don't know what is here and why it is worth staying in the community. I'll go away for a while but only because there is no university here"*.

We asked students how they would tell other students, including drop-outs about the program to encourage them to enter the program. Most students said they would share their personal views and experiences to encourage others to participate. A few thought that others would see the changes in them and hopefully this would motivate them to become interested.

A couple of students pointed out that there are other reasons why students do not opt into the work education program. Some students may want to enrol but have other required courses or subjects that they need as credits.