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

Evaluation Framework for the
DIAND Youth Strategy

Appendix 6
96/26

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This evaluation framework report accompanies the Interim Evaluation of the DIAND Youth Strategy and serves as a guide to identify key indicators derived from program objectives, activities and outputs to measure ongoing and long-term program outcomes. The framework also identifies evaluation issues for a future evaluation. The report is intended to be used by the department and First Nations organizations.

Ongoing Performance Measures

Ongoing performance measures assess day-to-day program operations and account for ongoing performance by First Nations and DIAND. The framework identifies the following ongoing results measures:

- data on the nature of the intervention;
- resources used in programming;
- documentation of program activities; and
- program outputs.

A review of the ongoing information that is currently collected by First Nations and DIAND reveal that most of the ongoing data required to assess ongoing program performance is already being collected. The framework provides an outline of additional ongoing information that should be considered by DIAND and First Nations.

Long-term Measures

Long-term measures are used to assess strategy impacts and determine whether program intended outcomes were realized. The framework identifies the following measures as key indicators of long-term program success:

- graduation rates;
- changes in Aboriginal youth employment; and
- relevance of work experience to future employment.

Most of this data is not yet being collected. DIAND and First Nations will need to decide which long-term results indicators to collect to assess long-term program performance and to meet their information requirements.

Next Steps

We recommend the implementation of the framework and preparation of data collection tools be designed in conjunction with Aboriginal stakeholders. This should include:

- identifying key indicators in consultation with Aboriginal stakeholders;
- developing a self-evaluation guide to be used by First Nations and their regional organizations, including specific tools such as questionnaires for employers and youth participants.

Introduction

In the spring of 1996, the federal government announced its national Youth Employment Strategy that would spend $315 million over three years to help create employment opportunities. Human Resources Development Canada (HRDC) is the lead department with partners such as Industry Canada, Canadian Heritage, Environment Canada, and DIAND.

DIAND's initial Youth Strategy provided $10 million for the following three programs[1]:

- First Nations and Inuit Summer Student Placement ($5,900,000);
- First Nations and Inuit Science and Technology Summer Camps ($800,000); and
- First Nations Schools Cooperative Education Program ($3,200,000).

In the spring of 1997, the strategy was renewed for two years providing a total of $25 million annually in 1997-1998 and 1998-1999. New programs are intended to provide services to First Nations and Inuit youth not included under the original strategy, namely unemployed and out-of-school youth. The new programs are the:

- First Nations and Inuit Youth Business ($1,500,000 per year); and
- First Nations and Inuit Work Experience ($6,500,000 per year).

Purpose of the Report

This appendix accompanies the initial Evaluation of the DIAND Youth Strategy conducted at the end of the first year of implementation. The report presents a framework for the eventual evaluation of the strategy and outlines the structures and linkages among the various components of the strategy. The framework also identifies both ongoing results and evaluation indicators to be used and potential evaluation issues and questions.

Need for an Evaluation Framework

An evaluation of the initial strategy was conducted focussing on lessons learned, the implementation process and short-term impacts. A supplementary product of the evaluation is the creation of a performance measurement framework for national and local use by First Nations and the department to assess long-term impacts and program effectiveness. The framework is designed to support a better understanding of what the strategy is to accomplish and to provide an

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[1]   It was reported that $100,000 was retained at headquarters for national projects.

information measurement regime to assess its efficiency and effectiveness. In effect, the framework provides a blueprint for the future evaluation and assists in the development of methods for data collection.

In addition, the framework responds to the information needs of the various stakeholder groups as well as those of the Treasury Board Secretariat which is responsible for monitoring progress on program activities, outputs, and outcomes throughout the public service. The framework also reflects the current environment where communities manage programs and presents alternatives for a decentralized evaluation process that includes First Nations partners.

Approach

During the evaluation process we conducted interviews with First Nations and their organizations and departmental personnel to assess what information was currently being collected and respondents' needs for further data. We also conducted three regional on-site visits, case studies, and a visit to headquarters to determine what data and indicators are collected. Finally, we examined files and documentation on the original and new strategy programs. We utilized this information to develop the framework. We also worked closely with representatives of the Departmental Audit and Evaluation Branch (DAEB), relying on their experience with the internal use of performance indicators at DIAND to discuss the most appropriate approach and performance measurement regime for the department.

What is Performance Measurement?

Performance indicators allow for informed decision making at the local, regional, and national level. Indicators are a regular measurement of program inputs, activities and outcomes (Mayne and Zapico-Goñi, 1997). Treasury Board also defines performance measurement as the measures of activities, outputs, and outcomes. Often performance indicator systems are designed to support decentralized decision-making while allowing program managers at the national level to observe effectiveness unobtrusively (O'Leary, 1995).

With limited government finances, performance measurement is increasingly being requested by senior management throughout the public service to show that programs are well managed and successful. To this end performance measurement often focuses on information about program efficiency and effectiveness. *Efficiency* is the relationship between program inputs and expectations. How well is a program delivered? One example is the turn-around time to process a proposal submitted to the program. *Effectiveness* deals with the relationship between outcomes and expectations. Did a program meets its objectives? One example is the number of placements a youth program created.

Objectives

Performance measures should also have the following characteristics:

Validity   Indicators are appropriate to measure objectives.

Reliability   Data come from an accurate information system and are not suspect or easily challenged.

Useful   Indicators are clear, meaningful, and adapted to management needs.

There are several objectives for a successful performance framework:

- the list of indicators should not be too extensive but rather focus on what information is essential. This principle should also be followed in questionnaires used to collect data so as not to "turn off" respondents. Using a core number of indicators will improve reliability and raise response rates.

- information on the impact of policies and programs needs to be timely and relevant to support decision-making and to account for performance.
- performance monitoring should build on existing data (i.e., evaluation forms) and be consistent with an organization's culture.

- leadership is needed in defining criteria and implementing practical performance monitoring.

- stakeholder groups, clients, and senior management have to work together to define their information needs as well as reflect those of central agencies. Therefore, First Nations organizations need to be an integral part of implementing ongoing performance measures.

- a performance framework should reflect local needs. First Nations partners are managing programs and require information to ensure that programs reflect the needs of students and employers.

Distinguishing Between Ongoing Performance Measures and Evaluation Indicators

Performance measurement in the public service is usually done through any management system that measures some aspect of performance, whether on a relatively ongoing basis or on a periodic basis that occurs with policy and program evaluations. We propose doing both to have a comprehensive accountability framework and to produce ongoing information to help managers make decisions.

- ongoing performance measures provide a day-to-day measurement of the operation of a program - what is done, how it is done and what it costs. Ongoing performance measures serve managers' need for continuous data about program activities, outputs, and outcomes. In effect, ongoing results indicators form a "*management information base*" that program managers use for decision-making. A management information base can vary from a complete management information system designed around elaborate databases to simple program reporting forms. For the DIAND Youth Strategy, the management information base will build on existing data from program reporting and First Nations' activity reports.

- summative evaluations provide results on the impact of a program and are based on information derived from both ongoing performance measures and indicators used in evaluations. In this case, evaluation indicators provide longer term information about program rationale, objectives, impacts, best practices and alternative ways of delivering programs. Evaluation measures are derived from evaluation issues and questions and are intended to complement ongoing performance measures.

DIAND Youth Strategy Program Profile

Background

To discuss performance measures and evaluation issues, it is first important to have an understanding of the strategy's program activities and expected impacts. A logic model is often used to illustrate the structure and linkages between program objectives, activities, outputs, and outcomes.

Logic Model

Ultimate Objective

The ultimate objective of the DIAND Youth Strategy is *to provide First Nations and Inuit youth with the opportunity to gain valuable work experience and build towards a future career.* DIAND's youth programs are targeted mainly to high school students who typically have not yet made career choices. Although the national strategy focus is on reducing youth unemployment, DIAND has concentrated on providing work experience for the future and facilitating the transition from school to work.

