

Newfoundland and Labrador Workforce Innovation Centre: Pathways to Work

Final Report



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Social Research and Demonstration Corporation

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Pathways to Work: Co-designing Improved Employment Pathways for Inuit Youth in Nunatsiavut is a research project led by Social Research and Demonstration Corporation (SRDC) and funded by the NL Workforce Innovation Centre (NLWIC).

Established in 2017 by the Government of Newfoundland and Labrador and administered by College of the North Atlantic, NLWIC has a provincial mandate to provide a coordinated, central point of access to engage all labour market stakeholders about challenges, opportunities and best practices in workforce development. The Centre's goal is to promote and support the research, testing and sharing of **ideas** and models of **innovation** in workforce development that will positively **impact** employability, employment and entrepreneurship within the province's labour force and particularly underrepresented groups. Funding for NLWIC is provided by the Department of Immigration, Population Growth and Skills (IPGS) under the Canada-Newfoundland and Labrador Labour Market Development Agreement.

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EXECUTIVE SUMMARY

This project aimed to tackle two existing challenges to Inuit youth employment in Labrador: 1) a lack of awareness among employers, community stakeholders, and youth about effective practices to enhance youth employment and how these could be adapted locally, and 2) a lack of alignment between youth's skills and assets and the available services, resources, and opportunities in the community. The result is that real employment and skill development opportunities are not taken up, and many Inuit youth continue to be effectively barred from employment.

Our research design had two phases – the first, inquiry phase resulted in a knowledge synthesis and best practice inventory that facilitated identification and awareness of effective practice in youth employment in rural and remote communities. The second, co-design phase brought youth, employers, and community stakeholders in the region together to develop two prototype models aimed at improving the alignment of local employers' needs and opportunities with the abilities and skills of local youth.

EVIDENCE ABOUT PROMISING PRACTICES

Evidence from existing exemplar programs for Indigenous youth living in remote areas pointed to four overarching recommendations for designing programs that support youth on their pathways to employment:

1. Develop supports to address the difficult social and economic circumstances facing youth who are not in employment or education, including barriers related to health and housing
2. Adopt strengths-based approaches (build on the strengths of young people, rather than focusing on weaknesses) and emphasize social bonds and community connections across all program activities.
3. Recognize the role of trauma in the lives of youth. Hire qualified staff and provide training to ensure that staff are adequately prepared to recognize symptoms of trauma, connect youth to appropriate resources, and support youth in adopting healthy coping mechanisms.
4. Assist youth in applying for and obtaining government-issued identification

RECOMMENDATIONS FROM CO-DESIGN IN CONTEXT

After adapting the co-design process to fit context, youth, employers and employment stakeholders, and employment supports shared touch points of positive and negative experiences along the pathway to employment. In response to the touch points youth felt were the most actionable barriers at the community-level, all three perspectives participated in designing prototypes for improved engagement and uptake of existing supports and programs:

- Applying to programs or jobs; and
- Gaining and maintaining employment.

Two prototypes were co-designed for further development and implementation by community partners:

- A short video sharing youth, employers, and employment supports' experiences of receiving and providing support to Nainimmuit youth; and
- A 'choose your own adventure' click-through tool that youth can use to explore options and opportunities that align with their interests, skills, and experience.

After working with all project participants – 22 youth; 12 employers and employment stakeholders; and 9 employment supports – the following recommendations for further research and program design in the region, as well as in other similar contexts emerged:

- Acknowledge that youth, particularly youth not in education, employment, or training (NEET), face multiple obstacles with courage and perseverance;
- Make information about employment, education, and training RELATABLE and RELEVANT;
- Reduce barriers to entry for programs aimed at youth;
- Expose youth early and often to various types of career paths and options;
- Align labour market supply (training) with demand at regional level; and
- Examine and address opportunities and threats related to financial supports while in education and training *and make these clear* to youth.

AULATSIJIUP NAILLITITAUSIMANNINGA

Tâna suliangujuk tugâgutiKavuk piggautiKagasuagiamut maggonik apomautigijauKattajunut taikkununga Inuit inosuttunginnut suliatsanoluak Labradorimi: 1) amigagigaujut KaujimajauKattangitut akungani suliaKapviujunut, nunalinnut attutaujunut, ammalu inosuttunut pitjutiKajunut atuniKatsiatunut ottugattausonik pivalliatitsigiamut inosuttut suliatsanginnik ammalu Kanuk tamakkua sungiutigijauluagajammangâmmik nunalimmi, ammalu 2) amigagigaujut malittigetsianigijangit akungani inosuttut ilisimaKattajangit ammalu tigumiajanginnik ammalu atuinnaKattajut kiggatotet, atuttausot, ammalu pivitsait iluani nunalimmi. SakKiKattajuk suliatsalaget ammalu ilinniatausot pivalliatasongujuillu pivitsait sakKititauKattangitut, ammalu unuttumaget Inuit inosuttut sulit attutaumagiKattavut suliatsatâgunnangiumagiamut.

Kaujisajavut pusinga maggonik ilinganiKajuk – tâna sivullipânga, Kaujisagasuajuk uKausigijauKattajunut sakKiluaKattajunut Kaujimajaugettunut ammalu piunippânik ottugattauKattajunut namminigijaugettunut ikajuKattajumut nalunaitsigiamut ammalu KaujimajauKujaujunut atuniKatsiatunut ottugattauKattajunut iluani inosuttut suliatsanginnik iluani iniujunut aiviuttausiagunnangitunut nunalinnut. Tâna kingullia, ikajuttigetlutik ilinganiKajuk katiutisimajunut inosuttunik, suliaKattiujunut, ammalu nunalimmiunik attutauKattajunut nunakKatigengituni katingatillugit pivalliatitsigiamut maggonik ottugattausonik tugâgutiKaluattumik piumittisigiasuagiamut malittigetsiaKullugit nunalimmi suliaKattisiKattajunut pigumajaujunut ammalu pivitsanik pigunnagiamut ammalu ilisimagiamut taikkununga nunalet inosuttojunut.

TAKUJAUKATTAJUT PITJUTIKAJUMUT SULITSIATUNIK OTTUGATTAUKATTAJUNUT

TakujauKattajut pisimajunit sakKijâgettunut suliatsanik ilinganiKajunut NunaKakKâsimajut inosuttut iniKajunut aiviuttausiagunnangitunut iniujunut tikkuatulauttut sitamanik puttunippânik pikKujalianik sanagiamut suliatsanik ikajuniattumik inosuttunik akKutitsanginnut suliatsatâgiamut:

5. Pivalliatitsigiamut ikajotitsanik kamagunnagiamut uKumaittoKattajunut inulimânut ammalu kenaujaliginimmut ilinganiKajunut apomautigijauKattajunut inosuttunut suliaKalungitunut upvalu ilinniagitunut, ilautillugit apomautigijauKattajunut ilinganiKajunut inositsiagitotitsigasuanimut ammalu illuliginimmut
6. Tigusillutit sangijojunik-pigiasiutigijausimajunut piniannet (sanavallialutik sangijoggettunut inosuttunit, takunnâtuinnalugatik songujongitunik) ammalu

- KaujimakKunginnalugit inulimânut katingaKatigenimmik ammalu nunalimmi atajunut nanituinnal ilonnainut suliansanut piniannigijauKattajunut.
7. Ilitagillugit inigijangit isumakkut uKumaitsalimmata inosigijauKattajunut inosuttunut. Tigusillutik suliaKattisanik ammalu sakKititsilutillu ilinniagatsanik kamatsiagasuagiamut suliaKattet nâmmatumik atuinnauKullugit ilitatsigunnagiamut nalunaigutiuKattajunut isumakkut uKumaitsaKottunut, atautigitsialugit inosuttunik nâmmasiattunik atugajattanginnik, ammalu ikajullugit inosuttut inotsiangugiamut atugajattanginnik.
 8. Ikajullugit inosuttut ottugunnagiamut ammalu pitâgunnagiamut kavamait-tunijauKattajunut nalunaigutinginnik

RECOMMENDATIONS FROM CO-DESIGN IN CONTEXT

Tigujaugesimalimmat ikajuttigetlutik-sanajausimajumik piusinganik nâmmagasuaKullugu pitagijangit, inosuttut, suliaKattet ammalu suliansanut attutauKattajunut, ammalu suliansanut ikajotet atuKatigejut tikkuatutausimajunik piujogasuattunut ammalu piungitunik attutausimajunut akKutiKatluni suliansatâgiamut. Kiugasuallugit attutausimajunut tikkuatutausimajunut inosuttut ippinialauttut taikkua piniannigijauluagajattut apomautigijauKattajunut nunalimmi, ilonnatik pingasut takunnâtaujut ilauKataugunnagiamut sanagiamut ottugattausomik ilinganiKajumut piunitsamik ilautitaugunnagiamut ammalu tigusijunut sakKijâgettunut ikajotinnik ammalu suliansanut:

- Ottugalluni suliansanut upvalu suliansatâgiamut; ammalu
- Piguvallialuni ammalu tigumialluni suliansamik.

Maggok ottugattaujuk ikajuttigetlutik-sanajausimajut pivalliagunnaliaKigiamut ammalu atuliaKigunnagiamut nunalimmi ikajuttigegajattunut:

- Naittuk taggajâk atuKatigejut inosuttut, suliaKattet, ammalu suliansanut ikajotet atuttaugajattunut ammalu pitâgijauKattajunut ammalu sakKititsilutik ikajotinnik taikkununga Nainimiut inosuttunginnut; ammalu
- Una ‘namminik annigijausimajunik akKutigijausok’ nenillugu atuttausot inosuttut atugajattanginnik Kimiggugiamut piniannigigajattanginnik ammalu pivitsagigajattanginnik malitsiaKullugit Kanuttogutigijaujunut, ilinniatausimajunut, ammalu attutauKattajunut.

SuliaKaKatiKakKâlluni ilonnanginnik suliansamut ilauKatausimajunut – 22 inosuttut; 12 SuliaKapvet ammalu suliansanut attutauKattajunut; ammalu 9 suliaKapvet ikajuKattajut – ukua

pikKujaliat Kaujisattaulluagialet ammalu suliatasit sanajautillugit iluani nunakKatigengitumi, ammalugiallak iluani asinginnik atjiKajunut pitagijaujut sakKilauttut:

- Ilitagillugit inosuttut, piluattumik inosuttut ilinniagitunut, suliaKangitunut, upvalu ilinniatitaungitunut, sâKattajut sutaijajunut apomautiKaKattatlutik pigunnagiamut ammalu piggagasuagiamut;
- Kaujigatsaliullutik pitjutiKajunut suliatasit, ilinnianimmut, ammalu ilinniagatsanut MALIGAJATTANGINNIK ammalu ILINGANIKATSIATUNUT;
- Ikiliiumittillugit apomautigijauKattajut ilaugunnagiamut suliatasit tugâgutiKaluattunut inosuttunut;
- KaujimakKulugit inosuttut tapvinaugasuattumik ammalu Kangalimmat Kanuittusuatuinnanik suliatasigijaugajattunut akKutitsait ammalu piniannigijaugajakKotunut;
- MalittigetsiaKullugit suliatasit atuinnauKottunut (ilinniatillugit) pigumajaulimmata nunakKatigengitumi; ammalu
- Kimiggulugit ammalu kamagillugit pivitsait ammalu ulugianattoKattajunut ilinganiKajunut kenaujatigut ikajotet ilinnialippata ammalu tukisinatsiatillugit taikkununga inosuttojunut.

INTRODUCTION

In northern Labrador, Inuit youth face many structural challenges such as a rapidly changing climate, food insecurity, higher rates of exposure to trauma, and reduced access to sustainable, long-term employment (Cunsolo Willox et al., 2014; Durkalec, Furgal, Skinner, & Sheldon, 2015; Hackett et al., 2016). As in other parts of Canada, many services exist to connect youth with employment. However, rates of unemployment and underemployment in northern Labrador - particularly in the coastal communities of Nunatsiavut - remain high. Previous research has shown the effects of structural barriers on health and mental health of Inuit. However, there are few, if any, studies that examine how to strengthen Inuit youth pathways to employment in this rural and remote context.

Given that people under the age of 25 in Nunatsiavut comprise approximately 45 per cent of the population, and the median age in 2011 was 28.7 (Li & Smith, 2016), understanding ways to better align youth skills with specific local employers' needs and opportunities, and improve efficiencies and uptake of existing services, is crucial to facilitating labour market engagement and labour market integration. Incorporating culture in education settings has been identified as a promising practice for Inuit youth in remote areas (Bednar et al., 2017; Nunavut Sivuniksavut, 2016).

As such, our project was designed to tackle two existing challenges to Inuit youth employment in Labrador: 1) a lack of awareness among employers, community stakeholders, and youth about effective practices to enhance youth employment and how these could be adapted locally, and 2) a lack of alignment between youth's skills and assets and the available services, resources, and opportunities in the community. The result is that real employment and skill development opportunities are not taken up, and many Inuit youth continue to be effectively barred from employment.

To enhance awareness and alignment, we first synthesized what is known about effective ways to support youth employment in the region and other similar contexts and used this to guide a community-based co-design process in Nain, Nunatsiavut. This process engaged local employers, community stakeholders, and Inuit youth in identifying priorities and ultimately, three prototype models:

- A database of current education and training opportunities available to youth in Nain, along with a set of personas, allowing youth to see themselves in the personas that arose from interviews and focus groups with youth in Nain;
- A 'choose-your-own-adventure' click-through tool for youth to understand various pathways and opportunities open to them based on their experiences and life stage; and

- A video-based social media initiative aimed at improving labour market information flow, and reducing barriers to training and employment that relate to shyness.

DESCRIPTION OF THE PROJECT

RESEARCH QUESTIONS

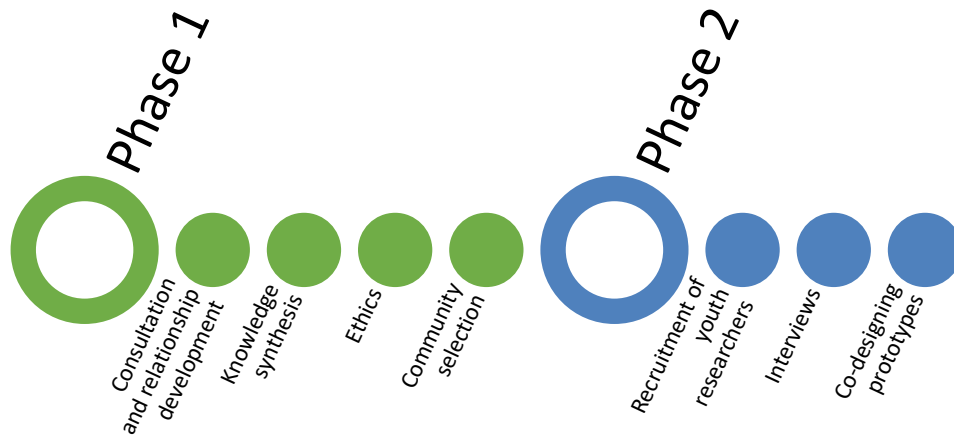
The project set out to answer the following research questions:

- How can the perspectives of youth, employers, and community stakeholders be integrated to co-design a contextually responsive and strengthened pathway to work for Inuit youth in rural and remote communities in Labrador?
- How can a co-design process be used to improve efficiencies in aligning the emerging labour force with labour market demand and economic development opportunities?
- What can we learn from employers, community stakeholders, and Inuit youth about barriers to uptake of services currently offered to strengthen Inuit youths' connection to employment, and the community assets and resources available to address these barriers?

METHODOLOGY

Our research design had two phases – the first, inquiry phase resulted in a knowledge synthesis and best practice inventory that facilitated identification and awareness of effective practice in youth employment in rural and remote communities. The second, co-design phase brought youth, employers, and community stakeholders in the region together to develop two prototype models aimed at improving the alignment of local employers' needs and opportunities with the abilities and skills of local youth (see Figure 1).

For the most part, our proposed methodology was qualitative – we collected data from interviews with key stakeholder groups, as well as from ongoing engagement with youth participants.

Figure 1 **Project phases**

Phase 1 - Inquiry

In our first phase we conducted a targeted review and synthesis of the research and grey literature on effective youth employment pathways, focusing on those most relevant to the region and context. SRDC researchers worked with community partners to conduct a jurisdictional scan and targeted literature review of promising practices in terms of (1) approaches to gathering and sharing labour market information; (2) supports for youth along the pathway to employment, particularly Indigenous youth; and (3) ways of generating awareness and alignment of youth skills with local business/employer needs and opportunities.

