

**Evaluation of the  
Native Cadre  
Program Based  
on the Results  
of the Native  
Cadre Survey**

***E*VALUATION OF  
THE RURAL  
AND NATIVE  
HOUSING  
PROGRAMS**

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RESULTS OF THE NATIVE CADRE SURVEY**

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**Program Evaluation Division  
Canada Mortgage and Housing Corporation**

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**Ce rapport est aussi disponible en français auprès de la  
Division de l'évaluation de programme.**

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## EVALUATION OF THE NATIVE CADRE PROGRAM

### EXECUTIVE SUMMARY

This paper analyses the extent to which the Native Cadre Program achieved its objectives by reviewing the results of a survey of those receiving assistance under the Program.<sup>1</sup> One of the three Native training initiatives now cost-shared by CMHC and some of the provincial/territorial governments, the Native Cadre program commenced in 1974 as a unilateral CMHC program. Over the 1974-88 period, a total of 243 persons participated as trainees, with 64.2 per cent receiving their training in Ontario or the Prairie provinces.

Of those Cadres who were mailed a questionnaire or who were telephoned, 83.6 per cent replied to the survey. Overall, the quality of the information obtained was very good in that respondents were representative of the Cadre population as a whole and that there was a high level of consistency and accuracy in the answers.

Findings from the survey are divided by the three stages of the program: candidate selection, type and quality of training and job placement.

#### A. Candidate Selection

The selection process of the Native Cadre Program was assessed in two ways: first, by how well Program participants met the criteria for entry including: ethnicity, education, personal aptitude, together with other factors considered such as knowledge about housing, and communication and organisational skills, and second by the extent to which the Selection Committee process was followed.

Virtually all of the Native Cadres met the ethnicity and education entry requirements of the Program. Regarding their personal suitability, measures of inherent interest in housing showed that almost one in six had volunteer experience which would be beneficial to delivering the RNH Programs, primarily among male Cadres. The most popular reason for applying was to become employed, with wanting to learn more about the RNH Programs or improving knowledge of housing taking second and fourth place respectively. Applying for the reason of finding employment was especially true for female Cadres and for those

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<sup>1</sup> Additional evidence from the viewpoints of RNH Delivery Groups who may have recommended candidates and/or hired Cadres, and F/P RNH Program Officers who helped administer the Native Cadre Program have been incorporated in the main RNH Evaluation Study Report.

admitted to the Program in the Atlantic provinces and in Ontario.

The fact that virtually all Cadre participants met or exceeded the minimum education requirements of the Program suggests that the trainees possessed a fully satisfactory ability to learn about and relate to the operation of the RNH Programs and about housing development more generally.

The Native community itself was most frequently cited as the source for how Cadres found out about the Program, indicating some familiarity among participants with Native issues. When disaggregated by sex and region, however, the role of Native groups was varied. Women tended to find out about the Program more from CMHC or other sources, such as employment centres. Also, the groups played less importance in informing candidates in Quebec or Ontario compared to the other regions.

The potential ability of the Cadre Program participants to organise their work, write reports, and communicate effectively, was determined to fully meet the requirements for training based on their level of education. Given that 39 per cent of Native Cadres had worked for pay prior to their training either in the construction/renovation trades and 23 per cent in social/recreational/counselling areas, it was evident that a moderately high number met the Program's criterion of a knowledge of the housing industry and community development.

Native Cadres were, in most cases, chosen on the basis of an interview with a CMHC representative only, rather than with a Native Group member also present as required by Program guidelines. Selection by a personal interview with CMHC only was the method cited by 67.7 per cent of Survey respondents. Six per cent reported that their interview was conducted with both a CMHC and Native Group representative present. Other ways in which Native people were involved in the selection process were via personal recommendations to CMHC made by Bands or Native Groups. Overall, 49 per cent of the Cadres indicated this was one of the ways in which they were selected. When asked if there were any ways in which the selection process should be changed, 90.1 per cent of survey respondents indicated they would not recommend any changes.

## **B. Quality of Training**

Cadre respondents' self-assessments of their improvement in knowledge about the RNH Programs and of their housing development skills were employed as indicators of the quality of Cadre training.

Overall, a majority of the Cadres gave the Program the highest possible rating in terms of being helpful to them in increasing their knowledge of the RNH Programs and for improving their housing development skills. Those who gave the Program higher ratings were more likely to have been employed prior to their training, to have received more constructive supervisor feedback, and to have been involved in participatory rather than passive forms of training. In general, the effectiveness of the Program could be improved by emphasising these features in the training process.

The length of the training period and whether the training was undertaken according to a plan or not did not have significant impacts on Cadres' views about the educational value of the Program. A total of 89.6 per cent of survey respondents rated their overall training experience as somewhat to very satisfactory. However, only 61.7 per cent had the same opinion about the length of their contract. More than three-quarters of the Cadre respondents viewed their work term as too short.

### C. Job Placement Success

The success of the Program in placing Cadres in housing-related jobs was estimated by examining the employment level among Cadres immediately after training, the length of time it took to become employed and the type of work obtained, and Cadres' perceived ability to find work.

A total of 52.9 per cent of Cadres found work right after training, most of whom had been recommended to the program by a Native group or other Native persons. Over one-third of Cadres first found work with a Native group with a large majority of the trainees finding employment within the housing sector. Today, approximately 37 per cent of the Native Cadres still work in a housing-related area. Overall, close to 70 per cent or more of the Cadres thought the Program was helpful to them in finding work and in furthering their career. Dissatisfaction with their ability to find work was evident mainly among those trained in the Atlantic region, where only 51.7 per cent of the Cadres felt that it was somewhat to very easy to find a job in housing compared to over 80 per cent of respondents who received their training elsewhere in the country.

The importance of having housing-related work experience as a factor in the job placement success rate of the Cadre Program cannot be understated. It was found that Cadres who were employed at the time they applied for training and who wanted to participate in the Program to improve the housing-related skills they already possessed were more likely to obtain work in housing upon completing their training.

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## 1.0 INTRODUCTION

### A. Description of the Native Cadre Program

The Canada Mortgage and Housing Corporation's (CMHC) Native Cadre Program has been in operation since 1974. It provides specialised on-the-job training in housing development methods and Rural and Native Housing (RNH) Programs administration to Native people who have some knowledge of and interest in native housing issues and concerns.

The Native Cadre Program is one of three training initiatives to promote client involvement under the RNH programs. The RNH programs represent the main initiative on the part of the Federal and Provincial/Territorial governments to provide assistance to build, purchase or repair housing in rural areas off-reserve, although Native Cadres can be instructed in the delivery of the CMHC Urban Native Non-Profit and On-Reserve programs as well.

Training assistance for Native people is also supplied via the secondment by CMHC of housing specialists to assist Native housing groups and by subsidising the staff training expenses of those organisations. A more detailed assessment of the three RNH training programs individually and collectively is reported as part of the main RNH Evaluation Study.

After a period of temporary, short term employment in a CMHC, provincial or native group's office, Native Cadres are to return to work with the Native group or local community which nominated them. Cadres unemployed prior to training are to be placed or helped to find employment in housing-related jobs once they complete their work experience. As a last resort, trainees are to be helped to find work outside of the housing sector.

The objectives of the program are to:

- ° to provide special training and orientation in housing programs to a cadre of Native people to enable them to gain the necessary knowledge and skills to assist their Native communities and organisations to develop and conduct their own housing programs and to achieve their housing goals;
- ° to provide employment and other career opportunities within CMHC, Provincial Housing Agencies, other government agencies, non-profit organisations, or the private sector; and
- ° to increase the number of trained Native personnel in the Canadian work force.

Only Native People are eligible to participate in the Native Cadre Program.<sup>1</sup> The initiative in nominating candidates is to be taken by an RNH delivery group in response to a specific training requirement. Recruitment may also be undertaken by CMHC in co-operation with delivery groups or, in the absence of a group, with local Native people involved in housing development. Selection is made by a CMHC committee with representatives from the delivery group and, since the signing of the 1986 Agreements, with a representative of the federal/provincial partnership.