Objectives

The objective of each program and their expected outcomes are illustrated in Figure 1.

Activities

The strategy is structured around five major sets of activities reflecting each of the programs' objectives. There are also activities common to all of the Strategy's programs including:
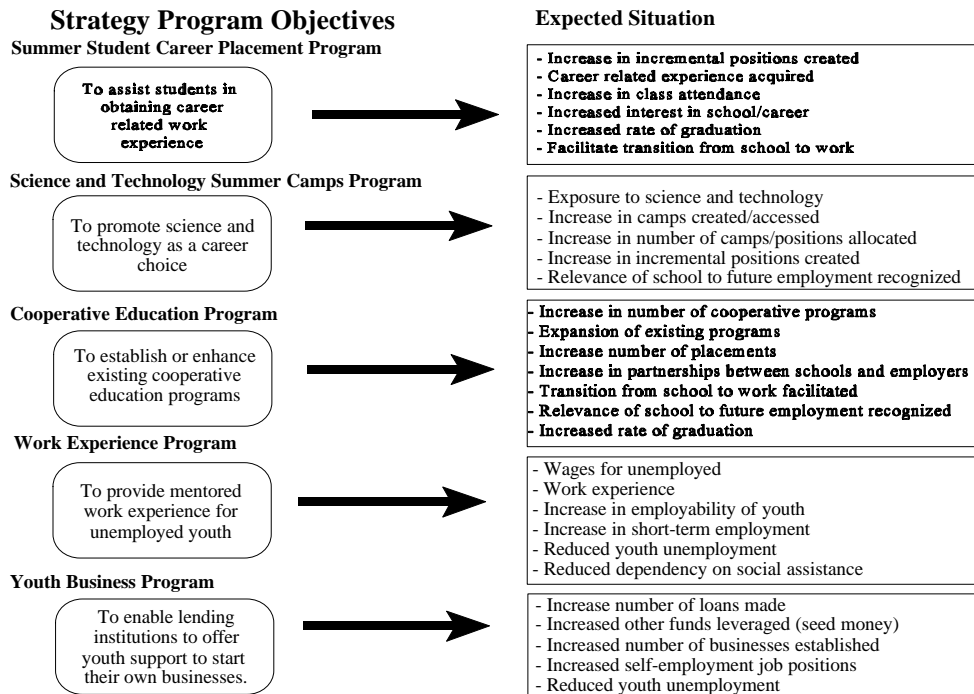
- proposal submission and review;
- communications; and
- reporting on DIAND program activities.

The set of activities under the **Summer Student and Career Placement Program** include:

- recruiting and matching students and employers;
- job preparation activities (i.e., helping students with interviews, resumes, cover letters, etc);
- placements; and
- advice and support for students.

Strategy Objectives & Expected Situation

Figure 1

Strategy Program Objectives

Expected Situation

Summer Student Career Placement Program

To assist students in obtaining career related work experience

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- Increase in incremental positions created
- Career related experience acquired
- Increase in class attendance
- Increased interest in school/career
- Increased rate of graduation
- Facilitate transition from school to work

Science and Technology Summer Camps Program

To promote science and technology as a career choice

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- Exposure to science and technology
- Increase in camps created/accessed
- Increase in number of camps/positions allocated
- Increase in incremental positions created
- Relevance of school to future employment recognized

Cooperative Education Program

To establish or enhance existing cooperative education programs

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- Increase in number of cooperative programs
- Expansion of existing programs
- Increase number of placements
- Increase in partnerships between schools and employers
- Transition from school to work facilitated
- Relevance of school to future employment recognized
- Increased rate of graduation

Work Experience Program

To provide mentored work experience for unemployed youth

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- Wages for unemployed
- Work experience
- Increase in employability of youth
- Increase in short-term employment
- Reduced youth unemployment
- Reduced dependency on social assistance

Youth Business Program

To enable lending institutions to offer youth support to start their own businesses.

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- Increase number of loans made
- Increased other funds leveraged (seed money)
- Increased number of businesses established
- Increased self-employment job positions
- Reduced youth unemployment

The set of activities for the **Science and Technology Summer Camps** program include:

- developing or identifying camps;
- allocating camp space; and
- hiring student camp coordinators.

The set of activities for the **Cooperative Education Program** include:

- pre-placement activities and orientation;
- recruiting employers;
- student selection and recruitment;
- placements; and
- assessing student and employer experiences.

The set of activities that fall under the **Work Experience Program** include:

- providing wage subsidies;
- job preparation activities;
- recruiting employers;
- selecting students; and
- counselling and advice.

The set of activities that fall under the **Youth Business Program** include:

- liaising with lending institutions (Aboriginal and non-Aboriginal);
- financial support for youth; and
- counselling and mentoring.

Outputs

There are some program outputs common to all five programs, including:

- reporting on programs;
- approved projects; and
- communication about the programs.

The Summer Student Career Placement Program provides summer jobs to First Nations and Inuit youth. There are three main results of the activities associated with this program:

- approved projects;
- wage contributions to students and subsidies to employers; and
- summer jobs are created.

There are three main outputs resulting from the Science and Technology Summer Camps Program which are now held on a year-round basis:

- science camps are created or accessed;
- camp positions are allocated; and
- some incremental positions are created for student camp coordinators.

Several outputs are associated with the Cooperative Education Program:

Pre-placement positions (i.e., in-class curriculum) are created;
Implementation of program plans and manuals to assist students and employers to understand how the program works;
Placements are created (i.e., work experience, job shadowing, community work, etc);
Learning plans are developed; and,
Students' and employers' experiences are evaluated.

Four main outputs are associated with the activities in the Work Experience Program targeted to out-of-school and unemployed First Nations and Inuit youth:

- placements providing youth with work experience;
- long-range plans for education or employment;
- wages for youth; and
- learning plans that help youth establish career goals after working with a mentor.

There are four main results from the activities associated with the Youth Business Program:

- seed money is provided to develop a business or to lever other funds;
- business plans are developed;
- self-employment opportunities or jobs are created; and
- Incremental businesses are created.

Intended Impacts

The main short-term impacts common to all the strategy's programs include:

- an increase in the participation in work placements and science camps;
- wages or revenue for First Nations and Inuit youth;
- youth learn basic job skills (i.e., computer, interpersonal, communication) that will assist them in future jobs or careers;
- an increase in students' self-esteem and confidence; and
- a greater appreciation of the community and its future job needs.

The Summer Student Career Placement, Science and Technology Summer Camps, and Cooperative Education programs may also increase class attendance and interest in school. The Work Experience Program is intended to increase the employability of youth. The Youth Business Program will establish micro-businesses thereby potentially further developing on-reserve economies.