In order to contextualize our literature review findings, we conducted two facilitated conversations with stakeholders related to youth employment, education, and training in Nunatsiavut – one with Nunatsiavut Government staff, and the second with youth from Nain, Nunatsiavut. We conducted the first conversation (90 minutes) via phone with stakeholders representing the Nunatsiavut Government Department of Education and Economic Development (n=4) and the Department of Health and Social Development (n=3). We then worked with our community partners to arrange and co-facilitate a one-hour conversation by phone with youth from Nain (n=4).

During both conversations, we asked stakeholders about facilitators and barriers to youth obtaining education, training, and employment in Nain, and Nunatsiavut more broadly. We then synthesized data from these conversations into themes and mapped these onto promising practices and associated barriers from the targeted literature review. Promising practices are provided for each of the five identified categories of employment programs (Literacy and

essential skills; Job-specific training; Work experience; Employment services; and financial support). The full literature review can be found in Appendix A.

The literature and stakeholder engagement sessions identified four clusters of barriers to youth uptake of employment, education, and training programs in northern and remote areas – Basic structural barriers; Market-related barriers; Demand-side barriers; and Education and training barriers (see Table 1).

Table 1 **Barriers for Youth Employment Programs in Northern and Remote Areas to Address**

Source of the barrier	Findings from literature scan	Findings from stakeholder engagements
Basic structural barriers	Lack of access to internet; water insecurity; health inequity; housing inadequacy; lack of transportation (Goldhar et al., 2013; Li & Smith, 2016; Mignone & Henley, 2009; Statistics Canada, 2018c; Young, Chatwood, & Marchildon, 2016).	Difficulty obtaining Government-issued identification; difficulty opening a bank account; overrepresentation in criminal justice system involvement.
Market-related barriers	Volatility of natural resource-based economies; reliance on sole source economies; job-specific training and skills may not be transferrable; sudden influx of jobs and money can cause social disruption in communities; industry impact benefit agreements may provide little relevant benefit if only low-paying, low-skill positions are hired locally (Abele & Delic, 2014; Gunton, 2003; Komarnicki et al., 2012; Stedman, Parkins & Beckley, 2004; Strategic Policy and Research Branch, 2015a).	
Demand-side barriers	Employers have low levels of business engagement with Indigenous communities; employers and non-Indigenous employees lack cultural awareness; racism and discrimination; lack of inclusive workplace policies; fly in-fly out work shifts are common; reluctance to hire locally (MacLaine et al., 2019; Howard, Edge, & Wyatt, 2012; Strategic Policy and Research Branch, 2015a; Wannell et al., 2016).	Lack of youth-friendly opportunities; lack of flexibility (e.g., fewer weekly hours, seasonal work); jobs require background checks/codes of conduct; workplaces reluctant to dedicate time and resources to developing work plans/professional development plans for young people.
Education and training barriers	Poor educational infrastructure; underfunded learning supports; culturally inappropriate and irrelevant educational approaches leading to disconnect and lack of engagement; higher education requires travel away from home; lack of role models in education/workplaces (Abele & Delic, 2014; Gordon & White, 2014; Komarnicki et al., 2012; NCCAH, 2017; Restoule et al., 2013).	Program funding is short-term and inconsistent; fewer training opportunities are available; lack of school guidance counsellors.

In addition to program-type-specific practices, our scan and literature review identified four overarching promising practices:

1. **Develop supports to address the difficult social and economic circumstances** facing youth who are not in employment or education, including barriers related to health and housing (Henderson, Hawke, & Chaim, 2017).
2. **Adopt strengths-based approaches** (build on the strengths of young people, rather than focusing on weaknesses) and emphasize social bonds and community connections across all program activities. A strengths-based approach is consistent with Positive Youth Development principles which have been shown to strengthen relationships between adults and young people, develop leadership skills, and increase sense of belonging (University of Wisconsin-Madison, 2010).
3. **Recognize the role of trauma** in the lives of youth. Hire qualified staff and provide training to ensure that staff are adequately prepared to recognize symptoms of trauma, connect youth to appropriate resources, and support youth in adopting healthy coping mechanisms.
4. **Assist youth in applying for and obtaining government-issued identification** (MNP, 2014; Wannell et al., 2016). In our conversations with stakeholders, both youth and government staff explained that Service Canada Centres are not located in remote communities, which can pose challenges to obtaining identification like a social insurance number (SIN). Youth may not have the necessary documents (e.g., birth certificate) needed to apply for a SIN. Similarly, young people may not have a bank account and may require assistance opening one.

In Phase 1, we also obtained ethics approval to move forward with the co-design phase from the Nunatsiavut Government Research Advisory Committee and the Community Research Ethics Office (see Appendix B). Several months into the project, representatives from the Nunatsiavut Government's Department of Health and Social Development, and Education and Economic Development, decided against participating as partners in the project. As such, we moved forward with Nain as the chosen community for the co-design as that was where the majority of community partners who contributed to the inception of the project are based.

Phase 2 – Co-design

Overarching research design

We used an innovative design-based methodology and process to co-design testable models in response to key priorities identified by youth, employers, and community youth supports, in

terms of youth pathways to local employment. We then adapted this process for the context of Nain. User-driven approaches rooted in design sciences have become increasingly used to improve processes and services in the public sector, including in healthcare (Bate & Robert, 2006; Mulvale, Miatello, Hackett, & Mulvale, 2016), workplace technology (Spinuzzi, 2005) and eliciting the voice of vulnerable populations in order to improve user experiences (Bowen, Mcseveny, Lockley, Cobb, & Dearden, 2013; Mulvale et al., 2016).

Design approaches have arisen parallel to participatory methods in research, shifting the paradigm from ‘research on’ to ‘research with’ (Buchanan, Miller, & Wallerstein, 2007; Cargo & Mercer, 2008; Cousins & Earl, 1992; N. B. Wallerstein & Duran, 2006). These approaches also aim to rectify power imbalances in processes of development and evaluation of programs and services (Johnston-Goodstar, 2012; Paradies, 2016; N. Wallerstein, 1999).

Processes that involve users (youth) in co-design have been shown to not only empower vulnerable populations, but improve efficiencies in the design and delivery of services (Bednar et al., 2017; Bowen et al., 2013). While there are many services and supports for Inuit youth in northern Labrador, these services are often under-utilized, or the skills of youth do not match requirements for participation. This project did not add another service to the myriad of services and employment supports available, rather it engaged with local stakeholders, including the youth whom the supports target, in order to develop a model for aligning youth abilities with the actual labour market opportunities present. This will also be of value for policymakers who seek to understand how to fund and arrange supports in order to achieve the policy objective of increasing youth employment.

Data collection and analysis

Data were collected for the co-design process in two stages – the first a series of semi-structured interviews; and the second a series of small-group interviews and structured interviews conducted by youth research assistants. Stage 1 interviews took place in April and May 2019 in Nain; and Stage 2 took place between July and October 2019 remotely, and ended in a co-design drop-in session in the community in October 2019. Data collected were used to explore touch points for youth in their respective journeys to employment, education, and training (EET) opportunities. Touch points were then analyzed to identify factors from three perspectives (employers, employment stakeholders, and youth aged 15-30), facilitating or creating barriers to obtaining meaningful employment, education, and training for youth in Nain.

Stage 1

We recruited employers and employment stakeholders (including program directors of employment-focused supports for youth), as well as those offering internships/summer positions for youth, not physically located in the community (n=9). In addition, we recruited

community stakeholders providing supports for youth in Nunatsiavut (n=6), and local youth aged 15-30 (n=12) who were employed or seeking employment, or who were not yet attached to the labour market at the time of data collection. From these interviews, we coded data gathered inductively to identify touch points along the pathway to employment for youth, from each perspective. Research assistants and community partners took part in triangulating touch points via telephone meetings held from June to October 2019. Table 2 provides an overview of data collected, timelines, and outputs generated throughout Phase 2.

Stage 2

Rather than facilitating a typical co-design event, we wanted to work with youth and community partners to explore how to validate touch points, and prototype solutions, in a way that was feasible and aligned with the rhythms of the community. Initially, we planned to hold a land-based co-design event to bring all three perspectives - youth, employers, and employment supports – together to co-design prototypes. However, due to changes to regional regulations surrounding taking groups on the land, we were unable to partner with Nain Research Centre (NRC) partners to facilitate this.

Through ongoing discussions with project research assistants and our community-based partners at the NRC, we decided to host a drop-in at the NRC for youth to validate and prioritize touch points for co-design.

Table 2 Phase 2 data collection, timelines and outputs

Data source	Participants	Timeline of data collection	Type of data	Mode of collection	Output generated
Interview data	Youth aged 15-30 (n=12)	April to May 2019	Qualitative interview data	Semi-structured interviews conducted face to face lasting ~45 minutes (ranged from 15 to 80 minutes)	A journey map across two main points along the pathway to EET for youth
	Employers and employment stakeholders (n=4)				
	Employment and youth supports (n=6)				

Short interview data	Employer and employment stakeholders (n=5)	July to October 2019	Descriptive data about EET opportunities	Structured interviews conducted face to face and by phone lasting ~ 15 minutes	Database of EET opportunities
Validation exercises	Employer and employment stakeholders (n=3) Employment and youth supports (n=3)	October to November 2019	Qualitative data Co-designed tool (power point) Co-designed labour market information prototype (video)	Small group discussions in person One-on-one discussions in person and by phone In-person discussions	Click-through tool Video and sharing platform for youth
Co-design drop-in	Youth (n=10)	October 2019			

Throughout July and August 2019, SRDC researchers spoke with employers and employment supports engaged in Stage 1, who noted that due to busy schedules during the daytime and evening, validating and prioritizing touch points for co-design would be most feasible via small group discussion in-person during our research team's visit to Nain in October 2019. Throughout the co-design discussions, each group validated touch points included on the *Journey Map* and identified issues or concerns that were *priorities*, and which *could be actioned* at the community level. We present findings from Stages 1 and 2 of data collection below, and the prototypes co-designed by participants.

FINDINGS

TOUCH POINTS ALONG THE JOURNEY TO EMPLOYMENT

We first analyzed the data to understand what contact points with employers or supports youth experienced along their pathways to education, training, and employment (see Figure 2). Broadly, all three perspectives identified two distinct stages on youth's journeys:

- Applying to programs or jobs; and
- Gaining and maintaining employment.

Applying to programs or jobs

All three perspectives identified touch points related to processes in applying to programs or jobs such as *Motivation* to find programs or jobs; *Awareness* of opportunities when they arise; *Applications* and documentation; *Approaching* employers; and the role of *Local champions*.

Motivation to find programs or jobs

All youth who participated in interviews noted that applying for education, training, and employment programs was a way to gain meaningful employment, or a job that interested them. Some youth noted that they decided to apply to and attend Adult Basic Education (ABE) in order to be role models for their children, and to be able to help them with their schoolwork. Youth also stated they wanted to return to school and complete high school in order to improve their chances at higher-paying jobs, and jobs that are full-time as opposed to part-time and casual.

Low touch points related to motivation to finding programs or jobs included the difficulty of waiting to hear about funding from Inuit Pathways, or about acceptance into a program. Youth noted they are aware that many of their friends wait for several months before knowing if they would receive funding to attend ABE which decreased their motivation to apply. Youth also noted there are only a few training programs they are aware of – such as the underground mining training through the Labrador Aboriginal Training Partnership (LATP) – and they did not feel that was the right fit, but were unsure how to pursue other training opportunities outside of the community. Finally, some youth noted that shyness and a fear of speaking to strangers prevented them from applying to jobs. They noted that if they were to interview for a job, they worried they would be judged negatively by the interviewer and would never have a chance again if they did badly on an interview.

Awareness of opportunities

Employers and employment supports echoed that often youth looking for employment or training opportunities default to underground mining as it is the clearest pathway to a job that pays well (at the Voisey's Bay mine). They noted that youth who are disconnected from the labour market and education programs are often only aware of opportunities they hear about through family and friends. Employment and youth supports stated that youth may hear of something being offered in the community but will not know where or when, or who to contact in order to find out.

Youth noted they most often hear about opportunities through word of mouth, Facebook, OK Radio Society (the local radio), and ads posted online by the Nunatsiavut Government, and the Nain Inuit Community Government (NICG). Youth reported that although they may be aware of open houses, or trainings available to community members (such as First Aid), they struggle with finding childcare to attend open-houses or informational events.

Applications and documentation

Youth identified a few key individuals who they accessed for support in applying to jobs or programs. The LATP liaison who, until fall 2019, was located within Nain, as well as individual staff at the Nain Community Freezer, the Nunatsiavut Government building, and the Department of Health and Social Development (DHSD) building were identified as key supports for writing and updating resumes, and assisting with filling out forms for programs or in order to access identification needed, and to obtain a bank account. Some of these *local champions* go above and beyond their roles – youth reported that one support helped several youth apply to the Bridging Program at the College of the North Atlantic, and paid out of pocket to cover their application fees – which they would not have otherwise been able to afford. All perspectives noted that obtaining identification such as a Social Insurance Number (SIN), or supporting documents for a SIN, is a major barrier to employment for many youth. The cost of travelling to Happy-Valley Goose Bay to obtain identification is prohibitive and often youth must attempt to obtain documents while they are travelling for medical purposes.

Approaching employers and employment supports

Employers noted that youth are highly trainable. Often youth who come in for interviews and are hired are very shy at first, but with on-the-job training, they catch on to tasks quickly. Two employers noted they are aware youth are fearful of being judged or feel they are not qualified, and they wished youth would come and speak to them – “we are here to help them and get to know them, not judge them.” Many employers and employment supports identified the lack of dedicated employment supports in the community means that local champions “working off the side of their desks” are unable to meet the needs of all youth who may need assistance.

Additionally, when there is staff turnover, or a local champion moves on from their role, there is a noticeable gap in supports for youth along the pathway to employment. Shyness was identified by all three perspectives as a barrier to youth forming a new relationship with a local service provider or champion.

Gaining and maintaining employment

Six areas arose from interview data – *Skill building*; *Gaining experience*; *Seasonality*; *Demand-led training*; and *Structural barriers* such as housing and childcare.

Building skills and experience

Employers noted that for jobs in customer service – such as at the local hotel (Atsanik Lodge) – computer skills are critical to maintaining employment as a server. New employees typically pick up computer skills needed through job-shadowing however shyness is a barrier that is difficult for many new-hires to overcome.

Youth who were participating in education or training (via ABE at Academy Canada; or at a local work-integration social enterprise – SmartICE) noted that in addition to working towards credits and certifications, being around other people really helps build confidence, communication skills, and positive mental health. ABE attendees stated that getting out of the house and talking with other students is important as prior to re-entering school, they felt isolated from others in the community.

Seasonality

Employers noted that staff turnover is often highest in the springtime as many employees meet their yearly requirement, in terms of number of hours worked, for Employment Insurance (EI). Additionally, springtime is a critical time for hunting, fishing, and harvesting on the land and many who are able opt to spend time with family participating in harvesting activities. Seasonality also affects childcare: the local daycare facility provides subsidized childcare for Nainimmuit families and is open during daytime hours only from September to June (the daycare closes for the summer). Several youth and employment supports stated that most full-time and year-round employment opportunities are therefore difficult to reconcile with childcare provided within the community.