Trainees sign an employment contract with CMHC for a term of up to six months, although extensions are possible for up to an additional six months. A training plan is to be written which serves as the terms of reference for the work. Types of work experience may include: housing production and maintenance, general field work, client counselling, housing inspections, program and project administration, and land acquisition.

As per the supervision of regular CMHC employees, the work performance of Cadre trainees is evaluated. Once they have completed their contract they are to receive feedback from their supervisor and, in turn, provide comments on their training experience.

Since 1974, a total of over \$10.0 million (1988 \$) in Part IX funds has been spent on Native Cadre training, as shown in Table 1. In current dollar terms, the bulk of the activity has occurred prior to 1985, with an almost equal amount spent in the first and second five years of the Program. In terms of numbers of participants in the program, on a average annual basis, more people received training since 1986 compared to the first decade of the program.

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<sup>1</sup> "Native" refers to people of Inuit, Métis, Status and Non-Status Indian origin.

**TABLE 1  
EXPENDITURES FOR THE NATIVE CADRE PROGRAM**

<b>PART IX SPENDING*</b>				
<b>YEAR</b>	<b>NUMBER OF TRAINEES<sup>1</sup></b>	<b>(ACTUAL \$)<sup>2</sup></b>	<b>(1988 \$)</b>	<b>COST/ CADRE (1988 \$)</b>
1974 - 1980	115	2,075,259	4,147,040	36,061
1981 - 1985	87	3,252,210	4,113,295	47,279
1986 - 1988	65	2,503,561	2,572,070	39,570
<b>TOTAL</b>	<b>267</b>	<b>7,016,786</b>	<b>10,018,161</b>	<b>40,571</b>

**SOURCE:** 1 Native Cadre Program and Personnel Files, CMHC 1974 - 1988 (2 Cadres had Year of training missing)

2 Corporate Accounting Division, and RNH Group, CMHC and the Rural and Native Housing Review, Program Evaluation Unit, CMHC 1980.

**NOTES:** \* Overhead costs included.

#### **B. Profile of the Universe of Native Cadres**

Information obtained from CMHC RNH program administration and Cadre personnel files specifically for the RNH Evaluation shows that a total of 243 Native people have participated in the Native Cadre program to date. The provincial distribution is illustrated in Table 2 and the distribution by year of training and sex is shown in Table 3.

The Program has been most popular in Ontario and the Prairie provinces. A total of 65.2 per cent of all Cadres received their training in these two regions. Disaggregating the number of Cadres on an annual basis shows that the greatest number were trained after 1980. Also, the entry of women into the Program was more a phenomenon of the second decade of the program.

**TABLE 2  
NUMBER OF NATIVE CADRES  
BY PROVINCE OF TRAINING**

PROVINCE	NUMBER	PROVINCE	NUMBER
Newfoundland	10	Manitoba	25
P.E.I.	3	Saskatchewan	23
Nova Scotia	20	Alberta	24
New Brunswick	10	British Columbia	26
Quebec	10	Yukon	4
Ontario	84	N.W.T.	4
<b>TOTAL:</b>	<b>243*</b>		

**SOURCE:** CMHC Native Cadre Program and Personnel Files, 1974-88.

**NOTE:** \* For the purpose of this evaluation, only those hired up to and including May 1988 were included in the survey universe.

**TABLE 3  
NUMBER OF NATIVE CADRES  
BY YEAR OF TRAINING AND BY SEX**

YEAR	PROGRAM <sup>1</sup> PARTICIPANTS	SURVEY <sup>2</sup> RESPONDENTS	% FEMALE <sup>2</sup> RESPONDENTS
1974-1976	34	17	17.6
1977-1979	69	40	27.5
1980-1986	105	76	51.3
1987-1988	33	20	55.0
Unknown/Missing	2	5	
<b>TOTAL:</b>	<b>243</b>	<b>158</b>	<b>100.0</b>

**SOURCE:** 1 CMHC Native Cadre Program and Personnel Files, 1974-88.

2 Native Cadre Survey, Program Evaluation Division, CMHC 1989.

## 2.0 BACKGROUND TO THE SURVEY

### A. Purpose of the Native Cadre Survey

The Native Cadre Survey was undertaken in order to consider the views of participants about their satisfaction with the Program concerning their selection, type and quality of training, and post-training employment experience.

Of the 243 recorded Cadres, 5 were excluded from the survey sample as they were deceased. Current mailing addresses could not be confirmed for another 20 trainees.<sup>1</sup> In total, the names, addresses and telephone numbers of 223 Program participants were verified by Program Evaluation Division staff in July and August 1988. In many cases, since it had been a number of years since the trainee was employed by CMHC, it was necessary to contact one or more sources to obtain the required information, including provincial Native groups, former employers, friends and relatives.

#### **B. Survey Administration Method, Response Rates and Data Quality**

The survey was administered in three stages. The consultant hired by CMHC to conduct the study, Prairie Research Associates Inc., first mailed a personalised questionnaire to 223 Program participants for self-completion and return.<sup>2</sup> A thank you note/reminder card was then sent. Persons not replying by mail were subsequently telephoned and asked to complete a shorter version over the telephone.

The overall response rate for the survey was 83.6 per cent based on a total of 158 completed questionnaires: 129 returned by mail and 29 obtained by telephone.<sup>3</sup> This rate varies from a high of 100 per cent in Newfoundland and Prince Edward Island to a low of 40 per cent in Saskatchewan, as shown in Table 4.

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<sup>1</sup> The provincial distribution of the 25 Cadres excluded is: Quebec 1, Ontario 8, Manitoba 1, Saskatchewan 6, Alberta 1, British Columbia 7, and Yukon 1.

<sup>2</sup> An in-depth discussion of the survey method is contained in the final technical report for the study, entitled "Survey of Native Cadre Participants, Final Report", by Prairie Research Associates, Inc. May 1989.

<sup>3</sup> A total of 33 were excluded for the initial sample count for the purpose of calculating the overall response rate because of inaccurate address information or because respondents declared themselves ineligible.

**TABLE 4**  
**RESPONSE RATES BY PROVINCE OF TRAINING**  
**NATIVE CADRE SURVEY**

PROVINCE	RESPONSE RATE	PROVINCE	RESPONSE RATE
Newfoundland	100.0	Manitoba	70.0
P.E.I.	100.0	Saskatchewan	40.0
Nova Scotia	86.4	Alberta	63.6
New Brunswick	84.6	B.C., Yukon, N.W.T.	45.0
Quebec	75.0		
Ontario	75.6		

**SOURCE:** Native Cadre Survey, Program Evaluation Division, CMHC 1989.

There are three factors which likely contributed to the high response rate overall. First, the Cadres were contacted by telephone to confirm their current mailing address and telephone number, and were notified at that time about the upcoming survey. Second, the cover letter to the survey was personally addressed. And, third, telephone follow-ups were made to all those not responding by mail.

The representativeness of the final respondent sample was tested by comparing respondents' characteristics to those of all Cadres by province of training, level of education at the time of application, year of training, and type of work reported after training. These comparisons showed no significant differences between Cadres in the study sample and the total number of Cadres who participated in the Program.

### 3.0 ANALYSIS OF THE ISSUES

As part of its mandate, CMHC evaluates all of its active programs on a periodic basis. An evaluation of the RNH Programs is being undertaken to contribute to the public consultation process and policy development work on CMHC's Rural and Native Housing programs to follow.

The results of the Native Cadre Survey outlined here are to be considered in the main Evaluation Report along with the findings from the other delivery-related surveys including RNH Delivery Group interviews, and mailout surveys to F/P Program Officers and to representatives in communities with RNH housing.

The three issues being reviewed in the evaluation of the Native Cadre Program include:

- i) the extent to which the requirements for Program entry were met among Program participants;

- ii) the increase in knowledge of Native Cadre trainees as a result of the Program, and;
- iii) the success in placing Native Cadres in housing-related employment with Native communities or housing groups.

Because this discussion is based solely on the evidence from the Native Cadre Survey, the analysis is one of estimating the extent to which the objectives of the Program have been met from the viewpoint of the Cadres. A complete effectiveness evaluation, which considers the views of those training or hiring cadres is contained in the RNH Program Evaluation report.

#### **A. Extent to Which Native Cadres Met the Selection Criteria for the Program**

This section examines how well the personal and professional characteristics of the Native Cadre Program participants matched the criteria established for entry into the Program, and the extent to which the Selection Committee approach was followed.

In addition to possessing a personal aptitude for housing program delivery, some level of familiarity is desirable among Cadre applicants with housing development and/or the operation of the RNH Programs, as a prerequisite to becoming a trainee. The RNH Program guidelines specify the following attributes for qualification as a Cadre:

- Native ethnicity
- some Secondary School education
- the demonstration of: self-motivation, the potential to learn and to relate to housing issues and programs, a good knowledge of the client group and an interest in public administration.
- additional assets: proven ability in organisational skills, communication and report writing and some knowledge of NHA programs, F/P programs for Native people, community development and the housing industry (land acquisition, construction etc.).

The following subsections describe the extent to which respondents to the Native Cadre Survey met the Program's eligibility criteria and the extent to which any significant variations existed by region, year of training or sex of the trainees.

##### **i) Native Ethnicity**

Self-identification of Native ethnicity was not requested of respondents to the Native Cadre survey. Although it was known from discussions with provincial Native groups that

non-Natives had been admitted to the program, the number was not estimated to be large.

Evidence from comments added voluntarily by the Cadre respondents supports this notion. Virtually all of the trainees were Native. The fact that three, or 1.9 per cent, identified themselves as non-Native suggests that the ethnicity selection criterion was adhered to.

ii) Education

According to the Survey results, shown in Table 5, all but a very few Cadres met the minimum education requirement for the Program.

TABLE 5  
DISTRIBUTION OF NATIVE CADRES  
BY LEVEL OF EDUCATION  
BY REGION

LEVEL OF EDUCATION ACHIEVED PRIOR TO TRAINING	% OF CADRE RESPONDENTS BY REGION			
	ALTA.	QUE/ONT	PRAIRIE/ B.C. YUKON/NWT	CANADA TOTAL
Primary School	2.4	1.5	2.2	1.9
Some High School	14.6	11.8	19.6	14.8
High School Graduate	29.3	20.6	23.9	23.9
Some Community College	9.8	20.6	17.4	16.8
Community College Graduate	12.2	25.0	10.9	17.4
Some University	17.1	10.3	8.7	11.6
University Graduate	7.3	8.8	4.3	7.1
Other	7.3	1.5	13.0	6.5

SOURCE: Native Cadre Survey, Program Evaluation Division, CMHC 1989.

Only 1.9 per cent of respondents reported having less than some high school education at the time they applied. A total of 14.8 per cent had the minimum requirement while 7.1 per cent overall were university graduates. The Ontario region had the highest percentage of Cadres with more than a high school education at 69.8 per cent. Of those citing other types of education, trades courses were the most common, especially among those obtaining their Cadre training in the Prairie/B.C./Yukon/N.W.T. region.



- iii) Demonstration of Personal Aptitude and the Potential to Learn About and Relate to the Housing Problems of Native People.

Candidates for the Native Cadre Program are to show an inherent interest in the housing conditions of Native people, be able to relate to their housing concerns and have the willingness to learn about and work in the area of public administration for improving rural and Native housing conditions.

The extent to which Native Cadre respondents showed a personal aptitude for the training was measured in two ways: the acquisition of volunteer work experience prior to becoming a Cadre, and the desire to improve housing skills and/or knowledge of the RNH Programs. The distribution of Native Cadres by these two indicators is shown in Table 6.

Working without pay in a housing-related area demonstrates an aptitude for Cadre training in that it indicates an inherent interest in the work. Of the types of work presented in the Cadre Survey, the two which relate the most closely to housing development and the RNH Programs respectively are: construction/renovation work and social/recreational/counselling.

Volunteer work in the building trades was very rare with only 3.2 per cent of respondents reporting this type of experience. Volunteer counselling, however, had been undertaken by 16.8 per cent of the Cadre respondents, and ranked highest among the types of jobs done without pay, indicating some interest which would be beneficial for RNH client counselling. This percentage did not differ significantly by region, although more male versus female Cadres had this type of work history.

Secondly, the degree of aptitude for housing training among Native Cadres was estimated by examining the percentage who applied to the Program to improve their housing skills or their knowledge of the RNH Programs. Overall, wanting to obtain employment was the primary reason for applying to the Cadre Program, with the desire to improve housing development skills the second most popular reason. As shown in Table 6 as well, those most likely to apply for the reasons of improving housing skills or knowledge about the RNH programs were male, rather than female, indicating that a greater percentage of male applicants were better qualified in terms of personal aptitude than females.

**TABLE 6**  
**APTITUDE OF NATIVE CADRES FOR HOUSING TRAINING**

INDICATORS	ALL CADRES		MALE		FEMALE	
	%	(n=)	%	(n=)	%	(n=)
<b>A. VOLUNTEER WORK EXPERIENCE</b>						
Housing Construction/Renovation	3.9	(5)	100.0	(5)	0.0	(0)
Social/Recreational/Counselling	17.3	(22)	68.2	(15)	31.8	(7)
Band/Municipal Council	3.9	(5)	60.0	(3)	40.0	(2)
Clerical/Secretarial	5.5	(7)	0.0	(0)	100.0	(7)
Office Administration	5.5	(7)	57.1	(4)	42.9	(3)
Unskilled Labourer	1.6	(2)	100.0	(2)	0.0	(0)
Sales/Service	3.9	(5)	60.0	(3)	40.0	(2)
Other	6.3	(8)	57.1	(4)	42.9	(3)
<b>B. MAJOR REASON FOR APPLYING</b>						
	<b>% OF CADRES BY SEX AND REGION</b>					
	<b>MALE/FEMALE</b>		<b>ALTA.</b>	<b>QUE/ONT</b>	<b>PRAIRIE/B.C.</b>	
	<b>(n=79)</b>	<b>(n=56)</b>			<b>(n=38)</b>	<b>(n=60)</b>
					<b>(n=38)</b>	<b>(n=136)</b>
To Learn More About the RNH RNH Programs	17.7	3.6	5.3	10.0	21.1	11.8
To Improve Hsg. Development Skills	25.3	10.7	23.7	3.3	39.5	19.1
To Increase Income	3.8	8.9	0.0	8.3	7.9	5.9
To Become Employed	25.3	39.3	39.5	35.0	13.2	30.2
To Get a Job with Cadre Sponsor	11.4	5.4	7.9	8.3	13.2	9.6
To Improve my Office Skills	8.9	19.6	10.5	23.3	2.6	14.0
Other	7.6	12.5	13.2	11.7	2.6	9.6
<b>TOTAL</b>	100.0	100.0	100.0	100.0	100.0	100.0
<b>SOURCE: Native Cadre Survey, Program Evaluation Division, CMHC 1989.</b>						

In fact, employment status at the time of applying to the Program is significantly associated with differences in the reasons for applying, as shown in Table 7. Almost one-half, or 45.3 per cent of Cadres were unemployed when they first applied to the Program. Of this group, 58.1 per cent wanted the training in order to find work.

**TABLE 7**  
**MAJOR REASON FOR APPLYING FOR NATIVE CADRE TRAINING**  
**BY EMPLOYMENT STATUS**  
**AT THE TIME OF APPLICATION**

MAJOR REASON FOR APPLYING	EMPLOYED (n=75)	% OF CADRES UNEMPLOYED (n=62)	TOTAL (n=137)
To Get a Job with My Sponsor	10.7	8.1	9.6
To Learn More About the RNH Programs	14.7	8.1	11.8
To Improve Housing Development Skills	30.7	4.8	19.1
To Increase Income	9.3	1.6	5.9
To Become Employed	8.0	58.1	30.2
To Improve Office Skills	12.0	16.1	14.0
Other	14.7	3.2	9.6
<b>TOTAL</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

**SOURCE:** Native Cadre Survey, Program Evaluation Division, CMHC 1989.

Cadres admitted to the Program in the Atlantic provinces and in Quebec/Ontario tended to apply for economic reasons, with 30.2 per cent overall citing the desire 'to become employed'. In the Prairies and British Columbia, improving housing skills was ranked first by 39.5 per cent of survey respondents.

Native Cadre eligibility was also judged on an applicant's potential to learn and relate to housing issues and concerns. The level of education achieved by the Cadres is an indicator of this attribute. Since virtually all of the Cadres met the education criterion, there is sufficient reason to assume all of those who were admitted to the Program had a fully satisfactory capacity to learn about RNH procedures, and about housing programs more generally.

Lastly, the requirements of knowledge about the client group and an interest in public administration were checked by reviewing how the Cadres became aware of the program and why they applied. It is highly likely that those who found out about the Program through CMHC, an RNH client, a Native group or a Band or Municipal Council would have some familiarity with Native housing issues.

As shown in Table 8A, almost one-half of the Cadres found out about the Program through an RNH client, a Native group or a Band/Municipal Council. Overall, Native groups ranked first in comparison to the other possible information sources. This finding demonstrates that a significant proportion of applicants very likely had some awareness of Native housing issues prior to their training.

The fact that almost one in two Cadres did not join at the suggestion of a Native group implies that a significant minority are possibly being accepted to the Program without the endorsement of Native organisations for whom this training is intended.

TABLE 8A  
HOW CADRES FOUND OUT ABOUT THE PROGRAM

INFORMATION SOURCES	% OF CADRES BY SEX AND REGION					
	MALE/FEMALE		ALTA. (n=41)	QUE/ONT (n=68)	PRAIRIE/B.C.	
	(n=90)	(n=64)			YUKON/NWT (n=46)	CANADA (n=155)
CMHC	6.7	15.6	4.9	14.7	8.7	10.3
RNH Client	2.2	1.6	4.9	0.0	2.3	1.9
Band/Munic. Council	5.6	3.1	14.6	0.0	2.3	4.5
Native Group	52.2	23.4	56.1	23.5	52.2	40.6
Family/Friend	21.1	21.9	12.2	29.4	17.4	21.3
Other	12.2	34.4	7.3	32.4	17.4	21.3
<b>TOTAL:</b>	100.0	100.0	100.0	100.0	100.0	100.0

SOURCE: Native Cadre Survey, Program Evaluation Division, CMHC 1989.

Almost one in five of the Cadres reported finding out about the Program through "Other" sources. Of those who checked the 'Other' category, 46.4 per cent related that they were referred to the Program by a Canada Manpower Centre.

The responses for this question were disaggregated by sex and region, also shown in Table 8A. It is apparent that men, more than women, found out about the Program via Native groups. Regionally, although Quebec/Ontario accounted for the single largest number of Cadres in the Program, the Native groups played a relatively minor role in advising applicants about this training in Ontario. All five respondents from Quebec, however, reported finding out about the Program from a Native group.

Taken one step further, the way in which Cadres were advised to apply to the Program was checked against their housing-related work experience. As illustrated in Table 8B, discounting those advised to apply by RNH clients because of the small number, a greater percentage of those advised to apply by Native groups had paid work experience in construction or renovation. Although social/recreational/counselling work may provide some background for RNH client selection and follow-up activities, there were no significant differences in this type of work experience among those advised to apply by the Native groups.

**TABLE 8B  
PAID WORK EXPERIENCE IN HOUSING  
AMONG CADRES BY WHO ADVISED TO APPLY**

WHO ADVISED TO APPLY	% OF CADRES TYPE OF PAID WORK EXPERIENCE		(n=)
	CONSTRUCTION/RENOVATION	COUNSELLING	
Volunteered	42.7	33.3	(24)
CMHC Employee	45.8	33.3	(24)
RNH Client	80.0	20.0	(5)
Band/Municipal Council	40.0	20.0	(45)
Native Group	56.3	20.9	(48)
Family/Friends	29.4	20.6	(34)
Other	23.5	23.5	(17)

**SOURCE:** Native Cadre Survey, Program Evaluation Division, CMHC 1989

The Cadres who applied mainly to learn more about the RNH Program were more likely to have had an interest in public administration. A review of the Survey results shows, however, that wanting 'to learn more about the RNH Programs' was the fourth most popular reason for applying for training,

cited by 11.8 per cent of the Cadres. It is evident that a minority of the Native people who applied to the Program did so with the intention of learning more about improving housing through government programs.

- iv) Additional Assets: Proven Ability in Organisational, Communication and Report Writing Skills; NHA Program Knowledge; Awareness of F/P Programs for Native People; Knowledge of Community Development and the Housing Industry.

The extent to which the Native Cadre trainees possessed specialised knowledge at the time of applying to the Program was determined by examining their education and previous work experience. Given that 83.3 per cent of the Cadres had their High School diploma or better strongly suggests that their skills in organisation, communication and report writing were fully satisfactory for learning about the RNH Programs and housing development. This finding is also supported by the fact that over one-third of Cadres had office administration skills, as shown in Table 9.

As Table 9 also shows, a significant percentage of the Cadres had previous paid working experience in housing construction/renovation, as well as social/recreational/counselling. Allowing that some aspects of the latter type of work are related to community development, then 23.2 per cent met this criterion, compared to 39.4 per cent who had knowledge of the housing industry through their work in housing construction or renovation.

TABLE 9  
PREVIOUS PAID WORK EXPERIENCE OF NATIVE CADRES

Type of Paid Experience	% of Cadres*
Housing Construction/Renovation	39.4
Band/Municipal Council	12.6
Social/Recreational/Counselling	23.2
Clerical/Secretarial	33.1
Office Administration	38.6
Unskilled Labourer	19.7
Sales or Service	23.6
Other	21.3
None	.

SOURCE: Native Cadre Survey, Program Evaluation Division, CMHC 1989

NOTE: \* Total percentage exceeds 100 as more than one category could be selected.

v) Adherence to the Selection Committee Criterion.

According to the Program guidelines, which have remained largely unchanged since 1974, applicants are to be chosen on the basis of a personal interview conducted by a Selection Committee comprised of both CMHC and Native Group representatives.<sup>1</sup> The Native Cadre Survey requested respondents to indicate which of the following methods were employed in their selection to the Program: recommendation, personal interview, written test, other. More than one method could be applicable.

According to the results of the Survey shown in Tables 10 and 11, the most frequently cited selection method was by personal interview with only CMHC present, reported by 67.4 per cent of respondents. The next most common way in which Cadres were chosen was on the basis of a recommendation from a Native Group: a total of 41.0 per cent of respondents recorded being helped in this way. Of those citing other types of personal interviews, 42.4 per cent stated in their open-ended comments that they were chosen after being interviewed by a CMHC and a Native Group representative.

It is apparent that the selection method most common over the life of the Program was by personal interview with CMHC only, a trend which has become more prevalent since 1986. In contrast, involvement by Native Groups peaked in the late 1970's. Regionally, recommendations from Native Groups are less common in Quebec/Ontario compared to the other regions of the country.

Further insights on the adherence by CMHC to the selection process was gained by examining the comments provided to the Survey's open question: "Are there any aspects of the Selection process you would have liked to have changed?" A total of 90.1 per cent of the respondents said "no", they were satisfied with how they were selected. Because only those who were admitted to the Program were asked to comment on the selection process, there may have been a tendency to view the process positively. Despite this, a not insignificant percentage was critical. Of the 9.9 per cent who expressed dissatisfaction, the most commonly cited reason was the way in which the interview was conducted. Comments included: remarks about "irrelevant interview questions", only having one person conduct the interview, not explaining the requirement for

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<sup>1</sup> After the signing of the Federal/Provincial/Territorial Agreements, the composition of the Selection Committee was changed from CMHC to the Active Party. Where no Native Group is present, a member of the local Native community which nominated the applicant may serve on the Selection Committee.

Native ethnicity and not enough involvement from Native Groups.

**TABLE 10**  
**METHODS OF SELECTION OF CADRE TRAINEES\***  
**BY YEAR OF TRAINING**

SELECTION METHODS	% OF CADRES			
	1974-76 (n=17)	1977-79 (n=40)	1980-86 (n=76)	1987-88 (n=20)
<b>RECOMMENDATION</b>				
Band	0.0	7.5	11.8	0.0
Native Group	29.4	57.5	38.2	25.0
CMHC Employee	29.4	17.5	14.5	5.0
<b>WRITTEN TEST</b>	11.8	10.0	7.9	5.0
<b>INTERVIEW</b>				
CMHC only	58.8	60.0	72.4	80.0
CMHC and Province	5.9	12.5	5.3	10.0
Other**	23.5	17.5	10.5	15.0
<b>OTHER</b>	11.8	20.0	13.2	10.0

**SOURCE:** Native Cadre Survey, Program Evaluation Division, CMHC 1989

**NOTES:** \* Percentages may exceed 100 as more than one category could be checked.

\*\* 42.4 per cent of respondents indicating "Other" stated a committee comprised of a CMHC and a Native Group representative interviewed them.



**TABLE 11  
METHODS OF SELECTION OF CADRE TRAINEES\*  
BY REGION OF TRAINING**

SELECTION METHODS	% OF CADRES BY REGION			
	ALTA. (n=41)	QUE/ONT (n=68)	PRAIRIE/B.C. YUKON/NWT (n=46)	CANADA (n=155)
<b>RECOMMENDATION</b>				
Band	22.0	4.4	0.0	7.7
Native Group	51.2	20.6	63.0	41.3
CMHC Employee	4.9	23.5	10.9	14.8
<b>INTERVIEW</b>				
CMHC only	61.0	82.4	52.2	67.7
CMHC and Prov.	14.6	1.5	13.0	8.4
Other**	14.6	10.3	19.6	14.2
<b>WRITTEN TEST</b>	4.9	8.8	10.9	8.4
<b>OTHER**</b>	14.6	14.7	13.0	14.2

**SOURCE:** Native Cadre Survey, Program Evaluation Division, CMHC 1989

**NOTES:** \* Percentages may exceed 100 as more than one category could be checked.

\*\* 42.4 per cent of respondents indicating "other" stated a Committee comprised of a CMHC and a Native Group representative interviewed them: i.e. 6.0 per cent of Cadres overall.

**SUMMARY: THE SELECTION PROCESS**

Overall, the Native Cadre Program participants who were selected met the ethnicity and met or exceeded the education entry criteria. But, a significant number of unemployed Native people were admitted for training who viewed the Program primarily as a means for finding work. Women Cadres and those applying in the Atlantic provinces and in Quebec and Ontario were more highly represented in this group.

Cadres who had wanted the training in order to improve their housing development skills ranked as the second largest group overall. This rationale was cited for the most part, by those already employed and/or referred to the Program by Native housing groups. Among all Cadres, an interest in learning more about the RNH Programs was rated as the fourth most popular reason for applying to the Program. The desire to improve office skills ranked third overall.

The knowledge about and potential ability of the Cadres to relate to Native housing issues was uneven among those admitted to the Program. Although 40.6 per cent were informed about the training by a Native group, another 42.6 per cent found out about it through family, friends or other sources, primarily local employment centres. A higher percentage of those referred by the Native groups, compared to others, were employed at the time they applied and had previous paid work experience in housing.

The selection requirements of the Program of having both CMHC and Native representation on the interview committee were generally not followed. Most Cadres reported being personally interviewed by CMHC only. Input from Native groups came primarily through the recommending of applicants to CMHC.

Less than 10 per cent of the Cadres surveyed were of the opinion that the selection process needed to be changed. Of those who expressed dissatisfaction, most focused on improving the interview process in terms of question content, number of interviewers and the involvement of Native groups.

#### **B. Increase in Knowledge Among Cadre Trainees**

The second major issue addressed in this evaluation of the Native Cadre Program is the extent to which the participants improved their knowledge about the operation of the RNH Programs and their housing development skills. This Section presents three lines of evidence for establishing the value of Cadre training in this regard. First, an estimate is made based on Cadre respondents' self-assessments.<sup>1</sup>

In addition, associations between Cadre characteristics, the year of their training, and features of the Program's design are examined in the context of the Cadre self-assessments in an attempt to explain the basis for improvements in knowledge among the trainees. Lastly, a qualitative review is undertaken of the value of the Program by examining Cadre opinions about their overall level of satisfaction with their training including their written comments on recommended changes to the Program.

From the previous Section it was observed that a large majority of the trainees had achieved more than the minimum level of education for program entry and more than 40 per cent had acquired housing-related work experience prior to their

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<sup>1</sup> A complete assessment of the effectiveness of Native Cadre training is analysed by also considering the perspectives of F/P Program Officers and Delivery Groups on the value of the Native Cadre Program for increasing trainee knowledge as part of the RNH Program Evaluation Study.

training. The former characteristic suggests that most Native Cadres would have the potential to easily learn about the operation of the RNH Programs although fewer would be in the position of building upon a knowledge of housing development.

When assessing the extent to which they found their training helpful in increasing their knowledge of the RNH Programs and in improving their housing development skills, it was found that 91.6 per cent of the survey respondents assessed the Program as being 'somewhat' helpful to 'very helpful' in increasing their knowledge about the RNH Programs. Slightly fewer, or 88.8 per cent overall gave the same rating to the Program for improving their housing development skills. The impact of education, work experience, employment status at the time of applying to the Program, and reasons for applying are summarised in Table 12.

It appears that Cadres found the Program of equally great benefit in improving their knowledge about the RNH Programs and in improving their housing development skills regardless of their level of education. Having previous work experience in housing also did not affect the perceived helpfulness of the training. Only employment status had a significant influence on the perceived value of the program. These findings suggest that Cadres who already had work for which the training would enhance their on-the-job performance felt the Program was beneficial to them. Conversely, unemployed applicants who wanted the training as a means of finding work felt they gained less from the program, especially in the area of improving their housing development skills.

**TABLE 12**  
**ASSOCIATION BETWEEN IMPROVEMENT IN HOUSING KNOWLEDGE AND**  
**CHARACTERISTICS OF PROGRAM PARTICIPANTS**

CHARACTERISTICS	HELPFULNESS IN INCREASING KNOWLEDGE* (% OF CADRES)			
	INCREASE IN KNOWLEDGE ABOUT RNH PROGRAMS		IMPROVEMENT IN HOUSING DEVEL- OPMENT SKILLS	
<b>OVERALL</b>	<b>91.6</b>	<b>(n=)</b>	<b>88.8</b>	<b>(n=)</b>
<b>1. Education</b>				
Some High School	86.7	(15)	88.2	(17)
High School/ Community College	82.9	(47)	79.6	(44)
University	100.0	(9)	100.0	(8)
<b>2. Previous Housing-related Work Experience</b>				
Construction/Renovation	97.8	(46)	93.2	(44)
Counselling	81.5	(27)	81.5	(27)
<b>3. Pre-training Employment Status</b>				
Employed	98.4**	(63)	96.7**	(61)
Unemployed	84.2**	(57)	80.0**	(55)
<b>4. Reason for Applying</b>				
To Learn about the RNH Program	97.6	(41)	94.7	(38)
To Improve Housing Development Skills	97.9	(47)	97.9	(47)
To Become Employed	84.2**	(57)	80.0**	(55)

**SOURCE:** CMHC Native Cadre Survey, Program Evaluation  
Division, 1989.

**NOTES:** \* Refers to a rating of 3, 4 or 5 on a 5-point scale  
where 5 is very helpful.

\*\* Statistically significant

It was hypothesised that the design and operation of the Program influenced the effectiveness of the training. Four key elements were evaluated for their impact on participants' perceptions about the helpfulness of the training in improving their knowledge about the operation of the RNH Programs and their housing development skills. The elements were: the impact of having a training plan, the length of the training contract, the Cadres' perceived level of feedback from their supervisor and the differences between the various training approaches.

One of the primary requirements when implementing the training Program was the preparation of a plan. According to the

Native Cadre Survey 68.4 per cent of the Program's participants had a training plan, of whom 17.3 per cent had a plan custom written for them. Overall, it was found, as shown in Table 13, that there was no significant difference in Cadres' perceptions about the helpfulness of the Program between those who were trained according to a plan and those without a training plan.

The Program's administrative guidelines state that a Native Cadre's contract is to be at least six months in duration and may be extended to one year, or more if required, to complete the training. Of the Cadres who responded to the survey, 88.8 per cent had a contract of less than one year. As Table 13 shows, length of contract had no significant impact on the Cadres' perceptions about the Program's helpfulness.

It was hypothesised that the greater the level of constructive feedback the Cadres' perceived receiving from their supervisors, the more helpful they would have found the Program for improving their knowledge and skills. This, in fact, was the case, especially for improving housing development skills. It was found that Cadres who rated their supervisors' feedback as "high" were more likely to rate their training as helpful as shown in Table 13. The differential was statistically significant for the improvement of housing skills: 93.6 per cent of those who rated their supervisor's feedback as level 3, 4 or 5 on a 5-point scale, where 5 meant "A lot of feedback", also rated the level of helpfulness for improving skills at 3, 4 or 5, where 5 meant "Very Helpful". In contrast, only 69.6 per cent of Cadres who felt their supervisor gave them a low level of feedback also rated the Program helpful in improving their housing development skills.

Regarding the type of supervisor to whom Cadres reported, the RNH Native Cadre Program guidelines stipulate that trainees should be supervised by either a program administrator or Inspector, depending on the Cadres' requirements. As documented in Table 13, it was found that the ratings Survey respondents gave about the helpfulness of the Program were not significantly different by type of supervisor. Whether the Cadre reported to a program administrator, professional (Inspector, Appraiser) or a clerical person, almost 75.0 per cent or more assessed their training as helpful.

Six different methods of Cadre training were evaluated for their impact on the perceived helpfulness of the program: observation, involvement in decision-making, accompanying office staff on client visits, CMHC workshops/seminars and external courses. It was not stated in the Program guidelines which training methods were to be employed or what level of emphasis was to be given to one versus another.

Of the six methods, three were found to be significantly associated with improving the knowledge or skills of Cadres:

observation, involvement in decision-making and workshop attendance. Training Cadres by having them observe RNH Program functions was more effective for improving trainee knowledge of program operations than for increasing their housing-related skills, as shown in Table 13. There was a significant association between Cadre respondents who cited improvements in housing skills and those who were trained by being involved in decisions and who attended workshops.

It appears, then, that administrative functions can be taught by a number of approaches, but to be effectively understood, technical training must be approached differently with greater involvement by the trainee in program decisions or active participation in forums such as workshops.

**TABLE 13**  
**ASSOCIATION BETWEEN IMPROVEMENT IN HOUSING KNOWLEDGE AND**  
**PROGRAM DESIGN FEATURES**

CHARACTERISTICS	HELPFULNESS IN INCREASING KNOWLEDGE* (% OF CADRES)			
	INCREASE IN KNOWLEDGE ABOUT RNH PROGRAMS		IMPROVEMENT IN HOUSING DEVEL- OPMENT SKILLS	
<b>1. Use of a General Training Plan</b>		(n=)		(n=)
No	88.6	(35)	90.9	(33)
Yes	94.3	(70)	91.4	(70)
<b>2. Length of Contract</b>				
6 Months	90.2	(41)	81.6	(38)
7 months or more	91.9	(74)	91.8	(73)
<b>3. Level of Feedback</b>				
High*	93.8	(96)	93.6**	(93)
Low	83.3	(24)	69.6**	(23)
<b>4. Type of Supervisor</b>				
Office Manager	94.1	(17)	93.8	(16)
Program Manager	93.3	(60)	93.3	(60)
RNH Program Officer	95.2	(62)	91.4	(58)
Office Professional	89.7	(39)	89.2	(37)
Clerical	100.0	(21)	95.2	(21)
Other	81.3	(16)	73.3	(15)
<b>5. Methods of Training</b>				
Observation	95.0**	(100)	91.8	(98)
Involvement in				
Decisions	95.7	(70)	97.1**	(70)
Client Visits	93.0	(86)	90.8	(87)
Clerical Work	93.6	(78)	89.6	(77)
Workshops	97.1	(70)	97.1**	(69)
External Courses	100.0	(12)	100.0	(12)

**SOURCE:** CMHC Native Cadre Survey, 1989.

**NOTES:** \* Refers to a rating of 3, 4 or 5 on a 5-point scale.

\*\* Statistically significant.

Lastly, a two-part qualitative analysis was undertaken in reviewing the effectiveness of the Native Cadre Program for improving the housing knowledge of trainees first, by examining Cadres' overall satisfaction with the Program, in terms of the variety of topics covered, the level of involvement in the work of the office, relations with co-workers, the length of the contract of training, the interest/ support of supervisors and a global rating of their

overall work experience. For the Cadre training program to have been effective, a majority of Survey respondents would had to have replied that their level of satisfaction was a 3, 4 or 5 on a 5-point scale where 5 meant 'Very Satisfied'.

In fact, almost 80 per cent or more of Survey respondents rated these aspects of their training experience as satisfactory. The results are summarised in Table 14. The one aspect of their training experience with which the greatest percentage of Cadre respondents expressed satisfaction was their relations with their co-workers. Surprisingly, the lowest-rated aspect was the length of contract. Only 61.7 per cent of trainees were satisfied with the term of their work training. From the previous discussion of the helpfulness of the program for improving knowledge and skills, it was determined that the length of contract had no significant effect. Therefore, rather than wanting a longer work term for learning more about the RNH Programs, it may be more a concern for remaining employed. The next section of this paper sheds some light on the subject by examining the effect of the training on Cadres' ability to find work.

TABLE 14  
SATISFACTION WITH TRAINING\*

PROGRAM TRAINING FEATURES AND THE TRAINING ENVIRONMENT	% OF CADRES	(n=)
Variety of Topics	83.8	(129)
Involvement in Office Work	87.6	(134)
Relations with Co-Workers	93.5	(142)
Length of Contract	61.7	(95)
Interest/Support of Supervisor	79.9	(123)
Overall Work Experience	89.6	(138)

SOURCE: Native Cadre Survey, Program Evaluation Division, CMHC, 1989

NOTE: \* Level 3, 4, or 5 on a 5-point scale where 5 is very satisfied.

The second part of the qualitative analysis of the training entailed a review of the write-in comments to the Survey question: "Are there any aspects of the training process you would have liked to have changed?". Responses were generally of two types. They commented on the nature of the training and how the training was administered.

Comments on the nature of the training focused on the way in which Cadres were introduced to CMHC and the RNH Programs, the type of work undertaken by Cadres as part of their training and training methods. More specifically, respondents



suggested there be more of a formal orientation to the Corporation at the commencement of training. Also, the training could be improved by putting less emphasis on clerical work and introducing trainees to the RNH Programs by means of more practical, hands-on experience, and more responsibility through the involvement in decision-making.

Regarding the way in which the Program was administered, respondents noted contract periods could be longer and the approach could be more formal. ie., based on a structured plan with supervisors knowledgeable about training. Feedback on performance was cited as important as well.

These comments support the more general findings of the survey, that more formal structure is required in the way training is undertaken, and that giving Cadres more responsibility in decision-making is especially desirable to improve the effectiveness of the Program.

#### **SUMMARY: THE QUALITY OF THE TRAINING**

Based on Cadre self-assessments, virtually all of the trainees perceived the Program as having been somewhat to very helpful for increasing their knowledge about the RNH Programs and for improving their housing development skills, regardless of their level of education or previous work experience in housing.

Evaluations of the Program did differ significantly, however, between those who were employed prior to entering the Program compared to those who were unemployed. Unemployed applicants who wanted the training as a way of finding work reported gaining less from the Program, especially in the area of improving their housing skills.

Regarding the design and implementation of the Native Cadre Program, it was found that whether a training plan was used or whether the contract term was six months or longer made no difference in the Cadres' ratings about the value of the Program. The level of supervisor feedback and the training methods used, however, did influence the perceived helpfulness of the Program. As might be expected, Cadres who rated their supervisor's level of constructive criticism as somewhat to very high also viewed the Program as being of benefit. Those who were involved in decision-making or workshops also rated the Program more favourably for improving their housing skills than those not exposed to these training methods. Increased knowledge about the RNH programs was most closely associated with learning by observation.

A quantitative analysis showed that over 89 per cent of Cadre respondents were somewhat to very satisfied with their overall training experience. When asked to rate individual aspects of

the Program, "relations with co-workers" was ranked first, followed by "involvement in the work of the office", the "variety of topics covered" and the "interest/support of supervisor". A significantly lower total, 61.7 per cent of the trainees, however, rated the "length of the contract" as somewhat to very satisfactory. Judging by the written comments received, contracts were estimated as being too short.

A second qualitative measure of the job placement success rate entailed a review of write-in comments made about recommended changes to the Program's training process. The answers given focused on training content and administration. Respondents' suggestions ranged from including more practical experience and decision-making responsibility to lengthening contracts and making the approach more formal with structured training plans and training-oriented supervisors.

### **C. Success in Placing Native Cadres in Housing-Related Fields or Working with Native Communities or Groups**

The extent to which Native Cadres were successful in finding employment in housing or with Native groups is estimated on the basis of the job placement success rate of the Program and on how easy Cadres reported finding work after completing their training.

Three factors were used to determine the Program's job placement success rate: the length of time until employment was found after the training, the type of employment obtained immediately after training and the type of current employment.

A total of 57.4<sup>1</sup> per cent of Cadres were employed immediately after training. Whether a Cadre was employed immediately or not was compared to how they became aware of the Program. The job placement success rate should have been higher for Cadre applicants advised to enroll in the Program by a sponsor, e.g. a Native group or CMHC, for example. As shown in Table 15, 41.5 per cent of Cadres who found employment immediately after training had been advised to apply by a Native Group. This compares to only 20.0 per cent who had been advised by CMHC to obtain training under the Program and became employed right away. It appears that the job placement network may operate better within the Native community overall as 24.6 per cent of the Cadres employed immediately had been advised by family or friends to apply.

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<sup>1</sup> Virtually all had found work within 12 months of completing their training.

The greater employment success rate among Cadres advised to apply to the Program by Native groups can be explained by the fact that a high percentage of Cadres were first employed by these organisations. As shown in Table 16, over one-third of Cadres had their first job with a Native group. CMHC itself employed almost one-quarter of the trainees. Overall, only about 25 per cent left the housing sector when they first finished the Program. Together, these findings suggest that Cadre training was appropriate for placing trainees in housing-related types of work immediately after their training was complete.

As Table 16 also shows, however, Cadres have tended to move to other types of work, outside of housing since their first job after training. "Non-housing" types of work accounted for the type of employment for 31.5 per cent of Cadres right after completing the Program which has risen to 63.4 per cent currently.

**TABLE 15**  
**DISTRIBUTION OF CADRES EMPLOYED IMMEDIATELY**  
**AFTER THEIR TRAINING BY WHO SUGGESTED APPLYING**

WHO SUGGESTED APPLYING	% OF CADRES EMPLOYED IMMEDIATELY AFTER TRAINING	(n=)
Volunteered	16.9	(11)
CMHC Employee	20.0	(13)
Native Group	41.5	(27)
Family, Friend	24.6	(16)
RNH Client	4.6	(3)
Band/Municipal Council	1.5	(1)
Other	15.4	(10)
Overall	57.4	(85)

**SOURCE:** Native Cadre Survey, Program Evaluation Division,  
CMHC 1989

**TABLE 16  
TYPE OF EMPLOYMENT  
HELD AFTER TRAINING**

<b>PLACE OF EMPLOYMENT</b>	<b>% OF CADRES FIRST JOB (n=133)</b>	<b>CURRENT JOB (n=137)</b>
CMHC	23.3	12.4
Native Delivery Group	33.8	13.1
Provincial Housing Agency	5.3	2.9
Other Housing Work	6.0	8.0
Other Work:		
Non-housing Native	6.0	8.0
Non-housing Government	9.0	10.9
Non-housing other	16.5	44.5
<b>TOTAL</b>	<b>100.0</b>	<b>100.0</b>

**SOURCE:** Native Cadre Survey, Program Evaluation Division, CMHC 1989

The training Cadres received seems to have been more useful in helping Cadres find work immediately rather than in keeping them in the housing field over the long term.

A more detailed examination of their pre-training employment status and Cadres' main reason for applying to the Program was undertaken to explain these post-training employment patterns. First, it was found that Cadres who were employed at the time they applied, and who applied for improving the housing related skills they had, were more likely to obtain employment immediately after training.

As Table 17A shows, immediately after they completed the Program 65.9 per cent became employed who had been employed (full-time or part-time) prior to training. In contrast, only 46.0 per cent of those who were unemployed prior to becoming a Cadre found work right after they finished the Program. The job placement success rate therefore was significantly higher for Cadres who already had work experience prior to training.

Furthermore, the survey showed that a greater percentage of those who wanted to learn more about the RNH Programs were successful in becoming employed right away compared to those who applied for other reasons. Although a greater number of Cadres who applied for training to find work got a job right away, it took longer for that group as a whole to become employed.

**TABLE 17A**  
**EMPLOYMENT STATUS: BEFORE VS.**  
**IMMEDIATELY AFTER TRAINING**

PRE-TRAINING EMPLOYMENT STATUS	EMPLOYED RIGHT AWAY %	EMPLOYED WITHIN 12 MONTHS %	POST-TRAINING EMPLOYMENT			(n=)
			EMPLOYED OVER 12 MONTHS %	OTHER*	TOTAL	
Employed	65.9	23.5	4.7	5.9	100.0%	(85)
Unemployed	46.0	33.3	7.9	12.7	100.0%	(63)
<b>MAJOR REASON FOR TRAINING</b>						
To obtain a job with my sponsor	66.7	25.0	8.3	0.0	100.0%	(12)
To learn more about the RNH Programs	73.3	20.0	0.0	6.7	100.0%	(15)
To improve my housing development skills	58.3	25.0	4.2	12.5	100.0%	(24)
To increase my income	71.4	28.6	0.0	0.0	100.0%	(7)
To become employed	46.3	29.3	12.2	12.2	100.0%	(41)
To improve my office skills	56.2	31.3	0.0	12.5	100.0%	(16)
Other	38.5	53.9	0.0	7.7	100.0%	(13)
Overall	55.5	26.7	5.5	9.4	100.0%	(128)
<b>SOURCE: Native Cadre Survey, Program Evaluation Division, CMHC 1989</b>						
<b>NOTE: * includes "never employed since training."</b>						

As illustrated in Table 17B, the Cadres who were hired immediately after their training tended to be less dissatisfied with the length of their contract term. It was found earlier that those who applied on the recommendation of Native groups and for reasons related to improving the housing knowledge and/or skills they had were more likely to become employed sooner than those simply wanting to find work. The concern about extending the training period, therefore, appears to be voiced by those less qualified to work in housing and who perceive their inability to find employment right away as being associated with too little training.

**TABLE 17B  
VIEWS ON LENGTH OF CONTRACT  
BY TIME REQUIRED TO FIND WORK**

CADRES' VIEWS <sup>1</sup>	HIRED IMMED. (n=59)	TIME REQUIRED TO FIND WORK			OVERALL (n=114)
		1-12 MONTHS (n=34)	OVER 12 MONTHS (n=9)	OTHER (n=12)	
Do not agree <sup>2</sup>	30.5	11.8	22.2	25.0	23.3
Agree Somewhat <sup>3</sup>	13.6	23.5	22.2	25.0	18.1
Agree Fully <sup>4</sup>	55.9	64.7	55.6	50.0	58.6
<b>TOTAL</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

**SOURCE:** Native Cadre Survey, Program Evaluation Division, CMHC 1989

**NOTES:** <sup>1</sup> Statement "The Contract term was too short".  
<sup>2</sup> Level 1 or 2 on 5-point scale.  
<sup>3</sup> Level 3 on 5-point scale.  
<sup>4</sup> Level 4 or 5 on 5-point scale.

The second approach for measuring the job placement success rate of the Cadre Program was qualitative. Respondents' level of agreement with statements about their ease of finding employment was reviewed. Three statements were rated:

1. "Finding a job in housing was easy because of my Cadre experience".
2. "The Program has helped me get a good job".
3. "The Program has helped my career".

Overall, a total of 72.2 per cent were in agreement (level 3, 4 or 5 on a 5-point scale, where 5 meant Agree Fully) with the first statement, 69.0 per cent agreed with the second, and 77.8 per cent with the third.

When Disaggregating Cadre respondents by education, employment status, and region as shown in Table 18, no statistically

significant associations were found between Cadres personal characteristics and satisfaction with the Program as a means of finding employment. This finding suggests that the Program worked equally well regardless of the knowledge or work experience of a Cadre. However, because there was a lower percentage of Cadres in the Atlantic provinces who agreed highly with these statements, there appears to have been less satisfaction with the Program in the Atlantic region, compared to the rest of the country, especially regarding finding a job in housing.

**TABLE 18**  
**CADRES IN AGREEMENT WITH STATEMENTS\***  
**ABOUT EASE IN FINDING WORK IN HOUSING**

CHARACTERISTICS	STATEMENT**					
	1.	(n=)	2.	(n=)	3.	(n=)
<b>EDUCATION:</b>						
Some High School	64.3	(14)	68.8	(16)	81.3	(16)
High School/ Community College	66.6	(36)	60.5	(43)	75.0	(44)
University	85.7	(7)	87.5	(8)	100.0	(8)
<b>EMPLOYMENT STATUS PRIOR TO TRAINING:</b>						
Employed	76.3	(59)	72.3	(65)	88.1	(67)
Unemployed	62.5	(40)	62.0	(50)	76.5	(51)
<b>REGION:</b>						
Atlantic	51.7	(29)	60.0	(30)	74.2	(31)
Quebec/Ontario	80.5	(41)	72.0	(50)	88.5	(52)
Prairies/B.C./ Yukon/NWT	81.5	(27)	72.7	(33)	87.9	(33)

**SOURCE:** Native Cadre Survey, Program Evaluation Division, CMHC, 1989.

**NOTES:** \* Level 3, 4 or 5 on 5-point scale where 5 means Agree Fully.

\*\*1 Finding a job in housing was easy because of my Cadre experience.

2 The Program has helped me get a good job.

3 The Program has helped my career.

**SUMMARY: JOB PLACEMENT SUCCESS**

Overall, a total of 57.4 per cent of Cadres were employed immediately after they completed their training. Those who were advised to apply to the Program by a Native group or by family or friends enjoyed the highest success rate in finding work right away. A comparison of the first job held after training to other places of employment and the current place

of work showed that both the Native groups and CMHC have declined in importance as work locations for Cadres. Most have taken employment since their training in non-housing areas within the private sector.

A more detailed inspection of these results showed that the job placement success rate varied greatly between Cadres who were employed versus unemployed before their training. It was found that Cadres who were employed at the time they applied to the Program and who wanted the training to improve the housing-related skills they already had were more likely to become employed immediately after training.

The job placement success rate was then measured qualitatively by reviewing Cadres' assessments of statements about the impact of the Program in their finding work in housing, getting a good job and helping them in their career. Close to 70 per cent or more of all Cadre respondents were in somewhat to full agreement with these statements. Satisfaction with the Program in terms of finding employment did not differ significantly by level of education of the Cadres or by their previous employment status. There was a greater percentage of Cadres who were trained in the Atlantic provinces, however, who sighted a lower level of satisfaction with their ability to find a job.

#### 4.0 IMPLICATIONS

This evaluation of the Native Cadre Program, based on the views and experiences of its participants, has shown that, although it has worked well overall, there are some areas where an increased emphasis could be made to ensure Program objectives are better addressed.

##### a) The Selection process

The fact that 1.9 per cent of Cadre Survey respondents identified themselves as non-Native proves that the selection process is not foolproof. If it is desirable that absolutely no non-Native people be admitted to the Program, however, then some process for verifying ethnicity should be implemented.

Some Native persons were admitted with little or no work experience which would be relevant to employment in housing. Although the entry of unskilled persons may support the program's third objective of increasing Native workers in the labour force generally, requiring a minimum level of work experience, either paid or volunteer, in housing-related areas or government program administration would increase the effectiveness of the Program regarding its first two objectives in three major ways. It would provide clearer guidance to those selecting from among applicants. It would also help ensure trainees are more evenly qualified for the



Program, and help them become employed more easily in housing-related types of jobs.

Where Native groups had advised individuals to apply for training, the work experience and rationale for wanting to participate in the Program were usually more relevant for finding housing-related employment than for those who found out about the assistance in other ways. This finding suggests two changes in emphasis regarding the selection process. First, the involvement of Native groups in the selection interview should continue to be a requirement, especially now that there are provincial Native organisations active throughout the country. Second, the solicitation of candidates for the Program should be more via the Native groups, rather than relying on employment centres or CMHC job postings. It has been shown that the latter two approaches may undermine the Native group training objective by presenting the Program solely as a general Native training and job placement effort.

#### **b) The Quality of the Training**

It was found that although qualitative assessments by the Cadres were very favourable toward the value of the Program for improving housing skills and increasing knowledge about the RNH Programs, there was less satisfaction with the training among those who applied to become employed and did not have these skills or this knowledge. This result points to either broadening the training to match the range in skills of trainees, restricting entry to only the more skilled applicants, or restricting entry to less skilled applicants and revising the curriculum to meet their needs.

Given the positive results related to the level of supervisor feedback and methods of training, it would improve the quality of the training to encourage constructive advice and suggestions from supervisors. More involvement in decisions and in the operation of the Programs through participation in problem-solving would also be effective quality improvement mechanisms.

#### **c) Job Placement Success**

The success rate in assisting Cadres find work after completing their training was found to be higher for those employed prior to entering the Program and for those who already possessed housing-related skills. These results point to the important role that selecting candidates with housing knowledge and work experience has played in achieving the first two housing-related job placement objectives of the Program. Given the greater difficulty of finding employment among Cadres lacking in prior housing knowledge or work experience, it is apparent that the training, on its own is insufficient to enable these Cadres to find work immediately.

In order to improve the housing-related job placement rate of the Program, it appears necessary to strengthen the selection practice by choosing those applicants who not only meet the education and ethnicity entry requirements, but who also have relevant work experience and knowledge related to housing.