The long-term impacts of the strategy include the following:

- facilitating the transition from school to work;
- students build toward a future career through work experience;
- recognition of the relevance of school work to future employment;
- an increase in the graduation rate;
- reduced youth unemployment for out-of-school youth; and
- a reduced dependency on income support for out-of-school youth.
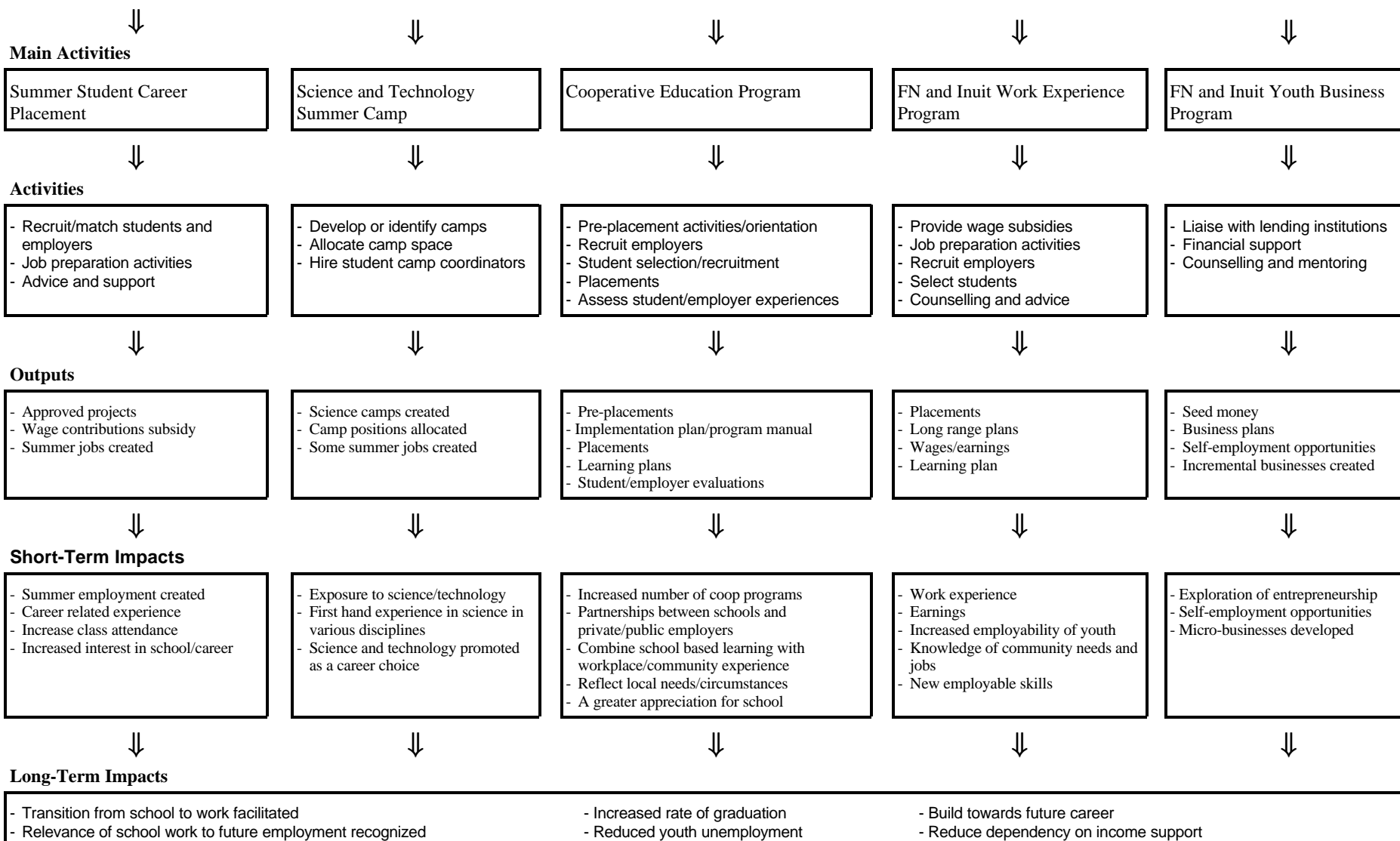

Summary

The logic model links the strategy's components from its ultimate objective to its ultimate expected impacts. Common activities, outputs, and impacts are not identified in the model that focuses on unique activities and outcomes. Annexes 1 to 5 provide profiles for each of the strategy's programs.

Table 1

LOGIC MODEL: DIAND YOUTH STRATEGY PROGRAMS

Objectives

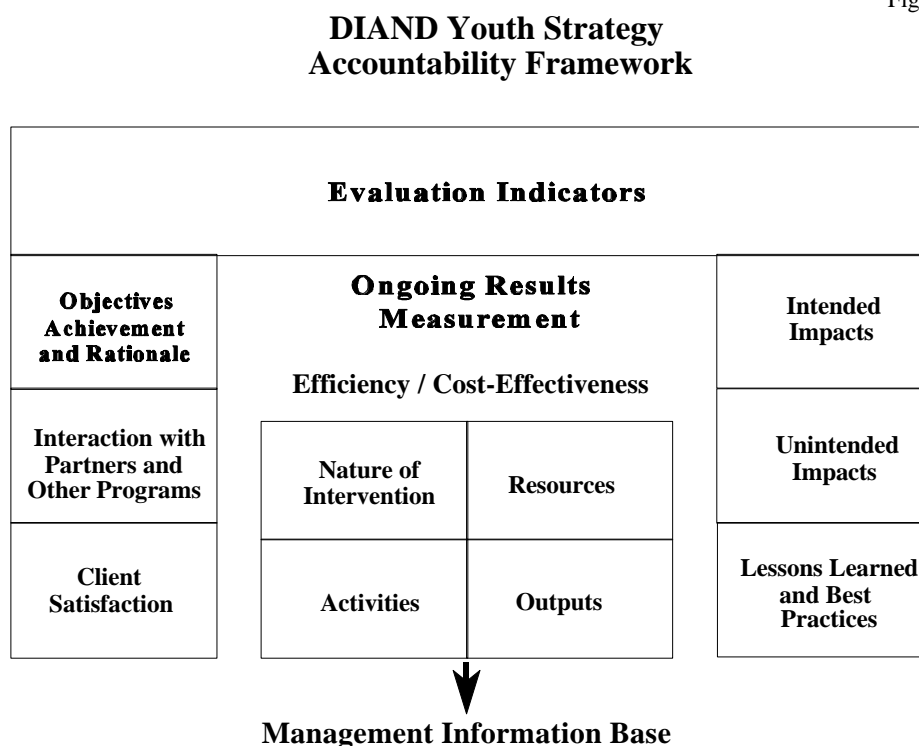| To Provide First Nations and Inuit youth with the opportunity to gain valuable work experience and build towards a future career. |
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Main Activities

Summer Student Career Placement	Science and Technology Summer Camp	Cooperative Education Program	FN and Inuit Work Experience Program	FN and Inuit Youth Business Program

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Activities

- Recruit/match students and employers - Job preparation activities - Advice and support	- Develop or identify camps - Allocate camp space - Hire student camp coordinators	- Pre-placement activities/orientation - Recruit employers - Student selection/recruitment - Placements - Assess student/employer experiences	- Provide wage subsidies - Job preparation activities - Recruit employers - Select students - Counselling and advice	- Liaise with lending institutions - Financial support - Counselling and mentoring

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Outputs

- Approved projects - Wage contributions subsidy - Summer jobs created	- Science camps created - Camp positions allocated - Some summer jobs created	- Pre-placements - Implementation plan/program manual - Placements - Learning plans - Student/employer evaluations	- Placements - Long range plans - Wages/earnings - Learning plan	- Seed money - Business plans - Self-employment opportunities - Incremental businesses created

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Short-Term Impacts

- Summer employment created - Career related experience - Increase class attendance - Increased interest in school/career	- Exposure to science/technology - First hand experience in science in various disciplines - Science and technology promoted as a career choice	- Increased number of coop programs - Partnerships between schools and private/public employers - Combine school based learning with workplace/community experience - Reflect local needs/circumstances - A greater appreciation for school	- Work experience - Earnings - Increased employability of youth - Knowledge of community needs and jobs - New employable skills	- Exploration of entrepreneurship - Self-employment opportunities - Micro-businesses developed

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Long-Term Impacts

- Transition from school to work facilitated - Relevance of school work to future employment recognized	- Increased rate of graduation - Reduced youth unemployment	- Build towards future career - Reduce dependency on income support

Evaluation and Accountability Framework

As mentioned earlier, the accountability framework for the DIAND Youth Strategy is made up of both ongoing performance measures and evaluation indicators. Figure 2 illustrates the distinction between ongoing results and evaluation indicators.

Figure 2

DIAND Youth Strategy
Accountability Framework

Evaluation Indicators		
Objectives Achievement and Rationale	**Ongoing Results Measurement** Efficiency / Cost-Effectiveness	**Intended Impacts**
Interaction with Partners and Other Programs	**Nature of Intervention** / **Resources**	**Unintended Impacts**
Client Satisfaction	**Activities** / **Outputs**	**Lessons Learned and Best Practices**

Management Information Base

Ongoing Performance Measures, Indicators, Data Sources

The strategy is an initiative designed to create work experience and help First Nations and Inuit youth build for future careers through several sets of activities derived from each of the five programs and objectives. Table 2 identifies results indicators for ongoing data collection about the programs. Most of the information is currently being collected informally by First Nations and their organizations. Therefore, the majority of the data already exist except for information about program activity costs and new programs.

Table 2

		Ongoing Performance Measures, Indicators, and Data Sources		
	Program and Activities	**Results Indicators**	**Data Sources**	**New (✗) Existing (✔)**
Administration of Strategy Programs (common activities to five programs)	Proposal submission and review	- Number of proposals submitted - Number of proposals rejected - Number of proposals approved	- First Nation organizations - First Nations	✔
	Communications	- List of material produced - List of recipients of material sent - Cost	- First Nations organizations - First Nations	✔
	Reporting on program activities	- Number of evaluation forms distributed - Number of evaluation forms returned	- First Nations organizations - First Nations	✔
Summer Student Career Placement Program	Recruit/match students and employers	- Number of employers recruited - Type of employers recruited (i.e., band, private, public) by sector - Number of students recruited	- First Nations organizations - First Nations - Evaluation forms	✔, ✗
	Job preparation activities	- List of activities - Number of participants by category - Resources involved ($, human)	- First Nations organizations - First Nations	✔, ✗
	Placements	- Number of incremental jobs created - Number of approved projects - Number of weeks - Number of hours - Average wages - Cost	- Evaluation forms	✔
	Advice and support	- List of activities - Number of events - Number of participants assisted	- First Nations organizations - First Nations	✔

Ongoing Performance Measures, Indicators, and Data Sources			
	Program and Activities	**Results Indicators**	**Data Sources**	**New (✗) Existing (✔)**
Science and Technology Camps Program	Develop or identify camps	- List and number of camps created - List and number of external camps accessed - Cost of camps	- First Nations organizations - First Nations - Evaluation forms	✔
	Allocate camp space	- Number of camp positions allocated - Duration of camps - Number of participants - Age of participants	- First Nations organizations - First Nations - Evaluation forms	✔
	Hire student camp coordinators	- Number of placements created - Cost of wages	- First Nations organizations - First Nations	✔
Cooperative Education Program	Pre-placement activities/orientation	- List of pre-placement activities - Number participating in activities by category - List and description of curriculum - List of workbooks, manuals, or tools - Cost	- School boards - Individual schools	✔,✗
	Recruit employers	- Number of employers recruited - List of types of employers recruited (i.e., band, private, public) by sector - List of steps involved in recruiting employers	- School boards - Individual schools	✔
	Student selection/recruitment	- Number of students recruited - List of steps involved in selection, recruitment, and matching process	- School boards - Individual schools	✔
	Placements	- Number of placements - Number of weeks - Number of hours - Age of participants - Grade of participants - Number of learning plans - Cost of placements (wages/subsidies)	- Evaluation forms - School boards - Individual schools	✔, ✗

Ongoing Performance Measures, Indicators, and Data Sources				
	Program and Activities	**Results Indicators**	**Data Sources**	**New (✗) Existing (✔)**
	Assess student/employer experiences	- Number of students and employers assessing experience - Number of partnerships between schools and employers - Rating of employers - Rating of students	- School boards - Individual schools - Student and employers assessments	✔
Work Experience Program	Provide wages and subsidies	- Average wage per youth - Cost	- First Nations organizations - First Nations	✗
	Job preparation activities	- List of activities - Number of participants by category - Resources involved (financial and human resources)	- First Nations organizations - First Nations	✔,✗
	Recruit employers	- Number of employers recruited - List of types of employers recruited (i.e., band, private, public) by sector - List of steps involved in recruiting employers	- First Nations organizations - First Nations	✔,✗
	Select students	- Number of students recruited - List of steps involved in recruitment/matching process	- First Nations organizations - First Nations	✔,✗
	Counselling and advice	- List of counselling activities - Number of participants per activity by category - Cost	- First Nations organizations - First Nations	✗
Youth Business Program	Liaise with lending institutions	- Number of participants by occupational status - Number of organizations that interact with by type and sector - List of activities - Resources involved in liaising (HR) - Cost	- Organizations administering program	✔,✗

Ongoing Performance Measures, Indicators, and Data Sources			
Program and Activities	**Results Indicators**	**Data Sources**	**New (✗) Existing (✔)**
Financial support	- Number of participants assisted - Average amount of funds - Number of loans paid back - Percentage of support provided out of total received - List of other funding sources/amounts - Cost	- Organizations administering program	✔,✗
Counselling and mentoring	- List of counselling activities - Number of participants per activity by category - Cost	- Organizations administering program	✗

Long -Term Key Indicators

Long-term key indicators are needed to measure the future outcomes of the strategy. At present, efforts focus mainly on enhancing the strategy's programs. Long-term impacts are assessed through a summative evaluation which asks whether the intended outcomes have been realized and whether the process used was the best one. Table 3 identifies proposed key long-term indicators to measure strategy outcomes.

Table 3

Proposed Long-Term Key Indicators		
Expected Long-Term Impacts	**Key Indicators**	**Suggested Primary Data Sources**
Increased graduation rates	Graduation rates of participating and non-participating youth	Local and regional self-evaluations Long-term national evaluation
Facilitated transition from school to work	Rate of participants and non-participants continuing to post-secondary education or employment	Local and regional self-evaluations Long-term national evaluation

Proposed Long-Term Key Indicators		
Expected Long-Term Impacts	**Key Indicators**	**Suggested Primary Data Sources**
Increased youth employment	Participants and non-participants long-term employment or income profile	Local and regional self-evaluations Long-term national evaluation
Relevance of work experience to future employment	Perceptions of youth, employers and First Nations representatives on self-esteem, skills match and satisfaction with programs	Local and regional self-evaluations Long-term national evaluation

Evaluation Issues and Questions

Evaluations and performance measurement are required to meet Treasury Board requirements. Evaluations also help stakeholder groups improve programs and provide an opportunity to share best practices and to suggest alternative ways to meet the strategy's objectives. The eventual evaluation study should address the following four issues:

- is the DIAND Youth Strategy relevant? Is there a continued rationale for such an intervention?

- how effective and efficient have the strategy and its program been at achieving objectives? Are there alternative ways to meet the strategy's objectives?

- what have been the short-term and long-term impacts of the strategy and its programs?

- what lessons learned and best practices have been identified?

Evaluation Measures, Indicators, Data Sources

Table 4 presents an evaluation framework matrix showing the evaluation issues, questions pertaining to each of the issues, and data sources.

Table 4

Evaluation Framework for the DIAND Youth Strategy		
Evaluation Issues and Questions	**Indicators**	**Data Sources**
Strategy Relevance and Rationale		
Is the DIAND Youth Strategy relevant? Is there a continued rationale for such an intervention?	- Aboriginal youth unemployment rate - Job opportunities on-reserve - Education levels - Number of services available to youth	Statistical Review
To what extent have the DIAND Youth Strategy and its programs met its objectives?	- Participation rate of eligible youth - Regional distribution - Number of incremental jobs created - Number of incremental businesses developed - Type of employment created by sector versus students' needs	Management Information Base Statistical Review
What do students do after they have completed the programs and high school?	- Rate of students continuing their education - Drop-out rates/Graduation rates - Employed or continued education	Statistical Review
How satisfied are participants with the strategy's programs? Does their satisfaction vary according to programs or placements?	- Student satisfaction with application process, relations with employers, remuneration, and services offered - Employer satisfaction with students' skills and experience	Survey Program Participants (students and employers)
Strategy Effectiveness And Efficiency		

Evaluation Framework for the DIAND Youth Strategy		
Evaluation Issues and Questions	**Indicators**	**Data Sources**
How effective and efficient have the Strategy and its programs been at achieving its objectives?	- Resources devoted to each program - Cost of programs - Delivery models and mechanisms used - Alternative (more cost-effective) ways to deliver programs	Management Information Base Case Studies Administrative Interviews Stakeholder Interviews
To what extent does each program work with other Aboriginal youth programs? What is the nature of that interaction? Is there any overlap in services offered?	- Number of First Nations programs and resources - List of provincial programs and resources - List of other federal departments and resources - Type of services offered by other programs - Number of participants accessing other programs - Total funds available for First Nations and Inuit youth	Administrative Interviews Stakeholder Interviews Case Studies Management Information Base
What kind of reporting data is being collected? Is this information sufficient to measure the long-term impacts of the programs?	- Percentage of First Nations and regions reporting - Type of data generated - Completeness of management information base information	Administrative Interviews Stakeholder Interviews
What are the strengths and weaknesses of the strategy's programs?	- Strengths - Weaknesses	Case Studies Administrative Interviews Stakeholder Interviews Survey of Program Participants
How can the strategy and its programs be improved? Are there alternative ways to meet the strategy's objectives?	- Suggested improvements - Alternatives forms of delivery	Case Studies Administrative Interviews Stakeholder Interviews
Strategy's Impacts		

Evaluation Framework for the DIAND Youth Strategy		
Evaluation Issues and Questions	**Indicators**	**Data Sources**
What have been the short-term and long-term impacts of the strategy and its programs?	- Increase participation of students in placements/camps - List of basic job skills (i.e., computer, interpersonal, communication) - Greater community appreciation - Increased self-esteem - Recognition of relevance of school to future employment - Increased rate of graduation - Build towards careers - Reduce dependency on income support - Reduce youth unemployment	Administrative Interviews Stakeholder Interviews Case Studies Survey of Program Participants Management Information Base Statistical Review
To what extent have the strategy's programs assisted in making the transition from school to work?	- Skills match - Time to find a job - Reduced reliance on income support - Increased self-esteem - What type of experience is most effective	Survey of Program Participants (students)
To what extent have the strategy's programs influenced Aboriginal youth's career choices?	- What happens to leavers (graduates, employed, pursuing further education) - Type of employment after leaving school - Employment in selected field	Statistical Review Survey of Program Participants (students)
What have been the impacts of the strategy's programs on the community?	- Recruitment facilitated - Increased number of businesses - Community economic development	Survey of Program Participants Case Studies Interviews with Stakeholder Groups

Evaluation Framework for the DIAND Youth Strategy		
Evaluation Issues and Questions	**Indicators**	**Data Sources**
To what extent have partners had an impact on youth programming?	- Increase in number of other youth programs - Increase in partnerships with the private sector - Increase in partnerships at the local level - Increase in partnerships with provincial governments	Administration Interviews Case Studies
Lessons Learned/Best Practices		
What lessons have been learned?	- Lessons learned - Identify what works well and not so well	Stakeholder Interviews Case studies
What best practices can be shared with other communities?	- Identify successful communities - Identify factors of success - Identify external factors influencing the strategy's objective	Stakeholder Interviews Administrative Interviews Case Studies

Potential Methods and Approaches for Future Evaluations

Potential Methodologies

There are a number of key considerations in selecting methodologies to collect data.

- DIAND and First Nations have expressed a desire to keep data collection efforts to a minimum and to not create burden at the local and regional levels deterring from program functions.

- at present, there is some uncertainty about the future of the strategy's programs - will they continue past 1999 or become permanent programs? Regardless of the form or location of future programs, there is a need to have something that managers and evaluators can pick up and keep doing.

- during the initial evaluation study, First Nations expressed a desire to conduct their own studies and to oversee the process at the local and regional level.

- DIAND has expressed a desire to limit data collection costs thereby relying or building on existing data. This means that evaluation methodologies will not include extensive tracking systems and longitudinal surveys unless First Nations or the department wish to collect these data.

- data are in local hands and difficult to retrieve unless First Nations wish to participate in the evaluation. Therefore, First Nations partners need to be part of the evaluation process from the beginning.

- performance measures should conform to TBS requirements and evaluation methodologies have to ensure these information needs are met. First Nations also have information needs (i.e., ensure clients are well served), which also have to be considered.

We propose the following six methodologies be part of the evaluation study:

- analysis of Ongoing Results;
- administration Interviews;
- stakeholder Interviews;
- survey of Participants;
- case Studies; and
- statistical Overview.

Analysis of Ongoing Results

Ongoing results measurement data on activities, relationships, costs, and resources are found outside the department at the local and regional level. First Nations are currently using this information to modify and advance programs as required. The analysis of these data will need to be led by First Nations or at least a regional committee or team made up of representatives from DIAND regional offices and First Nations. DIAND's DAEB should facilitate and provide advice on analyses to First Nations organizations. Another option is to develop a self-evaluation guide. If there is First Nations interest, DAEB or consultants can develop a guide and provide workshops on how to conduct an evaluation. This information will feed directly into a national evaluation.

Administration Interviews

Administration interviews with coordinators at the First Nations and DIAND regional level are intended to provide a more in-depth understanding of how effective the strategy has been. We propose conducting the following interviews:

- coordinators in First Nations organizations implementing the strategy in each region. We estimate that with the renewed strategy there will be at least 20 to 25 coordinators to interview across the regions;

- DIAND regional and headquarters youth coordinators responsible for the strategy, approximately 10 interviews; and

- DIAND management at headquarters, approximately 2 to 3 interviews.

Stakeholder Interviews

During the initial evaluation study, First Nations organizations expressed a desire to be involved in an evaluation of their member communities. First Nations want to obtain information on the communities they serve. First Nations also expressed the need to learn from each other and share information on program practices. This type of interaction is not believed to arise through an external departmental evaluation. Therefore, First Nations organizations, in partnership with DIAND, should be responsible for overseeing stakeholder interviews. We suggest First Nations organizations interview a cross-section of randomly selected First Nations coordinators at the local level in each region. Another option is to conduct group discussions with several coordinators in-person or using teleconference meetings, similar to focus groups to discuss evaluation issues. DAEB evaluators could observe (or listen to) some of the interviews or group sessions.

Survey of Participants

Surveys of program participants should include both youth and employers involved with the strategy's programs. These surveys are intended to assess client satisfaction with the programs and to obtain information on program impacts.

We propose contacting program participants by working in partnership with First Nations organizations and education authorities to obtain assistance from schools that are participating in the Cooperative Education Program. Short surveys administered in the schools will provide a better response rate than trying to reach individuals by telephone or mail.

Schools could distribute a brief survey about the original three strategy programs to elementary and secondary students in September. With the input of First Nations representatives, the survey can be designed for DIAND and First Nations use. For example, the survey could be used during every work term to evaluate continual progress. The survey can build upon current assessment forms that program coordinators already provide students.

First Nations organizations and local communities also assess employers' satisfaction and their relationship with the students. We could send a short survey to employers if First Nations organizations are willing to provide us with lists of contacts. Alternatively, First Nations organizations could survey a sample of employers from each region.

Case Studies

Case studies provide a comprehensive understanding of how programs work at the regional and local level. They also provide an opportunity to examine the linkages and relationships between the strategy's programs and First Nations initiatives or other youth programs offered by other partners. Case studies usually identify lessons learned and best practices that can be shared with other communities. Three to five case studies should be conducted across regions and each should include one to two focus groups with students. First Nations program coordinators can provide valuable assistance in helping to arrange these group discussions. While approaching a community solely to conduct a focus group with students has proven unsuccessful, once a First Nation agrees to participate in a case study they are more willing and positive about evaluators having discussion groups with students.

Statistical Overview

Statistical analysis can be used for two purposes. First, the evaluation can assess whether the situation that led to the strategy has changed over time by examining such data as the Aboriginal Peoples Survey. Have conditions improved for First Nations and Inuit youth? Is there a continued need for the strategy's programs? Second, statistical analysis can be helpful in determining whether the strategy has been effective. For example, one way to assess the strategy's effectiveness is to compare the differences between students that participated in the

strategy and those that did not participate. Ideally, a future evaluation should track what happens to students as they go through secondary education and beyond. Did they graduate? Drop-out? Find employment?
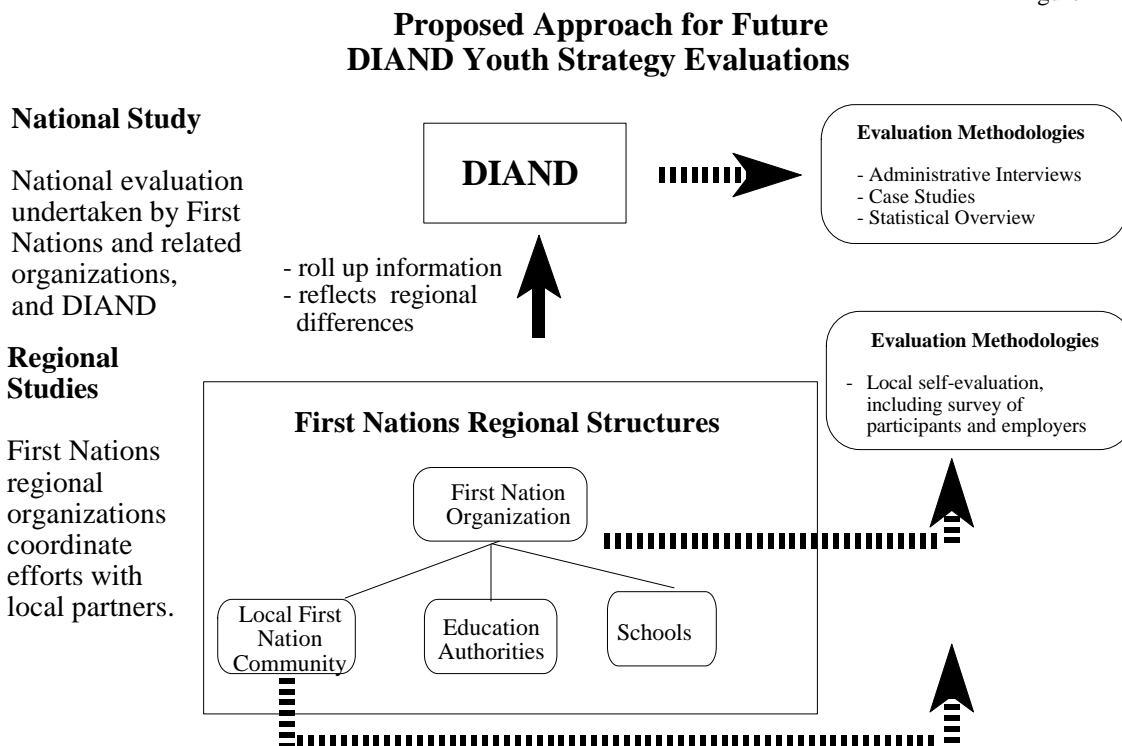
In addition, the Aboriginal Peoples Survey might be used to assess the success of the Work Experience and Youth Business programs. The Statistics Canada data contains information about youth unemployment and businesses created on-reserve. DIAND may also have to rely on other departments such as Industry Canada which will manage the Youth Business Program in certain regions for data on program outcomes.

Evaluation Processes

We propose that a decentralized approach comprised of DIAND and First Nations partners working cooperatively to implement the accountability framework outlined in this report. Figure 4 illustrates our suggested approach.

We propose that DIAND manage the national evaluation with representatives from First Nations organizations from across Canada. DIAND will have to consult with First Nations to identify entities that will be part of the national evaluation advisory committee. It is likely that the Assembly of First Nations education committees can provide assistance.

Figure 4

**Proposed Approach for Future
DIAND Youth Strategy Evaluations**

National Study

National evaluation undertaken by First Nations and related organizations, and DIAND

DIAND

Evaluation Methodologies

- Administrative Interviews
- Case Studies
- Statistical Overview

- roll up information
- reflects regional differences

Regional Studies

First Nations regional organizations coordinate efforts with local partners.

First Nations Regional Structures

First Nation Organization

Local First Nation Community

Education Authorities

Schools

Evaluation Methodologies

- Local self-evaluation, including survey of participants and employers
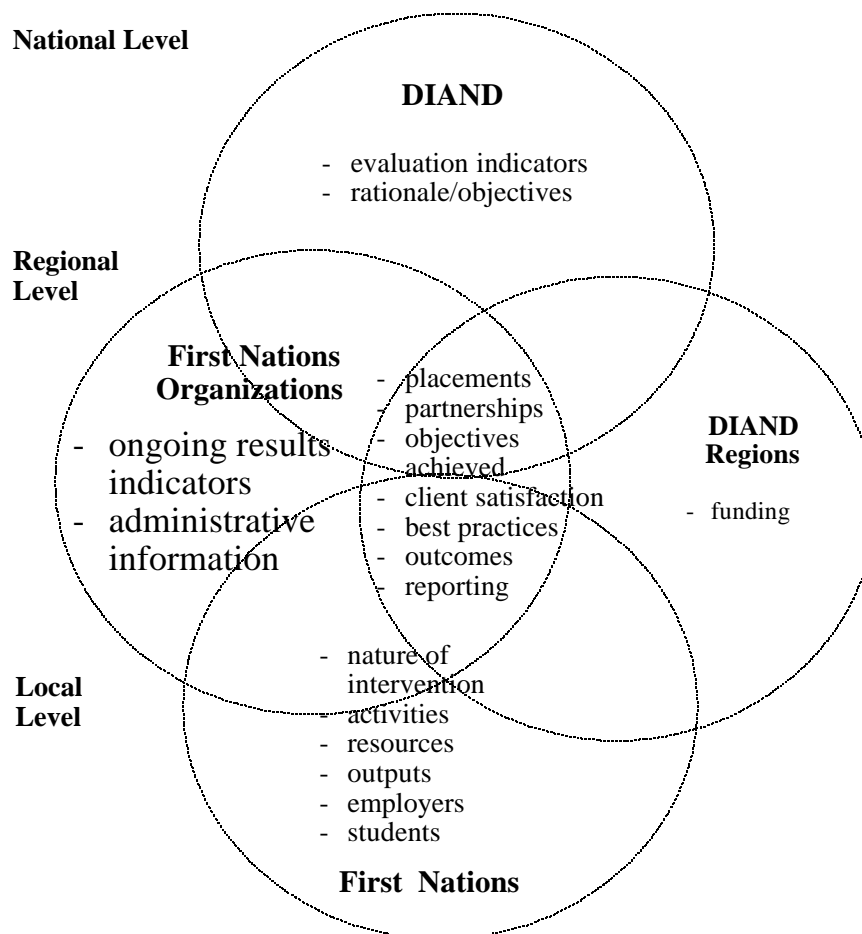
First Nations organizations, working in conjunction with DIAND, will take the lead on the management information base indicators, stakeholder interviews and survey of participants. DIAND will provide assistance and be actively involved in the analysis of the ongoing measures. In addition, DIAND will be responsible for the administrative interviews, case studies and the statistical overview.

Figure 5 illustrates how the partners will be involved and the type of data or the main indicators they will collect.

While the process will be consultative and complete, the more parties involved at the regional and local level the more time needed to implement the performance framework. We propose that DIAND begin the process as soon as possible.

Collection of Indicators by Stakeholder Group and Level

Figure 5

National Level

DIAND
- evaluation indicators
- rationale/objectives

Regional Level

First Nations Organizations
- ongoing results indicators
- administrative information

- placements
- partnerships
- objectives achieved
- client satisfaction
- best practices
- outcomes
- reporting

DIAND Regions
- funding

Local Level

- nature of intervention
- activities
- resources
- outputs
- employers
- students

First Nations

Next Steps

This evaluation framework serves as a guide to identify key indicators derived from program objectives, activities and outputs to measure ongoing and long-term program outcomes. However, for long-term implementation of the framework, we suggest the following steps be undertaken:

1.   identify key indicators in consultation with Aboriginal stakeholders.

2.   develop a self-evaluation guide that would be used by First Nations and their regional organizations. The self-evaluation guide should be in a format that allows for tracking of students, demographic information about them and long-term outcomes. The guide would incorporate tools such as questionnaires to be used with employers and youth participants.

We recommend that steps 1 and 3 to implement the evaluation framework be designed with Aboriginal stakeholders and that necessary tools be prepared in conjunction with them.

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First Nations and Inuit Summer Student Career Placement Program

First Nations and Inuit Summer Student Career Placement Program

Description

This program provides wage contributions for career-related summer jobs for on-reserve First Nations and Inuit students. The jobs can be created by Inuit communities and businesses or First Nation governments, organizations, and businesses on reserves. The private sector (non-Aboriginal business) located in the community is also a partner in the strategy.

Eligibility and Program Guidelines

Table 1 provides details about eligibility requirements and program guidelines.

Table 1

Overview of Program Eligibility and Guidelines		
Eligibility Requirements		**Program Guidelines**
Students	On-reserve secondary and post-secondary students, aged 16-30 years, who were registered full-time during the preceding academic year and who plan to return on a full-time basis in the next academic year.	• Private sector employers receive contributions of up to 50% of wages to a maximum of $2.50/hour. • Non-profit sector employers will receive contributions of up to 100% of applicable provincial adult minimum wage.
Employers/ Organizations	Private and non-profit First Nations organizations located on-reserves. Non-aboriginal businesses located in First Nations and Inuit communities.	• Non-profit employers may also apply to receive $100/student to cover overhead costs and $3000/student for overhead costs for equipment for disabled students. • Job position must require a minimum of 30 hours per week not to exceed 40 hours. • Employment should be between 6 to 16 consecutive weeks in length. • Program must be gender balanced.

Overview of Program Eligibility and Guidelines		
Eligibility Requirements		**Program Guidelines**
Proposals	Eligible employers submit proposals to DIAND or Aboriginal implementing organizations. General criteria used to assess each application include: • ability of job to provide a career-related experience; • potential of job to prepare students for future labour market participation; • benefits to be derived by students; and, • employer contribution towards proposed activities.	

Funding

Funding is based on the number of eligible students in each region. In 1996-1997, the program had a budget of $5,900,000 which has been increased to $8,200,000 annually for 1997-1998 and 1998-1999.

Participation 1996-1997

The following are some details about program participation in 1996-1997:

- a total of 3,768 students participated in the program;
- average age of the participants was between 15-19 years;
- average duration of employment was 4-8 weeks; and
- of those employed, 71% were in high school, while 20% had some post-secondary education and 10% were elementary students.

Logic Model

Table 2 summarizes the program's components from its objectives to it's long-term impacts.

Table 2

First Nations & Inuit Summer Student Career Placement Program Logic Model

Objectives

Create summer employment opportunities.	To assist students in obtaining career-related work experience.	To prepare students for future entry into the labour market.

Activities

• Develop and review proposals • Subsidize wages • Recruit students and employers • Program reporting • Employer and student assessments	• Match students with employers • Job preparation activities	• Advice and support for students

Outputs

• Approved projects • Wage contributions • Summer jobs created • Program reporting forms	• Career related experience	• Increased class attendance • Increased interest in school

Short-term Impacts

• Students earn wages	• Students gain work experience • Students relate school experiences to employment potential more directly	• Students learn basic skills (i.e., computer, and interpersonal skills) • Increase in class attendance. • Recognition of importance of education to enter labour market. • Increased self esteem.

Long-term Impacts

• Work experience leads to future employment opportunities	• Increase graduation rate	• Transfer work skills to other jobs • Transition from school to work facilitated.

First Nations and Inuit Science and Technology Summer Camp Program

First Nations and Inuit Science and Technology Summer Camp Program

Description

This program provides first-hand experiences in various science and technology disciplines by supporting summer science camps. The program strives to promote science and technology as an alternative career option for First Nations and Inuit youth who may not have other access to new technology. The program allows schools to develop educational partnerships with universities or to identify science camps within the local community or surrounding area.

Eligibility and Program Guidelines

Table 1

Overview of Program Eligibility and Guidelines		
Eligibility Requirements		**Program Guidelines**
Students	Aboriginal youth in grades 6-13, living on-reserves, who were registered as full-time students during the preceding academic year.	• Program offers contributions towards tuition costs to attend existing science programs or toward the cost of creating and implementing a new camp.
Employers/ Organizations	First Nations and Inuit governments, agencies, and organizations.	• Camps are to be science-oriented, providing hands-on experience.
Proposals	Funds are provided to First Nations and Inuit organizations to either design and run a science camp or sponsor eligible students to attend existing science and technology camps.	• Cost approximately $500 per student. • Proposals are to be gender balanced.

Funding

Funding for this program is based on the number of eligible students in each region. For 1996-1997, the budget was $800,000 which has been increased in 1997-1998 and 1998-1999 to $1,800,000 annually.

Participation 1996-1997

The following are some details about program participation in 1996-1997:

- there were 2032 students who participated in this summer program.
- the majority of the students were in elementary school and between the ages 12-13 years.

Logic Model

Table 2 summarizes the program's components from its objectives to its long-term impacts.

Table 2

First Nations and Inuit Science and Technology Summer Camp Program Logic Model

Objectives

To promote science and technology as a career choice.	To provide an opportunity for first-hand experience with various science disciplines.	To expose students to new technology.

Activities

• Develop and review proposals • Develop or identify science camps • Hire student coordinators	• Allocate camp positions	• Access university computer camps. • Include a technology component in community developed camps.

Outputs

• Summer camps created • Summer jobs created	• Camp positions allocated	• Knowledge of computers (i.e., Internet)

Short-term Impacts

• Science and technology promoted as a career choice	• Experience with science • Knowledge of traditional medicines and uses of science • Increased interest in studies	• Exposure to science

Long-term Impacts

• Pursue science studies throughout high school and post-secondary education • Increased graduation rate

First Nations Schools Co-Operative Education Program

First Nations Schools Co-Operative Education Program

Description

This program provides funding for proposals from First Nations education authorities to establish, maintain, or expand co-operative education programs for on-reserve First Nations and Inuit youth in band operated or federal schools. The program offers school-based work/study opportunities and is designed to foster partnerships between schools and public and private sector employers for co-operative education work experience.

Eligibility and Program Guidelines

Table 1

Overview of Program Eligibility and Guidelines		
Eligibility Requirements		**Program Guidelines**
Students	Aboriginal students in grades 7-13 who were attending on-reserve First Nations schools full-time during the preceding academic year.	• Co-Operative program must be based in a First Nations school on-reserve or a school administered under James Bay and Northern Quebec Agreement and Northeastern Quebec Agreement. • Proposals must include work placement activities (hands-on experience in out-of-school work setting) during the school year. These experiences should be linked to academic study and classroom theory.
Employers/ Organizations	Eligible organizations are on-reserve schools, through their administering organizations, and, with respect to the Cree and Inuit, the *Grand Council for the Crees* and the *Kativik Regional Government*. In addition, federal schools and Aboriginal schools administered under the James Bay & Northern Quebec and Northeastern Quebec Agreements.	• Include provisions for counselling and supervision of participating students. • Take into consideration respective provincial co-operative education programs and policies.
Proposals	First Nations and Inuit schools or organizations develop a concept proposal for the program. This consists of an objective statement, identifying community support and resources that could contribute to the program, number of potential students, potential work placement, and estimated costs.	• Include a plan for evaluation. • Obtain support from the community (band council, school committee, and parents committee, etc.).

Funding

Funding for this program is based on the number of students in schools on-reserve. For 1996-1997, the program was allocated $3,200,000 which has been increased to an annual budget of $6,000,000 for 1997-1998 and 1998-1999.

Participation 1996-1997

The following are some details about program participation in 1996-1997:

• there were 879 students, in 114 schools, who participated in the program.
• the majority of participants were high school students between the ages 15-19 years.

Logic Model

Table 2 summarizes the program's components from its objectives to its long-term impacts.

Table 2

First Nations and Inuit Cooperative Education Program Logic Model

Objectives

| To establish or enhance existing cooperative education programs. | To combine school-based learning with workplace/community experience. |

Activities

| • Develop/review proposals
• Pre-placement activities
• Recruit students and employers
• Match students and employers
• Develop communication tools | • Develop in-class curriculum
• Advice and support to students
• Develop links between community and school
• Assess student/employer experience |

Outputs

| • Pre-placements
• Implementation plan/program manual
• Placements
• Student/employer evaluations | • Learning plans
• In-class curriculum |

Short-term Impacts

| • Increase the number of cooperative education programs
• Increased appreciation of school
• Students gain valuable work experience
• Acquisition of new skills | • Partnerships between schools and private/public employers
• Combine school based learning with workplace/community experience
• Increase in career planning
• Increased self-esteem |

Long-term Impacts

• Increased rate of high school graduation and subsequent employment among First Nations youth
• Transition from school to work facilitated
• Build towards a future career
• Relevance of school work to employment recognized

First Nations and Inuit Youth Work Experience Program

First Nations and Inuit Youth
Work Experience Program

Description

This program was designed to provide wage subsidies to create work experiences for on-reserve First Nations and Inuit youth who are out-of-school and unemployed. It will increase their basic job skills and give them practical work experience that will increase their future employability while enabling them to contribute to their community. This program allows communities and businesses to tailor available resources to meet their specific needs. It is anticipated that they will work in partnership with local businesses and organizations.

Eligibility and Program Guidelines

Table 1 provides details about eligibility requirements and program guidelines.

Funding

Funding for this program is based on the number of eligible youths in the region. For 1997-1998 and 1998-1999, this program has been allocated an annual budget of $6,500,000.

Estimated Participation 1997-1998

The program has been designed to employ up to 400 young people per year.

Table 1

Overview of Program Eligibility and Guidelines	
Eligibility Requirements	**Program Guidelines**
Students First Nations and Inuit youths, aged 16-24 years, who have finished school and are unemployed or youth who have not completed high school and are unemployed.	• Participants are to receive minimum wage plus benefits. • Employment period should be between 6-9 months in duration. • Each project must have a community-based project leader. • Each participant will work with a project leader to develop a Learning Plan which will incorporate the work experience program with a longer-term plan for education and/or employment. • At least 4 participants working in teams, individual placements or a combination of the two.
Employers/ Organizations First Nations and Inuit governments and organizations to provide supervised work experiences.	• If participants complete the program, they may receive a "next step" voucher (up to $2,000) to move to the next phase of their Learning Plan. • Employers may receive a maximum of $1,500 to make necessary adaptations for disabled youth participation. • Program will cover incremental costs for day care for working parents. • Communities receiving funding agree to provide information to evaluate the program.
Proposals Program is expected to run by June 1997. Proposals to include provision for a community-based project leader to mentor and counsel youth and to support the development of life skills, work skills, and career development. Proposal should also include: - description of the work to be done by the participants; - estimated number of unemployed youths participating; - plan to administer the program; and - detailed budget.	

Logic Model

Table 2 summarizes the program's components from its objectives to its long-term impacts.

Table 2

First Nations and Inuit Youth Work Experience Program Logic Model

Objectives

To provide mentored work opportunities for out-of-school and unemployed youth.	To increase long-term prospect of employment for youth.	To provide benefits to the community.

Activities

• Develop/review proposals • Job preparation activities • Recruit employers • Select students • Counselling and mentoring • Placements	• Long range plan for future personal development • Provide wage subsidies and other financial support	• Liaise with community and employers or organizations

Outputs

• Placements	• Long range plan • Wages • Learning plan	• Partnerships with employers and organizations

Short-term Impacts

• Work experience	• Increase employability of youth	• Knowledge of community needs and jobs • Pool of skilled labour for community

Long-term Impacts

• Future employment opportunities	• Reduce youth unemployment	• Establish links to private and public organizations in community • Reduce dependency on income support

First Nations and Inuit Youth Business Program

First Nations and Inuit Youth Business Program

Description

This is a micro-business program for young people, whether in or out of school, offering mentoring and some financial support to youth interested in learning to create their own employment through entrepreneurship. Lending institutions will offer business opportunity advice and counselling, mentoring and advisory support, and seed capital to explore or develop a business. The seed capital component is *only* offered in combination with mentoring and advisory support.

Partners in the program include First Nations and Inuit Communities, Aboriginal financial institutions, and other organizations offering business mentoring and the Aboriginal Business Canada's Youth Initiative at Industry Canada.

Eligibility and Program Guidelines

Table 1 provides details about eligibility requirements and program guidelines.

Table 1

Overview of Program Eligibility and Guidelines		
Eligibility Requirements		**Program Guidelines**
Students	This program will be geared towards out-of-school unemployed youths (aged 15-30 years); this may be broadened to include youth who are under-employed, attending school part-time, or about to leave school.	• The seed capital includes micro-lending (loans under $3,000). • Small equity-matching conditionally repayable contributions. • Seed capital only offered with monitoring and advisory support. • Program is designed to complement Industry Canada's Aboriginal Business Canada's Youth Initiative (where possible managed by same institution). • Program will cover operating costs for participating institutions (e.g., loan loss reserve to off-set risk, interest and forgivable part of loan, marketing, counselling and operating contribution to cover the actual expense of delivering the program).
Employers/ Organizations	Aboriginally owned lending institutions.	
Proposals	First priority will be given to proposals from Aboriginally owned lending institutions (ACCs, Community Future BDCs, CEDs or others). Proposals from non-Aboriginal lending institutions may be considered if they are required to reach areas of the country not covered by Aboriginal institutions.	

Funding

Funding for this program is based on the number of eligible youths in the region. For 1997-1998 and 1998-1999, this program has been allocated an annual budget of $1,500,000.

Estimated Participation 1997-1998

This program anticipates that up to 800 (over two years) First Nations and Inuit youth will participate in the program.

Logic Model

Table 2 summarizes the program's components from the objectives to the long-term impacts.

Table 2

First Nations & Inuit Youth Business Program Logic Model

Objectives

To enable lending institutions to offer youth financial and mentoring support to start their own businesses.	To encourage entrepreneurship.	To increase employability of youth.

Activities

• Develop/review proposals • Review applications • Liaise with lending institutions • Financial support • Counselling and mentoring	• Advice • Client satisfaction/feedback	• Counselling and mentoring

Outputs

• Seed money • Business plans • Self-employment opportunities	• Businesses created	• Work experience • Knowledge of business planning and administration

Short-term Impacts

• Increase in employment • Increase access to other lending programs	• Micro-business development	• Acquisition of new skills • Increased self-esteem and confidence

First Nations & Inuit Youth Business Program Logic Model

Objectives

To enable lending institutions to offer youth financial and mentoring support to start their own businesses.	To encourage entrepreneurship.	To increase employability of youth.

Activities

Long-term Impacts

- Reduced unemployment
- Increased number of businesses in communities leading to economic spin-off effects
- Reduced dependency on income support
- Create other job opportunities for members in the community