Demand-led training and local opportunities

LATP's underground mining training and SmartICE's Northern Production Center were identified as two demand-led training opportunities most taken up or known by youth in Nain. Many youth reported interest in taking up a trade – to become electricians or plumbers – however some were unsure where they could access programs. Two youth who had attended trades-related training blocks away from Nain noted that they could not find a journeyman in town with whom they could get their hours of apprenticeship. Employers and employment supports stressed the success of programs offered to Nunatsiavut beneficiaries, coordinated and

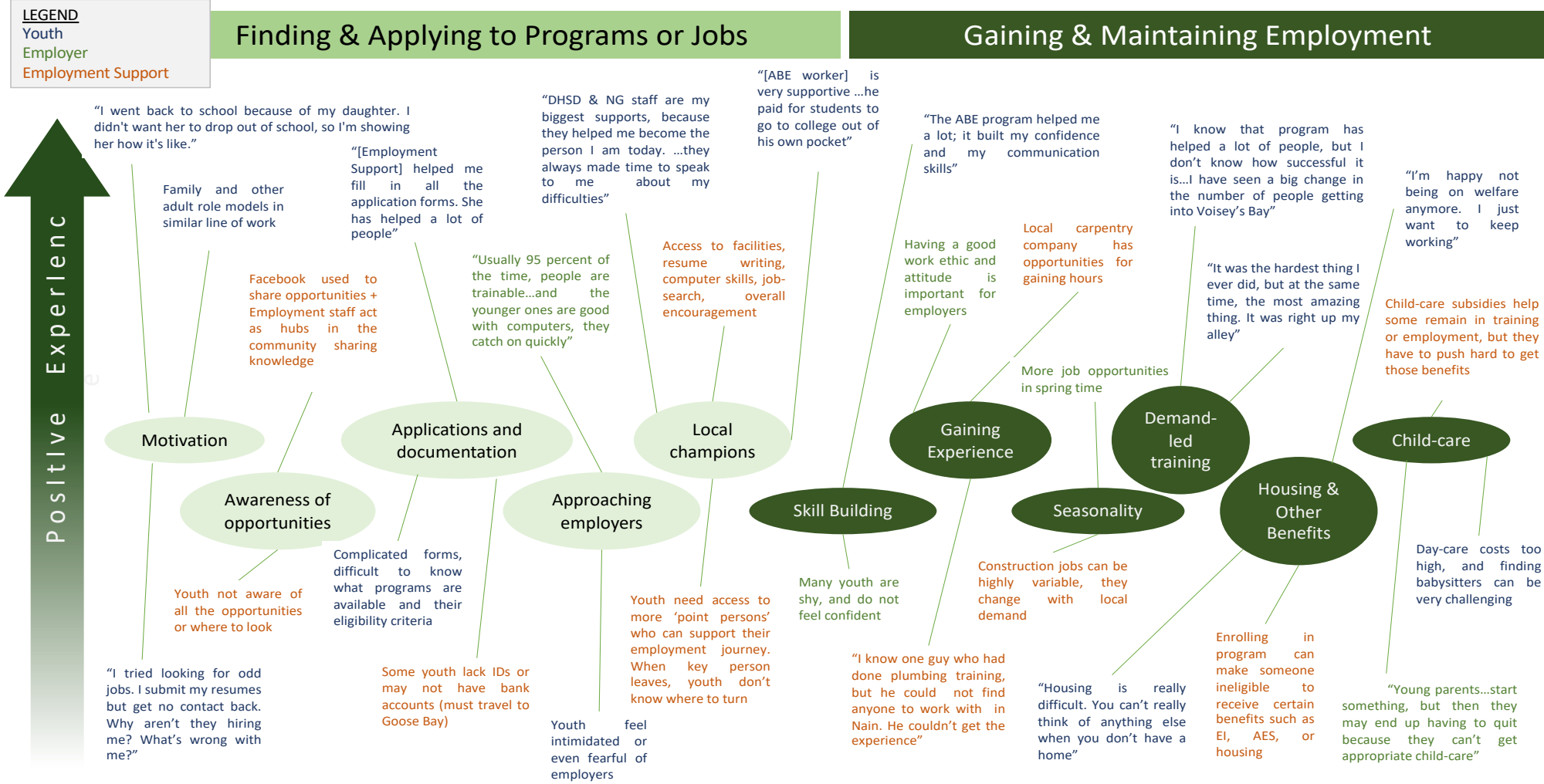
based on labour market demand in the region. One example was the Bachelors of Social Work program for Nunatsiavut beneficiaries, developed and delivered by CNA and Memorial University of Newfoundland; another was an administrative professionals training course that took place several years earlier. All three perspectives noted that trades needed within communities should be aligned with the promotion of demand-driven training programs, scholarships, and incentives. Otherwise, many youth return to their community and cannot further their training. Additionally, apprenticeships and entry-level manual labour jobs are filled by ‘outsiders’ (i.e. non-Nunatsiavummut), as there are no incentives for local construction companies to take on apprentices or trainees.

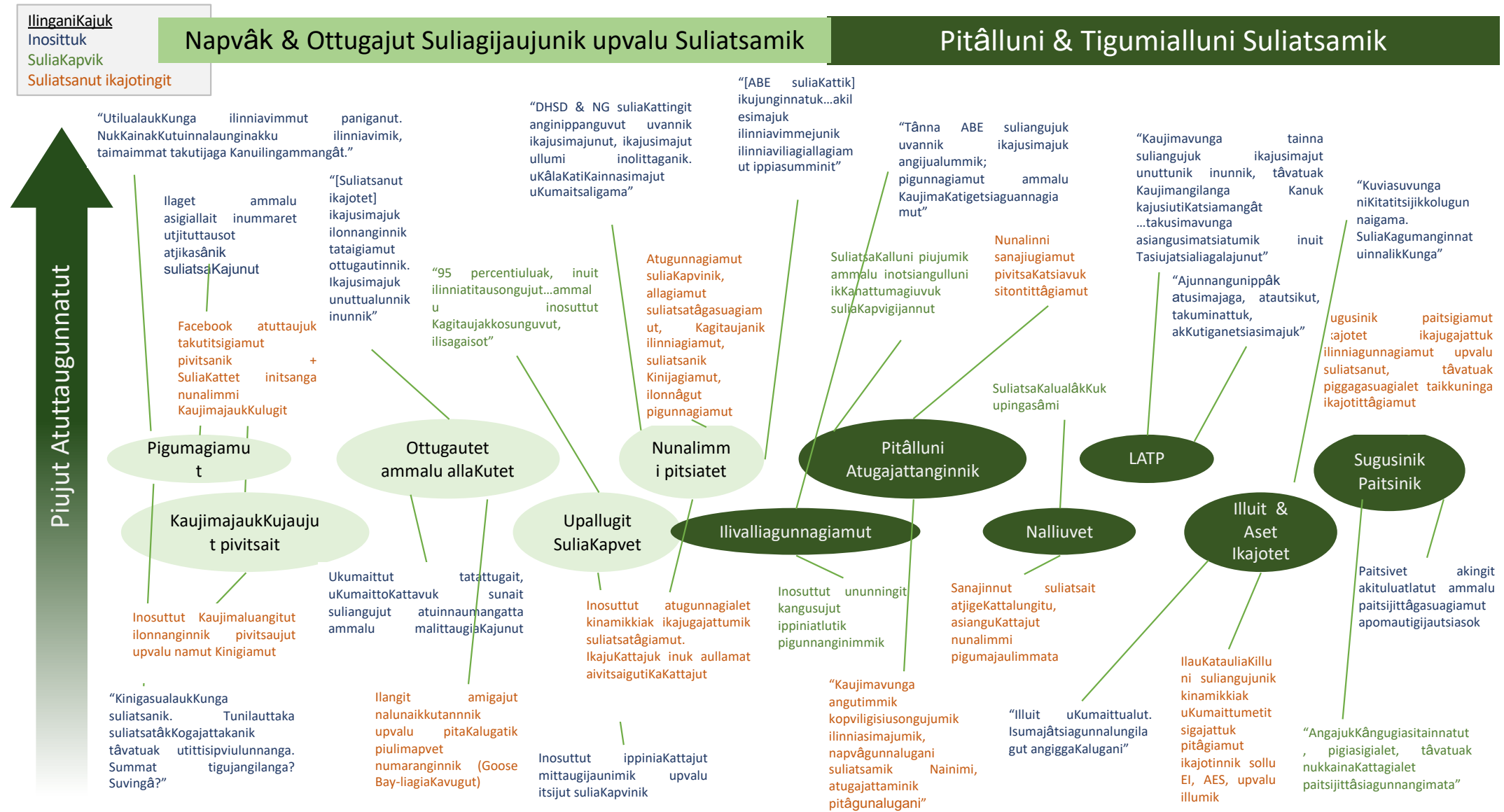
Structural barriers

Stage 1 interviews identified that many youth face challenges in finding sustainable housing and childcare in order to take up education, employment, and training opportunities in Nain or elsewhere. Many expressed concerns about the complex interplay of financial aid programs available to youth that may put housing and income support in jeopardy in the short, medium, or long-term. For example, if someone is living in provincially subsidized housing, and is receiving income support through the province, if they return to school and wish to take up Inuit Pathways funding, they may forfeit their eligibility for provincial support and subsequently, their ability to afford housing. Given the shortage of affordable housing in Nain, this is a major barrier to receiving adequate financial support for young adults returning to school in the community via ABE. Youth also stated that housing is a barrier in Goose Bay – the hub community outside of Nunatsiavut in which the College of the North Atlantic is located.

Many youth participants noted that they received supports from the provincial government Department of Children, Seniors, and Social Development (CSSD) in NL. As such, babysitters have to be vetted through CSSD workers, and once vetted, reimbursement for childcare services provided are extremely lengthy – often taking several months to be paid.

Figure 2 Journey map – combined perspectives: English and Inuktitut





PRIORITIZING CHALLENGES FOR CO-DESIGN: WHAT IS ACTIONABLE?

After validating these touch points, youth, employers and employment stakeholders, and employment supports in Nain brainstormed suggestions of models, interventions, and solutions to address barriers. All three perspectives validated and prioritized two key issues that were also *actionable*:

1. Shyness of youth who are disconnected from employment, education, and training opportunities in the community; and
2. The lack of clear and concise information related to eligibility criteria, financial supports, and recruitment processes for the most readily available opportunities in Nain.

These two key issues were prioritized through a series of small group discussions with youth, employers, and employment stakeholders.

Table 3 Prioritizing structural, market, and community level challenges for co-design

Issue type	Issue	Solution	Actionability
Structural	Housing	Build sustainable, affordable housing complexes in Nain.	Low
	Adequacy of funding (education and other)	Review adequacy of income support and educational funding with respect to cost of living in Nain and communities where training is taking place (if applicable).	Low
	Childcare	Recruit a pool of CSSD-approved babysitters who can be called on to provide childcare. Work with CSSD to re-design reimbursement timelines, processes, and policies.	Low
	Benefits eligibility	Work with various funding programs to clarify benefits and incentives – where they align, and where they may cause difficulties in terms of housing, income supports, and school attendance.	High
	Identification	Create a mobile identification ‘pop-up’ shop for the community at least twice per year for youth to obtain documents necessary to work.	Moderate

Market-related	Aligning trades training programs and seats with availability of work in region	Work with funders, government (DEED), and other stakeholders to understand labour market demand within coastal communities and align with supply (and education/training pathways).	Moderate
	STEM skills needed for scholarships and programs provided by NGC and other employers	Increase uptake of scholarships available to beneficiaries by promoting opportunities and clarifying eligibility criteria (e.g., engineering, airline mechanics through the Nunatsiavut Group of Companies) to youth to encourage high school completion/equivalency completion and create a pool of recruits.	Moderate
Community-level	Shyness	Develop a region-specific platform to share and post about jobs and training programs, along with accessible tips and tricks for youth.	High
	Youth-friendly information sharing	Use videos to share information, and familiarize youth with local champions and resources, particularly youth NEET.	

CO-DESIGNING SOMETHING USEFUL

PIVOTING THE CO-DESIGN

In early discussions with community partners, bridging the gap between services offered to youth in Nain and youth awareness and uptake of these services was identified as a primary concern and objective driving the research and approach. From early conversations and engagements with the project leadership team in spring and summer 2018, we heard that a digital community map highlighting supports and employment, education, and training opportunities available to Nain youth could help bridge the information gap and increase uptake of services by youth.

Our initial plan was to work with local youth research assistants to compile a database of local employment opportunities, supports, and education/training programs, along with information about eligibility criteria and how to apply. We worked with research assistants to compile information about local employers and opportunities, however feedback we received from employers and employment stakeholders, as well as youth supports in Stage 2 of the co-design process raised questions about data management, site upkeep, and who, ultimately would be responsible for maintaining an online, interactive map. In discussions with youth in Stages 1 and 2 of data collection, youth also noted that although a map could be useful, many youth in the community would be unlikely to use a map – even if interactive and online – as most information

they gather/consume is via short videos on Facebook or YouTube. Youth stressed the need for any tools or prototypes to be short, ‘not boring’, and relatable.

Prototypes developed

Video

Rather than working to further a prototype for which there appeared to be no backbone or ‘host’ organization, we re-engaged with youth participants in late summer and during our visit in October 2019 to co-create **a short video** about resources available, and youths’ personal experiences along the pathway to employment, education, and training. Youth co-developed key questions to ask/answer in the video – which features youth, employers, and employment supports:

- What are the supports that helped you along your journey to getting a job or going to school/training?
- What are the challenges that you faced along the way?
- From your experiences, do you have any advice for youth applying or interviewing for jobs?

The video will be accessible on a social media platform to be determined by the community partners and launched in winter 2020.¹

Despite challenges identified by youth who participated in the video – such as waiting for funding, not having certifications required for jobs of interest, and feeling shy or fearful about the process of applying and attending opportunities in town – the overwhelming message was *don’t give up*.

Click-through tool

Additionally, youth and youth supports noted youth often know what is available in town but are unsure about how those opportunities align/diverge with their skills, qualifications, and experiences. A second information-sharing prototype therefore emerged in Stage 2 of the co-design which included a ‘choose your own adventure’ **click-through tool** that youth could use to

¹ The link to the prototype video (a rough cut) can be found here:
<https://drive.google.com/drive/folders/1y3-EyUriY96skhJyHxwDlPcKMqZqB6zX>
Please note this is not for circulation beyond NLWIC

gauge what opportunities they qualified for, and what steps would be needed to achieve their career objectives.

We worked with youth research assistants to take key employment, education, and training opportunities available to Nainimmuit, and clearly lay out criteria for acceptance, and whether or not funding supports or financial incentives would be at odds with benefits already received (e.g., housing, income support). Wire frames for this tool, along with information obtained by the research team can be found in Appendix C.

LESSONS LEARNED AND NEXT STEPS

PARTNERSHIPS

Community partnerships were at the heart of this project; the project was conceived and developed through ongoing relationships and conversations about ways to support Inuit youth in Nain on their pathways to employment. By expanding the project team to include two youth from the region, and through the participation of youth in the community, we were able to hear and build upon their immediate needs and ideas for change.

CO-DESIGN AND CONTEXT

Lessons learned: Adapting the co-design

Stage 1 of the co-design – in-depth interviews with all three perspectives about experiences along young peoples’ journey to employment, education, and training – proceeded without issue. Planning in-person trips to Nain involved ensuring that the timing was right for the community partners, and the stakeholders involved – especially youth. Youth were keen to participate in interviews and were supported to do so by several youth supports in town. A critical component of recruiting youth to participate was this support, and the pre-existing relationship between members of the SRDC research team with youth and community members.

In Stage 2 the co-design event was planned to take place over summer, however timing was difficult because of partners’ travel schedules and events occurring in the community. The project leadership team decided on October 2019; as noted, new regulations within the region prevented a land-based outing by boat for the co-design event. After speaking with our youth research assistants, youth who participated in Stage 1 interviews, as well as community partners at the Nain Research Centre, we worked to adapt the typical structure of a co-design event.

Instead of bringing like-groups together (i.e. youth, employers/employment stakeholders, and employment supports) to validate and prioritize touch points and the journey map, and then design prototypes, we altered this to be feasible in context. We did this by operating a drop-in for youth at the Nain Community Freezer (NCF) – a hub in the community – to validate and prioritize issues and provide feedback into prototype designs. We asked employers and employment supports if they would be able to take time from their workdays/evenings – many stated they would for the project but would prefer to take part in one-on-one discussions or small group discussions to validate and prioritize issues and provide feedback to youth-driven prototypes.

During the SRDC team's visit to Nain in October, we spent time meeting with employers, and employment supports in-person. After hearing from youth that a short video would be the most effective way to reduce barriers related to shyness, and share information about local employment and training opportunities, we also asked employers and supports if they would be willing to share information about where they work, the hiring process, and any tips they have for youth along their career pathways.

Engaging youth at each stage of the process

As noted above, it was critical that we engage youth, not only during in-person visits to Nain, but as much as possible in between. This was difficult from a distance – we continued to stay in touch with youth participants who indicated interest in the project, as well as the two youth research assistants via Facebook messenger. This platform was the most reliable way to communicate with youth (compared to email or phone). Between Stage 1 and 2, youth communicated that the idea of forming a community map was interesting, however they *really* wanted a step-by-step guide to options available to them with clear information about criteria and available benefits and funding.

We would like to acknowledge and thank the multiple youth who took part in Stage 1 (n=12); Stage 2 (n=10); and the two research assistants who provided input throughout. We learned that even with a prior relationship with members of the project team, it can be difficult to share experiences as employment pathways are inextricably linked with other facets of life. We also learned that attending structured events that are scheduled at a specific time is difficult – this is unsurprising in light of the scheduling constraints many youth face due to a lack of readily available childcare and stable housing. By listening to youth and community partners, we were able to make adjustments to the original plan to maximize youth participation and input.

IMPLICATIONS FOR RESEARCH AND PRACTICE

- Co-design is a process that can be useful but must be adapted and follow the rhythms of the community – if youth are struggling to attend programs they want to, a structured half-day co-design event is a hard sell without a clear explanation.
- Relationships with community partners who live and work in the field of youth support are vital to co-designing solutions that are relevant within each local context. Although many of our findings from interviews echo the literature review findings in terms of the need for holistic supports, and reduction of structural barriers, very few of these are immediately actionable at the community or at a program level. Work addressing systems-level changes is being done across the region, led by systems-level actors within the Nunatsiavut Government.
- Understanding if, how, and what youth will use to navigate their journeys to employment, education, and training requires ongoing and intensive engagement with youth in communities of interest. Before any tool can be used, it must ‘go viral’ – meaning it must be used and shared across widely used platforms such as Facebook or YouTube.
- Community stakeholders will be working towards refining the prototypes for local use and launch in 2020.

RECOMMENDATIONS

OVERALL...

Acknowledge youth in Nain face multiple obstacles with courage and perseverance

- Youth are interested in continuing on their journey despite the many structural barriers they face. Many youth attempt multiple times to reengage with education, employment, and training, however life circumstances may mean they must stop and restart several times throughout their journey. Providing encouragement and outreach to youth who become disengaged (or NEET) is vital to supporting the inherent drive Nainimmuit youth face to choose and maintain a career path.

AT THE PROGRAM AND COMMUNITY LEVELS...

Make information about employment, education, and training RELATABLE and RELEVANT

- Information is not enough: there need to be mechanisms for sharing information with youth and promoting programs amongst youth and young adults that is relatable. For youth who are NEET, providing bite-sized information about who to contact, how, and when they can drop by to get help, is critical to re-engaging youth in supports, programs, and the community more broadly.
- Long, wordy information sheets, and promotional events without adequate on-the-ground outreach, are not conducive to youth attendance. This is especially true when events are held outside of the center of town.
- Co-creating and using different personas, or pathways that represent Nainimmuit youth experiences along the journey to employment, education, and training, can help to make information relevant, and multiple information sources less confusing.

Reduce barriers to entry for programs aimed at youth

- Social barriers such as shyness or a self-described lack of confidence can be intimidating to youth, particularly those who are socially isolated and NEET. Programs that are inclusive and that have friendly and welcoming staff tend to have more uptake in Nain.
- Having stringent eligibility criteria and application processes (i.e. lengthy forms and administrative processes) are barriers to program uptake by youth. Having low-barrier entry into training programs – such as SmartICE or ABE – can help facilitate youth engagement.
- When staff can help youth fill out forms, obtain documents needed, and support entry into programming, this can bridge the gap between isolation/disengagement and inclusion/participation.

Expose youth early and often to various types of career paths and options

- Having more job shadowing opportunities for youth in the community could help increase the number of careers youth are interested in. Starting early – such as in middle or high school – can demonstrate to youth the numerous possibilities for career pathways. Without

this exposure, youth may default to underground mining, or jobs they hear about through word of mouth as opposed to exploring other, diverse interests.

AT THE REGIONAL AND SYSTEMS LEVELS...

Align labour market supply (training) with demand at regional level

- Having and using regional-level labour market information is critical to ensuring that youth who train in the trades can access apprenticeships/hours to complete their training. For youth who leave to take their course blocks, it is often difficult to find work experience within their home community, and opportunities to apply their training. Applying previous initiatives by Nunatsiavut to invest in training for beneficiaries based on profession-based need to the trades could help ensure that when taken up, training in the trades is completed.
- Relatedly, designing incentives for companies that employ tradesmen and general labourers in communities to hire and provide on-the-job experience and training to local youth may help increase opportunities for youth compared to importing labour from elsewhere.

Examine and address opportunities and threats related to financial supports while in education and training *and make these clear to youth*

- Youth *and* professionals who support and employ youth find the landscape of income support, education-related funding, and housing subsidies confusing. This confusion can have detrimental effects – namely the loss of income support and possibly housing. Finding a youth-friendly way to explicitly share information can help make sure that youth are making well-informed decisions that support their needs and goals.

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APPENDIX A: TARGETED LITERATURE REVIEW AND SYNTHESIS

Targeted Literature Review of Promising Practices in Supporting Inuit Youth along the Pathway to Employment

Report Prepared for Newfoundland
and Labrador Workforce Innovation
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NL WORKFORCE INNOVATION CENTRE



Ideas. Innovation. Impact.

The *Pathways to Work: Co-designing Improved Employment Pathways for Inuit Youth in Nunatsiavut, Labrador* Research Project led by Social Research and Demonstration Corporation is one of fourteen research projects funded to date by the **NL Workforce Innovation Centre (NLWIC)**.



The NL Workforce Innovation Centre (NLWIC), administered by the College of the North Atlantic (CNA) has a provincial mandate to provide a coordinated, central point of access to engage all labour market stakeholders about challenges, opportunities and best practices in workforce development. The Centre's goal is to promote and support the research, testing and sharing of ideas and models of innovation in workforce development that will positively impact employability, employment, and entrepreneurship within the province's labour force and particularly under-represented groups. Funding is provided by the Department of Advanced Education, Skills and Labour (AESL) under the Canada-Newfoundland and Labrador Labour Market Development Agreement.

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UNDERSTANDING YOUTH EMPLOYMENT IN THE NUNATSIAVUT CONTEXT

Nunatsiavut is an Inuit self-governed area of northern Labrador with a population of more than 2,300 (Li & Smith, 2016). It is within the land-claimed circumpolar area of Inuit Nunangat, where three-quarters of Canada's Inuit population reside (Statistics Canada, 2018c). The population of Nunatsiavut is youthful, with a median age of 28.7 years and 44 per cent of the population aged under 25 (Li & Smith, 2016).

The overall unemployment rate of Inuit Nunangat is 32 per cent and experts suspect this rate is even higher among youth (Statistics Canada, 2018c). Despite high unemployment rates, youth in Nunatsiavut are productive and engaged in traditional activities, with two thirds of those 15 and older involved in activities like hunting and fishing (Statistics Canada, 2018c).

Compared to the older working age population, youth across Inuit Nunangat are more likely to report not knowing where to look for jobs or which jobs to look for (Statistics Canada, 2018c). Almost all young people (96 per cent) who are unemployed in Nunatsiavut report that a lack of jobs is the primary reason they cannot find work. Additional challenges reported include a lack of local opportunities to take up education or training (35 per cent) and a lack of work experience (30 per cent) (Statistics Canada, 2018c).

Beyond formal education, Inuit youth across Inuit Nunangat may not have many opportunities to build workplace literacy and essential skills. Fewer programs are offered and those that are receive funding for limited periods of time (Nunavut Literacy Council, 2007). Never-the-less, it is clear that Inuit maintain a strong desire to increase their skills, with nearly one third reporting taking a course, workshop, or other form of training to enhance or develop their job skills within the past year (Statistics Canada, 2018c). There is a need to better understand the best ways to develop skills and then align them with local labour market needs – with consideration to the local socioeconomic context – to improve job prospects for Indigenous people (OECD, 2018).

Indigenous youth can face many barriers to entry into the labour market (Nunavut Literacy Council, 2007). Some barriers are common to youth across Canada, such as a lack of accurate information about the labour market, limited social capital to access employment networks, a lack of opportunities to build the skills employers are looking for, and being undervalued or underrated by employers (Canada's Public Policy Forum, 2013; Expert Panel on Youth Employment, 2017). Other barriers are specific Indigenous youth. Research indicates that Indigenous youth face the compounded challenge of discrimination, affecting their entry into and progression within the labour market (Abele & Delic, 2014; Expert Panel on Youth Employment, 2017).

Remoteness can create additional challenges for finding employment, with lower access to services, lack of transportation, and less economic diversity (Abele & Delic, 2014; Canadian Chamber of Commerce, 2011). Economies in Northern and remote areas can have stark contrasts. It is common to see high overall economic production but less economic benefit for local individuals and communities (Huskey, 2005).

Many barriers that affect employment also intersect with other aspects of life. Challenges such as long distances, poor infrastructure, difficult family or home circumstances, and discrimination can influence Indigenous youths' access to education, health, and social services (Gray, Richer, & Harper, 2016; Inuit Tapiriit Kanatami, 2014; Tian, 2011). Reducing socioeconomic barriers, implementing effective education and training programs, and ensuring employers invest in providing opportunities for young people are proven ways to reduce unemployment (Travkina, Froy, & Pyne, 2013).

The effects of youth unemployment can be quite costly and perpetuate throughout life, leading to lower economic productivity, compromised health, and decreased life-satisfaction (Bell & Blanchflower, 2009). Improving economic opportunities for Indigenous people across Canada is a priority of all levels of government, from federal, to provincial, and to local (Government of Canada, 2019b; Nunatsiavut Government, 2019). Investment in employment supports for Indigenous youth is considered a critical step toward advancing the Canadian economy and promoting reconciliation (Government of Canada, 2019a; Komarnicki, Cuzner, & Charlton, 2012).

UNDERSTANDING THE FUNDING AND EMPLOYMENT SUPPORT LANDSCAPE

In order to describe the landscape of employment and skills enhancement programs available to Inuit youth, and Indigenous youth more broadly, we summarize the main federal sources of funding here:

- **Indigenous Skills and Employment Training Strategy (ISETS)**, formerly *Aboriginal Skills and Employment Training Strategy (ASETS)*. Under the 2018 Federal budget, this funding stream provides approximately \$400 million per year to improve labour market outcomes for all Indigenous people in Canada (Government of Canada, 2018a). Only 6 per cent of participants in this national program are Inuit. Of the total funds, \$32.5 million is provided annually for the Inuit-specific stream (Government of Canada, 2018a). **An evaluation report for this program is available** (Strategic Policy and Research Branch, 2015a).

- Within the national program ISETS program, a component known as the **Skills and Partnership Fund (SPF)** provides specific support for innovation by fostering partnerships across the private and public sector to support skills development and employment programs (Strategic Policy and Research Branch, 2015a).
An evaluation report for this program is available as part of the ISETS/ASETS evaluation (Strategic Policy and Research Branch, 2015a).
- A fund known as the **Youth Employment Strategy (YES)** provides over \$300 million per year to help young Canadians ages 15 to 30 gain skills and employment opportunities (PM News, 2018). All youth can access a variety of programs within this fund. The fund was created to respond to the widespread challenges that youth face when integrating into the labour market.
An evaluation report for this program is available (Strategic Policy and Research Branch, 2015b).
- The **First Nations and Inuit Youth Employment Strategy (FNIYES)** is a \$26 million per year component of the broader YES fund. This component funds summer work experience and skills link training programs for youth who live on-reserve or have recognised status (Government of Canada, 2018b).
No evaluation report is available for this program.

Broadly, these funding streams provide support for five types of employment programs, which we outline in Table 1.

Table 4 **Types of employment programs**

Type	Description	Example Components
Literacy & Essential Skills	Building general skills for entry-level employment or pursuing further education. May cover the primary essential skills promoted by Employment and Social Development Canada (ESDC, 2015).	<ul style="list-style-type: none"> General computer skills Communication Numeracy Basic education
Job-Specific Training	Aimed at building specific skills for an industry or a job. May also include certified apprenticeship, trades, or other technical training programs.	<ul style="list-style-type: none"> Pre-trades courses Apprenticeships Technical/equipment training Workplace certifications
Work Experience	Internships, summer jobs, or other on-the job experience.	<ul style="list-style-type: none"> Gaining experience in the work environment Potential wage subsidies Practical, on-the-job training
Employment Services	Focused towards job search. This may include resume writing, interview practice, or support for practical barriers to finding and obtaining a job.	<ul style="list-style-type: none"> Job search Resume writing Interview skills Drop-in supports
Financial support	Subsidies for wages, financial incentives, funds for pursuing education and training, or other expenses related to training or employment.	<ul style="list-style-type: none"> Financial incentives Funds, expenses related to pursuing education and training

OBJECTIVES

Despite many programs and initiatives aimed at bridging Indigenous youth to employment, there is still a disconnect between these services and the strengths, needs, and skills of Indigenous youth. Through early scoping work and feedback from our community partners, we identified two key challenges that influence youth employment in Nunatsiavut:

- A lack of awareness among employers, community stakeholders, and youth about effective practices to enhance youth employment and how these practices could be adapted locally.
- A “skills gap”, or lack of alignment between youths’ skills and assets and the available services, resources, and opportunities in the region.

The purpose of this review is to inform the development of local interventions that can address these two key challenges. We conducted a review and synthesis of the evidence on effective youth employment pathways, focusing on those most relevant to the Nunatsiavut region and context. We built on our existing knowledge via a targeted literature review of best practices in terms of:

- Approaches to gathering and sharing labour market information
- Supports for youth along the pathway to employment
- Ways of generating awareness and alignment of youth skills with local business/employer needs and opportunities

METHODS

TARGETED LITERATURE REVIEW

We began by identifying four search criteria to narrow our search of the literature: Inuit, youth, remote areas, and labour market/employment. However, our initial search returned limited results. We chose to expand our search to include all Indigenous communities in non-urban areas of Canada. Literature focused exclusively on urban areas was not included in our review.

We concentrated our search on literature published within the last ten years (2009 to 2019). However, we also included older sources when they were determined to be foundational to the field.

We relied on multiple databases, including Google Scholar, PubMed, and Web of Science. We also consulted the First Nations, Inuit, and Métis Essential Skills Inventory Project (FIMESIP – <https://fimesip.ca/>).

Our search included both the peer-reviewed academic literature base and the grey literature base. We included systematic reviews, general topic reviews, primary literature, and non-peer reviewed reports. We consulted evaluation or research reports when available, but in some cases, we relied on information contained on program websites.

STAKEHOLDER ENGAGEMENT

In order to contextualize our literature review findings, we conducted two facilitated conversations with stakeholders related to youth employment, education, and training in

Nunatsiavut – one with Nunatsiavut Government staff, and the second with youth from Nain, Nunatsiavut. We conducted the first conversation (90 minutes) via phone with stakeholders representing the Nunatsiavut Government Department of Education and Economic Development (n=4) and the Department of Health and Social Development (n=3). We then worked with our community partners to arrange and co-facilitate a one-hour conversation by phone with youth from Nain (n=4).

During both conversations, we asked stakeholders about facilitators and barriers to youth obtaining education, training, and employment in Nain, and Nunatsiavut more broadly. We then synthesized data from these conversations into themes and mapped these onto promising practices and associated barriers from the targeted literature review.

PROMISING PRACTICES FOR INDIGENOUS EMPLOYMENT PROGRAMS IN CANADA

Our targeted review of the literature led us to identify a number of promising practices used successfully in Indigenous employment programs in Canada. The remainder of the report is dedicated to presenting these promising practices. The information we present has been extracted from our comprehensive review of all relevant programs reported in detail in Appendix A. We also integrate findings from our own engagement with stakeholders in Nunatsiavut.

In identifying the needs and challenges that each promising practice is designed to overcome, we draw on findings from comprehensive literature reviews documenting barriers facing Indigenous youth in the context of employment, as well as our conversations with stakeholders in the region. Literature reviews include the following: Nunavut Literacy Council's synthesis of barriers to youth employment in Nunavut (Nunavut Literacy Council, 2007); Abele and Delic's research report on Aboriginal youth employment in Northern Canada (Abele & Delic, 2014); the report by the Parliamentary standing committee on skills development in Northern and remote areas of Canada (Komarnicki et al., 2012); and the report of the expert panel on youth employment in Canada as providing a lens from a youth overall perspective (Expert Panel on Youth Employment, 2017). Table 2 provides a summary of the most relevant barriers for employment programs for youth in northern and remote areas to address.

Table 5 **Barriers for Youth Employment Programs in Northern and Remote Areas to Address**

Source of the barrier	Findings from literature scan	Findings from stakeholder engagements
Basic structural barriers	Lack of access to internet; water insecurity; health inequity; housing inadequacy; lack of transportation (Goldhar et al., 2013; Li & Smith, 2016; Mignone & Henley, 2009; Statistics Canada, 2018c; Young, Chatwood, & Marchildon, 2016).	Difficulty obtaining Government-issued identification; difficulty opening a bank account; overrepresentation in criminal justice system involvement
Market-related barriers	Volatility of natural resource-based economies; reliance on sole source economies; job-specific training and skills may not be transferrable; sudden influx of jobs and money can cause social disruption in communities; industry impact benefit agreements may provide little relevant benefit if only low-paying, low-skill positions are hired locally (Abele & Delic, 2014; Gunton, 2003; Komarnicki et al., 2012; Stedman, Parkins & Beckley, 2004; Strategic Policy and Research Branch, 2015a).	
Demand-side barriers	Employers have low levels of business engagement with Indigenous communities; employers and non-Indigenous employees lack cultural awareness; racism and discrimination; lack of inclusive workplace policies; fly in-fly out work shifts are common; reluctance to hire locally (MacLaine et al., 2019; Howard, Edge, & Wyatt, 2012; Strategic Policy and Research Branch, 2015a; Wannell et al., 2016).	Lack of youth-friendly opportunities; lack of flexibility (e.g., fewer weekly hours, seasonal work); jobs require background checks/codes of conduct; workplaces reluctant to dedicate time and resources to developing work plans/professional development plans for young people
Education and training barriers	Poor educational infrastructure; underfunded learning supports; culturally inappropriate and irrelevant educational approaches leading to disconnect and lack of engagement; higher education requires travel away from home; lack of role models in education/workplaces (Abele & Delic, 2014; Gordon & White, 2014; Komarnicki et al., 2012; NCCAH, 2017; Restoule et al., 2013).	Program funding is short-term and inconsistent; fewer training opportunities are available; lack of school guidance counsellors

The remainder of our report is intended to be read in stand-alone sections. We suggest that program providers review the section(s) that are specific to the particular type of employment program that is of most interest or relevance to them and their work.

We begin by outlining a set of core promising practices that apply equally to all employment programs. We then organize our presentation of specific promising practices according to the five types of employment programs as described above in Table 1. Under each employment program type, we present a description of the most pertinent promising practices, followed by a summary table outlining each practice, the needs addressed by the practice, and examples of specific programs that have successfully implemented the practice.

PROMISING PRACTICES: ALL TYPES OF EMPLOYMENT PROGRAMS

Many sectors of industry operating in Northern and remote areas in Canada are seeing an urgent need for employees and are forecasting higher recruitment for young workers (Komarnicki et al., 2012). Supporting socio-economic development in remote communities is now recognised as being necessary to maintain Canada's economic competitiveness in the international market (Canadian Chamber of Commerce, 2011). Employment programs are an important step toward ensuring that Inuit youth are well-positioned to capitalize on this job growth and development.

For employment programs to be effective, program providers must account for both the assets and challenges facing Inuit youth. Program providers should adhere to a basic set of promising practices that are relevant and applicable across all types of employment programs. These practices and approaches can help to ensure that challenges are mitigated and overcome.

1. **Develop supports to address the difficult social and economic circumstances** facing youth who are not in employment or education, including barriers related to health and housing (Henderson, Hawke, & Chaim, 2017).
2. **Adopt strengths-based approaches** (build on the strengths of young people, rather than focusing on weaknesses) and emphasize social bonds and community connections across all program activities. A strengths-based approach is consistent with Positive Youth Development principles which have been shown to strengthen relationships between adults and young people, develop leadership skills, and increase sense of belonging (University of Wisconsin-Madison, 2010).
3. **Recognize the role of trauma** in the lives of youth. Hire qualified staff and provide training to ensure that staff are adequately prepared to recognize symptoms of trauma, connect youth to appropriate resources, and support youth in adopting healthy coping mechanisms.
4. **Assist youth in applying for and obtaining government-issued identification** (MNP, 2014; Wannell et al., 2016). In our conversations with stakeholders, both youth and government staff explained that Service Canada Centres are not located in remote communities, which can pose challenges to obtaining identification like a social insurance number (SIN). Youth may not have the necessary documents (e.g., birth certificate) needed to apply for a SIN. Similarly, young people may not have a bank account and may require assistance opening one.

In addition, providers must be informed and aware of basic structural challenges facing Inuit Nunangat, including the following:

- **Water insecurity.** Half of the water systems in Indigenous communities pose a safety risk (Hanrahan, 2017). Some residents rely on water ponds or shared community wells that are prone to contamination (Goldhar, Bell, & Wolf, 2013; Hanrahan, 2017). Others recycle water supplies, restrict their water intake, and spend considerable time and resources travelling to acquire their water (Sarkar, Hanrahan, & Hudson, 2015). Water insecurity poses both mental and physical health challenges (Goldhar et al., 2013).
- **Inadequate Housing.** Nearly 16 per cent of Inuit within Nunatsiavut live in overcrowded homes and a third live in homes requiring major repairs because of defective plumbing or electrical wiring (Li & Smith, 2016). Across Canada, 31 per cent of Inuit live in crowded dwellings, a rate which is ten times greater than non-Indigenous people (Knotsch & Kinnon, 2011). Poor housing can have a negative impact on education, psychological well-being, physical health (e.g. higher rates of chronic and infectious diseases), and economic development (Knotsch & Kinnon, 2011; Patterson, Flinn, & Barker, 2018; Richardson, Driedger, Pizzi, Wu, & Moghadas, 2012).
- **Health inequality.** Indigenous communities in remote and Northern areas of Canada face a stark inequality in health outcomes and access to health care (Young, Chatwood, & Marchildon, 2016). Results from the Canadian Community Health Survey indicated that while 83 per cent of all Canadians have a regular doctor, the rate is only 46 per cent among Inuit living in Inuit Nunangat (Gionet & Roshanafshar, 2015). Many remote communities have access only to nursing stations and require patients to travel to obtain hospital services (Gionet & Roshanafshar, 2015). Inuit youth are vulnerable to mental health challenges, facing high rates of mood disorders, self harm, and suicide (Inuit Tapiriit Kanatami, 2016; Statistics Canada, 2018b).

These common barriers can comprise future employment opportunities and should be proactively addressed by all youth-serving employment programs along the pathway.

PROMISING PRACTICES: LITERACY AND ESSENTIAL SKILLS PROGRAMS

Literacy and Essential Skills programs can help to address the structural gap in educational opportunities that Inuit youth commonly face. The root causes of this educational disparity are multifaceted. The mainstream education system perpetuates Eurocentric knowledge, adopts a deficits perspective, and lacks culturally appropriate supports. This results in negative educational experiences for many Indigenous youth (NCCAH, 2017). Indigenous youth often encounter poor educational infrastructure and underfunded learning supports in their home communities (NCCAH, 2017).

In many cases, Indigenous youth in remote communities who pursue secondary or post-secondary education are required to move far away from home to attend school (NCCAH, 2017). At a young age, youth must adjust to life in a new city while being separated from their families and community support systems (Abele & Delic, 2014; Komarnicki et al., 2012; Restoule et al., 2013). As many Inuit live in remote communities in Inuit Nunangat, barriers to accessing appropriate and culturally responsive education means disparities exist for Inuit in terms of high school completion (Gordon & White, 2014).

Literacy and Essential Skills programs can help Inuit youth with limited formal educational experience establish the core competencies and transferrable skills required to succeed in the workforce. Providers preparing to deliver a *Literacy and Essential Skills* program to Inuit youth should consider the following promising practices that have been successfully implemented by other programs serving Indigenous youth in Canada.

Provide holistic services that address multiple barriers

Indigenous youth are often affected by multiple barriers that extend beyond employment. A holistic approach to programming can address these barriers (MNP, 2014). ‘Wrap-around’ supports can help youth with issues that may otherwise impede their success in an employment program. Holistic services may include housing support, counseling, child care, and health services (MNP, 2014; Wannell et al., 2016). Social and psychological support can aid youth in their transition into education or employment.

Programs such as the **New Brunswick Aboriginal Workplace Essential Skills** provide counseling services that help participants reach their personal goals, overcome mental health challenges, and build a greater sense of confidence and motivation (Canadian Career Development Foundation, 2014b).

Incorporate experiential learning, community engagement, and outreach activities for youth

Youth stand to benefit from employment programs that adopt engaging, hands-on approaches (Abele & Delic, 2014). Experiential learning is known to promote autonomy and allows youth to be actively engaged in their development and growth (Van Ryzin, Gravely, & Roseth, 2009).

Experiential learning may be particularly well-suited for youth who are distant from the labour market and have limited practical experience. Engaging youth through experiential learning may be an effective way to increase attendance and completion rates of employment programs. Our conversations with stakeholders suggested that there needs to be a “cool factor” to keep youth engaged and interested in employment programs.

The University of Calgary has successfully adopted an experiential learning approach in its **mini-medical school camp** program. Camps support students in remote areas to build interpersonal and leadership skills, as well as explore different career paths in the health care industry (NOSM, 2019). Camps are held throughout the year specifically for Indigenous youth. Youth are paired with undergraduate medical education students in stations offering experiential lessons in physical examination, reading x-rays, and anatomy (Henderson, Williams, & Crowshoe, 2015). The program has been shown to increase participants’ interest in pursuing a career in the health sector (Henderson, Williams, & Crowshoe, 2015).

Incorporate cultural content and traditional activities

Culturally relevant programming can reaffirm Indigenous youths’ sense of cultural identity, which can promote connections to community, increased confidence, and motivation to succeed (Canadian Career Development Foundation, n.d.-d; Kusugak, 2013).

The **Miqqut program** from Nunavut builds literacy and essential skills for clients very distant from the labour market. The program was started when the Nunavut Literacy Council found that some people did not have the skills, or critically, the confidence, to enrol into formal Adult Basic Education programs. The program worked with community elders to develop a literacy program that integrates traditional and cultural activities such as sewing. Participants integrated sewing with reading, writing, and group work. This approach led to 85 per cent of the more than 200 participants moving on to employment or education after the four month program (Canadian Career Development Foundation, n.d.-d; Kusugak, 2013).

Train instructors in cultural awareness

Racism and discrimination continue to dominate many aspects of Indigenous peoples' lives, creating a structural barrier to both entry into and progression within employment (Nunavut Literacy Council, 2007). Indigenous youth are faced with a lack of acceptance and unfair biases and prejudices affecting employment prospects throughout their lives (Expert Panel on Youth Employment, 2017).

Employment program staff and instructors should be trained in cultural awareness to ensure that they understand cultural practices, traditions, and worldviews and can appreciate differences and similarities across cultures (LATP, 2019). When working with Indigenous youth, program instructors should be aware of cultural factors with respect to knowledge base and learning style that may have implications for programming content and approach (Canadian Northern Economic Development Agency, 2016).

The **Northern Adult Basic Education Program** is run out of three colleges in the territories. The program operates in urban centres and holds local site training programs with partnering communities in remote areas. Instructors tailor the curriculum by aligning it with participants' personal goals and interests (Canadian Career Development Foundation, 2014c; Canadian Northern Economic Development Agency, 2016). Instructors have qualifications in adult basic education and additional training in *Guiding Circles*, a career development program for engaging Indigenous learners (Canadian Career Development Foundation, 2014c; Indigenous Works, n.d.). The 2016 evaluation of the program found that instructors' ability to connect with the local community helps drive the program's success (Canadian Northern Economic Development Agency, 2016).

Hire Inuit instructors, including Inuktitut-speaking instructors

Indigenous students pursuing higher education often lack role models they can identify with (Abele & Delic, 2014; Komarnicki et al., 2012; Restoule et al., 2013). Inuit youth may also face language barriers that make it harder to connect to non-Inuit instructors. For example, 56 per cent of school-age youth in Nunavut do not use English or French at home (Canadian Northern Economic Development Agency, 2016).

Inuit instructors, including those who speak Inuktitut, can ensure that employment programs are available to young people who may have low English literacy levels. Inuit instructors are well-placed to ensure that all program content and materials are culturally and linguistically appropriate, and are thus accessible and relatable for young learners (Canadian Northern Economic Development Agency, 2016).

In the **Mining Essentials** program, participants receive training from at least two trainers: one who has industry experience and one who has experience in adult education. At least one of the two trainers matched with every participant must have an Indigenous background (Mining Industry Human Resource Council, n.d.).

Evaluation findings from the **Northern Adult Basic Education Program** indicated that youth expressed interest in receiving support from Inuktitut-speaking instructors (Canadian Northern Economic Development Agency, 2016). Qualitative research with Inuit youth by Fast (2014) produced similar findings.

Use non-formal or oral assessments to reduce test anxiety

Employment programs should be attuned to cultural differences with respect to learning style. In many Indigenous communities, oral traditions are valued (Canadian Northern Economic Development Agency, 2016). Indigenous youth participating in employment programs may benefit from non-formal or oral assessment processes, rather than reliance on print-based materials and standardized tests.

The **Miqqut program** in Nunavut assesses participant skill and personal growth through observation, rather than formal assessment. Many participants have reported finding formal assessment intimidating. Informal assessments are described as “taking the risk out of learning new skills” (Canadian Career Development Foundation, n.d.-d; Kusugak, 2013).

Establish one-on-one relationships between instructors and youth

Youth facing challenging circumstances need personable teachers, mentors, and instructors who can positively support them through their personal development (DuBois, Portillo, Rhodes, Silverthorn, & Valentine, 2011). Individual youth in an employment program may have a wide range of abilities and levels of literacy and essential skills, including unidentified/untreated learning disabilities (Canadian Northern Economic Development Agency, 2016). One-on-one, personalized relationships between youths and instructors can effectively address some of these barriers and ensure that program content is tailored to the unique needs of each participant.

Getting Ready for Employment and Training (G.R.E.A.T.) participants are provided a Career Development Officer who builds a close relationship; assesses their skills and motivations; tailors the training content and work-placement; and acts as a guidance counsellor (Dept. of Family Services, 2017).

In Nunavut’s **Getting Ready for Employment and Training (G.R.E.A.T.)** program, which has been delivered to more than a dozen remote sites, participants take a 10-week in-class training

followed by a 2-week work placement with a local employer. Participants are recruited through social assistance clients looking to find a job. Most candidates may not have completed high school and may have been out of employment for long periods of time. Each person is provided a Career Development Officer who assess their skills and motivations to help cater the content of their training and find their work-placement. Instructors also act as guidance counselors and build close relationships with the clients, so that participants feel open about the challenges they are facing. They not only teach essential skills but also motivate participants, create a supportive atmosphere, and build their confidence (Dept. of Family Services, 2017).

Table 6 Promising Practices for Literacy & Essential Skills Programs

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
Provide holistic services that address multiple barriers	Youth face challenges such as housing, health, psychological, or practical issues	New Brunswick Aboriginal Workplace Essential Skills offers social and psychological support and counseling services (Canadian Career Development Foundation, 2014b).
Incorporate experiential learning, community engagement, and outreach activities for youth	Youth may be distant from labour market and have limited practical experience. Low attendance and low completion rates of programs.	'Mini-medical school camps' for Indigenous youth pairs undergraduate medical education students in stations offering experiential lessons in physical examination, reading x-rays, and anatomy (Henderson, Williams, & Crowshoe, 2015).
Incorporate cultural content and traditional activities	Cultural relevance reaffirms Indigenous youths' cultural identity.	Miqqut program in Nunavut works with community elders to develop a literacy program that integrates traditional and cultural activities such as sewing (Canadian Career Development Foundation, n.d.-d; Kusugak, 2013).
Train instructors in cultural awareness	Cultural differences with respect to learning style. Lack of cultural awareness, racism and discrimination toward Indigenous youth can undermine their self-esteem and self-confidence.	Northern Adult Basic Education Program instructors have qualifications in adult basic education and additional training in <i>Guiding Circles</i> – a career development program for engaging Indigenous people (Canadian Career Development Foundation, 2014c; Canadian Northern Economic Development Agency, 2016).
Hire Inuit instructors, including Inuktitut-speaking instructors	Youth benefit from exposure to positive role models they can identify with. Low English literacy levels of many youth.	In the Mining Essentials program, participants receive training from at least two trainers: one who has industry experience and one who has experience in

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
		<p>adult education. At least one of the two trainers matched with every participant must have an Indigenous background (Mining Industry Human Resource Council, n.d.).</p> <p>Evaluation findings from the Northern Adult Basic Education Program indicated that youth expressed interest in receiving support from Inuktitut-speaking instructors (Canadian Northern Economic Development Agency, 2016). Qualitative research with Inuit youth by Fast (2014) produced similar findings.</p>
Use non-formal or oral assessments to reduce test anxiety.	<p>Cultural differences with respect to learning style.</p> <p>Indigenous people value diverse types of literacy beyond print-based literacy and standardized tests.</p>	<p>Miqqut program in Nunavut assesses participant skill and personal growth through observation, rather than formal assessment. Many participants have reported finding formal assessment intimidating. Informal assessments are described as “taking the risk out of learning new skills” (Canadian Career Development Foundation, n.d.-d; Kusugak, 2013).</p>
Establish one-on-one relationships between instructors and youth	Wide range of abilities and levels of literacy and essential skills, including unidentified/untreated learning disabilities.	<p>Getting Ready for Employment and Training (G.R.E.A.T.) participants are provided a Career Development Officer who builds a close relationship; assesses their skills and motivations; tailors the training content and work-placement; and acts as a guidance counsellor (Dept. of Family Services, 2017).</p>

PROMISING PRACTICES: JOB-SPECIFIC TRAINING

Because relevant training is often not available outside of urban centres, youth living in remote communities have fewer opportunities to gain specialised or technical skills. Few industry partners or employers are present in remote areas (Strategic Policy and Research Branch, 2015a).

Youth must travel outside of their home communities in order to participate in advanced training, which constitutes a significant structural barrier to access for many young people. Youth who do enrol in such training programs incur significant costs associated with relocating and face systemic challenges in finding housing and establishing a local support system (MNP, 2014).

Job-Specific Training programs can help Inuit youth with limited access to specialized or technical training acquire the skills needed to succeed in in-demand industries. Providers preparing to deliver a *Job-Specific Training program* to Inuit youth should consider the following promising practices that have been successfully implemented by other programs serving Indigenous youth in Canada.

Provide holistic services that address multiple barriers

Indigenous youth are often affected by multiple barriers that extend beyond employment. A holistic approach to programming can address these barriers (MNP, 2014). ‘Wrap-around’ supports can help youth with issues that may otherwise impede their success in an employment program. Holistic services may include housing support, counseling, child care, and health services (MNP, 2014; Wannell et al., 2016). Social and psychological support can aid youth in their transition into education or employment.

The **Connecting Aboriginals to Manufacturing** requires participants to relocate to urban areas where they are provided job training and work experience with an industry partner. Mentorship is provided throughout this transition to help support the participants and their families adjust to life in the city. Mentors can provide support for practical concerns such as finding housing and personal challenges such as impact on family life. Participants report feeling connected and supported to succeed due to their relationship with mentors (Canadian Career Development Foundation, n.d.-a; Workplace Education Manitoba, n.d.).

Integrate essential skills training into job-specific training to enhance employability

Employment opportunities in northern and remote communities are concentrated in natural resource industries such as forestry, mineral extraction, and energy production (Komarnicki et al., 2012). The volatility of these industries leads to instability in long term employment prospects, especially if a finite resource becomes depleted (Gunton, 2003; Strategic Policy and Research Branch, 2015a).

Remote communities can be particularly at risk if there is a dependence on a single resource (particularly mining) (Stedman, Parkins, & Beckley, 2004). Many workers are vulnerable during times of economic down-turn because they lack higher education or essential skills training and their industry-specific skills are not directly transferable to other areas of the economy (Abele & Delic, 2014).

Thus, in northern and remote communities, *Job-Specific Training* programs should include elements of essential skills training so as to increase young people's transferrable skills and enhance their long-term employability. For example, **Mining Essentials** focuses primarily on essential skills but tailors program content for work in the mining industry. Participants gain industry-specific skills as well as transferable skills (Canadian Career Development Foundation, 2014a; Northern College News, 2016)

Further, *Job-Specific Training* programs that integrate essential skills training can be effective for young people who require more time to build skills incrementally (OECD, 2018). Employment programs should include multiple stages of interventions across the employment pathway (MNP, 2014).

The **New Brunswick Aboriginal Workplace Essential Skills** program and its accompanying Information and Communications Technology program bridge both essential skills and job specific skills. Participants spend the first few weeks building their essential skills with multiple approaches that integrate cultural activities, group work, and lectures. As participants gain confidence and competencies, they transition into the more technical content geared towards a career within information technology. This helps participants gradually build their skills and allows those from varying levels of educational or skills backgrounds to benefit from the program (Canadian Career Development Foundation, 2014b).

The **Connecting Aboriginals to Manufacturing** program in Manitoba requires that youth first complete essential skills training on reserve prior to relocating to urban areas where they are provided job training and work experience with an industry partner (Canadian Career Development Foundation, n.d.-a; Workplace Education Manitoba, n.d.).

Facilitate partnerships that bring employers and communities together

For *Job-Specific Training* programs to be effective and demand-led, employers need to play an active role in designing and delivering the training (Macmillan & Young, 2015). Investing in effective partnerships between communities and employers can ensure connection between training programs, the local labour market, and the skills required (Macmillan & Young, 2015).

The federal ISET program encourages partnership development as a core component. While 71 per cent of programs reported building partnerships with public or private companies, many partnerships were found to be limited and not sustained (Strategic Policy and Research Branch, 2015a).

The **Labrador Aboriginal Training Partnership (LATP)** is a large collaborative project that has brought together three Indigenous organisations (including Nunatsiavut), provincial and federal funding, and the Vale mining company (Newswire, 2018). To help raise awareness about skills within the community and to identify training needs, LATP visited several communities across Labrador (LATP, 2019). Additional employers have since joined the project. LATP now offers a dozen specific training programs that are directly aligned with employer needs (LATP, 2019).

Eco Canada's Building Environmental Aboriginal Human Resources is specifically designed to train Indigenous workers to join the environmental sector. Eco Canada works with community organisations to deliver content that is applicable to the local community and builds on their traditional and cultural expertise. The organization also works with employers so that the tools and skills they are training for are aligned to industry needs. The program facilitates paid-work terms or subsidised wages to encourage employers to hire the trainees (ECO Canada, 2019). The program's success has been linked to its wide set of partners, its receptiveness to the priorities of the local community, and its commitment to listen and value the input of elders (Canadian Career Development Foundation, n.d.-b).

Incorporate experiential learning, community engagement, and outreach activities for youth

Youth stand to benefit from employment programs that adopt engaging, hands-on approaches (Abele & Delic, 2014). Experiential learning is known to promote autonomy and allows youth to be actively engaged in their development and growth (Van Ryzin, Gravely, & Roseth, 2009).

Experiential learning may be particularly well-suited for youth who are distant from the labour market and have limited practical experience. Engaging youth through experiential learning may be an effective way to increase attendance and completion rates of employment programs. Our

conversations with stakeholders suggested that there needs to be a “cool factor” to keep youth engaged and interested in employment programs.

Job-Specific Training programs can offer experiential learning opportunities by establishing partnerships with employers. For example, programs such as **Mining Essentials, Northern Adult Basic Education Program, and G.RE.A.T.** invite employers to give presentations to trainees, facilitate industry site visits, and offer short-term work placements (Canadian Career Development Foundation, 2014a; Canadian Northern Economic Development Agency, 2016; Dept. of Family Services, 2017). Students gain hands-on experience and begin to build connections to employers.

Mining Essentials is a national program that focuses on tailoring program content for work in the mining industry (MIHR, n.d.). A key aspect of the program is that the content is developed in collaboration between industry experts and national Indigenous organisations. Content is delivered through mixed approaches such as industry-site visits, individual assignments, and short work-placements (Canadian Career Development Foundation, 2014a; Northern College News, 2016).

Incorporate cultural content and traditional activities

Culturally relevant programming can reaffirm Indigenous youths’ sense of cultural identity, which can promote connections to community, increased confidence, and motivation to succeed (Canadian Career Development Foundation, n.d.-d; Kusugak, 2013).

From its inception, the **Mining Essentials** program content has been co-developed with national Indigenous organizations to ensure the training curriculum is culturally relevant. Participants receive training from at least two trainers; one who has industry experience and one who has experience in adult education. At least one of the two trainers matched with every participant must have an Indigenous background (Mining Industry Human Resource Council, n.d.).

Train instructors in cultural awareness

Racism and discrimination continue to dominate many aspects of Indigenous peoples’ lives, creating a structural barrier to both entry into and progression within employment (Nunavut Literacy Council, 2007). Indigenous youth are faced with a lack of acceptance and unfair biases and prejudices affecting employment prospects throughout their lives (Expert Panel on Youth Employment, 2017).

Employment program staff and instructors should be trained in cultural awareness to ensure that they understand cultural practices, traditions, and worldviews and can appreciate

differences and similarities across cultures (LATP, 2019). When working with Indigenous youth, program instructors should be aware of cultural factors with respect to knowledge base and learning style that may have implications for programming content and approach (Canadian Northern Economic Development Agency, 2016).

The **Labrador Aboriginal Training Partnership (LATP)** is a large collaborative project that has brought together three Indigenous organisations (including Nunatsiavut), provincial and federal funding, and the Vale mining company (Newswire, 2018). To help raise awareness about skills within local communities and to identify training needs, the LATP visited several communities across Labrador (LATP, 2019). The program offers more than a dozen specific training programs that are directly aligned with employer needs and Vale is committed to creating a total of 400 jobs (LATP, 2019). Cultural awareness and education workshops are organised to help organisations better understand the local context, cultural practices and variances and similarities across cultures. Workshop content includes history, ongoing traditions, and details about governance structures, demographics and barriers (LATP, 2019).

Hire Inuit instructors, including Inuktitut-speaking instructors

Indigenous students pursuing higher education often lack role models they can identify with (Abele & Delic, 2014; Komarnicki et al., 2012; Restoule et al., 2013). Inuit youth may also face language barriers that make it harder to connect to non-Inuit instructors. For example, 56 per cent of school-age youth in Nunavut do not use English or French at home (Canadian Northern Economic Development Agency, 2016).

Inuit instructors, including those who speak Inuktitut, can ensure that employment programs are available to young people who may have low English literacy levels. Inuit instructors are well-placed to ensure that all program content and materials are culturally and linguistically appropriate, and are thus accessible and relatable for young Inuit learners (Canadian Northern Economic Development Agency, 2016).

In the **Mining Essentials** program, participants receive training from at least two trainers: one who has industry experience and one who has experience in adult education. At least one of the two trainers matched with every participant must have an Indigenous background (Mining Industry Human Resource Council, n.d.).

Evaluation findings from the **Northern Adult Basic Education Program** indicated that youth expressed interest in receiving support from Inuktitut-speaking instructors (Canadian Northern Economic Development Agency, 2016). Qualitative research with Inuit youth by Fast (2014) produced similar findings.

Use non-formal or oral assessments to reduce test anxiety

Employment programs should be attuned to cultural differences with respect to learning style. In many Indigenous communities, oral traditions are valued (Canadian Northern Economic Development Agency, 2016). Indigenous youth participating in employment programs may benefit from non-formal or oral assessment processes, rather than reliance on print-based materials and standardized tests.

The **Miqqut program** in Nunavut assesses participant skill and personal growth through observation, rather than formal assessment. Many participants have reported finding formal assessment intimidating. Informal assessments are described as “taking the risk out of learning new skills” (Canadian Career Development Foundation, n.d.-d; Kusugak, 2013).

Establish one-on-one relationships between instructors and youth

Youth facing challenging circumstances need personable teachers, mentors, and instructors who can positively support them through their personal development (DuBois, Portillo, Rhodes, Silverthorn, & Valentine, 2011). Individual youth in an employment program may have a wide range of abilities and levels of literacy and essential skills, including unidentified/untreated learning disabilities (Canadian Northern Economic Development Agency, 2016). One-on-one, personalized relationships between youths and instructors can effectively address some of these barriers and ensure that program content is tailored to the unique needs of each participant.

In Nunavut’s **Getting Ready for Employment and Training (G.R.E.A.T.)** program, which has been delivered to more than a dozen remote sites, participants take a 10-week in-class training followed by a 2-week work placement with a local employer. Participants are recruited through social assistance clients looking to find a job. Most candidates may not have completed high school and may have been out of employment for long periods of time. Each person is provided a Career Development Officer who assess their skills and motivations to help cater the content of their training and find their work-placement. Instructors also act as guidance counselors and build close relationships with the clients, so that participants feel open about the challenges they are facing. They not only teach essential skills but also motivate participants, create a supportive atmosphere, and build their confidence (Dept. of Family Services, 2017).

Table 7 Promising Practices for Job-Specific Training Programs

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
Provide holistic services that address multiple barriers	<p>Youth face challenges such as housing, health, psychological, or practical issues.</p> <p>Youth in rural and remote locations relocate for employment opportunities.</p>	<p>Connecting Aboriginals to Manufacturing supports participants and their families adjust to life in the city by providing mentorship in the work setting and the community. Mentors provide support for practical concerns such as finding housing and personal concerns such as family life (Canadian Career Development Foundation, n.d.-a; Workplace Education Manitoba, n.d.).</p>
Integrate essential skills training into job-specific training to enhance employability	<p>Northern and remote communities rely on natural resource industries and workers may be vulnerable in times of economic down-turn due to a lack of transferrable skills.</p> <p>Youth with varying levels of educational or skills backgrounds require time to gradually build skills.</p>	<p>New Brunswick Aboriginal Workplace Essential Skills participants spend the first few weeks building their essential skills and then transition into the more technical content geared towards a career within information technology (Canadian Career Development Foundation, 2014b).</p> <p>Mining Essentials focuses primarily on essential skills but tailors the content for work in the mining industry so that participants gain insight into working within the industry but also gain transferable skills (Canadian Career Development Foundation, 2014a; Northern College News, 2016).</p>
Facilitate partnerships that bring employers and communities together	Cultural and community relevance reaffirms Indigenous youths' cultural identity.	<p>Labrador Aboriginal Training Partnership (LATP) is a large collaborative project that has brought together three Indigenous organisations (including Nunatsiavut), provincial and federal</p>

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
		<p>funding, and the Vale mining company (Newswire, 2018).</p> <p>Eco Canada's Building Environmental Aboriginal Human Resources works with community organisations to deliver content that is applicable to the local community and build on their traditional and cultural expertise. The organisation also works with employers so that the tools and skills they are training for are aligned to industry needs (ECO Canada, 2019).</p>
Incorporate experiential learning, community engagement, and outreach activities for youth	<p>Youth may be very distant from labour market or have little practical experience.</p> <p>Low attendance and low completion rates of programs.</p>	<p>Mining Essentials content is delivered through mixed approaches such as industry-site visits, individual assignments, and short work-placements (Canadian Career Development Foundation, 2014a; Northern College News, 2016).</p>
Incorporate cultural content and traditional activities	Cultural relevance reaffirms Indigenous youths' cultural identity.	<p>Mining Essentials content is developed alongside industry experts and with national Indigenous organisations to be culturally relevant (Canadian Career Development Foundation, 2014a; Northern College News, 2016).</p>
Train instructors in cultural awareness	Cultural differences with respect to learning style. Lack of cultural awareness, racism and discrimination toward Indigenous youth can undermine their self-esteem and self-confidence.	<p>Labrador Aboriginal Training Partnership (LATP) organizes cultural awareness and education workshops to ensure organizations better understand the local context and gain an enhanced awareness and understanding of cultural practices and variances and similarities. Workshop content includes history, ongoing traditions, and details about governance structures, demographics and barriers (LATP, 2019).</p>

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
Hire Inuit instructors, including Inuktitut-speaking instructors	<p>Youth benefit from exposure to positive role models they can identify with.</p> <p>Low English literacy levels of many youth.</p>	<p>In the Mining Essentials program, participants receive training from at least two trainers: one who has industry experience and one who has experience in adult education. At least one of the two trainers matched with every participant must have an Indigenous background (Mining Industry Human Resource Council, n.d.).</p> <p>Evaluation findings from the Northern Adult Basic Education Program indicated that youth expressed interest in receiving support from Inuktitut-speaking instructors (Canadian Northern Economic Development Agency, 2016). Qualitative research with Inuit youth by Fast (2014) produced similar findings.</p>
Use non-formal or oral assessments to reduce test anxiety.	<p>Cultural differences with respect to learning style.</p> <p>Indigenous people value diverse types of literacy beyond print-based literacy and standardized tests.</p>	<p>Miqqut program in Nunavut assesses participant skill and personal growth through observation, rather than formal assessment. Many participants have reported finding formal assessment intimidating. Informal assessments are described as “taking the risk out of learning new skills” (Canadian Career Development Foundation, n.d.-d; Kusugak, 2013)</p>

JOB-SPECIFIC TRAINING

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
Establish one-on-one relationships between instructors and youth	Wide range of abilities and levels of literacy and essential skills, including unidentified/untreated learning disabilities.	Getting Ready for Employment and Training (G.R.E.A.T.) participants are provided a Career Development Officer who builds a close relationship; assesses their skills and motivations; tailors the training content and work-placement; and acts as a guidance counsellor (Dept. of Family Services, 2017).

PROMISING PRACTICES WORK EXPERIENCE PROGRAMS

Work Experience programs can play an important role in improving employment outcomes for Inuit youth. In developing effective *Work Experience* programs, providers must be aware of the broader context of work in Northern and remote communities and the structural and systemic barriers that Inuit youth encounter.

Work Experience programs must strive to connect young people to high-quality job opportunities. In remote communities where agreements mandate local hiring quotas, many Indigenous people are hired only for low-paying and low-skilled jobs. For example, in Voisey's Bay mine, Inuit represent half of the work force, but represented only 20 per cent of high skilled positions (Mills & Sweeney, 2013). Companies may be reluctant to support community infrastructure improvements or hire local workers, and instead rely on hiring outside workers or use fly-in/ fly-out work rotations (Storey, 2010). Impact benefit agreements can mandate that local populations be given opportunities for training and development to provide more sustainable benefits (Mills & Sweeney, 2013).

Providers preparing to deliver a *Work Experience* program to Inuit youth should consider the following promising practices that have been successfully implemented by other programs serving Indigenous youth in Canada.

Provide holistic services that address multiple barriers

Indigenous youth are often affected by multiple barriers that extend beyond employment. A holistic approach to programming can address these barriers (MNP, 2014). 'Wrap-around' supports can help youth with issues that may otherwise impede their success in an employment program. Holistic services may include housing support, counseling, child care, and health services (MNP, 2014; Wannell et al., 2016).

Social and psychological support can aid youth in their transition into education or employment. *Work Experience* programs must be prepared to support young people in jobs that require difficult work rotations, which can create substantial strain on individuals and their families (Rodon & Lévesque, 2015).

For example, an industry-led program by the **Kivalliq Mine Training Society** and Agnico Eagle in Nunavut recognised that the fly-in/ fly-out (FIFO) job cycle can be quite strenuous on their employees. Hence, the program implemented *Coping with FIFO*, an initiative which provides psychological counseling for workers and their families, recognising that an employee's work life affects others as well (NR Canada, n.d.-c).

Our conversations with stakeholders indicated several services and strategies that *Work Experience* programs could implement to better serve youth facing multiple barriers to employment. For example, stakeholders indicated that young people may benefit from programs that allow flexible work arrangements outside of the typical 40 hour work-week. Stakeholders also suggested enhanced opportunities for volunteer hours and internships (e.g., for school credit). These approaches were considered favourable because they “meet youth where they are at.” In general, stakeholders emphasized the importance of shifting the focus toward a more supportive, person-centred approach.

Our conversations with stakeholders and youth also indicated that *Work Experience* programs must be prepared to offer support to young people who have experienced criminal justice system involvement. Employers frequently require background checks or codes of conduct, which may present a barrier for these youth.

Promote inclusive work policies and raise cultural awareness among employers and employees

Racism and discrimination continue to dominate many aspects of Indigenous peoples’ lives, creating a structural barrier to both entry into and progression within employment (Nunavut Literacy Council, 2007). Indigenous youth are faced with a lack of acceptance and unfair biases and prejudices affecting employment prospects throughout their lives (Expert Panel on Youth Employment, 2017; MNP, 2014; Nunavut Literacy Council, 2007). The national evaluation of the ISET program found that even when training was aligned to employer needs, many employers still held negative perceptions about hiring Indigenous trainees (Strategic Policy and Research Branch, 2015a).

A recent survey found that 85 per cent of Canadian businesses had no engagement with Indigenous communities (MacLaine et al., 2019). A disconnect between employers and Indigenous employees can lead to misunderstandings, discrimination, and dissatisfaction, ultimately leading to low employee retention (Howard, Edge, & Watt, 2012). Racism may also occur from co-workers, which can create serious social barriers in the workplace and undermine employee well-being (Wannell et al., 2016).

One of the most common reasons employees voluntarily leave their jobs relates to workplace culture and a lack of inclusive, flexible work policies (MacLaine et al., 2019). Offering more inclusive work policies can be particularly important for Indigenous communities in remote areas. For example, some companies provide additional time off to workers in support of cultural and traditional activities (MacLaine et al., 2019). Our conversations with stakeholders indicated that some individuals may prefer seasonal work opportunities for this reason (although this position was not shared by all stakeholders).

To combat the challenges outlined above, *Work Experience* programs should pursue inclusive work policies and cultural awareness training for employers and workplaces.

Ontario Power Generation led a multi-billion dollar infrastructure project in Northern Ontario, and valued the critical nature of partnering with the local Indigenous communities as a driver of its success (Newswire, 2015). The project led to significant investments in local Indigenous businesses and hiring of more than 250 First Nations and Métis workers (Newswire, 2015). Ontario Power Generation and the local communities collaboratively developed more inclusive work policies. These included:

- Creation of an Indigenous employment and training coordinator to support hiring
- Formation of a committee to address cases of discrimination
- Implementation of cultural awareness training for all employees
- Shortened work rotations from 3 weeks to 2 weeks (to lessen the challenges of being away from family)
- Traditional counseling and First Nations advocates available on site (Mills & St-Amand, 2015).

Raglan Mine's Tamatunmani program in Nunavik developed an employment training centre which provides apprentice training but also supports current workers to enhance their skills and progress their careers. The program provides training for all employees to improve cultural awareness, given that more than 20 per cent of the workforce is Inuit (NR Canada, n.d.-b; Raglan Mine, 2019).

Provide on-the-job mentors to support integration of new employees into work culture

Our conversations with stakeholders revealed the importance of on-the-job mentorship in *Work Experience* programs. Stakeholders recognized that workplaces are busy and training a new worker constitutes a significant investment for employers. They suggested mentorship and job shadowing as a feasible approach. In particular, stakeholders indicated that *Work Experience* programs should adopt mentorship models used successfully in other contexts. There was particular interest in supporting intergenerational interactions in the workplace and promoting opportunities for workers of all ages to learn about one another's needs and strengths.

Stakeholders explained that youth may benefit from support to understand important workplace norms like taking initiative as opposed to waiting for direction. They stressed the value of professional development opportunities and collaborative work plan development.

Although the literature in this area is relatively sparse, one example of successful workplace mentoring for Indigenous youth comes from the **Connecting Aboriginals to Manufacturing** program, which provides mentoring on-site in the work setting and off-site in the community.

Table 8 Promising Practices for Work Experience Programs

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
Provide holistic services that address multiple barriers	Youth face challenges such as housing, health, psychological, or practical issues. Youth in rural and remote locations relocate for employment opportunities.	Kivalliq Mine Training Society and Agnico Eagle in Nunavut recognised that the fly-in/ fly-out (FIFO) job cycle can be quite strenuous on their employees and now provides psychological counseling for their workers and their families.
Promote inclusive work policies and raise cultural awareness among employers and employees	Lack of cultural awareness, racism and discrimination toward Indigenous youth can undermine their self-esteem and self-confidence.	Ontario Power Generation and local communities in Northern Ontario collaboratively developed more inclusive work policies. These included: Creation of an Indigenous employment and training coordinator to support hiring; formation of a committee to address cases of discrimination; implementing cultural awareness training for all employees - ; and shortening work rotations from 3 weeks to 2 weeks, to lessen the challenges of being away from family (Mills & St-Amand, 2015).
Provide on-the-job mentors to support the integration of new employees into work culture	Low job retention rates.	Connecting Aboriginals to Manufacturing includes mentoring on-site in the work setting and off-site in the community (Canadian Career Development Foundation, n.d.-a; Workplace Education Manitoba, n.d.).

PROMISING PRACTICES: EMPLOYMENT SERVICES PROGRAMS

Access to reliable, comprehensive information about potential job opportunities and the qualifications they require is an important aspect of helping young people understand their options and plan their careers. Canada produces robust labour market projections using the Canadian Occupation Projection System, which details industry and occupation trends for a period of ten years (Government of Canada, 2017). However, it is unclear how this information is used by education and training institutes (Saunders, 2008). Moreover, the database is considered inadequate for understanding local labour market needs (Saunders, 2008).

Youth across many demographics and backgrounds in Canada lack knowledge about labour market needs, training requirements, and how to access programs (Expert Panel on Youth Employment, 2017). For example, the Youth Employment Service program in Nunavik found that many youth had not been informed about the diversity of career options available to them, even within their own region (YES Nunavik, n.d.).

Our conversations with stakeholders indicate the importance of Employment Services programs for Inuit youth. We heard that northern and remote schools do not always have a career or guidance counsellor on staff, and that the positions are difficult to consistently fill. Even those youth who are aware of potential opportunities may not have received information about what to expect or may not feel qualified to apply. *Employment Support* programs can help raise awareness and support youth in getting engaged and excited about career planning.

Providers preparing to deliver an *Employment Services* program to Inuit youth should consider the following promising practices that have been successfully implemented by other programs serving Indigenous youth in Canada.

Provide holistic services that address multiple barriers

Indigenous youth are often affected by multiple barriers that extend beyond employment. A holistic approach to programming can address these barriers (MNP, 2014). ‘Wrap-around’ supports can help youth with issues that may otherwise impede their success in an employment program.

Employment Support programs can assist youth with their job search, resume writing, and interview skills. In line with a holistic approach, Employment Support programs can also provide youth with individual action plans tailored to their unique needs in order to address a broader set of barriers to finding and obtaining a job. Youth Employment Service in Nunavik provides youth with counselling, guidance, and support for finding employment or furthering education (YES Nunavik, n.d.).

Offer multiple lines of communication for sharing labour market information

Employment Services programs should consider diverse ways to get information to youth by taking advantage of mobile, internet, and youth-friendly platforms (Expert Panel on Youth Employment, 2017; Saunders, 2008).

The standing committee on skills development in northern and remote communities highlighted the value of using the government site **Working in Canada**² as an effective way to share real-time labour market need. The site has proven particularly useful for youth looking for summer employment opportunities (Komarnicki et al., 2012).

Working Warriors³ is another promising example of an online platform that helps to connect both employers and Indigenous employees with jobs within their local community or region. In New Brunswick, where the project was developed, it is estimated that 75 per cent of the province's communities have been added with profiles of both employers, job opportunities, and local skills profiles (Kelly, 2017; OECD, 2018). While the program is not adapted specifically for youth, it nonetheless provides valuable insight into using an online hub to share labour market information.

While *Employment Services* programs are encouraged to pursue online platforms, they must also account for limited internet access – the “digital divide” – in northern and remote communities (Mignone & Henley, 2009). Within Inuit Nunangat 68 per cent of Inuit have access to internet at home compared to 91 per cent of Inuit living elsewhere in Canada (Statistics Canada, 2018c). Only 30 per cent of unemployed individuals in Inuit Nunangat use the internet to look for work. Instead, more than half use community bulletin boards or radio (Statistics Canada, 2018c). Lack of internet acts as a structural barrier to accessing labour market information, finding jobs, and engaging in further education or training. With these limitations in mind, *Employment Services* programs should consider offering multiple lines of communication for Inuit youth.

Promote experiential learning and outreach activities for youth

Youth stand to benefit from employment programs that adopt engaging, hands-on approaches (Abele & Delic, 2014). Experiential learning is known to promote autonomy and allows youth to be actively engaged in their development and growth (Van Ryzin, Gravely, & Roseth, 2009).

Experiential learning may be particularly well-suited for youth who are distant from the labour market and have limited practical experience. Engaging youth through experiential learning may

2 Available at: <https://www.jobbank.gc.ca/home>

3 Available at: <https://www.workingwarriors.ca>

be an effective way to increase attendance and completion rates of employment programs. Our conversations with stakeholders suggested that there needs to be a “cool factor” to keep youth engaged and interested in employment programs.

The **Youth Employment Service in Nunavik**, holds various career presentations or workshops and actively engages youth with hands-on experiences to discover different careers. For example, the program partnered with Cinema Quebec to help youth explore a career in journalism and offers hands-on experience in video production (YES Nunavik, n.d.).

In Northern Ontario, an industry-led initiative by the mining company **Noront Resources** sends employees to visit school events to help educate students about different mining processes and opportunities within the field. They also hold youth-specific camps and film-production competitions to engage youth through experiential approaches (NR Canada, n.d.-a)

Table 9 Promising Practices for Employment Services Programs

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
Provide holistic services that address multiple barriers	Youth face challenges such as housing, health, psychological, or practical issues.	Youth Employment Service in Nunavik provides counseling, guidance, and support for finding employment or furthering education (YES Nunavik, n.d.).
Offer multiple lines of communication for sharing labour market information	Broadband internet is unreliable. Youth in rural and remote communities may rely on community bulletin boards or radio.	Examples of online communication include the government site Working in Canada (Komarnicki et al., 2012) and the online platform Working Warriors (Kelly, 2017; OECD, 2018).
Promote experiential learning and outreach activities for youth	Clients may be very distant from labour market or have little practical experience. Low attendance and low completion rates of programs.	Youth Employment Service in Nunavik provides hands-on experiences to discover different careers (YES Nunavik, n.d.). Noront employees visit school events to help educate students about different mining processes and opportunities within the field; hold youth specific camps; and hold film-production competitions (NR Canada, n.d.-a).

PROMISING PRACTICES: FINANCIAL SUPPORT

Financial Support programs can serve an important role in the employment pathway for Inuit youth. Youth in Indigenous communities may be in need of financial services and may benefit from financial literacy training (Collin, 2011). Our conversations with stakeholders suggested that Inuit youth can benefit from programs that offer information about basic finances (e.g., understanding cheques, taxes, etc.), support for obtaining and managing a bank account, and support from employers around savings plans.

Financial Support programs can help youth navigate jurisdictional complexities. Programs should give consideration to if and how support will be provided to youth who relocate outside of Nunatsiavut to pursue education or training opportunities.

Providers preparing to deliver a *Financial Support* program to Inuit youth should consider the following promising practices that have been successfully implemented by other programs serving Indigenous youth in Canada.

Provide holistic services that address multiple barriers

Indigenous youth are often affected by multiple barriers that extend beyond employment. A holistic approach to programming can address these barriers (MNP, 2014). ‘Wrap-around’ supports can help youth with issues that may otherwise impede their success in an employment program. *Financial Support* programs should adopt a comprehensive, holistic approach that addresses the full range of financial challenges and burdens that youth may encounter (MNP, 2014).

The **G.R.E.A.T. program in Nunavut, the Katkwenyes Program in Fort Erie, and the national Mining Essentials program** provide financial support for diverse needs including transportation, child care, and work-related clothing (Canadian Career Development Foundation, n.d.-c, 2014a; Dept. of Family Services, 2017).

Link to skills training programs to provide financial incentives for attendance and completion

Although *Financial Support* programs may be considered a stand-alone approach, these programs can also be integrated into skills training programs as a means of enhancing program attendance and completion rates. For example, the **G.R.E.A.T. program** in Nunavut provides financial incentives for attendance and completion of the skills training and work experience

program. Without adequate financial supports, other employment programs may be inaccessible to youth – particularly if they require relocation or travel (MNP, 2014).

Table 10 Promising Practices for Financial Support Programs

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
Provide holistic services that address multiple barriers	Youth face challenges such as housing, health, psychological, or practical issues. Limited/no access to public transportation.	G.R.E.A.T. program in Nunavut, the Katkwenyes Program in Fort Erie, and the National Mining Essentials offer financial incentives or subsidies for transportation, child care expenses, and work-related clothing.
Link financial support with skills training programs	Low attendance and low completion rates of programs.	G.R.E.A.T. program in Nunavut provides financial incentives for attendance and completion of the skills training and work experience program.

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APPENDIX A.1 PROMISING PRACTICES FOR EACH TYPE OF EMPLOYMENT PROGRAM

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
Literacy & Essential Skills Programs		
Provide holistic services that address multiple barriers	Youth face challenges such as housing, health, psychological, or practical issues	New Brunswick Aboriginal Workplace Essential Skills and YES Nunavik offer social and psychological support and counseling services (Canadian Career Development Foundation, 2014b; YES Nunavik, n.d.).
Incorporate experiential learning, community engagement, and outreach activities for youth	Youth may be distant from labour market and have limited practical experience. Low attendance and low completion rates of programs.	'Mini-medical school camps' for Indigenous youth pairs undergraduate medical education students with youth in stations offering experiential lessons in physical examination, reading x-rays, and anatomy (Henderson, Williams, & Crowshoe, 2015).
Incorporate cultural content and traditional activities	Cultural relevance reaffirms Indigenous youths' cultural identity.	Miqqut program in Nunavut works with community elders to develop a literacy program that integrates traditional and cultural activities such as sewing (Canadian Career Development Foundation, n.d.-d; Kusugak, 2013).
Train instructors in cultural awareness	Cultural differences with respect to learning style. Lack of cultural awareness, racism and discrimination toward Indigenous youth can undermine their self-esteem and self-confidence.	Northern Adult Basic Education Program instructors have qualifications in adult basic education and additional training in <i>Guiding Circles</i> – a career development program for engaging Indigenous people (Canadian Career

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
Hire Inuit instructors, including Inuktitut-speaking instructors	Youth benefit from exposure to positive role models they can identify with. Low English literacy levels of many youth.	Development Foundation, 2014c; Canadian Northern Economic Development Agency, 2016). In the Mining Essentials program, participants receive training from at least two trainers: one who has industry experience and one who has experience in adult education. At least one of the two trainers matched with every participant must have an Indigenous background (Mining Industry Human Resource Council, n.d.). Evaluation findings from the Northern Adult Basic Education Program indicated that youth expressed interest in receiving support from Inuktitut-speaking instructors (Canadian Northern Economic Development Agency, 2016). Qualitative research with Inuit youth by Fast (2014) produced similar findings.
Use non-formal or oral assessments to reduce test anxiety.	Cultural differences with respect to learning style. Indigenous people value diverse types of literacy beyond print-based literacy and standardized tests.	Miqqut program in Nunavut assesses participant skill and personal growth through observation, rather than formal assessment. Many participants have reported finding formal assessment intimidating. Informal assessments are described as “taking the risk out of learning new skills” (Canadian Career Development Foundation, n.d.-d; Kusugak, 2013).

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
Establish one-on-one relationships between instructors and youth	Wide range of abilities and levels of literacy and essential skills, including unidentified/untreated learning disabilities.	Getting Ready for Employment and Training (G.R.E.A.T.) participants are provided a Career Development Officer who builds a close relationship; assesses their skills and motivations; tailors the training content and work-placement; and acts as a guidance counsellor (Dept. of Family Services, 2017).
Job-specific training		
Provide holistic services that address multiple barriers	<p>Youth face challenges such as housing, health, psychological, or practical issues.</p> <p>Youth in rural and remote locations relocate for employment opportunities.</p>	Connecting Aboriginals to Manufacturing supports participants and their families adjust to life in the city by providing mentorship in the work setting and the community. Mentors provide support for practical concerns such as finding housing and personal concerns such as family life (Canadian Career Development Foundation, n.d.-a; Workplace Education Manitoba, n.d.).
Integrate essential skills training into job-specific training to enhance employability	<p>Northern and remote communities rely on natural resource industries and workers may be vulnerable in times of economic down-turn due to a lack of transferrable skills.</p> <p>Youth with varying levels of educational or skills backgrounds require time to gradually build skills.</p>	<p>New Brunswick Aboriginal Workplace Essential Skills participants spend the first few weeks building their essential skills and then transition into the more technical content geared towards a career within information technology (Canadian Career Development Foundation, 2014b).</p> <p>Mining Essentials focuses primarily on essential skills but tailors the content for work in the mining industry so that participants gain insight into working within the industry but also gain transferable skills (Canadian Career</p>

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
Facilitate partnerships that bring employers and communities together	Cultural and community relevance reaffirms Indigenous youths' cultural identity.	Development Foundation, 2014a; Northern College News, 2016). Labrador Aboriginal Training Partnership (LATP) is a large collaborative project that has brought together three Indigenous organisations (including Nunatsiavut), provincial and federal funding, and the Vale mining company (Newswire, 2018). Eco Canada's Building Environmental Aboriginal Human Resources works with community organisations to deliver content that is applicable to the local community and build on their traditional and cultural expertise. The organisation also works with employers so that the tools and skills they are training for are aligned to industry needs (ECO Canada, 2019).
Incorporate experiential learning, community engagement, and outreach activities for youth	Youth may be very distant from labour market or have little practical experience. Low attendance and low completion rates of programs.	Mining Essentials content is delivered through mixed approaches such as industry-site visits, individual assignments, and short work-placements (Canadian Career Development Foundation, 2014a; Northern College News, 2016).
Incorporate cultural content and traditional activities	Cultural relevance reaffirms Indigenous youths' cultural identity.	Mining Essentials content is developed alongside industry experts and with national Indigenous organisations to be culturally relevant (Canadian Career Development Foundation, 2014a; Northern College News, 2016).
Train instructors in cultural awareness	Cultural differences with respect to learning style.	Labrador Aboriginal Training Partnership (LATP) organizes cultural awareness and education workshops to ensure organizations better understand

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
	Lack of cultural awareness, racism and discrimination toward Indigenous youth can undermine their self-esteem and self-confidence.	the local context and gain an enhanced awareness and understanding of cultural practices and variances and similarities. Workshop content includes history, ongoing traditions, and details about governance structures, demographics and barriers (LATP, 2019).
Hire Inuit instructors, including Inuktitut-speaking instructors	Youth benefit from exposure to positive role models they can identify with. Low English literacy levels of many youth.	In the Mining Essentials program, participants receive training from at least two trainers: one who has industry experience and one who has experience in adult education. At least one of the two trainers matched with every participant must have an Indigenous background (Mining Industry Human Resource Council, n.d.). Evaluation findings from the Northern Adult Basic Education Program indicated that youth expressed interest in receiving support from Inuktitut-speaking instructors (Canadian Northern Economic Development Agency, 2016). Qualitative research with Inuit youth by Fast (2014) produced similar findings.
Use non-formal or oral assessments to reduce test anxiety.	Cultural differences with respect to learning style. Indigenous people value diverse types of literacy beyond print-based literacy and standardized tests.	Miqqut program in Nunavut assesses participant skill and personal growth through observation, rather than formal assessment. Many participants have reported finding formal assessment intimidating. Informal assessments are described as “taking the risk out of learning new skills” (Canadian Career Development Foundation, n.d.-d; Kusugak, 2013)

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
Establish one-on-one relationships between instructors and youth	Wide range of abilities and levels of literacy and essential skills, including unidentified/untreated learning disabilities.	Getting Ready for Employment and Training (G.R.E.A.T.) participants are provided a Career Development Officer who builds a close relationship; assesses their skills and motivations; tailors the training content and work-placement; and acts as a guidance counsellor (Dept. of Family Services, 2017).
Work experience		
Provide holistic services that address multiple barriers	Youth face challenges such as housing, health, psychological, or practical issues. Youth in rural and remote locations relocate for employment opportunities	Kivalliq Mine Training Society and Agnico Eagle in Nunavut recognised that the fly-in/ fly-out (FIFO) job cycle can be quite strenuous on their employees and now provides psychological counseling for their workers and their families.
Promote inclusive work policies and raise cultural awareness among employers and employees	Lack of cultural awareness, racism and discrimination toward Indigenous youth can undermine their self-esteem and self-confidence.	Ontario Power Generation and local communities in Northern Ontario collaboratively developed more inclusive work policies. These included: Creation of an Indigenous employment and training coordinator to support hiring; formation of a committee to address cases of discrimination; implementing cultural awareness training for all employees; and shortening work rotations from 3 weeks to 2 weeks, to lessen the challenges of being away from family (Mills & St-Amand, 2015).
Provide on-the-job mentors to support the integration of new employees into work culture	Low job retention rates.	Connecting Aboriginals to Manufacturing includes mentoring on-site in the work setting and off-site in the community (Canadian Career Development Foundation, n.d.-a; Workplace Education Manitoba, n.d.).
Employment Services		

Promising Practice	Needs Addressed by the Practice	Example Programs that Employ the Practice
Provide holistic services that address multiple barriers	Youth face challenges such as housing, health, psychological, or practical issues.	Youth Employment Service in Nunavik provides counseling, guidance, and support for finding employment or furthering education (YES Nunavik, n.d.).
Offer multiple lines of communication for sharing labour market information	Broadband internet is unreliable. Youth in rural and remote communities may rely on community bulletin boards or radio.	Examples of online communication include the government site Working in Canada (Komarnicki et al., 2012) and the online platform Working Warriors (Kelly, 2017; OECD, 2018).
Promote experiential learning and outreach activities for youth	Clients may be very distant from labour market or have little practical experience. Low attendance and low completion rates of programs.	Youth Employment Service in Nunavik provides hands-on experiences to discover different careers (YES Nunavik, n.d.). Noront employees visit school events to help educate students about different mining processes and opportunities within the field; hold youth specific camps; and hold film-production competitions (NR Canada, n.d.-a).
Financial support		
Provide holistic services that address multiple barriers	Youth face challenges such as housing, health, psychological, or practical issues. Limited/no access to public transportation.	G.R.E.A.T. program in Nunavut, the Katkwenyes Program in Fort Erie, and the National Mining Essentials offer financial incentives or subsidies for transportation, child care expenses, and work-related clothing.
Link financial support with skills training programs	Low attendance and low completion rates of programs.	G.R.E.A.T. program in Nunavut provides financial incentives for attendance and completion of the skills training and work experience program.

APPENDIX A.2 INVENTORY OF PROGRAMS

The following tables describe the programs identified from Inuit Nunangat and other indigenous communities in non-urban areas across Canada. Note we did not make any assessments about the reliability of validity of findings reported.

Employment programs aimed at Indigenous people in Inuit Nunangat

Program & Reference	Location	Purpose & Target Pop.	Details & Approach	Outcomes/ Lessons Learned
Post-Secondary Student Support Program (PSSSP) https://www.nunatsiavut.com/department/psssp/ Evaluation: (Government of Canada, 2012)	Nunatsiavut <i>Also available nationally</i>	Financial Support [No age criteria]	Covers tuition and non-tuition costs for accepted post-secondary students. Non-tuition costs include residence, transport, books, and living allowance. Support for immediate family dependents to live with participant may be additionally provided. Events are held some institutions across the country to bring family to events to celebrate student successes	<ul style="list-style-type: none"> Greater number of Indigenous students pursuing post-secondary, thus, continued need for program Academic readiness before post-secondary is a barrier to student success Under 40% graduate from their program Many can struggle to city life away from family and community Students need non-academic support to help them during transition, as many can face cultural shock, impacting their overall success Living expenses may not be enough to cover actual rent and living cost Input from community members and elders can help academic staff to support students Need for data collection to observe long-term outcomes

WORK EXPERIENCE

Program & Reference	Location	Purpose & Target Pop.	Details & Approach	Outcomes/ Lessons Learned
<p>Inuit Pathways</p> <p>https://www.nunatsiavut.com/department/inuit-pathways/</p>	Nunatsiavut	<p>Variable.</p> <p>[No age criteria]</p>	<p>Diverse opportunities for employers to provide training, work experience, summer jobs, and wider business innovation opportunities.</p> <p>Funding comes from ISET</p>	<p><i>Not available</i></p>
<p>Getting Ready for Employment and Training (G.R.E.A.T.)</p> <p>https://www.gov.nu.ca/family-services/information/getting-ready-employment-and-training-great</p> <p>Evaluation: (Dept. of Family Services, 2017)</p>	Nunavut	<p>Literacy & Essential Skills; Work Experience; Financial support</p> <p>[Clients on social assistance – no age criteria]</p>	<p>14 week program with in-class essential skills content and short work-experience for unemployed individuals. Program offered in multiple communities of Nunavut. Career planners work to assess current skill level and develop training plan for literacy, numeracy, computers, and document use for entry level jobs.</p> <p>They are also informed about local employment opportunities and taught about job-search strategies. End of the program has a 2-week work experience at a local employer</p> <p>Financial incentives provided for attendance and completion of the program</p>	<ul style="list-style-type: none"> ▪ Instructors need to be innovative, flexible, and have strong interpersonal skills to work with participants who have low level of skills ▪ Caring and supportive atmosphere is especially needed ▪ Low attendance was a challenge ▪ 2016 Winter intake was 82 students ▪ 50% completion rate (Non-academic reasons cited as the most common reason for leaving) ▪ Of those who complete program, more than half find employment. Employers include: grocery stores/ restaurants, garages, and government ▪ Students desired for longer work-placements, counseling, more contact with their personal career planner, and support after the formal program

WORK EXPERIENCE

Program & Reference	Location	Purpose & Target Pop.	Details & Approach	Outcomes/ Lessons Learned
<p>MIQQUT – by Ilitaqsiniq, Nunavut Literacy Council</p> <p>http://ilitaqsiniq.ca/projects/miqqut-project/</p> <p>Research Report: (Kusugak, 2013)</p>	Nunavut	<p>Literacy & Essential Skills</p> <p>[No age criteria]</p>	<p>A four month program for Inuit women that teaches literacy through traditional activities, most notably sewing. Teach documentation, writing journals, sharing knowledge, and working with peers.</p> <p>Program contextualizes traditional practices (e.g. hunting) with literacy objectives, and promotes community engagement activities. Non-formal assessments are used to at the end of the program.</p> <p>Program has been adapted to other fields including culinary arts, mining, and engine repair</p>	<ul style="list-style-type: none"> After completing the program, participants reported being more confident, happy, and felt more engaged within their communities and families Elders are part of the staff and help to cater for different learning styles Staff need to be flexible and supportive Need for a space and appropriate structure. Wrap around supports are needed (e.g. day-care) More than 200 participants since 2011, and 95% completion rate 85% of those who complete program find employment or education
<p>New Career Path - Agnico</p> <p>http://sustainabledevelopment.agnicoeagle.com/2017/en/carving-a-new-career-path-in-nunavut/</p> <p>(Natural Resources Canada, 2016)</p>	<p>Kivalliq</p> <p>[Industry led]</p>	<p>Job-training; Work-experience</p> <p>[No age criteria]</p>	<p>Four programs: Nunavut Labour Pool, Career Paths, Trainee Programs, Pre-trade/ apprenticeship programs.</p> <p>These diverse programs aim to support Inuit into Agnico's mining operations with demand led programs. They also aim to support Inuit employees with opportunities for career progression</p>	<p><i>Not available</i></p>

WORK EXPERIENCE

Program & Reference	Location	Purpose & Target Pop.	Details & Approach	Outcomes/ Lessons Learned
<p>The Kivalliq Mine Training Society</p> <p>https://www.nrcan.gc.ca/sites/www.nrcan.gc.ca/files/mineralsmetals/files/pdf/rmd-rrm/KMTS_EN.PDF</p> <p>(Natural Resources Canada, 2016)</p>	<p>Nunavut</p> <p>[Industry led]</p>	<p>Literacy & Essential Skills; Job- training; Work Experience</p> <p>[Ages 16 to 30]</p>	<p>Company (Agnico) works with Nunavut Literacy Council, and Nunavut Arctic Council to provide pre-trades and literacy & essential skills training.</p> <p>Participants provided support with pre-trades courses to help them acquire skills needed for trades certification courses</p> <p>Additional training programs are held for employed Inuit to support them through their career with further development opportunities</p>	<ul style="list-style-type: none"> Partnerships helped bring together expertise Between 2012 and 2015, 1300 Inuit employees trained Counseling provided to workers and their spouses to help cope with mining work life style (fly in/ fly out)
<p>Raglan Mine's Tamatunmani program – Glencore mine</p> <p>https://www.nrcan.gc.ca/sites/www.nrcan.gc.ca/files/mineralsmetals/files/pdf/rmd-rrm/Glencore_Raglan_EN.PDF</p> <p>(Natural Resources Canada, 2016)</p>	<p>Nunavik</p> <p>[Industry led]</p>	<p>Job-training; Work experience; Literacy & Essential Skills</p> <p>[No age criteria]</p>	<p>Employment centre developed by Glencore mining company to train local Inuit employees. Different training programs for specific jobs and others that enhance essential skill.</p> <p>Training also held for employees to improve community understanding and cultural awareness (non-Inuit employees)</p> <p>Programs such as Stope – 2 year intensive program to equip participants to become apprentice mines. RIDE – support current employees to upgrade their skills and have career progression</p>	<ul style="list-style-type: none"> \$21.6 million invested by the Raglan Mine into the training programs (since 2008) Employee retention rate at 86% Of 950 employees, about 20% are Inuit Building shared values, collaboration, and working with communities was seen to be most effective

WORK EXPERIENCE

Program & Reference	Location	Purpose & Target Pop.	Details & Approach	Outcomes/ Lessons Learned
Inuvialuit Regional Corporation https://www.irc.inuvialuit.com/career-assistance	Inuvialuit	Variable [Age criteria varies]	<i>Limited information</i> Career centre providing employment services and other employment supports such as wage subsidies, workshops, and training	<i>Not available</i>
Labrador Aboriginal Training Partnership http://www.latp.ca/home/employmentopportunities.htm	Labrador <i>including Nunatsiavut</i>	Job Training [No age criteria]	Aims to provide education and skills for employment in resource sector. Uses a partnership model with Innu Nation, