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June 2009

Formative and Summative Evaluation of the Kativik Regional Government Aboriginal Human Resources Development Agreement

Final Report
June 2009

***Formative and Summative Evaluation
of the Kativik Regional Government
Aboriginal Human Resources
Development Agreement***

Final Report

***Evaluation Directorate
Strategic Policy and Research Branch
Human Resources and Social Development Canada***

June 2009

**SP-AH-937-02-10E
(également disponible en français)**

Paper

ISBN: 978-1-100-14919-6

Cat. No.: HS28-166/2010E

PDF

ISBN: 978-1-100-14920-2

Cat. No.: HS28-166/2010E-PDF

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List of Abbreviations

AAD	Aboriginal Affairs Directorate
AHRC	Aboriginal Human Resource Council
AHRDA	Aboriginal Human Resources Development Agreement
AHRDS	Aboriginal Human Resources Development Strategy
APD	Aboriginal People's Directorate
APE	Action Plan Equivalent
ASETS	Aboriginal Skills and Employment Training Strategy
ASTSIF	Aboriginal Skills and Training Strategic Investment Fund
CRA	Canada Revenue Agency
DETISC	Dept. of Employment, Training, Income Support and Childcare (KRG)
EAS	Employment Assistance Services
EBSMs	Employment Benefits and Support Measures
EI	Employment Insurance
FFAED	Federal Framework for Aboriginal Economic Development
FNICCI	First Nations and Inuit Child Care Initiative
HRSDC	Human Resources and Skills Development Canada
JBNQA	James Bay and Northern Quebec Agreement
KRC	Kativik Regional Council
KRG	Kativik Regional Government
LEO	Local Employment Officer
LMDA	Labour Market Development Agreement
SA	Social Assistance
SPF	Skills and Partnership Fund

Executive Summary

The evaluation of the Kativik Regional Government (KRG) Aboriginal Human Resources Development Agreement (AHRDA) includes formative and summative components.

The formative evaluation was conducted in the fall 2006 and winter 2007. It covered the period of April 1, 2003 to March 31, 2006. The evaluation examined issues of program design, delivery, and implementation in addition to the assessment of data collection and accountability systems, and the First Nations and Inuit Child Care component. The evaluation used the following evaluation methods: key informant and stakeholder interviews, discussion groups, document review and assessment of the quality and integrity of the client administrative database.

The summative evaluation was conducted in fall 2007 and winter 2008. The evaluation examined primarily program success. Evaluation methods included KRG client discussion groups, key informant interviews, and analysis of quantitative data on program success and impacts. The summative evaluation also generated a comparison group for eligible Employment Insurance clients using administrative data to estimate program net impacts.

The Kativik Regional Government

The KRG is a regional government for 14 predominately Inuit communities in the region of Nunavik (Arctic Quebec). The KRG is the AHRDA holder for the region and has been responsible for AHRDA activities since the early 1990s. KRG provides employment and training services and programs to all the residents of Nunavik.

Socio-economic Profile of Nunavik

Based on the 2001 Census and early releases from the 2006 Census, the socio-economic profile of Nunavik indicates that:

- The Inuit population of Nunavik reached 9,565 in 2006, representing a 25.2% increase compared to 1996. Inuit made up 99.1% of the Aboriginal population of Nunavik in 2006.
- 60% of the Inuit population in Nunavik was under the age of 25.
- 70% of Inuit 15 years of age and over had less than high school graduation and 3.9% of Inuit held trades certificate or diplomas.
- Employment was the major source of income for 63.8% of those with income for the Inuit in Nunavik, while 37.8% of Inuit worked full-year full-time and 1.8% of Nunavik's Inuit population was self-employed.

- By 2001 the average income for Inuit had increased to \$19,416, or 66.1% of that of the general provincial population.
- The Inuit population of Nunavik had a participation rate of 62% in 2001, an employment rate of 51%, and an unemployment rate of 17%, the last comparing to 8% at the provincial level.
- In 2001, employment in public administration was the largest sector for Inuit employment in Nunavik with 22.1%, followed by the health care and social assistance sector with 20.6% and education services at 15.4%.

Formative Evaluation Findings

Capacity Building

Capacity building plans and activities aimed at improving KRG's delivery capability are identified in the KRG's annual operational plan and reported annually. Supervisors undertake annual performance evaluations with staff members. Specific training needs are identified during this process and are integrated into departmental training priorities. Recent workshops for staff have addressed such subjects as risk assessment, time management, upgrading computer skills, and internal database systems.

All KRG and Service Canada staff and stakeholders who were interviewed agreed that the KRG had sufficient tools and capacity to effectively deliver, manage, and administer the AHRDA. Staff turnover is low and KRG is considered to be one of the better employers in the region and offers good benefits. There was also agreement among key informants that capacity development efforts have resulted in more consistent and reliable service delivery at all levels.

KRG key informants pointed to the limited funding for capacity building (\$76,362 annually) provided by the agreement. They explained that the Nunavik region faces a number of unique northern challenges, including higher travel costs, costs associated with overcoming the low education of some of the Local Employment Officers, and the higher costs of doing business and delivering training in remote regions.

Partnership Development

KRG has developed strong partnerships with key employers and labour market stakeholders in the region through several committees, including:

- The Kativik Regional Economic and Training Committee, which comprises representatives of ten of the region's most important private and public sector employers and meets twice a year to identify and recommend training priorities for the region.
- The Raglan Employment Training Technical Committee, established to increase Inuit employment at the Raglan mine site.

These committees help the KRG to align its labour market activities with available employment opportunities.

Through the structure created by the James Bay and Northern Quebec Agreement, the KRG has successfully established a number of partnerships with governments at the federal and provincial level. All funding from provincial and federal governments (Indian and Northern Affairs Canada, Health Canada, and Human Resources and Skills Development Canada [HRSDC]) for employment, training, and daycare in Nunavik flows through the KRG, thus eliminating any duplication or overlap between programs and funding agencies.

KRG has limited relationships with other AHRDAs within the province, but sits on the national Inuit Human Resource Development Technical Committee, which comprises all Inuit AHRDA holders.

Services to Youth, Women, and People with Disabilities

Youth form a majority of the Nunavik population and the KRG has several programs directed primarily at youth. Funding levels, limited employment opportunities, language, literacy, and essential skills levels are identified as barriers limiting youth access both to the KRG programs and services and to the labour market.

There are no gender-specific programs offered despite their near equal representation in program clientele. The daycare system in Nunavik is perceived as having a positive impact on enabling more women to become employed and to attend training programs and services.

The KRG focused primarily on promoting programs and services to people with disabilities and on increasing internal capacity to better serve this client group. Limited funding and self-identification are the main barriers limiting program participation.

Communication with Service Canada, HRSDC, and the AHRC

The relationship between the KRG and the Service Canada regional office in Montreal is positive and productive, with Service Canada providing support and guidance on a needed basis.

KRG staff knew little about the Aboriginal Human Resource Council (AHRC) other than its basic purpose. No AHRC tools or resources were in use within the KRG offices and staff believed, in general, that the AHRC was more focused on helping AHRDAs in western Canada and, as a result, largely unaware of Nunavik Inuit. KRG, however, is planning a private sector conference under the auspices of the AHRC.

The First Nations and Inuit Child Care Component

KRG oversees, administers, and supports 17 daycare facilities in Nunavik with 815 full-time spaces and 215 staff. Funding, administration, and support for the daycares are centralized through KRG's main office in Kuujuaq. Federal and provincial funding is allocated and distributed to the individual daycare centres. Funding from the First Nations and Inuit Child Care component supplements provincial and other federal funding and is used primarily to reduce staff-child ratios.

Waiting times are reported across the 17 daycare facilities, of as much as one to two years in some communities. No problems were reported with the hours of operation, the state of the facilities, or the fees charged.

Staff turnover remains a challenge. Ensuring daycare staff are qualified is a priority for KRG. Less than half of current care providers have the appropriate childcare credentials and, for this reason, training is on-going. Currently, funding levels for training remain insufficient to meet the needs of the daycare centres, exacerbated in part by the large distances between settlements and the need for specialized courses, materials, and instruction in the Inuktitut language.

Key informants and discussion groups participants agreed that daycare centres have made an important contribution not only to the development of healthy, active children but also to the economy of the region by enabling hundreds of parents to pursue employment and training.

The KRG daycare facilities integrate Head Start programs within their programming and facilities. Daycare centres also provide nutrition programs, host public health nurses, and provide facilities for dental hygienists for basic cleaning and checkups.

Daycare programming includes strong cultural components, including the use of Inuktitut, storytelling with elders, learning traditional crafts and skills, and the incorporation of country foods into the nutrition program.

Assessment of Data Collection and Accountability Systems

When comparing clients' records received from HRSDC and the KRG, the HRSDC database included an additional 99 clients and 393 interventions for the period of April 1, 2003 to March 31, 2006. The data upload process for this period indicates that 200 records were rejected by HRSDC. Given the history of the data upload process, it is unclear why the HRSDC database contains additional records.

When examining the 8 data variables required under the contribution agreement, some data are missing on the *date of birth*. In addition, the information reported in the variable *withdrawal from or termination date of program* could not be interpreted based on the available data dictionaries. A few coding errors were also identified between the HRSDC and the KRG records.

The KRG coordinator and the regional coordinator of Service Canada indicated that KRG targets are set annually based on historical trends. Neither regional nor KRG coordinators interviewed indicated that external factors are considered in setting targets. The data demonstrate that KRG has consistently met all targets for the years of interest, and frequently exceeded targets by a substantial number. As targets were largely surpassed, the little variation found in the 2004-2005 and 2005-2006 targets suggests that greater attention should be paid to setting targets based on historical results and contextual factors; the targets are low compared to the reported results.

Both databases indicate that 98% of interventions were completed. Employment and Return to School outcomes account for 72% of the outcome of most recent client interventions. One quarter of interventions resulted in unemployment. Among the 50 clients with disabilities, 19 became employed, and 8 returned to school.

Summative Evaluation Findings

Program Success and Impacts

KRG clients who attended the discussions groups expressed high levels of satisfaction with the programs and services received, and consensus that these had been helpful in meeting employment challenges and in finding jobs. Discussion group participants agreed that there were positive impacts on job skills, job prospects, attitude towards employment, satisfaction with current jobs and increased self-confidence.

Key informants agreed that the current KRG programs and services helped clients to look for, find, and maintain employment. This was supported by labour force statistics showing substantial increases in the number of people participating in the Nunavik workforce. There was consensus that the programs had positive impacts on: client job search skills, job skills, job prospects and employment outlook, skill levels including certification and diplomas, attitudes towards employment, preparation for jobs, and personal self-confidence.

Net Impacts

Net impacts compare measures of outcome indicators for participants to those of a comparison group of similar individuals. The comparison group is constructed to represent what would have happened to the participants if they had not participated. Net impacts may thus be attributed fully to participation.

The quantitative analysis found no net impacts that were statistically significant at conventional statistical levels. As a result, net impacts for the participation in KRG programs and services cannot be reported.

Observations¹ on Outcome Indicators

When examining clients' earnings and use of Employment Insurance and Social Assistance over a period of five years before participation in KRG programs and services and up to three years after participation ended, key observations included the following:

- Earnings from employment continue to increase over time, but at a lower rate.
- There is little change in the use of Employment Insurance for Active and Former EI claimants. Non-claimant clients increased their use of EI in the post-program period, reflecting EI eligibility derived from employment during and after participation in the program.
- There is little change in the use of Social Assistance benefits.

¹ These gross observations cannot be attributed solely to participation in the KRG programs and services and should, therefore, be interpreted with caution.

Management Response

The Aboriginal Affairs Directorate (AAD) within the Skills Employment Branch of Human Resources and Skills Development (HRSDC) would like to thank all those who took the time to participate in the formative and summative evaluation of the Kativik Regional Government Aboriginal Human Resources Development Agreement (KRG AHRDA).

The evaluation findings and conclusions have helped to shape the Aboriginal Skills and Employment Training Strategy (ASETS), the successor strategy to the Aboriginal Human Resources Development Strategy (AHRDS). The expiry of the AHRDS provides the Government and AHRDA holders with a timely opportunity to modernize Aboriginal labour market programming, while addressing challenges and gaps. As a key vehicle for delivering the ASETS, and addressing some of the issues identified in this evaluation report, HRSDC will implement the use of strategic business planning at the Aboriginal agreement holder level.

The KRG was established in 1978 as a result of the James Bay and Northern Quebec Agreement (JBNQA). The KRG is the regional government for 14 predominantly Inuit communities in the region of Nunavik (Arctic Quebec), and provides support, management, and technical assistance in several areas, including municipal administration, recreation, environment, public security and land-use planning. The 14 communities are spread out over a vast territory, comprising approximately one third of the total land mass of the province of Quebec. With no road links with the south or linking the communities, costs of goods and services are very high in this remote region. The only year around transportation service is by air, with maritime services in the summer and the fall.

The socio-economic profile of Nunavik also poses unique challenges for the region. Between 1996 and 2006 the Inuit population in Nunavik increased by 25.2%, with 60% of the Inuit population under the age of 25. 70% of Inuit 15 years of age and over had less than a high school graduation and 3.9% held trades certificates or diplomas. In 2001, the unemployment rate for the Inuit of Nunavik was 17%, compared to 8% at the provincial level. For the Inuit of Nunavik, access to employment is exacerbated by lower than average income, the rapid population growth and number of people entering the labour market, growing number of dependents for each person in the labour market, an increase in the use of alcohol and drugs as well as high incidence of violence.

The KRG signed its current AHRDA with HRSDC within the framework of the JBNQA, rather than within the AHRDS. This is the fifth renewal of an agreement developed in 1990, and is set to expire March 31, 2010. Under the AHRDA, KRG provides employment and training services and programs to all the residents of Nunavik, regardless of Aboriginal status, with the primary objective of helping residents prepare for, find and keep employment. KRG's Employment, Training, Income Support and Child Care department (DETISC) has the lead role in the implementation and management of the AHRDA and since June 2008, has established an additional point of service in Montreal and is delivering employment and training services to urban Inuit from all home communities.

A key feature of the success of KRG in implementing the AHRDS has been the establishment of an office in each community. This effective one-window approach provided residents with critical access to a wide range of services and programs. An important increase in the number of clients demonstrates the success in meeting the needs of the population. Further, child care services were widely acknowledged as playing a significant role in enabling residents to pursue employment and training opportunities.

Further, KRG has developed strong partnerships with employers, labour market stakeholders, and federal/provincial governments. Clients and key informants expressed high levels of satisfaction with the programs and services received, and consensus that these had been helpful in meeting employment challenges and in finding jobs, and agree that there were positive impacts on job skills, job prospects, attitude towards employment, satisfaction with current jobs and increased self-confidence.

HRSDC acknowledges these findings of the formative and summative evaluation. The following outlines the Management Response and commitments to the evaluation.

Formative Evaluation Findings

Capacity Building

All KRG and Service Canada staff and stakeholders who were interviewed agreed that the KRG had sufficient tools and capacity to effectively deliver, manage, and administer the AHRDA. Staff turnover is low and KRG is considered to be one of the better employers in the region and offers good benefits. There was also agreement among key informants that capacity development efforts have resulted in more consistent and reliable service delivery at all levels.

KRG key informants pointed to the limited funding for capacity building (\$76,362 annually) provided by the agreement. They explained that the Nunavik region faces a number of unique northern challenges, including higher travel costs, costs associated with overcoming the low education of some of the Local Employment Officers, and the higher costs of doing business and delivering training in remote regions.

HRSDC recognizes that Aboriginal communities face major and unique challenges that are beyond control of Aboriginal communities, like high cost of living and training and doing business especially, in rural and remote and northern communities, limited education levels, limited economic opportunities, and competition for skilled and experienced staff. This is also acknowledged in the HRSDC Northern Study Report (March 2008), which provided insights into the nature of the cost/price differentials facing AHRDAs and sub-agreement holders in northern and remote communities as well as the impact of these

differentials on their operations and results. These challenges continue to be addressed with the aim of taking advantage of future opportunities as they emerge.

HRSDC has been supportive of developing capacity within KRG through the provision of both short-term assistance and support on an as-needed basis but also through the secondment of employees to KRG. This process increased the expertise and familiarity with HRSDC processes and requirements on the part of the KRG. Sources interviewed at that time indicated that this was an important component of capacity development within the KRG, that staff worked well together, and that significant skills transfer occurred.

HRSDC agrees that capacity building plans and activities do improve the delivery capability of service providers. Through ASETS, strategic business plans will identify key elements to be used in developing the business plan for Aboriginal service delivery organizations. Key elements will include: a) the tailoring of programs and services to meet the needs within a given service delivery areas; b) the human resource capacity, resources, and c) the capacity needs.

The transition and implementation of the new ASETS towards key changes in Aboriginal labour market programming requires commitment and support from HRSDC in three specific areas: performance reporting and accountability, funding and tools to support staff training and strategic partnership development. HRSDC will develop a capacity needs self-assessment process with the outcomes being reflected in the strategic business plans. In addition, external supports will come from HRSDC in terms of the development of standardized training and supporting manuals.

Partnership Development

KRG has developed strong partnerships with key employers and labour market stakeholders in the region through several committees. These committees include: the Kativik Regional Economic and Training Committee, which comprises representatives of ten of the region's most important private and public sector employers and meets twice a year to identify and recommend training priorities for the region; the Raglan Employment Training Technical Committee, established to increase Inuit employment at the Raglan mine site.

The KRG-DETISC is involved in 25 committees. These committees assist the KRG in aligning labour market activities with available employment opportunities.

KRG also administers the ASEP Project (Tamatumani) approved in June 2008 in partnership with the Raglan Mine and the Kativik School Board. The objective is to provide Inuit of the Nunavik Territory with literacy, essential skills, skills development and on-the-job training required to advance in all levels of jobs with the Raglan Mine.

Through the structure created by the JBNQA, the KRG has successfully established a number of partnerships with governments at the federal and provincial level. All funding from provincial and federal governments (Indian and Northern Affairs Canada, Health

Canada, and HRSDC) for employment, training, and daycare in Nunavik flows through the KRG, thus eliminating any duplication or overlap between programs and funding agencies.

Like the AHRDS, the new ASETS will integrate Aboriginal labour market programming under a single umbrella. While the suite of instruments remains largely the same, new program elements under the ASETS will enhance efficiencies and enable clients to be better served.

In June 2009, to more strategically align federal investments, the Government of Canada announced the new Federal Framework for Aboriginal Economic Development (FFAED). The FFAED will guide federal actions across many departments and agencies, by pursuing a clear set of strategic priorities, including developing Aboriginal human capital and forging new and effective partnerships.

As ASETS is complementary to the FFAED, it will pursue new solutions in areas that must be strengthened, such as: increasing alignment with federal-provincial-territorial government priorities; solidifying links between skills development and employment; employing a whole-of-government approach to enhance partnerships with the provinces, territories, and private sector; and bolstering systems infrastructure, case management, and performance reporting.

An integral component of ASETS is the new Skills and Partnership Fund (SPF), an open and discretionary fund that will provide incentives for strong performance and allow new and existing service providers to access funding for innovative projects and partnerships in line with government priorities.

Further in Budget 2009, Canada also invested \$75M into the AHRDS through the new two-year Aboriginal Skills and Training Strategic Investment Fund (ASTSIF). Although the ASTSIF introduction is temporary for two years, it will strengthen partnerships between established Aboriginal service delivery organizations and small- and medium-sized employers, as well as with the provinces and territories, maximizing results through enhanced collaboration and governance. It is also intended to provide lessons learned and best practices in the development of partnerships under a new ASETS and SPF.

KRG has limited relationships with other AHRDAs within the province, but sits on the National Inuit Human Resource Development Technical Committee, which comprises all Inuit AHRDA holders.

In October 2006, this situation changed with the creation of a working group for the organization of the Workforce Connection with the Aboriginal Human Resource Council (AHRC). The working group is now permanent and KRG has worked with the three other Quebec AHRDA holders, as well as unions, sector councils, employers and government agencies representatives. Furthermore, the four Quebec AHRDA holders should soon get an official answer from Quebec to support, on a permanent basis, the First Nations and Inuit advisory committee which is represented by 8 members, including the four AHRDAs who will have the decisional power of this committee. This committee will influence the Quebec government policies related to employment and training services and programs.

Since June 2008 KRG- DETISC has opened an additional point of service in Montreal at the Centre local d'emploi de Verdun to deliver employment and training services to the urban Inuit whatever their home regions. This agreement is with Emploi-Quebec to finance one position.

Provincially, KRG has an agreement with the Ministère de l'Emploi et de la Solidarité sociale of Quebec, for income security, employment, and training programs. Childcare services were also transferred in 2004, under a block funding agreement known as Sivuniurmut (\$13,419,531 in 2005). From this amount starting in 2008, \$620,000 has been secured to put in place a Carrefour Jeunesse Emploi in Nunavik. KRG also adds to the services given to the Quebec Parental Assistance Program.

KRG has entered into other agreements to further the employment opportunities for the Inuit of Nunavik. For example, the Sanajit project, a five-year agreement signed in 2004, whose objective is to increase the number of Inuit working in the region's construction sector (\$517,672 in 2005) and within the framework of the Tamatumani project, Emploi-Québec provides on-the-job training for Inuit interested in working at the Raglan mine (\$800,000).

Services to Youth, Women, and People with Disabilities

Limited funding and self-identification are the main barriers limiting program participation.

Youth form a majority of the Nunavik population and the KRG has several programs directed primarily at youth. Funding level, limited employment opportunities, language, literacy, and essential skills levels are identified as barriers limiting youth access both to the KRG programs and services and to the labour market.

There are no gender-specific programs offered despite their near equal representation in program clientele. The daycare system in Nunavik is perceived as having a positive impact on enabling more women to become employed and to attend training programs and services.

The AHRDA focused primarily on promoting programs and services to people with disabilities and on increasing internal capacity to better serve this client group.

Under ASETS, strategic business plans will exhibit how programs and services will address the distinct challenges faced by women, men, and other groups such as persons with disabilities, youth, and those that have other barriers to employment, such as: child care, or low levels of literacy and essential skills.

The SPF will be flexible and balanced, focusing on advancing broader program objectives; target jobs, up-skilling, address the needs of multi-barriered clients, new partnerships, innovation in service delivery and systems. It will have both long and short term objectives and will be accessible to all aboriginal organizations, helping to address some of the issues identified.

HRSDC will also develop new performance indicators and measurement that will include reporting, which will include components to exhibit the profile of women, men, and other groups such as persons with disabilities, youth, and persons with other barriers to employment. The strategic plan, a requirement under ASETS, underpins the importance of labour market analysis, taking into consideration the client needs as well as labour market requirements. Through this process, KRG will be required to identify funding priorities, programs and services to be offered as well as how they will leverage funds from other partners to meet the needs of youth, persons with disabilities and women.

Communication with Service Canada, HRSDC, and the AHRC

The relationship between the KRG and the Service Canada regional office in Montreal is positive and productive with Service Canada providing support and guidance largely on an as-needed basis.

KRG staff knew little about the Aboriginal Human Resource Council (AHRC) other than its basic purpose. No AHRC tools or resources were in use within the KRG offices and staff believed, in general, that the AHRC was more focused on helping AHRDAs in western Canada and, as a result, largely unaware of Nunavik Inuit. KRG, however, is planning a private sector conference under the auspices of the AHRC.

KRG informants believed that the AHRC did not appreciate the differences among the AHRDAs and the regions in which they operated. Each region is distinct in its needs, and consequently in labour market demand solutions. Quebec, for example, has a well-developed apprenticeship program in operation, as well as a long history of strong union development, which KRG did not feel the AHRC tools, workshops, and sectoral meetings took into account. It was suggested that the AHRC's work might be more valuable to employers than to the AHRDAs themselves.

As mentioned earlier under *Partnership Development*, KRG has started to work in greater collaboration with the AHRC which has since hired since an employee to follow on the apprentice strategy in Quebec. Things have improved significantly with the Council. It is important to note these positive changes and to demonstrate that KRG continues to engage and work in partnerships with all the stakeholders.

HRSDC will continue to support the AHRDAs, and recognizes that continued communication is important in order to facilitate the transition from AHRDS to ASETS, and support the strategic pillars of demand driven skills development, partnership and accountability.

First Nations and Inuit Child Care Component

The evaluation report pointed to key observations regarding child care:

KRG oversees, administers, and supports 17 daycare facilities in Nunavik with 815 full-time spaces and 215 staff. Funding, administration, and support for the daycares are centralized through KRG's main office in Kuujjuaq. Federal and provincial funding is allocated and distributed to the individual daycare centres.

Ensuring daycare staff are qualified is a priority for KRG. Less than half of current care providers have the appropriate childcare credentials and, for this reason, training is on-going. Currently, funding levels for training remain insufficient to meet the needs of the daycare centres, exacerbated in part by the large distances between settlements and the need for specialized courses, materials, and instruction in the Inuktitut language.

Key informants and discussion groups participants agreed that daycare centres have made an important contribution not only to the development of healthy, active children but also to the economy of the region by enabling hundreds of parents to pursue employment and training.

The KRG daycare facilities integrate Head Start programs within their programming and facilities. Daycare centres also provide nutrition programs, host public health nurses, and provide facilities for dental hygienists for basic cleaning and checkups.

Daycare programming includes strong cultural components, including the use of Inuktitut, storytelling with elders, learning traditional crafts and skills, and the incorporation of country foods into the nutrition program.

Waiting times are reported across the 17 daycare facilities, of as much as one to two years in some communities. No problems were reported with the hours of operation, the state of the facilities, or the fees charged. Staff turnover remains a challenge.

The formative evaluation of the AHRDAs also highlights the success of the AHRDS FNICCI sighting “the positive impacts the centres have on the development of the children, access to good meals, and an effective transition to school, language, and cultural and social development components” and its role in “promoting the development of children in a well-rounded, healthy way, and in helping to foster school readiness.”

FNICCI will continue to provide access to child care services for First Nations and Inuit children of parents entering the labour market or training programs. The FNICCI funding through the AHRDA is one component of overall funding for Aboriginal child care. The funding generally supplements provincial and other federal funding and is used primarily to reduce staff-child ratios.

Under ASETS, KRG will be required to complete a self-assessment, identifying priorities within the programs and services they offer, including child care. It will be necessary within the strategic business plan to identify gaps, and how KRG will address these gaps

in funding for required services and/or staff development and training over five years, by maximizing existing partnerships and funding, and creating new ones as needed.

Assessment of Data Collection and Accountability Systems

When comparing clients' records received from HRSDC and the KRG, the HRSDC database included an additional 99 clients and 393 interventions for the period of April 1, 2003 to March 31, 2006. The data upload process for this period indicates that 200 records were rejected by HRSDC. Given the history of the data upload process, it is unclear why the HRSDC database contains additional records.

The AHRDA coordinator and the regional coordinator of Service Canada indicated that AHRDA targets are set annually based historical trends. Neither regional nor AHRDA coordinators interviewed indicated that external factors are considered in setting targets. The data demonstrate that the AHRDA has consistently met all targets for the years of interest, and frequently exceeded targets by a substantial number. As targets were largely surpassed, the little variation found in the 2004-2005 and 2005-2006 targets suggests that greater attention should be paid to setting targets based on historical results and contextual factors; the targets are low compared to the reported results.

HRSDC has worked on a new and expanded list of outcome indicators that will better assess the impacts of a new ASETS and a new Performance Management Strategy which will reflect that a clear and logical design that ties resources to expected outcomes; determine appropriate performance measures and a sound Performance Management Strategy that allows managers to track progress, measure outcomes, support subsequent evaluation work, learn and, make adjustments to improve on an ongoing basis; and ensures adequate reporting on outcomes.

The new Performance Management Strategy will be the basis for a number of accountability systems and tools to be developed as described in the 2008 Formative Evaluation of the AHRDAs Management Response. HRSDC will develop a number of tools to assist Aboriginal organizations in target setting and self-assessment that will allow organizations to determine their progress against established targets on a yearly basis. Historical context will be taken into consideration in the target setting exercising, ensuring that targets are reasonable.

On the issue of data quality and systems, HRSDC has undertaken a review and analysis of current data collection and systems in order to support greater accountability by providing better quality, defensible, and more useful data that is simple, clear, and concise. This data will then assist the Aboriginal Affairs Directorate (AAD) and the Aboriginal People's Directorate (APD) to receive better performance data from agreements allowing the Department to better report on outcomes and the value for monies provided. The AAD and APD will continue to work together to identify and resolve issues related to data inconsistencies and rejected records.

This review, along with the new Performance Management Strategy, will be the backdrop for a business case which will be provided to senior officials in support of the expenditure of \$1.1 million dollars provided under the Budget 2009 investment in the ASTSIF.

It was intended that this funding would modernize data collection and systems in support of the new Aboriginal labour market program set to be implemented in April 1, 2010. HRSDC will streamline the required data elements, basing the elements on the indicators identified in the Performance Management Strategy, and communicate the required elements to KRG. In addition, the Performance Management Strategy identifies the requirement of KRG completing client follow-ups at regular intervals in order to assist in determining long term impacts of programs and services.

Summative Evaluation Findings

Program Success and Impacts

KRG clients who attended the discussions groups expressed high levels of satisfaction with the KRG programs and services received.

Consensus was that programs and services had been helpful in meeting employment challenges and in finding and maintaining employment, and that the programs had positive impacts on: client job search skills, job skills, job prospects and employment outlook, skill levels including certification and diplomas, attitudes towards employment, preparation for jobs, and personal self-confidence.

These findings are also consistent with findings of the AHRDAs' Summative Evaluation that there were positive impacts and satisfaction of programs and services received and the increase of self-confidence of clients served.

The quantitative analysis found no net impacts that were statistically significant at conventional statistical levels. As a result, the evaluation was unable to infer any impacts of participation for KRG clients.

When examining clients' earnings and use of Employment Insurance and Social Assistance over a period of eight years (five years before participation in KRG programs and services and up to three years after participation ended), key observations included the following:

- Earnings from employment continue to increase over time, but at a lower rate.*
- There is little change in the use of Employment Insurance for Active and Former EI claimants. Non-claimant clients increased their use of EI in the post-program period, reflecting EI eligibility derived from employment during and after participation in the program.*

- *There is little change in the use of Social Assistance benefits.*

HRSDC recognizes that the evaluation found no net impacts for the participation in KRG programs and services. HRSDC also acknowledge the unique and difficult and socio-economic context, including particularly the limited employment opportunities in the 14 rural and remote communities of Nunavik.

As such, HRSDC will work closely with KRG to determine and conduct appropriate ongoing follow-up with program participants at regular intervals (for example at 3, 6 and 12 months). Through this process KRG will be able to gather information pertaining to employment outcomes and reliance on government income support (use of Employment Insurance and Social Assistance benefits). These data will contribute to develop a better understanding of the labour market attachment of KRG participants. In addition, HRSDC will continue to encourage KRG to identify new demand driven opportunities in Nunavik, adjusting their strategic business plan as required to meet the need of any new opportunities.

1. Introduction and Background

1.1 The Aboriginal Human Resources Development Strategy (AHRDS)

Background and Objectives of the AHRDS

The Aboriginal Human Resources Development Strategy (AHRDS) is designed to help improve the employment opportunities of Aboriginal peoples (First Nations, Inuit, and Métis as well as status and non-status Aboriginal peoples living off-reserve), and to enable them to participate fully in the Canadian economy. The AHRDS provides financial assistance to Aboriginal organizations to support the costs of human resources development programs designed and delivered by those organizations to members of the Aboriginal communities they represent.

The AHRDS has been in place since 1999 and was approved for renewal in 2003 with a multiyear funding total of \$1.6 billion. The renewed AHRDS, which consists of 80 new contribution agreements, began April 1, 2005 and will sunset March 31, 2009. These contribution agreements are referred to as the Aboriginal Human Resources Development Agreements (AHRDAs).

The AHRDS provides support to Aboriginal organizations to design and deliver:

- Labour market development programs to assist Aboriginal peoples, including Aboriginal persons with disabilities, prepare for, obtain, and maintain meaningful and sustainable employment;
- Special programs to assist Aboriginal youth make successful transitions from school to work or to support their return to school; and
- Childcare programs.

AHRDA Programs and Services

Activities eligible for support through the AHRDAs encompass a wide range of labour market, youth, and child care activities. Activities that are funded must take into account equity principles with regard to women and persons with disabilities. Activities may be eligible for support if Human Resources and Skills Development Canada (HRSDC) agrees that these activities will assist in meeting the objectives of the AHRDS.

First Nation and Inuit Child Care Initiative

The objective of the First Nations and Inuit Child Care Initiative (FNICCI) is to provide affordable quality child care services to First Nations and Inuit children to support their healthy development and to enable their parents to work or attend school.

FNICCI is a \$50 million program that supports over 7,000 child care spaces in 390 First Nations and Inuit communities across Canada. These child care spaces are available through local AHRDAs.

Each AHRDA holder creates a program to best meet its community's needs, such as the provisions of pre-school spaces and after-school programs. Child care services that may be supported under AHRDS include those which are designed to assist eligible recipients to:

- Promote and nurture healthy child development through formal child care programs such as child care centres or approved family day homes.
- Reflect and promote First Nations and Inuit child-rearing practices.
- Serve children from infancy to age 12. Because the first 6 years of age are especially important in child development, a priority will be placed on children in this age group.
- Complement community economic, educational, health, and social development goals.
- Ensure that child care centres and family day homes are regulated and monitored by provincial/territorial licensing authorities, except in cases where, by mutual agreement between the province/territory and the recipient, child care centres are monitored by First Nations- or Inuit-controlled regulatory mechanisms.

1.2 Overview of the Kativik Regional Government

The Kativik Regional Government (KRG) was established in 1978 as a result of the James Bay and Northern Québec Agreement (James Bay Agreement). This agreement provided compensation funds, identified beneficiaries, and established regional public authorities, including the Nunavik Health Board and Social Services, the Kativik School Board, and the KRG.

The KRG is a public corporation with supra-municipal powers and jurisdiction over the Nunavik territory. It provides support, management, and technical assistance in several areas including municipal administration, recreation, environment, public security, and land-use planning. Each community is a municipality designated as a Northern Village corporation and governed by elected municipal councils, which operate in a manner similar to other Québec municipalities.

The KRG signed its current AHRDA with HRSDC within the framework of the James Bay Agreement rather than that of the AHRDS. The current agreement is the fifth renewal of an agreement developed in 1990, prior to the Pathways Strategy. The renewed AHRDA,

signed in 2004, is applicable from April 1, 2005 until March 31, 2010. The AHRDA provides services and programs to all residents of Nunavik, regardless of Aboriginal status.

KRG's Employment, Training, Income Support and Child Care department (DETISC) has the lead role in the implementation and management of the AHRDA. DETISC coordinates, develops and implements training activities aiming to meet the needs and priorities of the region's labour force and economic development opportunities. To consult and coordinate these efforts with other key stakeholders, KRG works with a number of committees such as the Kativik Regional Employment and Training Committee. A primary objective of the programs and services currently being delivered under the AHRDA is to help residents prepare for, find, and keep employment.

KRG coordinates and supports the delivery of childcare services throughout the region through its Childcare section, working closely with the 16² local childcare centres and one regional home day-care agency that provide a total of 815 registered childcare spaces. All the child care centres are non-profit corporations managed by parent boards. Nearly all the staff of these centres are of Inuit descent. The centres operate in Inuktitut.

In 2001, KRG signed an agreement with the province of Québec to assume responsibility for the administration of the provincial legislation concerning childcare, regulations, and financial assistance applicable in the region. These responsibilities included the inspection and licensing functions related to daycare centres³. The DETISC also has agreements with other government departments regarding childcare. In 2005, KRG received funding from three sources. Through Sivunirmut⁴, the Ministère de l'Emploi et de la Solidarité sociale transferred \$11,490,000; HRSDC, through FN ICCI, transferred \$1,390,775; and Health Canada transferred \$724,607 via the Aboriginal Head Start program.

KRG delivers several federal and provincial government income support services. These include the payment of income security, Employment Insurance (EI), and Old Age Security, and delivery of labour standard related information.

The KRG maintains offices in all 14 Nunavik communities. In smaller communities, a Local Employment Officer (LEO) provides one-window, front-line access to a number of services and programs. These positions are often part time, and are combined with responsibilities for providing services related to Employment Insurance (EI) or Income Support. People seeking access to EI benefits, career counselling, or general information on the availability of employment or training opportunities contact the LEO in their community. These officers also help clients fill out EI forms, which are forwarded to Service Canada in Montreal for review and approval.

² The larger regional centres, Inukjuak and Kuujjuaq, have each two childcare centres and a regional home day care agency is located in Kuujjuaq.

³ The agreement is between the KRG and the Ministère de la Famille et des Aînés du Québec. Under this agreement the KRG is responsible for: the issuing and renewal of permits, financial aid, technical and professional support, development of resources, inspections, and complaints.

⁴ A block funding agreement with Québec that brings together in a single budget envelope the sums from the programs of six departments and agencies of the Government of Québec.

If a client is interested in accessing training opportunities, the LEO reviews upcoming training programs that are being offered and opens a Client Action Plan file. LEO Coordinators located in Inukjuak and Kuujuaq provide support and guidance for LEOs as well as overall administrative support. Two Program Officers located in the Inukjuak office and three in the Kuujuaq office manage training programs. A trainee Program Officer position is also located in the Kuujuaq office.

Description of programs and services

The AHRDA is responsible for the delivery of a number of labour market programs and programs for youth and persons with disabilities in Nunavik. These are described in the Contribution Agreement and in program descriptions prepared by DETISC.

Labour Market Programs

- **Job Entry** provides assistance to individuals experiencing difficulties finding a job. Clients are assisted in: acquiring pre-employment training, including life and work skills; securing the minimum academic background training needed for employment; and obtaining specific training for a job at the end of the project.
- **On-The-Job Training** provides support to coordinators in hiring and training unemployed workers, training their current workforce for additional skills, and replacing non-residents with residents.
- **Purchase of Training** helps workers and non-workers acquire new skills and improve their employability through courses purchased from specialized organizations.
- **Delivery Assistance** enables DETISC staff to obtain expertise they could not reasonably obtain otherwise, in order to help coordinators and employers in their projects or to assist in the development of training plans for participants. This assistance may be used to prepare and promote training programs, to identify potential program participants, or to provide specialized services for a given group of participants.
- **General Projects** offers productive short-term jobs to unemployed individuals by creating jobs that would otherwise not exist and helps unemployed individuals become active members of the work force through work related training and experience.
- **Self-Employment Assistance** assists unemployed persons to secure self-employment through the creation of a small business.
- **Individual Client Action Plan** provides a customized plan to achieve individual employment goals using the available labour market and training programs.
- **Nunavik Scholarship Fund** encourages individuals to pursue their education at post-secondary levels.

Local Employment Officers located in each community are also responsible for:

- Assisting with completion of EI application forms.
- Employment referrals.
- Providing wage subsidies and labour market information.
- Assistance in identifying training needs and opportunities.
- Job finding skills.
- Resume writing.
- Interviewing skills.
- Employment skills.

Youth Programs

Under the AHRDA agreement, KRG provides funding to youths between the ages of 15 and 30 years of age. As over 60% of the entire population of Nunavik is under the age of 25, youths are served through all programs oriented to the general labour market. Programming specific to youth includes:

- **Challenge (summer employment)**, helping students acquire work experience and offering jobs related to their studies or career goals during the summer time.
- **Challenge (part-time)**, helping students acquire work experience, improve their understanding of the labour market, and acquire good working habits through part-time employment opportunities.
- **Stay-in-School**, assisting students identified as being at risk of dropping out of high school to complete secondary level education. The program provides all students with an exploration of career choices attainable through education and a successful integration into the labour market.
- **Heritage (traditional skills training)**, providing youth with special needs in matters of employment and training. Youth are trained by experienced adults of their community in traditional skills such as in land survival skills and traditional values and customs. The training component must include the means and ways for participants to develop self-esteem, as well as specific labour market links.

Programs for Persons with Disabilities

KRG receives funding under the AHRDA to deliver programs that help persons who self-identify as having a physical, mental, or learning disability to prepare for, obtain, and retain employment. The program works in partnership with non-government groups

representing persons with disabilities, with the private sector, and with government organizations to test innovative approaches that promote economic integration of persons with disabilities.

Management and delivery structure

KRG's governing body, the Kativik Regional Council (KRC), is composed of 16 members. Members include 14 regional councillors chosen from the Northern villages, the Chief of Naskapi, and the chairman of the executive committee. The executive committee has five members identified by the KRG council and mandated to implement any agreements approved by the Council, supervise appropriations approved through the KRG's budget, authorize payments owed by the KRG and prepare the KRG's budget. The KRG appoints the director general, the treasurer, and the secretary.

The DETISC is a department of the KRG. DETISC staff are governed by KRG personnel policies. The director of the DETISC manages and administers delivery of AHRDA programs and services and reports directly to the Kativik Regional Council.

The KRG AHRDA closely collaborates with the region's major employment stakeholders in the coordination and development of labour market programming. DETISC sits on a number of committees that bring together stakeholders from across the region (to address issues facing the regional labour market) and that promote community involvement in the design and delivery of labour market programs and services.

These include the Kativik Regional Employment and Training Committee, Kativik Regional Development Committee, the Nunavik Childcare Committee, and the Raglan Employment and Training Technical Committee⁵. These committees provide the opportunity for consultation and input from the community or the economic development sectors in the development of employment and training programs. Additional community input is provided when Kativik Regional Employment and Training Committee recommendations are reviewed by KRG's Regional Council once per year.

The day-to-day administration and delivery of the AHRDA is the responsibility of the DETISC staff. DETISC has four sections: Employment Services (20 staff including Local Employment Officers), Training and Employment Programs (9 staff), Childcare Services (9 staff), and Administration (7 staff). KRG maintains an office in each of the 14 communities in the region. The primary DETISC office in Kuujuaq oversees the communities of the Ungava Bay, as well as pan-regional operations including childcare, program officers, and administrative staff. A second regional office, in Inukjuak, oversees the communities on the Hudson coast. Local Employment Officers provide front-line services in each community, while Kuujuaq has two Local Employment Officers due to its larger population.

⁵ The Raglan nickel mine has been operated by Falconbridge since 1998. The mine currently employs about 80 Inuit in a total labour force of approximately 480.

Roles and responsibilities

KRG has the overall responsibility for the AHRDA and its implementation. The DETISC has responsibility for the day-to-day management, administration and delivery of the AHRDA. DETISC submits quarterly and annual reports as part of the KRG annual reporting cycle. The DETISC Director provides overall administration, management, and oversight.

Staff located in Kuujuaq and Inukjuak oversee the management and delivery of Employment Insurance (Part I) and Income Security and Old Age Security, in addition to Training Program information dissemination. Training and Employment Program staff in Kuujuaq and Inukjuak oversee the administration, management, and delivery of the Training and Employment Programs offered by DETISC. Included in this work is the support of and coordination with various committees, participation in the Inuit Human Resources Technical Committee, and provision of support to KRG in its negotiations and work on training and employment issues with federal and provincial partners. Childcare Services staff within the Kuujuaq office oversee the support and administration of the 17 daycares in the region.

Service providers

Service is delivered through second or third parties. A major service provider of training programs is the Kativik School Board's Department of Adult Education. The Kativik School Board is often contracted to provide training programs throughout the region and is represented on the Kativik Regional Employment and Training Committee.

In addition to the Kativik School Board, individual contracts are arranged with trainers to conduct training programs when required. Employers in the region also provide on-the-job training and are overseen by Local Employment Officers at the community level. The KRG has no sub-agreements with any entities.

Funding and Finances

The tables below present AHRDA annual funding and amounts spent. Table 1 presents program funding, while Table 2 presents funding for administration, capacity building, and systems development and implementation.

Table 1
Annual Administration and Program Revenues and Amounts Spent

	2003-04	2004-05	2005-06
El Revenues	\$1,386,174	\$1,320,269	\$1,320,269
CRF Revenues	\$6,832,983	\$7,166,652	\$7,088,239
Total Revenues	\$8,219,157	\$8,486,921	\$8,408,508
El Expenditures	\$1,239,724	\$1,170,597	\$1,122,229
CRF Expenditures	\$6,979,433	\$7,316,324	\$7,286,279
Total Expenditures	\$8,219,157	\$8,486,921	\$8,408,508
Total Excess Revenues/Expenditures	0	0	0

Sources: KRG Audited Financial Statements 2003-2004, 2004-2005, 2005-2006; KRG Financial Conciliation for 2003-04, 2004-05 and 2005-06; and correspondence from KRG.

Within the above totals, KRG audited financial statements showed the following expenditures for persons with disabilities: 2003-04: \$8,422; 2004-05: \$41,903; and 2005-06: \$24,787.

Table 2
Administrative Funds

	2003-04	2004-05	2005-06
Administration	\$2,300,000	\$2,300,000	\$2,300,000
Capacity Building	\$76,362	\$76,362	\$76,362
Systems	\$0	\$0	\$0

1.3 Formative and Summative Evaluation of the KRG AHRDA

Formative evaluation

The formative evaluation used a case study approach that included a document review, two discussion groups with parents of children enrolled in the childcare centres, interviews with key informants and stakeholders, and an assessment of the KRG administrative data.

Approach for Childcare Issues

As KRG receives FNIC CI funding, two discussion groups were held with parents whose children attend the Centre de la Petite Enfance Tumiapiit Childcare Centre in Kuujjuaq (8 parents) and the Centre de la Petite Enfance Tasiursivik Childcare Centre in Salluit (7 parents). In addition, key informant interviews were conducted with the KRG Acting Director of Childcare Development, and the managers and one staff person from each of the two childcare centres in Kuujjuaq and Salluit.

Approach for Other Aspects

Interviews were conducted with KRG informants who hold significant knowledge about the AHRDA activities. These informants included the Senior Liaison Officer for DETISC, a Program Coordinator, and a Senior Program Officer. In addition, one representative of the Regional Office of Service Canada in Montreal was interviewed. Stakeholders interviewed included staff from Makivik Corporation⁶ and the Avataq Cultural Institute⁷.

Documents reviewed included:

- Federal and provincial/territorial publications related to the AHRDS and the AHRDA, including the contribution agreement, guidelines and operations manuals and monitoring and assessment reports, data specifications and dictionaries;
- Files, reports and correspondence;
- Statistical publications by Statistics Canada;
- KRG studies on various sectors of the economy, and the Nunavik labour market; and
- Annual reports, quarterly progress reports, audited financial statements, policies and procedures, program descriptions, internal control, monitoring and process forms, sample correspondence, contracts and data reports by the DETISC and KRG.

Clients' administrative data were obtained from HRSDC and from KRG for comparison purposes.

Summative Evaluation

The summative evaluation was conducted in 2007-2008 and focused on measuring the incremental impacts of the participation in KRG programs and services which are similar to the Employment Benefits and Support Measures (EBSMs) of the *Employment Insurance Act*. The Evaluation addressed issues of program success and cost-effectiveness. The program relevance was addressed within the larger summative evaluation of the AHRDAs and will not be addressed in this report.

The summative evaluation was designed to use multiple lines of evidence based on both quantitative and qualitative methods. The qualitative component included:

- Three discussion groups (held in winter 2007) in three different Nunavik communities (the larger regional centre, Kuujjuaq, and smaller communities Inukjuak and Kangiqsualujjuaq). Each group involved between seven and nine KRG participants (total 26). Discussion groups' participants were asked to describe their experience and

⁶ Makivik is the development corporation mandated to manage the heritage funds of the Inuit of Nunavik provided for in the James Bay and Northern Quebec Agreement. Makivik's role includes the administering and investment of the funds and promoting economic growth through the assistance of the creation of businesses run by Inuit in Nunavik.

⁷ The cultural Institute Avataq manages and takes care of the development of the collection of Inuit art of Nunavik.

satisfaction with the KRG programs, including employment challenges, participation in the programs and success and impacts.

- Four key informant interviews conducted with staff from the KRG Department of Employment, Training, Income Support and Child Care in February, 2008.

The quantitative component followed a quasi-experimental approach using data from KRG clients' administrative records and Employment Insurance (EI) and Canada Revenue Agency (CRA) administrative databanks. This approach relied on the availability of a suitable comparison group of non-participants in order to estimate the net impacts of participation. The methodology used and applied in this evaluation is consistent with the approach used for the summative evaluations of the AHRDAs and the Labour Market Development Agreements (LMDAs). For the quantitative analysis:

- Participants in KRG programs and services that are similar to EBSMs, between April 1999 and December 2004, were the focus of the summative evaluation.
- The unit of analysis was an Action Plan Equivalent (APE), consisting of one or more KRG programs and services that are no more than six months apart. A client could have more than one APE if programs and services were separated by more than six months. Every APE contained at least one program or service delivered under KRG and possibly one or more EBSMs funded under another AHRDA or an LMDA. The principal or longest-lasting program or service was used to characterise the nature of participation.
- The start and end date of the APE defined the periods before, during, and after participation. The post-participation period was further separated into the first, second, and third years after participation ended. Because CRA data are available on a calendar year basis, these periods had to be defined on this basis as well.
- EI data were used to characterise the APE according to the status of the participant as an active or former claimant, depending on whether the individual had a current EI claim (active) or an earlier EI claim meeting EI eligibility rules (former). For lack of administrative data on people who had no EI claim in Nunavik, a comparison group for KRG participants not eligible for EI was not possible. This analysis was thus limited to active and former claimants.
- The comparison group consisted of pseudo-APEs assigned to individuals who qualified to participate in KRG programs and services in given calendar years quarters but did not do so. These included:
 - Self-identified Aboriginal EI claimants in Nunavik who did not participate in KRG programs and services in the period 1999-2004.
 - Clients who participated in KRG programs and services in 2005 to 2007, but did not participate in KRG programs and services from 1999 to 2004.
 - Clients who participated in KRG programs and services in 1999 to 2004 but who had a sufficiently long spell of non-participation during this period to qualify them as comparison candidates.

- The kernel-matching method of estimating incremental impacts of participation gave greater weight to comparison-group APEs whose characteristics most closely resembled those of participants. Such characteristics were based on available data from EI and from CRA tax files, and consisted of various forms of income and income-support benefits over the five years before the start of the APE, previous participation in EBSMs, and personal attributes such as gender, age, marital status, number of children, disability, and province. They entered the analysis in a regression model of the propensity to participate in EBSMs. Each such model was constructed to pass a test of the balance between participant and non-participant characteristics.
- EI and CRA Income Tax data were used to define five outcome indicators on which to estimate impacts: annualised earnings, incidence of employment, annualised EI benefits, annualised SA benefits, and dependence on income support.
- A kernel-matching approach was used to estimate impacts of participation by comparing the experience of participants with that of Aboriginal non-participants weighted by their similarity to participants. This approach was consistent with evaluations of EBSMs under the LMDAs. The very large numbers of observations precluded using standard procedures for optimising the bandwidth parameter used in kernel matching and for estimating valid standard errors (for tests of statistical significance and for constructing confidence intervals) by the bootstrapping method.
- With respect to the bandwidth parameter, the default value of .06 was used and resulting estimates were compared to those from a method called Inverse Probability Weighting that relies on the same basic substantive assumptions but does not require a bandwidth choice. Estimates were not qualitatively different in most cases.
- Concerning estimation of standard errors, sensitivity tests from a sample of estimates showed that confidence intervals constructed from the basic standard error formula were remarkably similar to those produced by the preferred method of bootstrapping, likely due to the very large sample sizes. This finding led to the conclusion that failure to use the preferred method likely had a minimal effect on statistical inferences based on the estimates.
- Impacts of participation were estimated for the “in-program” period (i.e., during the APE), and for each of the three years following the end of the APE. Challenges arose in the application of the estimation methods. But techniques used to test the results of departures from the ideal approach produced results suggesting that the resulting estimates may be considered with confidence as to their reliability.

Relatively small sample sizes available for the KRG incremental analysis limited its ability to detect statistically significant effects, *i.e.* statistical power of the analysis. Participant samples comprised 511 active-claimant APEs and 987 former-claimant APEs, while the corresponding comparison groups numbered 3,105 and 8,980.

2. Socio-Economic Profile of Nunavik

2.1 Introduction

As an AHRDA holder, the service area of the Kativik Regional Government is the region of Nunavik which includes the communities of Akulivik, Au paluk, Inukjuak, Ivujivik, Kangiqsualujuaq, Kangiqsujaq, Kangirsuk, Kuujuaq, Kuujuarapik, Puvirnituk, Quaqtaq, Salluit, Ta siujaq, and Umiujaq in Northern Quebec. Within this geographic area, the AHRDA provides services to a clientele that includes all Inuit resident in Nunavik.

The following socio-economic profile is intended to provide a statistical overview of this AHRDA region as background for the evaluation. The source of the data utilized for the profile is the 2006, 2001 and 1996 Census of Canada. The 2001 and 1996 data was provided through a request to Statistics Canada from HRSDC, and includes data for Inuit (Aboriginal identity population) in the AHRDA region for 2001 and 1996, and, for comparative purposes, data for the total population of the province of Quebec for 2001 and 1996. The released 2006 data is derived from Statistics Canada's *Aboriginal Peoples in Canada in 2006: Inuit, Métis and First Nations, 2006 Census* report as well as Statistic Canada's *2006 Community Profiles* and *2006 Aboriginal Population Profile*.

Studies on aspects of the socio-economic conditions, labour market challenges and social health of the region were requested from Service Canada and the KRG.

Based on the available sources of statistical data, the following socio-economic indicators are included in the profile:

<i>Demographic:</i>	Population	Mobility
	Age Distribution	Area of Residence
	Gender Distribution	Disability (Activity Limitation)
	Family Type	
<i>Economic and Social:</i>	Income Levels	Types of Jobs
	Education Levels	Work Activity (Full-time, Part-time)
	School Completion	Class of Work (Wage/Salary, Self-employed)
	Occupations	Industry
<i>Labour Force:</i>	Labour Force	Participation Rate
	Employment Rate	Unemployment Rate

2.2 Demographic Profile

In 2006, the Inuit population within the Nunavik region was 9,565, constituting 19.0% of the total Inuit population of Canada. Between 1996 and 2006, the Inuit population of Nunavik experienced an increase of 25.2% from 7,640 to 9,565. This represents the largest proportional increase of all four Inuit regions in Canada between 1996 and 2006.

According to the 2006 Census, Inuit comprised 99.1% of the Aboriginal population of Nunavik, down 0.9 of a percentage point from the 2001 Census. The 2001 Census of population revealed that the Inuit population in Nunavik live off-reserve and in rural areas. There are no reserves in Nunavik.

Table 3				
Aboriginal Identity Population, Nunavik				
Aboriginal Groups	2006 Census		1996 Census	
	Count	%	Count	%
Total - Aboriginal Population	9,650	100.0%	7,640	100.0%
North American Indian single response	45	0.5%	0	0.0%
Métis single response	15	0.2%	0	0.0%
Inuit single response	9,565	99.1%	7,625	99.8%
Multiple Aboriginal identity responses	20	0.2%	15	0.2%
Aboriginal responses not included elsewhere	0	0.0%	N/A	N/A

In 2006, 60.0% of the Inuit population in Nunavik was under the age of 25 whereas for the total provincial population 29.2% of the population was under the age of 25. With a 30.8 percentage point difference, this shows a significantly younger Inuit population. In the period 1996 to 2006, the proportion of Inuit in Nunavik between the ages of 25 to 64 increased by 2.4 percentage points from 34.6% to 37% while the same age group increased slightly for the total Quebec population from 55.9% to 56.5%. For Inuit, the population 65 years and over in 2006 represented only 3.0% of the Inuit population in Nunavik compared to 14.3% for the total Quebec population, a difference of 11.3 percentage points.

The total population of the province was divided relatively evenly in 1996 between male and female, with little change in 2001 and 2006. This was also the case for the Inuit population in Nunavik.

79.3% of the Inuit family households in Nunavik were headed by two parents in 1996, a level that decreased by 6.8 percentage points to 72.6% by 2001. This means that 20.7% of Nunavik's Inuit households in 1996 and 27.4% in 2001 were headed by a single parent. In 2001 this rate is almost twice the rate of lone parent families for the total provincial population. While the percentage of Nunavik's Inuit female lone parent families in 1996 was similar to that of the general population, by 2001 the percentage of Inuit families headed by a female in Nunavik had decreased by 7.5 percentage points from 79.7% to 72.2%, with a corresponding increase in the proportion of Inuit families headed by a male from 19.8% to 27.6%.⁸ In the total provincial population, the percentage of lone parent families headed by a female decreased by 4.4 percentage points from 82.3% in 1996 to 77.9% in 2006.

⁸ 2006 data for the Nunavik region were available neither for Inuit in particular nor for the total Aboriginal population.

In 2006, the total Quebec population was more mobile than Nunavik's Aboriginal population⁹, with 12.3% moving within the previous year, compared to 8.8% of the Aboriginal population. In total, 24.1% of this mobile Aboriginal population were migrants, of which 92.5% moved from another municipality in Quebec and 7.5% moved to Nunavik from a different province.

Finally, only 3.7% of the Inuit population experienced an activity limitation¹⁰ in 1996, compared to 7.3% of the total Quebec population in 1996. However, by 2001, the proportion of the Inuit population in Nunavik having activity limitations had increased by 7.9 percentage points to 11.6%, slightly surpassing the level in the total provincial population at 11.2%. In both populations, this may reflect an increase in either the incidence of activity limitation or the reporting of occurrences.

2.3 Economic and Social Profile

Differences between provincial education attainment and the educational attainment of the Nunavik Inuit population are pronounced in most areas. These differences are visible in data presented in table 3.

One area of similarity that should be noted is the number of individuals obtaining trade certificates or diplomas. In 1996, the proportion of Nunavik residents with a trades certificate or diploma, at 4.8%, was slightly higher than that of the total provincial population. By 2001, this level had fallen to 3.9%, while the provincial level remained stable.

Highest Level of Schooling	2001 Census				1996 Census			
	Inuit of Nunavik		Provincial		Inuit of Nunavik		Provincial	
	Count	%	Count	%	Count	%	Count	%
Total Count	5,065	100.0%	5,832,340	100.0%	4,330	100.0%	5,673,455	100.0%
Less than high school ¹¹	3,545	70.0%	1,848,925	31.7%	3,150	72.7%	2,013,805	35.5%
Secondary school graduation certificate	280	5.5%	999,200	17.1%	175	4.0%	993,645	17.5%
Trades certificate or diploma	200	3.9%	267,265	4.6%	210	4.8%	254,340	4.5%
University and non-university incomplete	780	15.4%	1,070,570	18.4%	400	9.2%	498,225	8.8%
University and non-university with certificate or diploma	220	4.3%	832,225	14.3%	360	8.3%	1,221,055	21.5%
University with bachelor's degree or higher	40	0.8%	814,155	14.0%	35	0.8%	692,385	12.2%

⁹ Since 2006 Inuit-specific data was not available for the Nunavik region, the proportions presented are for the total Aboriginal identity population of Nunavik. However, it is worthy to note that Inuit comprise 99.1% of the total Aboriginal identity population which justifies using these proportions.

¹⁰ That is, had difficulties with, and experienced a reduction in daily activities due to, physical or mental conditions or health problems.

¹¹ Note that close to two-thirds of Nunavik's Inuit are less than 25 years of age. For this reason, the Inuit in Nunavik are less likely than the total provincial population to have a secondary or postsecondary degree.

2.4 Labour Force Profile

Between 1996 and 2001, there was a 16.8% increase in the Inuit population in Nunavik 15 years of age and over, from 4,335 to 5,060. The corresponding growth rate for the total population of Quebec was only 2.8%. The number of Nunavik Inuit in the labour force, that is, those recognized as employed or unemployed in the week prior to Census day, rose 18.4% during this period, from 2,640 to 3,125, compared to only 5.8% for the total Quebec population.

In 1996, there was only a one-percentage-point difference between the participation rate¹² of Nunavik's Inuit, at 61%, and the total provincial population at 62%. By 2001, the Inuit of Nunavik had reached a participation rate of 62%, while the rate for the total provincial population had risen to 64%.

The proportion of Inuit employed remained at 51% between 1996 and 2001, whereas the proportion of people employed in the total provincial population grew from 55% to 59% during the same time period. In turn, the unemployment rate for the total provincial population decreased during this period from 12% to 8%, while the unemployment rate for the Inuit population of Nunavik remained unchanged at 17%. These figures are presented in table 5.

Labour Force	2001 Census				1996 Census			
	Inuit of Nunavik		Provincial		Inuit of Nunavik		Provincial	
	Count	%	Count	%	Count	%	Count	%
15 Years Of Age And Over	5,060	100.0%	5,832,350	100.0%	4,335	100.0%	5,673,465	100.0%
Labour Force	3,125	61.8%	3,742,485	64.2%	2,640	60.9%	3,536,205	62.3%
Employed	2,600	83.2%	3,434,265	91.8%	2,200	83.3%	3,119,130	88.2%
Unemployed	525	16.8%	308,220	8.2%	435	16.5%	417,075	11.8%
Not In Labour Force	1,930	38.1%	2,089,865	35.8%	1,690	39.0%	2,137,260	37.7%
Participation Rate		62.0%		64.0%		61.0%		62.0%
Employment Rate		51.0%		59.0%		51.0%		55.0%
Unemployment Rate		17.0%		8.0%		17.0%		12.0%

In 2001, employment was the major source of income for 63.8% of those with income for both the Inuit in Nunavik and the total provincial population. However, the proportion of the Inuit population whose major source of income was government transfer payments, at 35.5%, is 7.7 percentage points higher than the level for the total Quebec population. For those who worked in 2000-01, 37.8% of the Inuit population in Nunavik worked full-year full-time, a level significantly lower than that of the general population, at 53.4%. In 2001, only 1.8% of Nunavik's Inuit population was self-employed, compared to 11.3% for the total provincial population.

¹² The participation rate for a particular group is the total labour force in that group, expressed as a percentage of the population 15 years of age and over, in that group. (Statistics Canada, 2001 Census Dictionary).

The period from 1996 to 2001 witnessed some gain in levels of employment income for Inuit in Nunavik. Whereas the average employment income for Inuit in 1996, at \$15,876, was 63.2% of the average employment income for the total provincial population, by 2001 the average income for Inuit, at \$19,416, had increased to 66.1% of that of the general provincial population.

Main Occupations and Industry

The top four occupational areas for Nunavik Inuit in 2001 were sales and services occupations (34.4% of the labour force), trades, transport and equipment operators and related occupations (20% of the labour force), occupations in social science, education, government service, and religion (16.2% of the labour force), and business, finance, and administrative occupations (9.8% of the labour force). There weren't any major changes to the main occupational areas between 1996 and 2001 for the Inuit population of Nunavik.

Major Occupation	2001 Census				1996 Census			
	Inuit of Nunavik		Provincial		Inuit of Nunavik		Provincial	
	Count	%	Count	%	Count	%	Count	%
Total Count	3,575	100%	3,938,510	100%	3,180	100%	3,672,260	100%
Sales and service occupations	1,230	34.4%	932,690	23.7%	1,080	34.0%	937,830	25.5%
Trades, transport and equipment operators and related occupations	715	20.0%	565,970	14.4%	695	21.9%	499,345	13.6%
Occupations in social science, education, government service and religion	580	16.2%	319,455	8.1%	360	11.3%	248,575	6.8%
Business, finance and administrative occupations	350	9.8%	713,175	18.1%	270	8.5%	705,325	19.2%

The levels of Nunavik's Inuit employment in the occupational areas outlined above are reflected in the statistics on employment in specific industries. In 2001, public administration was the largest employment sector for Inuit in Nunavik with 22.1% followed by the health care and social assistance sector, with 20.6%, and education services, at 15.4%.

Table 7
Industry, Inuit of Nunavik and Quebec Provincial Population

Major Industry	2001 Census				1996 Census			
	Inuit of Nunavik		Provincial		Inuit of Nunavik		Provincial	
	Count	%	Count	%	Count	%	Count	%
Total Count	3,575	100%	3,938,510	100%	3,180	100%	3,672,260	100%
Public administration	790	22.1%	246,680	6.3%	775	24.4%	235,715	6.4%
Health care and social assistance	735	20.6%	393,690	10.0%	450	14.2%	364,055	9.9%
Educational Services	550	15.4%	259,255	6.6%	490	15.4%	258,770	7.0%

3. Design, Delivery, and Implementation

3.1 Capacity Building

Capacity building plans

KRG does not have a formal long-term capacity building plan in place to improve its delivery capability. However, the annual operational plan includes capacity building as a mandatory element. As part of its annual reporting process, KRG provides an overview of its internal capacity development activities.

DETISC does not have a formal human resources development plan. Supervisors undertake annual performance evaluations with staff members. Specific training needs are identified during this process and are integrated into departmental training priorities. Recent workshops for staff have addressed such subjects as risk assessment, accounts receivable, program criteria, how to read an expense report, and assessment of reports.

KRG has been successful in developing and improving the ability of the DETISC department staff to deliver and manage the AHRDA effectively. The primary constraint to improvement in staff capacity, as reported by KRG key informants, is the limited funding for capacity development provided by the agreement.

Funding for capacity development has been fixed at \$76,362 per annum since the initial agreement was signed in 1991. Given the large geographic area covered by the AHRDA and the much higher cost of northern transportation and other expenses, this funding was considered insufficient. KRG often provides additional funding for staff training when necessary. These unsupported expenditures on capacity building were \$8,768 in 2003-2004 and \$38,454 in 2004-2005, absorbed by KRG.

In 2005-2006, 22 Local Employment Officers were trained on the Internet and KRG's database system at a cost of \$50,000. In addition, \$10,000 was used for upgrading computer skills and another \$50,000 was used for a time management workshop. Non-monetary capacity development activities include sharing facilities and staff time with other organizations or departments within KRG.

Capacity Development Tools

Capacity development tools used by the AHRDA are based on their database and File Maker Pro software. KRG's database is a critical tool enabling staff across the region to access real-time information and analysis of client and program data.

Senior departmental personnel train staff on various programs and policies by either developing their own training resources or adapting HRSDC resources to address their needs. Other capacity development tools include project and client checklists, program descriptions, client information and related forms, an employment and training guide, various templates for training programs, a guide to business plan assessment, and client counselling forms.

The most common training programs for staff are related to the Internet, email systems, and general computer training. DETISC has a senior staff member who has extensive experience with HRSDC and is very familiar with their processes and protocols. Service Canada also sends staff to the region biennially to provide additional training in areas such as financial reporting.

KRG also has access to several HRSDC/Service Canada capacity development tools. The most important of these is the AHRDA agreement template, which includes a number of standard forms that can be adapted to fit local needs.

The departmental resource room in Kuujjuaq includes a wide range of resources available to staff, including copies of the James Bay Agreement, an AHRDA Capacity Self-Assessment resource, information pamphlets on various Québec employment and income security programs, and socio-economic research reports including copies of those undertaken by the KRG on various sectors of the region's economy.

All key informants (KRG and Service Canada) interviewed agreed on the availability and importance of these tools, and the effectiveness of the capacity development activities undertaken by KRG.

Capacity Issues and Assessment

KRG key informants felt that the \$76,000 provided to the AHRDA for capacity building was insufficient to meet their needs. The region faces a number of unique northern challenges, including higher travel costs, costs associated with overcoming the low education of some of the Local Employment Officers, and the higher costs of doing business and delivering training in remote regions.

The Service Canada key informant acknowledged that the James Bay Agreement contained stipulations providing for training and capacity building which provided a solid funding basis for these activities with the KRG. This placed the KRG in an enviable position in relation to other AHRDAs in the country, although he agreed that the amount was insufficient to meet all the capacity development needs of KRG.

All key informants (KRG and Service Canada) and stakeholders interviewed agreed that the KRG had sufficient tools and capacity to effectively deliver, manage, and administer the AHRDA. There was agreement that staff turnover at the AHRDA was not a problem as turnover is low. KRG is considered to be one of the better employers in the region and offers good benefits.

There was also agreement among key informants and stakeholders that capacity development efforts have resulted in more consistent and reliable service delivery at all levels. Improvement was most visible at the community level. Managers observed that Local Employment Officers were making fewer errors, requiring fewer interventions from their managers.

Service Canada reported reduced need for follow-up related to specific forms submitted by the Local Employment Officers and attributed this to increased capacity development. One stakeholder noted that the staff at the main office excelled at handling the complexities involved in coordinating committees, including the Kativik Regional Employment and Training Committee. A KRG informant also noted that the DETISC consistently surpassed targets set out in the agreement since its inception, in no small part due to the increasing capacity of KRG. A review of quarterly and annual reports supported this assessment.

3.2 Partnerships

Partnerships with Federal and Provincial Governments

Through the structure created by the James Bay Agreement, the KRG has successfully established partnerships with both federal and provincial governments. All funding from these governments for employment, training, and day care for Nunavik flows through the KRG.

At the federal level, KRG has two additional agreements with:

- Indian and Northern Affairs Canada funding primarily for youth programs (\$920,000 in 2005)¹³. Of this amount, KRG also participated with the Kativik School Board to oversee \$319,690 annually in Indian and Northern Affairs Canada funding for training related to special circumstances or the use of private schools (e.g. for pilot training).
- Health Canada for the Aboriginal Head Start Program (\$529,919 in 2005).

Provincially, KRG has agreements with:

- The Ministère de l'Emploi et de la Solidarité sociale of Quebec, for income security, employment, and training programs. Childcare services were also transferred in 2004, under a block funding agreement known as Sivuniurmut (\$13,419,531 in 2005).
- The Sanajit project, a five-year agreement signed in 2004, whose objective is to increase the number of Inuit working in the region's construction sector (\$517,672 in 2005).
- Emploi-Québec, which provides on-the-job training for Inuit interested in working at the Raglan mine (\$800,000).

¹³ Since 2005, this amount is included in the agreement with Service Canada.

At the provincial level, the KRG works closely with the government of Québec on major economic initiatives. Under the Sanarrutik Agreement¹⁴ signed with province, for example, a substantial number of new jobs in such varied categories as park wardens, conservation workers, and regional detention centre workers, will be created. Working closely with the province on such initiatives keeps the KRG in touch with present and future labour market trends, enabling the KRG to plan accordingly.

The Unique Role of the Kativik Regional Employment and Training Committee

Staff and stakeholders interviewed believed that KRG had developed an effective linkage with regional and community stakeholders. The AHRDA sits on a number of committees that bring together private and public stakeholders in the region to develop labour market development plans in a cooperative and coordinated manner. The most important of these committees is the Kativik Regional Employment and Training Committee, whose current membership includes most of the major private and public sector employers in the region.

Current members are:

- Avataq Cultural Institute.
- Kativik School Board.
- Federation of Cooperatives of Northern Québec.
- Taqramiut Nipingat Inc.¹⁵
- Nunavik Regional Board of Health and Social Services.
- Kativik Local Development Centre.
- Makivik Corporation.
- Association of Secretary-treasurers of Nunavik.
- Landholdings Corporation Association.
- Saputiit Youth Association.
- Saturviit Women Association.

The Kativik Regional Employment and Training Committee provides a unique forum in which all major Nunavik stakeholders and employers¹⁶ can address labour market needs. The Committee holds two meetings a year, generally one via teleconference and one in

¹⁴ The 25-year partnership agreement was signed in 2002 and provided increased responsibilities to the Inuit of Nunavik for economic and community development.

¹⁵ Taqramiut Nipingat Inc. is a radio and television network that broadcasts in Inuktitut throughout Nunavik.

¹⁶ One important employer in the region, the Northern Stores retail chain, did not sit on the Kativik Regional Employment and Training Committee.

person. KRG's Employment, Training, Income Support and Child Care department coordinates the meetings, which are documented in minutes. Staff from the KRG DETISC department communicate with other committee members in order to identify training needs and priorities across sectors.

Recommendations are presented to the Kativik Regional Council for approval. Once approved, priorities are forwarded to the KRG, where training programs are negotiated with sponsors on an individual basis, based upon program criteria and available funding.

The Kativik Regional Employment and Training Committee has proven to be an effective tool for labour market planning. A series of sectoral studies, prepared in consultation with committee partners, identified human resource needs and priorities in key sectors including daycare, construction, tourism, community services, mining, health, social services, youth as well as communications and technology. In addition to the sector studies, the KRG also produces the *Jobs in Nunavik* report, the results of a survey carried out with major Nunavik employers. The document provides a detailed statistical analysis of current and future conditions in the labour market. These outputs and informant feedback confirm that Kativik Regional Employment and Training Committee members share a common vision and cooperate well in developing effective programs and strategies that provide a solid basis for regional labour market planning.

The DETISC has evolved an effective approach to consolidating the direct input of the primary employment and training stakeholders in the region.

DETISC also has a seat on the Raglan Employment and Training Technical Committee, along with representatives of the Kativik School Board and the Xstrata Raglan mining entity, Société minière Raglan du Québec. The committee is mandated to maximize the employment of Inuit at the Raglan mine site. Recent activities include the establishment of an underground stope¹⁷ school and an apprenticeship program for miners.

The DETISC also belongs to the Native Employment Development Communication Network, created by Indian and Northern Affairs Canada to facilitate communication among members concerning employment opportunities for Aboriginal people within government departments and Aboriginal organizations. An Internet site provides Local Employment Officers with information about job postings that may interest their clients.

These committees provide an opportunity for extensive and continual consultation and input, from all major sectors and employers in the region, into the development of effective labour market strategies. The process allows the region¹⁸ to prepare the workforce for large shifts in the regional economy as well as to take advantage of smaller, more localized opportunities.

¹⁷ Stope mining is a process to extract ore that follows a step-like process.

¹⁸ "Region" here refers not to the Nunavik region but to a northern Quebec region.

Private sector partnerships

The DETISC has successfully formed partnerships with most of the primary private sector employers in the region. As the relatively small size of the regional economy and markets limits the number and size of private sector businesses, however, key informants believed there was little opportunity to expand on the number of current private sector partnerships.

While private sector clients deal with KRG's economic development department, human resource needs are directed to the DETISC. Many smaller businesses also take advantage of the training opportunities offered by the AHRDA. Key informants, including the two stakeholders interviewed, described a strong spirit of cooperation and willingness on the part of the AHRDA to work with the private sector to develop solutions to labour market needs in the region.

As noted above, the Kativik School Board, Xsartata, and KRG also participate in the Raglan Employment and Training Technical Committee and the Kativik Regional Employment and Training Committee. The latter has several members from the private sector, representing a large segment of it. One member, Makivik Corporation, is the owner of First Air and Air Inuit, in addition to a wide range of other regional businesses including tourism, fuel supply, retail, and others.

Key informants from KRG and Service Canada and stakeholders reported the partnerships with the private sector via the Kativik Regional Employment and Training Committee and Raglan Employment and Training Technical Committee were effective in helping Inuit gain the skills they needed to be employed.

The Raglan Employment and Training Technical Committee's training programs in underground work for Inuit, including its stope school, opened a whole new area of potential employment for Inuit. The sheer number of Inuit going through the Kativik Regional Employment and Training Committee and Raglan Employment and Training Technical Committee training programs was cited as evidence of successful partnerships, although Raglan Employment and Training Technical Committee at times has been challenged to increase the number of Inuit working at the mine.

While stakeholders agreed that the Kativik Regional Employment and Training Committee and Raglan Employment and Training Technical Committee supported the development of a shared vision and trust between private sector partners, it was acknowledged that the for-profit perspective of the private sector did not always align with the public service orientation of some Kativik Regional Employment and Training Committee and Raglan Employment and Training Technical Committee members. Since a business's main focus is to generate profit, training and employment plans that did not directly lead to that outcome would not be as well supported by the private sector.

Partnering with other AHRDAs

At the national level, KRG is a member of the Inuit Human Resources Development Technical Committee along with five other Inuit AHRDAs. This committee is coordinated by the national Inuit organization, Inuit Tapiriit Kanatami, and acts as a vehicle for sharing information and addressing issues relating to implementation of their respective agreements. The committee also acts as a general consultation body in which the Inuit organizations can address wider human resource development strategies, consider HRSDC initiatives, and develop recommendations to government when required. The Inuit Human Resources Development Technical Committee members meet as needed to discuss issues of mutual concern regarding the AHRDAs.

There has been an ongoing issue with the First Nation Human Resources Development Commission of Québec and the First Nation urban AHRDA in Montreal regarding services provided to urban Inuit. The First Nation Human Resources Development Commission of Québec receives \$300,000 per year to provide services for urban Inuit, but very few Inuit access these services¹⁹. The issue remains unresolved.

Agencies, other Aboriginal organizations, academic institutions

The Kativik Regional Employment and Training Committee process brings the Kativik School Board into the labour market planning process with KRG and other key Nunavik employers. Through the AHRDA, KRG provides funding to the Kativik School Board to work with McGill University on programs, in areas such as teaching and nursing, specifically designed to meet Inuit needs. Other educational institutions involved in delivering specialized educational programs include a pilot training school in Ontario and the Nicolet training institute for police training. These relationships are not true partnerships, but contractual service agreements.

3.3 Overlap and Duplication

All informants agreed there was no overlap or duplication in the design and delivery of training programs by the KRG. This is primarily due to the fact that KRG was responsible for all training and employment dollars through the various agreements it had with the federal and provincial governments. Combined with responsibility for delivering social assistance in the region, the AHRDA maximizes the effectiveness of its database by ensuring each client receives the services needed while enabling the AHRDA to use its funding resources from the various programs to the utmost efficiency²⁰.

¹⁹ Kativik Regional Government. Employment, Training, Income Support and Child Care Department, *Concerns on Urban Delivery Programs and Services for the AHRD Strategy Discussion*, Sept. 2005.

²⁰ In 2006 the Government of Nunavut sent a delegation to the AHRDA to study the operation of its database.

3.4 Operational Practices

HRSDC/Service Canada guidelines

All key informants from KRG and Service Canada agreed that the AHRDA contribution agreement itself provided the main source of direction and definition on operational activities and the design and delivery of programs and services to clients. KRG also uses its own guidelines to deal with the unique circumstances of the region. Definitions are provided in the agreement and are respected. Additional HRSDC directives and guidelines are generally issued approximately twice per year. Key informants were unanimous in stating that there were no issues in this area.

The Service Canada regional office in Montreal provides ongoing training and support in the interpretation of operational guidelines through its program consultants. These consultants visit the region twice a year to conduct site visits and provide training and support where needed. Ongoing support is available as needed via telephone or email. The Service Canada informant indicated that additional support on specific issues could be accessed from HRSDC if needed.

Key informants and documents reviewed (correspondence between KRG and Service Canada) revealed that there is a very good working relationship between KRG staff and the Service Canada consultant facilitating the flow of information and support. KRG was considered by informants to be self-sufficient in most areas. This was attributed in part to the presence of a former HRSDC staff person working with the AHRDA, providing a solid basis for AHRDA operations and enhancing the ability of Service Canada and KRG to work together.

Mechanisms

A formal appeal process has been established as per the AHRDA. DETI SC clients who wish to appeal a decision are initially referred to front-line AHRDA staff. Unresolved appeals are directed to senior staff, then the Director, and then to the Executive Committee for review. It was reported, however, that the formal appeals process is very rarely invoked.

3.5 Disabilities, Gender, and Youth

Disabilities

The contribution agreement provides KRG with \$56,190 per year for programming and services to help people with mental and physical disabilities to find and keep employment. The funding to date has been used primarily to promote programs that encourage disabled people to access the existing services and programs available from KRG.

Barriers experienced by people with disabilities to access KRG programs and services include the difficulty of getting information to disabled clients (who do not usually visit the Local Employment Officers) and their reluctance to self-identify as disabled. To help address these issues, KRG developed an action plan²¹ for disabled people. The action plan identified a need to:

- Develop internal processes to identify and address the needs of disabled clients;
- Train staff on dealing with disabled people and directing them to appropriate programs and services.

One per cent of the participants accessing services reported having a disability and, while programs and services were available for these individuals, KRG informants noted that having funding for disabled people originate from Employment Insurance Part II limited the application of the funding. Disabled people in Nunavik were not active participants in the labour force, thus reducing their eligibility. The amount of the funding available was also limited considering the high costs of delivering training programs and services in the region.

Gender

KRG delivers no gender-specific programs. Programs are accessed on an equitable basis by men and women. Certain programs offered by the AHRDA are flexible in their structure and content which can allow programs to be tailored to meet the needs of women. For example, the Heritage Program is implemented by individual communities, which have considerable leeway in how to use the program funding. In 2004-2005, three Heritage Programs targeted women's traditional activities including clothing making.

Key informants, stakeholders, daycare staff, and discussion group participants agreed that the region's daycare system had a positive impact in enabling more women to become employed and to allow them to attend training programs.

Youth

Youth in Nunavik form a majority of the overall population, and represent the biggest single demographic group accessing the AHRDA programs. In addition to its general programming, KRG has several programs directed primarily at youth, for which take-up has been good in the KRG region. AHRDA data reveal that 38% of all participants were between the ages of 17 and 27, although this number was slightly lower in the HRSDC data, which showed that only 27% were in the same age range. Data also show that almost three hundred individuals (or seven per cent of clients) were less than 15 years old at the time of their intervention.

Programs that have a high percentage of youth participating are the Challenge Program, the Heritage Program, the Stay-in School Program, and Job Entry.

²¹ *Conclusions and recommendations for regional action plan on disabled people*, KRG, no date.

Job Entry targets disadvantaged youth, with the objective of providing a combination of education and job experiences to increase employability.

The Stay-in School Program encourages students to finish high school and thus form a solid basis for seeking further training or employment after high school. High-risk students are the primary target group for the program. Youths are encouraged to participate in a range of activities which, in 2004-2005, included a bakery, a youth centre, arts and crafts, cultural trades, and a science camp on the land.

The Challenge Program provides employment opportunities for students. Wage subsidies are provided to employers to hire students for summer employment and between school semesters. The program is intended to encourage students to try different fields of employment and to develop good work habits.

Key Informants reported that language and lack of literacy and essential skills are barriers for youth. Funding is sometimes insufficient to meet the rapidly growing needs of the region. Many Nunavik communities have limited employment opportunities, making it difficult for youth to find work even after successfully completing their training.

3.6 Relationship with HRSDC/Service Canada and Aboriginal Human Resource Council

The Service Canada regional office is responsible for overseeing the implementation of the AHRDA. A review committee comprising both Service Canada and KRG representatives was established to assist in communication and information sharing. The committee was initially supposed to meet annually, but the last meeting was held in 2003. These meetings had been replaced by a number of negotiation meetings needed in order to sign the last agreement.

KRG maintains a good working relationship with the Service Canada regional office in Montreal, but does not rely heavily on Service Canada or HRSDC national headquarters for support. KRG deals primarily with a Program Consultant at the regional office of Service Canada. There is no formal protocol guiding the relationship: both parties rely upon the contribution agreement if questions arise.

The Program Consultant provides the first point of contact for functional support, operational matters, reporting procedures, updates on guidelines, training support, and general guidance on compliance with the AHRDA. Twice a year the Program Consultant visits the main KRG office in Kuujuaq and, on occasion, Inukjuak or other communities in the region for general monitoring, liaison, and reviewing financial records.

Documents and interviews conducted at KRG's main office suggest a positive, informal working relationship and good communication between the KRG and Service Canada. Staff are comfortable contacting the Service Canada Program Consultant *via* telephone or email at any time for any reason.

The DETISC provides quarterly financial reports and uploads its administrative data monthly. Annual reports are completed promptly and copies sent to Service Canada. There were no challenges reported or identified in this area.

Regarding communication materials from Service Canada or HRSDC, KRG staff acknowledged the Service Canada website and the fact that materials were available, but simply did not have a need for these.

Aboriginal Human Resource Council (AHRC)

Key informants were only generally familiar with the AHRC. KRG informants knew of the organization and its basic purpose, but perceived it as focused on First Nations and the western portion of the country. KRG had sent staff to participate in several AHRC forums.

KRG informants believed that the AHRC did not appreciate the differences among the AHRDAs and the regions in which they operated. Each region is distinct in its needs, and consequently in labour market demand and solutions. Quebec, for example, has a well-developed apprenticeship program in operation, as well as a long history of strong union development, which KRG did not feel the AHRC tools, workshops, and sectoral meetings took into account. It was suggested that the AHRC's work might be more valuable to employers than to the AHRDAs themselves.

Key informants could not identify any AHRC tools (such as the Inclusion Network). However, KRG is planning a private sector conference with other Quebec AHRDAs under the auspices of the AHRC.

4. First Nations and Inuit Child Care Initiative Component

4.1 Overview and Description of FNICCI at the AHRDA Level

KRG oversees, administers, and supports 17 daycare facilities in Nunavik. Funding, administration, and support of the daycares is centralized through KRG's main office in Kuujuaq. With 815 full-time registered daycare spaces, the daycare centres enable hundreds of parents to pursue employment and training opportunities.

In 2005-2006, KRG received funding for childcare services in Nunavik from three sources²²:

- Through the *Sivunirmut* agreement with Québec, the Ministère de l'Emploi et de la Solidarité sociale transferred \$11,490,000 to the KRG.
- HRSDC (FNICCI) transferred \$1,390,775.
- Health Canada (Aboriginal Head Start) transferred \$724,607.

FNICCI child care program funding provided by KRG can be used for:

- Teaching native culture and language.
- Transitional wage for special needs or relief staff.
- Program supplies.
- Equipment purchases.
- Building repairs, upgrades, renovations.
- Staff training.
- Health and safety.
- Nutrition programs.
- Extra curricular activities.
- Latchkey programs.

FNICCI funding is placed into a general funding pot and is distributed to individual daycare centres within their monthly allocations. Funding contributions from HRSDC toward the childcare program totalled \$1,390,775 and was intended mainly to reduce staff-child ratios, although federal funds are supplemental to provincial funds and specific activities or results are difficult to attribute to the presence of federal funds.

²² DETISC Annual Report 2005-2006.

The DETISC Childcare Section carries out strategic planning for the region's childcare programming. This planning is integrated with the overall KRG annual budget planning exercise, but also encompasses planning for development and delivery of training programs to meet specific needs. Key factors in this process are the availability of resources (financial and human) and the population growth of the specific communities.

No funding issues were identified in discussions with informants and with discussion groups. KRG staff however, noted that the rapid growth in the population was straining the capacity of the existing centre to provide adequate services to the communities. Staff believed that more funding was needed, particularly from Québec, to provide more spaces and meet regional needs.

4.2 Child Care Needs: Capacity

Special Needs Children

Currently very few children are formally identified as “special needs” in the Nunavik daycare centres²³. This may be due in part to a strong cultural tendency not to see physically disabled people as being a burden or requiring special attention. Only one child in the daycare sites visited was identified as special needs. But interviewed staff indicated that the number of special needs children was likely much greater. They acknowledged a substantial lack of capacity to identify and diagnose disabilities within the centre, as well as a lack of expertise needed to address such needs. The Nunavik Regional Board of Health and Social Services is responsible for paying for the diagnosis, hospital report, and education plan, but there remain serious limitations on the services available.

Discussion groups' participants indicated that issues associated with special needs children were not a priority, due primarily to the perceived lack of children with special needs.

Registration Process

Only parents registered with a specific daycare facility can leave children there. Some centres maintain a few spaces for emergencies. All centres follow the principle of first-come, first-served in allocating the limited number of spaces available.

Licensing

Under the agreement signed with Québec, KRG is responsible for issuing licences, inspecting facilities, and providing technical and professional expertise and support to the centres, parents, and communities involved with childcare. All centres in the region are

²³ According to KRG documentation, three communities were identified as having one handicapped child each (Kangiqaualujuaq, Salluit, and Inukjuak).

currently licensed. Key informants identified a need to upgrade the qualifications of daycare staff who had not completed any formal training.

4.3 Excess demand

Documents provided by KRG²⁴ indicated that every daycare centre in the region had a waiting list. The Centre de la Petite Enfance Tasiursivik Childcare Centre in Salluit has a current waiting list of 100, while Centre de la Petite Enfance Tumiapiit Childcare Centre in Kuujjuaq has a waiting list of 44. Information from both the centre staff and discussion groups indicated that the waiting time was at least one year, and as long as two years in some communities.

The long waiting lists were considered by staff and discussion group participants to be a clear indication of the strong need for more daycare spaces. Several parents noted that being placed on the waiting list at the local daycare centre was becoming part of the family planning process for many families. A study conducted by the KRG on the childcare sector estimated that an additional 580 spaces would be needed by 2009, and that 210 new staffing positions would be needed to meet the future daycare needs of the region²⁵.

4.4 Child Care/staff ratio

There was no information available regarding child care/staff ratio either at the regional or community level. The FNICCI Coordinator reported 215 daycare staff in the region currently. Detailed information on part-time staff for the region was not available. The Centre de la Petite Enfance Tumiapiit Childcare Centre in Kuujjuaq employs 13 regular educators (7 full-time, 6 part-time) in addition to a number of back-up workers available on short notice to cover for other regular staff. The manager and financial clerk were half-time positions. There are also two cooks, one secretary, one driver/maintenance, and one assistant manager position. The Centre de la Petite Enfance Tasiursivik Childcare Centre in Salluit employs 10 full-time educators, a full-time manager, a part-time assistant manager, a part-time financial clerk, two cooks, a secretary, and one janitor, plus people on a stand-by list.

4.5 Staff training and credentials

The FNICCI Coordinator stated that approximately 50% of daycare staff in the region were certified, although the numbers varied across centres. A KRG study conducted on the employment and training needs of the childcare sector in Nunavik estimated that 143 of the childcare workers were untrained²⁶.

²⁴ Correspondence on waiting list and handicap children, KRG, 2006.

²⁵ *Employment & Training Needs for Childcare Sector of Nunavik 2004-2009*, KRG, May 2004.

²⁶ Ibid.

At the Centre de la Petite Enfance Tum iapiit Childcare Centre in Ku ujjuaq, 5 staff were certified, while 8 were either in the process of becoming certified or were not certified. In the Centre de la Petite Enfance Tasiur sivik Childcare Centre in Salluit, 5 of the 10 workers were certified.

Training is recognized by the KRG as being a key component in the development of a successful daycare system. A sectoral study conducted by KRG lays out a strategy for meeting the long-term needs of daycare sector²⁷. The strategy suggests strong measures will be needed to ensure existing shortages of spaces and child care workers do not escalate drastically as the rapid population growth of the region continues.

In 2005-2006 a number of training initiatives were conducted for staff of daycare centres, including programs on nutrition and menu preparation for cooks²⁸. Training childcare staff in Inuktitut in every community remained a priority for KRG. The standard childcare course delivered to daycare staff in the region currently consists of 1,400 hours of instruction and work experience and leads to a college diploma. The Kativik School Board delivers the courses that usually last for 2-3 weeks per module.

In 2005-2006, courses were held in Kuujjuaraapik, Puvirnituk, Inukjuak, Ivujivik, Salluit, Tasiujaq, and Kuujuaq. Staff within DETISC's child care section were also trained to provide instruction for childcare centre boards of directors. Finally, a childcare centre director mentoring project was carried out for a second consecutive year²⁹. Childcare managers are also encouraged to take one-week modules that focus on specific issues such as nutrition; curriculum development; how to work with parents, staff, and management; and other topics.

KRG provides most training to childcare staff in the community, although some training programs are offered in regional centres.

Challenges in the areas of staffing and qualifications relate primarily to funding. The KRG sectoral study on daycares found that "Since about 95% of the funding of the centres comes from government programs that have no provisions for training, the centres are not able to purchase training to meet their needs."³⁰ KRG and daycare staff informants agreed that funding, facilities, and instructors were key factors that determined whether training programs could be pursued.

Other barriers to training staff included the need for training delivered in Inuktitut, which limited the number of eligible instructors and course materials available. Low levels of formal education among many staff requires that training programs be tailored to meet the needs of the participants, while meeting regulatory requirements. Training for accreditation also requires a commitment of up to 1,400 hours. This excludes many staff, most of whom have young families themselves.

²⁷ Ibid.

²⁸ The nutritional program was developed in part to address the high levels of anaemia or iron deficiency found among many Inuit children.

²⁹ KRG Annual Report 2005-2006.

³⁰ *Employment & Training Needs for Childcare Sector of Nunavik 2004-2009*, KRG, May 2004, p. 2.

It was noted that some staff were not paid to attend the training. At one daycare, the Board decided to pay trainees their wages as if they were still working at the daycare, in order to encourage them. Informants agreed that ongoing training was needed to ensure that staff skills were sharp and current.

4.6 Adequacy of operation and facilities

Daycare centres are open from 8:30-5:30, although there is some flexibility locally in extending these hours. These hours were acceptable to everyone interviewed, including discussion group parents.

The FNICCI Coordinator stated that the amount spent on construction and renovation over the past 5 years varied, but that \$3 million had been put aside for renovations and repairs for the region's daycare facilities.

As many of the centres in the region are relatively new, only basic repairs and maintenance have been needed by most of the centres. The following repairs were identified by the informants at the sites visited:

- Kuujjuaq - needed painting, a bigger kitchen, a new entrance ramp (as the current ramp was too close to the road and presented some safety issues), and a bigger storage shed.
- Salluit – needed a new entrance for the facility, new toilets, several windows, and painting.

The centres set their fees (\$7 per day per child) based on provincial legislation. Informants and discussion groups both indicated no issues related to the fee structure.

The informants and discussion group participants identified the main reasons for parents placing their children at the centres was to enable the parents to work or attend training programs, to allow children to learn more about their traditional culture and language, and having the children referred to a centre by Health and Social Services.

4.7 Staff retention

Staff turnover rates for daycare centres vary between communities. In Kuujjuaq, key informants and discussion group participants identified increased competition for workers as the single most important challenge facing the daycare centre. Other reasons cited for the high turnover rate included lack of competitive benefits, the lack of housing for staff (particularly an issue for those staff from other communities), and the fact that it was hard work. The staff turnover rate has been so high that roughly one third of the available spaces have gone vacant, averaging only 50-55 children in the 80 available places. This was a particular concern raised in discussion group, as there was a substantial waiting list for available spaces.

In Salluit, the problem of staff turnover was a serious challenge for the centre as well. Staff found it difficult to meet the requirements of the position, including the need to show up on time and ready for work on a regular basis.

Wages were not identified as a factor contributing to high turnover rates. At \$20 an hour on average, daycare centre staff were getting paid approximately 50% more than their provincial counterparts in other parts of Québec. Research during site visits to Kuujuaq and Salluit at the local Northern Store, Co-op, and two hotels suggests that the average wage paid by these employers was approximately \$10-11 per hour.

While daycare centre wages were significantly higher than for some other relatively unskilled positions, the main issue related to staff turnover involved benefits. It was pointed out by several informants and within the discussion groups that other employers such as KRG and Makivik Corporation offered richer benefit packages than the childcare centres could provide.

4.8 Integration of programs

Contribution to Community Development

Key informants and discussion group participants agreed the daycare system provided considerable benefits to the region, complementing community and regional development efforts. Key among these benefits was that children graduating from the program were perceived to be much better prepared to enter the regular school system, with superior academic and social skills. A majority of informants believed that children were better nourished and developmentally ahead of those children who did not attend the centre.

KRG informants indicated that there were widespread economic benefits to the region. The number of women employed made a measurable impact on the incomes of their families and communities. The many cultural elements incorporated into programming were also widely considered by informants to be an important element in reinforcing language, cultural, and social values.

Aboriginal Head Start and Health Services

Aboriginal Head Start programs are co-located and integrated into all daycare centres in the region. A number of other services were either available in the centres or coordinated by them. Public health nurses come several times a year for various reasons such as hand-washing demonstrations, flu shots, and other public health initiatives. Dental hygienists come in twice a year to do basic check-ups and cleaning. All centres also deliver nutrition programs.

Cultural Components

Discussion group participants believed that children at the daycare were strongly aware of their Aboriginal culture, due in part to its primacy at the centres. The centres provide strong support for the cultural development of children. The most important cultural influence integrated into programming is the predominant use of Inuktitut. Inuktitut is often the only language spoken at the daycares, with English and French only used when required. Most use Inuit curricula and programming developed specifically for Nunavik. Other important cultural components include culturally appropriate menus, the participation of elders in storytelling and crafts demonstrations, day trips on the land, an Inuit storybook, and the presence of a nearly all-Inuit staff.

An important element of the services provided by the centres includes a nutritional program. Documents reviewed on site outline the specifics of a Nunavik nutritional program policy that incorporates traditional foods where possible³¹. The 2004-2005 Annual Report identifies daily menus that are based on traditional foods rich in iron, such as caribou, seal, beluga, char, berries, goose, and mussels³².

³¹ *Nunavik Childcare Centres – Nutrition Policy*, KRG, 2006

³² KRG Annual Report 2005-2006, p. 33.

5. Assessment of Data Collection and Accountability Systems

5.1 Overview of Data Collection and Accountability Systems

The contribution agreement signed between HRSDC and the KRG specifies, in schedules E and F, the accountability and data exchange systems.

Schedule F, *Results Measurement Criteria and Targets*, establishes criteria for measuring results for EI and non-EI clients, youth, and people with disabilities. More specifically, Schedule H specifies reporting requirements and targets for the first year of the agreement (2005-2006) as follows:

- (a) Use the following criteria for measuring the results of assistance provided to EI clients under the labour market programs described in Section I of Schedule B, funding for which is being provided to KRG by the Canada Commission under section 63 of the *Employment Insurance Act*:
 - **At least 75** EI clients returning to employment (including self-employment) as a result of participation in AHRDS Program.
 - **At least 100** completed labour market interventions by EI clients under AHRDS Program.
 - The amount of unpaid benefits from the Employment Insurance Account.
- (b) Use the following criteria for measuring the results of assistance provided for unemployed individuals, other than EI clients, under the labour market programs described in Schedule B:
 - **At least 100** clients returning to employment (including self-employment) as a result of participation in AHRDS Program.
 - **At least 75** completed labour market interventions by non-EI clients under AHRDS Program.
 - The amount of unpaid social assistance benefits as a result of AHRDS Program.
- (c) Use the following criteria for measuring the results of assistance provided for unemployed youth under Youth Programs described in Schedule B:
 - **At least 200** youth completing program interventions.
 - **At least 100** youth obtaining employment (including self-employment) or returning to school.

- For Summer Career Placement like programs, **at least 200** summer jobs created.
- (d) Use the following criteria for measuring the results of assistance provided for disabled individuals under the programs for persons with disabilities described in Schedule B:
- **At least 2** clients returning to employment (including self-employment) as a result of participation in AHRDS Program.
 - **At least 2** clients completing labour market interventions under AHRDS Program or AHRDS Service activity.
 - The amount of unpaid social assistance benefits as a result of AHRDS Program.
- (e) Use the following criterion for measuring the results of assistance provided under the Childcare Program: **at least 302** childcare spaces supported and occupied.
- (f) Use the following criteria for measuring the results of assistance provided for individuals under the KRG's Territorial Programs described in Schedule B:
- **At least 100** individuals participated in the KRG's Territorial Program activities (interventions).
 - **At least 60** clients returned to employment (including self-employment) after being referred to the KRG's Territorial Program activities (interventions).
 - **At least 60** individuals successfully completing KRG's Territorial Program activities (interventions).
 - The amount of savings to income support programs.

Schedule E, *Information Requirements*, specified that the KRG will provide upon request all or any of the following information on a per client basis for use by Canada in monitoring, assessing, and evaluating the effectiveness of assistance provided under the agreement:

- Name.
- Social insurance number.
- Address.
- Date of birth.
- Name of program in which individual is involved.
- Length of program (start and end dates).
- Completion information (certificates issued, incomplete, etc.).
- Withdrawal from or termination date of program.

5.2 Key Definitions and Performance Indicators

Definition of a Program Intervention

Appendix C of the Accountability and Data Exchange Technical Guide provides the following definition of an intervention³³: “Intervention – an activity such as a project or training course in which an individual participates in order to achieve his/her employment goal. An intervention usually involves the payment of financial assistance to the individual.”

Definition of Client Success

Primary Indicators of Success:³⁴

- Number of Aboriginal clients employed or self-employed.
- Number of Aboriginal clients who return to school.
- Unpaid EI Account Part I Benefits.
- Number of Aboriginal clients served.

Secondary Indicators of Success:³⁵

- Unpaid Social Assistance Benefits.
- Number of individuals accessing AHRDA office.
- Number of Aboriginal disabled persons who return to work.
- Number of clients who successfully complete interventions.
- Number and types of partnership created.
- Childcare spaces supported and occupied.

Definition of an Employment Return

Valid employed results include “Employed” and “Self-Employed”³⁶. The Clients Employed Indicator, as defined in Section 2.1, is ‘The number of insured participants (active and former Part I C claimants) who have been referred to and participated in an EI Part II Activity’ and who have subsequently returned to employment.”³⁷ There are two methods of determining “employed” for accountability purposes: case manager entry and the automatic calculation of employed using the 12-week, 25% rule.

³³ AHRDAs: *Accountability and Data Exchange - Technical User Guide* (November 27, 2006)

³⁴ AHRDAII: *Methods To Measure-Accountability Framework* (August 31, 2004)

³⁵ Ibid.

³⁶ AHRDAII: *Methods To Measure-Accountability Framework* (August 31, 2004)

³⁷ AHRDAs: *Accountability and Data Exchange - Technical User Guide* (November 27, 2006)

Effectiveness of Unpaid EI and SA as Indicators

These indicators are not perceived to be useful by the AHRDA and Service Canada at both the Quebec regional office and National Headquarters.

5.3 Gaps and Limitations between AHRDA and HRSDC Clients Administrative Records

Table 7 presents frequency of availability of information for each of eight variables required in schedule E of the contribution agreement. Some data are missing on the *date of birth* and information on *withdrawal from or termination date of program* could not be interpreted based on the data and the available data dictionaries.

Table 8		
Frequencies of Required Variables for Each Intervention		
Variable	AHRDA Administrative Data*	HRSDC Administrative Data*
Name	6784	All data masked
Social Insurance Number	6781	All data masked
Address	0***	All data masked
Date of Birth	6089	5892
Gender**	6784	7178
Aboriginal Status**	6785	7178
Disability Status**	6781	7177
Educational Attainment**	6778	7176
Name of Program in which individual involved	6785	7178
Start and End Date of Program	6769	7174
Completion Information	6749	7177
Withdrawal from or termination date of program	Not evident****	Not evident****
Total Cases	6785	7178
Sources: AHRDA HRSDC data. The unit of analysis for both sources was the intervention.		
* Not declared, unspecified, no response and invalid values are not included in these totals.		
** Data on these variables were not required in the KRG Contribution Agreement, but were provided. They are therefore included in this summary table as they are frequently required in other AHRDA contribution agreements.		
*** Only the community name was provided, as there are no civic addresses in Nunavik		
**** Not evident based on the data and data dictionaries received.		

5.4 Setting Targets

The AHRDA coordinator and the regional coordinator of Service Canada indicated that targets are set annually based on historical trends. Neither Regional nor AHRDA coordinators interviewed indicated that external factors are considered in setting targets. Table 8 demonstrates that the AHRDA has consistently met all targets for the years of

interest and frequently exceeded targets by a substantial number. But targets for 2004-2005 and 2005-2006 suggest that greater attention should be paid to setting targets based on historical results and contextual factors; the targets are low compared to the reported results.

**Table 9
AHRDA Targets**

Target	2003-2004		2004-2005		2005-2006	
	Target	Actual	Target	Actual	Target	Actual
EI Employment returns	0	205*	75	228*	75	252*
EI Intervention completions	0	285*	125	276*	100	111*
EI Unpaid Benefits	0	\$204,223*	\$100,000	\$212,317*	0	\$390,306*
CRF Employment returns	0	420*	100	471*	100	473*
CRF Intervention completions	0	1508*	165	1712*	165	1927*
CRF: Unpaid Income Support/SAR Savings	0	\$3,601*	0	\$12,878*	0	\$13,035*
Youth: Employment and Education Returns	0	721*	100	779*	100	645*
Youth: Intervention Completions	0	863*	200	958*	200	943*
Disabled: Employment Returns	0	4*	1	8*	2	8*
Disabled: Intervention Completions	0	18*	2	21*	2	21*
Disabled: Unpaid Income Support/SAR Savings	0	0*	0	\$1,116*	0	\$3,856

Sources: AHRDS Intranet, AHRDA Target Detailed Reports.

Note. The statistics for Youth and Disabled clients are subsets of the sum of the EI and CRF components.

* Target reached or exceeded.

6. Client Characteristics and Outcomes

Key variables of interest have been extracted from the AHRDA and HRSDC data files. This information is useful in determining characteristics of AHRDA clients and intervention outcomes. Discrepancies between databases are highlighted below. Overall, the data quality for this AHRDA is good with one exception. Entries for date of birth in client records show many inaccuracies, resulting in a relatively high error rate in the HRSDC data. Otherwise, overall error rates are low.

Number of Participants and Interventions

Comparing clients records received from HRSDC and the KRG (see Table 9), the number of clients identified in the AHRDA database (3,686) was lower than in the HRSDC database (3,785).³⁸ The HRSDC database also included an additional 393 interventions (7,178 compared to 6,785). The history of the data upload process from April 2003 to March 2006 indicates that 200 records were rejected by HRSDC. In fact, the Status of Action Plans Reports for 2004/05 and 2005/06 indicated 36 and 103 action plans with data integrity problems respectively. These files are uploaded to the Data Gateway, but not transferred to the HRSDC database.

Given the history of the data upload process, it is unclear why the HRSDC database contains more clients and interventions.

	Interventions	Clients	Average (Mean) Interventions per Client
AHRDA Data	6,785	3,686	1.8
HRSDC Data	7,178	3,785	1.9

Sources: The AHRDA and HRSDC databases.

Number of Participants by Gender

Approximately 53% of clients were male and 47% female. Few participants had multiple gender codes for different interventions, due to data entry errors.

³⁸ The AHRDA database included information regarding interventions outside the timeframe of the evaluation. The AHRDA data were supplied on multiple spreadsheets for each year of interest (i.e., 2003, 2004, 2005, and 2006). 399 duplicate cases in which all variable values were identical were identified and removed prior to analysis. This study included interventions with a start date or an end date between April 1, 2003 and March 31, 2006. Intervention start dates ranged from January 3, 2000 to June 5, 2006 and intervention end dates from July 27, 2001 to September 1, 2006. Therefore 86 clients representing 772 cases were removed before the analysis described below occurred.

Table 11
Gender of Clients

	Male	Female	Multiple Gender Codes	Missing Data	Total
AHRDA Data	1,948 (52%)	1,730 (47%)	7 (0%)	1 (0%)	3,686
HRSDC Data	2,002 (53%)	1,770 (47%)	13 (0%)	0 (0%)	3,785

Sources: AHRDA and HRSDC databases. The unit of analysis for both sources was the client.

Number of Participants by Age – Decade of Birth

Based on the data summarized in Table 11, most clients were born in the 1970s and 1980s. The large incidence of clients with multiple birth dates or missing data in the HRSDC database (14% and 6% respectively) to the AHRDA database (1% and 0%) is noteworthy, but could be explained by erroneous coding. Fifty clients born in the 1980s and 248 in the 1990s were under the age of 15 at the time of their intervention.

Table 12
Birth Decade of Clients

	1920s	1930s	1940s	1950s	1960s	1970s	1980s	1990s	Multiple Birth dates	Missing Data	Total
AHRDA	5 (0%)	44 (1%)	129 (4%)	361 (10%)	618 (17%)	822 (22%)	1,381 (38%)	293 (9%)	30 (1%)	3 (0%)	3,686
HRSDC		15 (0%)	139 (4%)	379 (10%)	628 (17%)	835 (22%)	1,036 (27%)		544 (14%)	209 (6%)	3,785

Sources: AHRDA and HRSDC databases. The unit of analysis for both sources was the client.

Note. Multiple birth date codes occur when a client has multiple interventions, but the entry for birth date is inconsistent. The most likely cause of this is data entry errors.

Number of Participants Living with Disabilities

The data on clients with disabilities are comparable in both databases, as clients with disabilities account for 1% of clients in both instances.

Table 13
Clients with Disabilities

	Disability	No Disability	No Response	Missing Data	Total
AHRDA	51 (1%)	3,632 (98%)	0 (0%)	3 (0%)	3,686
HRSDC	52 (1%)	3,732 (99%)	1 (0%)	0 (0%)	3,785

Sources: AHRDA and HRSDC databases. The unit of analysis for both sources was the client.

Number of Participants by Educational Level

In both databases, approximately 85% of clients were identified as having at least some secondary education and less than 10% of clients were high school graduates.

Table 14
Clients by Educational Level

	AHRDA	HRSDC
0-7 Years	223 (6%)	0
Grade 7	0	249 (7%)
Some Secondary	3138 (85%)	0
Grade 10	0	3235 (86%)
Sec. 5 Graduate	194 (5%)	0
Grade 13	0	163 (4%)
Some College (CEGEP)	62 (2%)	0
College (CEGEP) Diploma	28 (1%)	0
Some University	10 (0%)	0
Post-Secondary	0	110 (3%)
University Degree	25 (1%)	0
Bachelor Degree	0	27 (1%)
Missing Data	6 (0%)	1 (0%)
Total	3686	3785

Sources: AHRDA and HRSDC databases. The unit of analysis for both sources was the client.

Number of Participants by EI and SA Status

In both databases, 4% of clients are identified as EI Part 1 clients, 9% as former EI clients, and 1% as SA recipients. In addition, the AHRDA database identifies whether people were employed or unemployed prior to program participation. These people are classified as non-claimants or non-recipients in the HRSDC data for EI and SA respectively. The missing data increase sharply in the HRSDC data, which is a clear indication of lack of alignment in coding for EI between the AHRDA and HRSDC through the data gateway.

Table 15
Client Employment Assistance and Social Assistance Status
prior to most recent intervention

	EI Claimant	EIC Part 1	EIC Part 2	SA/ Welfare	Reach back	Employed	Unemployed	Missing Data	Non-claimant/ recipient	Total
AHRDA		141 (4%)	299 (8%)	49 (1%)		882 (24%)	2,267 (62%)	48 (1%)		3,686
HRSDC EI	147 (4%)				324 (9%)			2,401 (63%)	913 (24%)	3,785
HRSDC SA				50 (1%)				28 (1%)	3,707 (98%)	3,785

Sources: AHRDA and HRSDC databases. The unit of analysis was the client's most recent intervention.

AHRDA Interventions and Results

Both databases indicate three main interventions: Targeted Wage Subsidy, Skills Training, and Youth-Other. The AHRDA uses two names for skills training: "Purchase of Training"

and “Project Based Training”. These interventions are classified as “Skills Loans & Grants/Enhanced Fee-Payers” in the HRSDC data for the purpose of national standardization.

Male clients were more likely to have Targeted Wage Subsidy or Youth-Other interventions, whereas females were more likely to have attended training and skills development programs.

Table 16 Interventions Provided by the AHRDA		
	AHRDA	HRSDC
Targeted Wage Subsidy	1,075 (16%)	1,009 (14%)
Self-Employed Assistance	7 (0%)	8 (0%)
Purchase of Training	3,113 (46%)	
Skills Loans & Grants/Enhanced Fee-Payers		3,331 (46%)
Project Based Training	124 (2%)	
Job Creation Partnerships	53 (1%)	41 (1%)
Youth-Other	2,413 (36%)	2,789 (39%)
Total	6785	7178
Sources: The AHRDA and HRSDC databases. The unit of analysis for both sources was the intervention.		

According to both databases, at least 94% of each intervention type was completed.

Table 17 Outcomes of Intervention as Reported by the AHRDA			
AHRDA	Completed	Not Completed	Missing Data
Targeted Wage Subsidy	1,040 (97%)	35 (3%)	0 (0%)
Self-Employed Assistance	7 (100%)	0 (0%)	0 (0%)
Purchase of Training	2,995 (96%)	90 (3%)	28 (1%)
Project Based Training	117 (94%)	4 (3%)	3 (2%)
Job Creation Partnerships	50 (94%)	0 (0%)	3 (6%)
Youth – Other	2,407 (100%)	4 (0%)	2 (0%)
Total	6,616 (98%)	133 (2%)	36 (0%)
Sources: AHRDA database. The unit of analysis was the intervention.			

Table 18 Outcomes of Intervention as Reported by HRSDC			
HRSDC	Completed	Not Completed	Missing Data
Targeted Wage Subsidy	1,003 (99%)	6 (1%)	0 (0%)
Self-Employed Assistance	8 (100%)	0 (0%)	0 (0%)
Skills Loans & Grants/Enhanced Fee-Payers	3,235 (97%)	96 (3%)	0 (0%)
Job Creation Partnerships	40 (98%)	0 (0%)	1 (2%)
Youth – Other	2,784 (100%)	5 (0%)	0 (0%)
Total	7,070 (98%)	107 (2%)	1 (0%)
Sources: HRSDC database. The unit of analysis was the intervention.			

Performance Targets

Number of Clients Employed, Self-employed or Returned to School

Employment and School outcomes are comparably common in both databases, jointly accounting for approximately 72% of the outcome of most recent client interventions. One quarter of interventions resulted in unemployment.

Table 19		
Number of Clients Employed, Self-Employed or Returned to School		
	AHRDA Frequency	HRSDC Frequency
Missing Data	15 (0%)	
At School	976 (26%)	1,049 (28%)
Employed	1,713 (46%)	1,709 (45%)
Self-Employed	22 (1%)	16 (0%)
Unemployed	960 (26%)	1,011 (27%)
Total	3,686	3,785
Sources: AHRDA and HRSDC Databases. The unit of analysis was the most recent client intervention.		

Number of Clients on Employment Assistance and Social Assistance prior to most recent intervention

According to the AHRDA database, prior to their most recent interventions, 12% of clients were EI eligible and 1% were social assistance recipients.

Number of Training Interventions Completed

Both databases indicate that 98% of interventions were completed.

Number of Persons with Disabilities Accessing Services

Both databases indicate that 1% or 50 clients served were people with disabilities. Among them, 19 became employed, and approximately 8 returned to school.

Table 20
Employment Results for clients with Disabilities

	AHRDA Frequency	HRSDC Frequency
Missing Data	1 (2%)	
At School	6 (12%)	8 (15%)
Employed	20 (39%)	19 (36%)
Self-Employed	1 (2%)	1 (2%)
Unemployed	23 (45%)	24 (46%)
Total	51	52
Sources: AHRDA and HRSDC databases. The unit of analysis was the most recent client intervention.		

7. Program Success and Impacts

7.1 Client Discussion Groups

Discussion group participants were asked to describe their employment challenges, experience, and satisfaction with the KRG programs and services and success and impacts of the participation.

Employment challenges

The main employment challenge identified by all three discussion groups was that some positions required minimum education or certification levels. Kuujjuaq participants mentioned specific trade skills related to housing and requirements for a driver's license. In the other two communities, people were more concerned that their lack of formal education (including some who had not completed elementary school) was a barrier to employment and also to accessing certain training programs.

There was consensus in the Kuujjuaq group that the welfare system (income support) discouraged people from working as they were penalized by having their housing costs increase with their employment income. In Kuujjuaq, seven participants stated that a challenge was finding out what job opportunities were available, as companies hire internally and positions are often filled before other interested parties can apply. The most effective means of discovering employment opportunities continued to be via word of mouth.

The biggest challenge identified by all participants in Inukjuak and Kangiqsualujjuaq was that there were simply too few employment opportunities in their communities. Participants stated that the economy was quite limited, with the municipalities, the schools, the KRG offices, and a few retail outlets being the primary employers. Few vacancies occurred beyond seasonal work and lower paying positions, such as store clerks and seasonal labour for housing and the sealift. Participants in Inukjuak and Kangiqsualujjuaq also recognized that there were employment opportunities in other areas such as Kuujjuaq and the Raglan mine site. But most people had a strong preference for staying within their home communities. Leaving their families and friends and lack of housing were two main disincentives to moving.

Perceived contribution of programs and services in assisting participants to meet employment challenges/barriers?

There was widespread agreement in all discussion groups that programs and services they received from the KRG helped them meet some of their employment challenges and barriers. Specific examples included construction and civil emergency training in Kuujjuaq and daycare training and water treatment certification in Kangiqsualujjuaq.

KRG staff members were unanimously described as being very helpful and supportive. Examples included that they were knowledgeable about not only the programs and services they provided but, more importantly, how to use these tools to help the people seeking employment. The provision of training leading to certification was identified as being particularly effective in reducing employment barriers for a number of people in each community. For example, in all three discussion groups, women identified the 14-month certified daycare training program as enabling them to secure good paying, long-term jobs. Two young participants with no high school diplomas in Kuujuaq and Kangisualujuaq stated that without KRG intervention, they would likely not be able to work in their chosen field and would likely face a much bleaker employment situation.

Participants stated that a major contributor to the success of these training programs was that they were all held in the communities. This enabled many more people to attend and complete training courses. Three participants in Inukjuak and several in Kangisualujuaq also stated that the mere act of taking and completing a training course increased self-confidence and encouraged them to seek out further training and employment opportunities.

Difficulties experienced in accessing or participating in programs

Discussion group participants in all three communities reported no, or very few, difficulties accessing or participating in programs. A few offered specific comments including that programs ran short of supplies (caribou clothing course in Inukjuak) or that courses should be held more often (several people in Kuujuaq). Kuujuaq participants made the following suggestions:

- Establish a permanent training facility in Kuujuaq (there is one in Inukjuak).
- Providing earlier notification of when programs were available would help more people become interested and attend the courses.
- Increase training in the trades sector.

Involvement in choosing training programs

Participants agreed they had worked closely with KRG staff to identify training opportunities and employment services that could help them find and keep jobs. Part of this interaction included discussion of what kind of jobs people were interested in, what jobs were available, and the training needed to get these jobs. Most participants stated that there wasn't a lot of choice concerning what training was needed for many positions. For example, the housing and civil sector jobs often had quite strict requirements dictated by a labour agreement or regulations.

Specific examples in Kuujjuaq included a man interested in a shrimp fishing course; and in Kangiqsualujjuaq a daycare worker and two water treatment workers had approached KRG staff for assistance in finding out what was needed to get jobs in these fields. KRG staff members were very helpful, which led to the clients successfully completing the course and getting good jobs.

What worked best in the delivery of programs and services? What problems were encountered there in terms of program design, delivery, and administration?

Participants in all three discussion groups were quite positive about the delivery of programs and interventions. Participants discussed the importance of ensuring that clients received training that would lead to recognized certification.

In the Kangiqsualujjuaq discussion group, participants reported receiving the training in their own language. As well, they said the course materials were relatively easy to understand and support was made available if necessary. Delivery of courses mainly in the community was also a bonus as people wanted to remain close to their families.

Satisfaction with programs and services received

All three discussion groups expressed nearly unanimous satisfaction with the programs and services participants received from KRG. The group in Kuujjuaq focused on how training had helped people. Examples included two women bus drivers who felt they had received critical training and otherwise would not have become bus drivers and others who made similar statements related to the construction sector and management training.

In Inukjuak, four people said KRG staff were very supportive and understanding in providing employment programs and services. They said the staff had made the application process easier and were able to explain things well. Having staff who could speak Inuktitut was critical to helping people access programs and services.

In Kangiqsualujjuaq, participants were pleased with the programs and services they received from KRG. They stated that KRG staff were very helpful and cooperative and made the application processes easier.

Were programs useful in getting a job?

Virtually all respondents reported that programs and services received have been useful in getting jobs. In most cases, participants identified training and pre-employment services as being critical to gaining employment, although several said they did not remain in that particular job. Eight participants said the training they had taken had been a requirement of their current position and that it had helped them keep their jobs.

and increase their salaries. Some participants reported the training had given them transferable skills (e.g. computer training).

Impacts of AHRDA programs

Impact on job skills and performance of duties

Most participants in the three discussion groups reported a positive impact on their job skills and the level of their performance of duties.

Impact on job prospects and outlook and on self-confidence

There was near unanimity among participants that the KRG programs and services had increased their self-confidence and made a positive impact on their job prospects and overall employment outlook. A shortage of employment opportunities was identified as being one of the limitations on gaining employment after training.

EI and Income Support/income change

In Kuujuaq, nearly all participants were currently employed. One person had been on EI the previous year but had since found full-time employment. Seven participants agreed their participation in KRG programs and services had significantly lessened their use of EI or Income Support and had generally helped increase their employment income. Two youths noted that the money they were making now was more than they had dreamed about when they were in high school. They made a direct connection between this enhanced status and the training and services they had received.

In Inukjuak, all four employed participants noted that their employment income had increased after their interventions were completed. For some, this increase occurred immediately while for others it took longer. Three participants stated that they had collected Income Support at least once in the past year.

In Kangiqsuajuaq, two people had static income because they had been on Income Support for at least the past year. The six employed people stated that their income had gone up significantly since their interventions and they hadn't been on IS in some cases for more than ten years.

Impact on satisfaction with current job

Participants agreed that the training and services they received had a positive effect on their job satisfaction. This increased satisfaction arose from various sources including increased income, a desire to put the new skills and knowledge into their work activities, and a general stimulation to learn more.

In Inukjuak, the general discussion included the fact that people learned how to work better with other people and to do their jobs more effectively. In Kangiqsualujjuaq, the employed participants were unanimous in stating their satisfaction with their current jobs had increased after their interventions were completed.

7.2 Key Informant Perspectives

Barriers and Challenges for Clients

Key informants listed a number of primary barriers and challenges to employment faced by their clients. These included:

- Limited housing prevented people from moving to other communities to get work.
- Communities have small economies that offer few employment opportunities.
- Widespread lack of basic literacy and numeracy skills and the lack of English and French language skills, which not only hinder many people from entering the workforce but also have a negative effect on self-esteem and confidence.
- Overall lack of experience and familiarity with the labour market.
- The need to travel to other communities, which greatly reduces the number of people willing to take training.

To what degree are current programs and services you offer helping participants look for, find and maintain employment?

There was consensus that programs and services currently offered by KRG assist clients considerably in looking for, finding, and maintaining employment. Two key informants stated that the impact of these programs and services was apparent in statistical analyses of the job market in Nunavik that KRG has undertaken since the 1990's. The latest Nunavik Jobs Survey (2005) indicated there had been substantial increases in the number of people participating in the Nunavik workforce over the past two decades, with employment rates holding despite a rapid increase in the region's population. The 2005 survey also showed jobs at various levels requiring college training were being filled increasingly by regional residents, an indication that Inuit were succeeding in finding higher paying and higher qualified employment. Further documentation offered by key informants included the KRG annual reports (available online at www.krg.ca) as an indication of the progress the department and its clientele have made towards finding and maintaining employment in the region.

The key informants identified job preparation/pre-employment training, on-the-job training, and purchase of training as being particularly critical in establishing a trained

and certified work force. They stated that perhaps the biggest success story in the region was the training and certification of over one hundred and thirty daycare staff working in the seventeen daycare centres throughout Nunavik.

One informant noted that much of the success lies in the fact that all federal and provincial employment and training programs flow through KRG. A good example of DETISC's ability to leverage the impact of government programming was the creation of the Nunavik youth committees. These were started in 2000 when the Quebec government provided \$3 million a year to Nunavik to implement youth centres in each community. DETISC contributed further funding of \$400,000 a year which enabled the centres to add more employees and training. There are currently fourteen youth centres with trained coordinators and youth animators. Each centre has two permanent positions plus various animators, which was identified as a considerable achievement. The informant stated that some of these people would eventually move on to other employment opportunities but they would take with them a lot of skills they had learned and, importantly for youth, this experience got them into the labour market. Construction and mining were also identified as active sectors.

Are there other programs and services not currently provided through KRG that could further assist Aboriginal peoples look for, find and maintain employment?

In Nunavik the population is 90% Inuit so the key informants didn't see the existence of other programs and services as a particular issue for their region. Since the land claim agreement (signed in 1975) and self-government initiatives were established, the DETISC has been responsible for all employment training in the region funded by both the federal and provincial governments. Since it has significant flexibility in how training and employment dollars are spent, few gaps currently exist.

Informants were unanimous, however, in identifying the need to improve service and program delivery for the Inuit of Montreal. Currently the Inuit population there is required to access EI programs and services via the First Nation Human Resources Development Commission of Québec, the AHRDA holder for Montreal. They stated that Inuit don't use the service for a number of reasons including cultural and linguistic differences. As a result, urban Inuit are being left out. Some progress has been made towards addressing this long-standing concern. For example, the provincial government recently agreed to fund an employment officer in Montreal specifically for Inuit.

One informant stated there was a strong need to establish a CEGEP in Nunavik. This gap limits opportunities for young Inuit to attain higher educational levels. Students must currently go to Montreal for post-secondary education, which is a considerable strain on both students and their families. The informant acknowledged that KRG needed to work with the province on this issue but that an inter-governmental committee has been established to look into it.

Has delivery of labour market programs to Aboriginal peoples through Aboriginal organizations made a difference in increasing their access to, and use of, labour market programs?

Key informants agreed that the delivery of labour market programs by Inuit for Inuit was an important element of DETISC's success. People in the communities are generally quite aware of where they can go to get help in looking for work or for training or other services. Most of the Local Employment Officers have been in their positions for several years now and since the communities are quite small, they are well known to other residents.

Another key area of success was the delivery of training in the communities. A frequently cited example was the extensive fourteen-month daycare training program delivered in most Nunavik communities. Other recent training initiatives that had taken place in the communities included computer training with portable labs, IT and computer repair, and some trades training. DETISC staff members realize training in the communities is expensive but it has helped to lower dropout rates, which is their top priority.

Program Success and Impacts

The key informants were asked to provide their assessment of program success, including a number of aspects of the impact of the programs on clients.

Job Search Skills

There was consensus that there had been a positive impact on clients' job search skills. Two informants stated that pre-employment programs and services were a major component in the DETISC's activities. Job Entry is KRG's primary tool for providing assistance to clients experiencing difficulties in finding a job. Clients are helped to acquire pre-employment training, including life and work skills, to secure the minimum academic background training needed for employment, and to obtain specific training for a job. Having LEOs in the communities to provide important face-to-face services to clients was a very large part of their success in this area. A focus of DETISC has been to boost the basic skills through adult literacy and education through their Job Entry program.

Job Skills

Key informants were unanimous that major improvements had occurred in this area. The success of the daycare system was again offered as an example of how job skills for a large targeted group could be improved. The 14-month course resulted in many women receiving good paying jobs (\$20 per hour, which is nearly double the provincial average).

These workers, who are nearly all female, received college certified training, first aid, and other training through the program.

DETISC has also worked with the private sector to develop the skilled labour needed to expand the economy of Nunavik. They have worked with mining companies such as Falconbridge (which recently sold the Raglan mine to Xstrata) to develop a skilled mining workforce. As well, DETISC now has a construction program manager who oversees all the training programs in the construction sector. Under the Kativik Regional Employment and Training Committee system, key labour-market stakeholders in the region get together to identify their priority training needs and to set budgets and allocations to meet these needs. This process has worked very well to identify job skills most needed in the region, from pilots to police officers.

Job Prospects and Employment Outlook

Informants reported that job prospects and the employment outlook for clients were improving all the time. As reported above, the Nunavik Job Survey (2005) showed that, in 1995 to 2005, KRG was able to maintain the same percentage of employment in the region despite rapid increases in the population. As well, Nunavimmiut were finding and keeping more complex jobs in areas as diverse as mining, administration, and health care. A key focus was on integrating youth into the labour market. In the fall of 2007, a symposium on youth employment, integration, and retention was held. Stakeholders from across the region (from education, health, administrative, private sector, governments and Saputiit {youth organization}) attended discussions to find ways of increasing youth employment and to identify challenges that limited the entry of young people into the labour market and were working on a plan to address the issues raised.

Increased Skill Levels

DETISC has been very successful in increasing skill levels requiring certification and diplomas. Every community in Nunavik now has a functioning daycare staffed overwhelmingly by Inuit who are college educated and certified. This has had a major impact in many areas including the income these people earned, the increase in their self-confidence, and the provision of critical services in the communities that allowed primarily women to seek out employment or training opportunities. DETISC has been working on extending this success into other areas – in particular policing. Heavy Equipment Operator training was another major area for skill development. DETISC has also been working with Xstrata mines via the Aboriginal Student Employment Program, providing \$9 million for training over five years. This could result in three hundred Inuit being trained in skills areas including Heavy Equipment Operator, trades, and mine related jobs.

Which programs and services work best, and are there specific clients for whom they work best?

Key informants stated that there were two major programs DETISC used to help participants look for, find and maintain employment – On the Job Training and Purchase of Training. On the Job Training is focused on creating long-term employment for clients and implies the creation of a new position. One informant estimated that between eighty and one hundred jobs were created annually this way. With help from the DETISC, the Federated Cooperatives of New Quebec opened additional banking services in the region, creating fifteen jobs. Purchase of Training helps workers and non-workers acquire new skills and improve their employability, through courses purchased from specialized organizations.

The Kativik Regional Employment and Training Committee process was identified as being flexible enough to allow funding to be allocated to help any specific group or to develop specific labour-market skills in demand. For example, First Aid training was delivered across the region among a number of different employers to satisfy a common need. Training in the handling of dangerous materials and computer training were other examples. For women, perhaps the best example was the extensive effort made to develop the seventeen daycare centres and their more than one hundred and thirty certified staff. In the self-employment program, computer training that took place across the region eventually resulted in a business in Ivujivik being established to provide further training in this area.

What Programs and Services Needed Improvement?

Key informants identified a number of programs and services that needed improvement.

- Individual Action Plans for clients are sometimes not done, but as the training and skill level of the LEOs increases, this will be improved. LEOs need to do more counselling, including one-on-one time with clients, taking them to job interviews, and supporting them through training.
- LEO training is an ongoing need. In the past, high turnover rates in these positions limited their impact but now LEOs are staying longer in their positions and increasing their capacity.
- Basic literacy and numeracy skills continue to be a challenge to employment and need to be addressed at the school level as well as through KRG.
- Improved communication is needed to keep people informed about what DETISC programs and services are available. Holding more career days in the schools would help students know what jobs were available to them.
- More funding is needed for youth-oriented programs such as the Heritage and youth summer employment programs. However, these programs need to be more oriented to employment opportunities in the region.

- The self-employment program has been hindered by many participants' lack of business experience and the high cost of doing business in Nunavik.
- Capacity building within DETISC faces a number of challenges: finding qualified staff members with the basic qualifications and background for certain positions, especially in smaller communities; travel costs limit training opportunities for staff; staff turnover rates in some communities have been quite high; and housing is lacking, underlining the importance of continuing to build the skills and expertise of local people to fill available positions.

7.3 Quantitative Data Analysis

Table 21 presents the evolution of the average earnings from employment and the receipt of Employment Insurance and Social Assistance (income support) benefits for KRG participants over three periods, before, during and after the Action Plan Equivalent (APE):

- Five years before the APE started (years -5 to -1),
- During the APE (year 0), and
- Three years after the end of the APE (years 1 to 3). These averages are shown separately for active and former claimants.

Year Relative to APE	Total Income from Employment			EI Benefits			SA Benefits		
	Active	Former	Non-Claimant	Active	Former	Non-Claimant	Active	Former	Non-Claimant
-5	\$11,969	\$17,784	\$8,900	\$2,069	\$1,202	\$225	\$1,009	\$593	\$561
-4	13,260	19,176	9,589	2,204	1,345	170	748	493	550
-3	15,238	21,065	10,869	2,619	1,998	0	670	355	593
-2	17,497	21,929	12,473	3,035	2,492	0	390	318	545
-1	21,979	22,655	14,656	5,345	2,408	0	319	313	545
0	18,969	27,445	17,493	8,462	410	185	182	337	489
1	24,717	29,698	19,263	3,896	1,373	343	280	209	485
2	26,648	29,579	20,112	3,200	1,888	515	305	209	469
3	28,303	32,293	20,872	1,981	1,265	636	496	240	489

Income from employment is the combination of earnings from an employer and income from self-employment.

Table 22 shows slight changes in the first year before the start of the APE, then compensating changes during the APE, followed by a resumption of the upward trend from the earlier years.

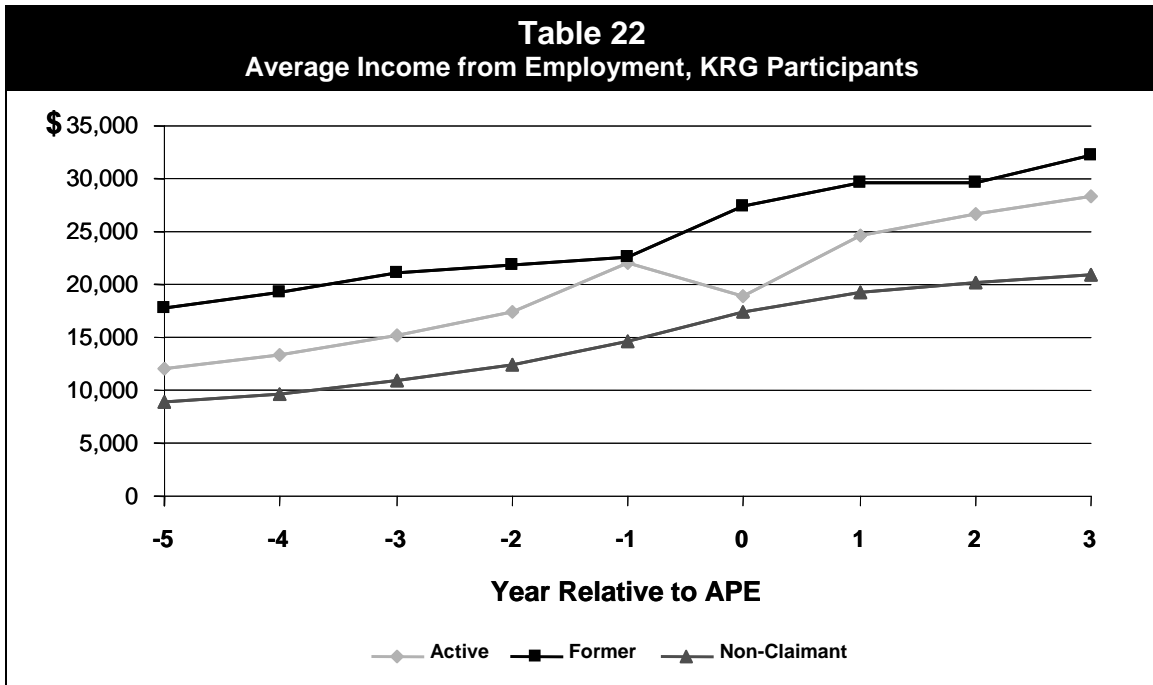


Table 23 shows a similar display for Employment Insurance Benefits. Disruptions in the overall pattern are similar in the year before the APE and during the APE. But subsequent years show very little departure from the experience of the earlier years. The levels for non-claimants are, by definition, much lower.

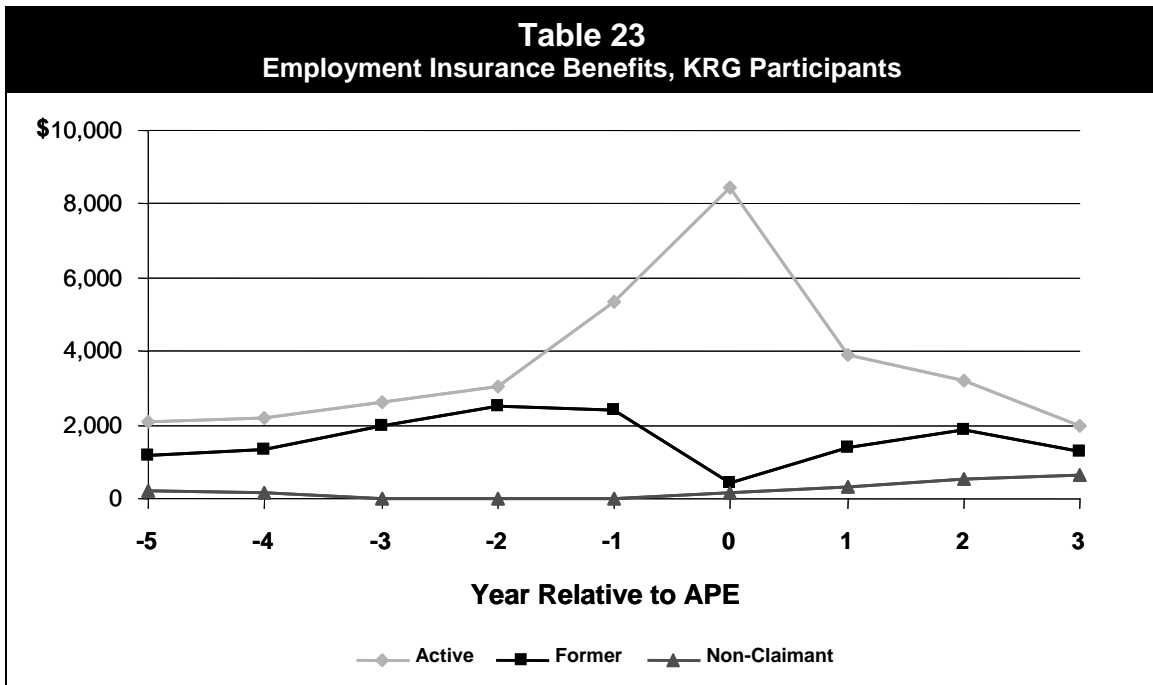
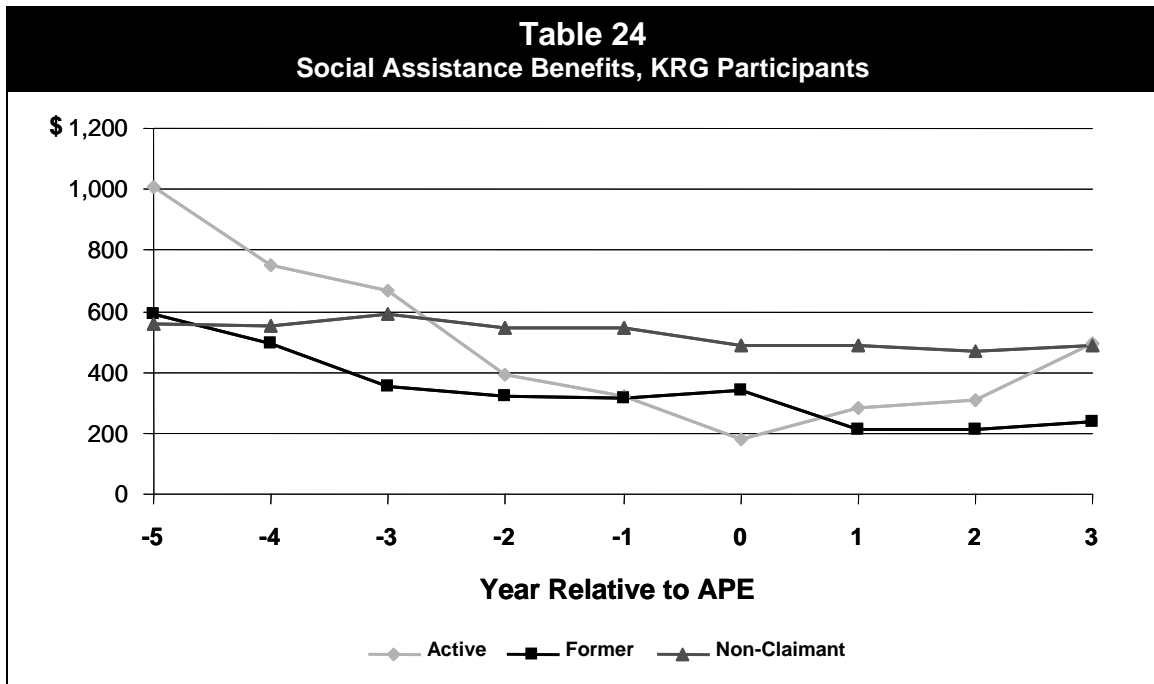


Table 24 presents benefits from Social Assistance. Again, while the graph lines move somewhat just before and during the APE, there is little that is striking in terms of any subsequent departure from the experience of earlier years. One perhaps noteworthy point

is that the average amount of EI benefits among active claimants, while it had been climbing slightly before the APE, declined slightly afterward, whereas the opposite is true of amounts of Social Assistance benefits.

A more rigorous econometric analysis used data from participant and comparison group APEs. APEs for the latter were simulated based on comparable start dates and matched using data from the pre-APE years. The comparison group data thus served as a counterfactual, representing what would have happened to participants had they not participated. This analysis produced estimates of the incremental effects of participation, *i.e.* which could be attributed specifically to the participation in KRG programs and services. The analysis was conducted for active and former EI clients only as a suitable comparison group for non EI claimants could not be found.

Results of the incremental analysis are shown in Table 25. As might be expected, given the above findings for the participants, no result was statistically significant at conventional levels. As a result, we are unable to infer any impact of participation for KRG clients.



For example, the analysis estimated that participation in KRG programs and services was associated with increased earnings, in the first year following the end of the APE, of \$2,672 and \$2,573 for active and former claimants, respectively. However, the impacts are not statistically significant as per the conventionally accepted statistical standards.

**Table 25
Incremental Estimates for KRG**

Domain	Period	Outcome Variable	Active Claimants					Former Claimants				
			N	Effect	StdErr	t-stat	Sig.	N	Effect	StdErr	t-stat	Sig.
Kativik	1st year after APE end	Annualised earnings (\$)	3,526	2,672	2062.6	1.30	.194	9,967	2,573	1414.2	1.82	.069
		Employment (0,1)	3,526	-.005	.0213	-0.21	.834	9,967	.009	.0130	0.71	.478
		Annualised EI benefits (\$)	3,526	385	476.6	0.81	.418	9,967	45	196.7	0.23	.818
		Annualised SA benefits (\$)	3,526	57.3	136.7	0.42	.675	9,967	-77.8	81.2	-0.96	.337
		Dep. on income support	3,465	-.0050	.0292	-0.17	.865	9,635	-.0091	.0138	-0.66	.509
	2nd year after APE end	Annualised earnings (\$)	2,792	2,962	2556.0	1.16	.246	7,801	2,127	2020.1	1.05	.294
		Employment (0,1)	2,792	.014	.0249	0.57	.569	7,801	.014	.0181	0.76	.447
		Annualised EI benefits (\$)	2,792	303	538.8	0.56	.576	7,801	360	289.8	1.24	.215
		Annualised SA benefits (\$)	2,792	10.0	154.5	0.06	.952	7,801	-59.5	117.6	-0.51	.610
		Dep. on income support	2,711	-.0159	.0314	-0.51	.610	7,543	-.0024	.0200	-0.12	.904
	3rd year after APE end	Annualised earnings (\$)	1,831	-134	1934.4	-0.07	.944	5,635	1,318	2339.1	0.56	.576
		Employment (0,1)	1,831	-.007	.0189	-0.37	.711	5,635	-.026	.0226	-1.13	.259
		Annualised EI benefits (\$)	1,831	-209	352.2	-0.59	.555	5,635	194	316.2	0.61	.542
		Annualised SA benefits (\$)	1,831	155.7	164.4	0.95	.342	5,635	-55.7	118.8	-0.47	.638
		Dep. on income support	1,780	.0199	.0248	0.80	.424	5,362	.0133	.0199	0.67	.503
	During APE	Annualised earnings (\$)	3,526	1,663	1709.2	0.97	.332	9,967	2,181	1352.5	1.61	.107
		Employment (0,1)	3,526	.027	.0150	1.82	.069	9,967	.014	.0119	1.21	.226
		Annualised EI benefits (\$)	3,526	-47	661.8	-0.07	.944	9,967	64	105.0	0.61	.542
		Annualised SA benefits (\$)	3,526	93.2	75.9	1.23	.219	9,967	37.2	84.2	0.44	.660
		Dep. on income support	3,523	-.0303	.0292	-1.04	.298	9,673	-.0012	.0104	-0.11	.912

8. Conclusions

Formative Evaluation Findings

Capacity Building

All KRG, Service Canada and stakeholders interviewed agreed that the KRG had sufficient tools and capacity to effectively deliver, manage, and administer the AHRDA. Staff turnover is low and KRG is considered to be one of the better employers in the region and offers good benefits. There was also agreement among informants that capacity development efforts have resulted in more consistent and reliable service delivery at all levels. KRG key informants pointed to the limited funding for capacity building provided by the agreement.

Partnership Development

KRG has developed strong partnerships with key employers and labour market stakeholders in the region through participation in several committees. These committees help the KRG to align its labour market activities with available employment opportunities.

Through the structure created by the James Bay Agreement, the KRG has successfully established a number of partnerships with federal and provincial governments. All funding for Nunavut from provincial and federal governments for employment, training, and daycare flows through the KRG, thus eliminating any duplication or overlap between programs and funding agencies.

Communication with Service Canada and HRSDC

The relationship between the KRG and the Service Canada regional office in Montreal is positive and productive with Service Canada providing support and guidance, mainly as needed.

The First Nations and Inuit Child Care Component

Key informants and discussion group participants agreed the daycare centres have made an important contribution not only to the development of healthy, active children, but also to the economy of the region by enabling hundreds of parents to pursue employment and training.

The KRG daycare facilities integrate Head Start programs within their programming and facilities. Daycare centres also provide nutrition programs, host public health nurses, and provide facilities for dental hygienists for basic cleaning and checkups.

Daycare programming includes strong cultural components, including the use of Inuktitut, storytelling with elders, learning traditional crafts and skills, and the incorporation of country foods into the nutrition program.

Waiting times are reported across the 17 daycares ranging from one to two years in some communities. No problems were cited concerning the hours of operation, the state of the facilities, or the fees charged.

Staff turnover remains a challenge. Ensuring daycare staff are qualified is a priority for KRG. Less than half of current care providers have the appropriate childcare credentials and, for this reason, training is on-going. Currently, funding levels for training remain insufficient to meet the needs of the daycare centres, exacerbated in part by the large distances between settlements and the need for specialized courses, materials, and Inuktitut instruction.

Assessment of Data Collection and Accountability Systems

There are some discrepancies between the HRSDC and the KRG databases. The HRSDC database contained an additional 99 clients and 393 interventions for the period April 1, 2003 to March 31, 2006. This discrepancy is not due to the data upload process.

The data assessment revealed few cases of missing information or coding errors between the HRSDC and the KRG records.

The data demonstrate that the ARHDA has consistently met all targets for the years of interest, and frequently exceeded targets by a substantial number. Given the fact that targets were largely surpassed, the little variation found in the 2004-2005 and 2005-2006 targets suggests that greater attention should be paid to setting targets based on historical results and contextual factors; the targets are low compared to the reported results.

Summative Evaluation Findings

KRG clients expressed high levels of satisfaction with programs and services they received and agreed that these had been helpful in meeting employment challenges and in finding jobs. Discussion group participants agreed there were positive impacts on job skills, job prospects, attitude towards employment, satisfaction with current jobs, and increased self-confidence.

Key informants agreed current KRG programs and services helped clients to look for, find, and maintain employment. This view was supported by labour force statistics showing substantial increases in the number of people participating in the Nunavik workforce. There was consensus that the programs had positive impacts on client job search skills, job skills, job prospects, employment outlook, skill levels including certification and diplomas, attitudes towards employment, preparation for jobs, and personal self-confidence.

Net Impacts

Net impacts compare measures of outcome indicators for participants to those of a comparison group of similar individuals. The comparison group is constructed to represent what would have happened to the participants if they had not participated. Net impacts may thus be attributed fully to participation.

The quantitative analysis found no net impacts that were statistically significant at conventional statistical levels. As a result, we can report no net impacts of participation for KRG clients.

Observations³⁹ on Outcome Indicators

When examining clients' earnings and use of Employment Insurance and Social Assistance over a period of five years before participation in KRG programs and services and up to three years after participation ended, key observations included the following:

- Earnings from employment continue to increase over time, but at a lower rate.
- There is little change in the use of Employment Insurance for Active and Former EI claimants. Non-claimant clients increased their use of EI in the post-program period, reflecting EI eligibility derived from employment during and after participation in the program.
- There is little change in the use of Social Assistance benefits.

³⁹ These gross observations cannot be attributed solely to participation in the KRG programs and services and should, therefore, be interpreted with caution.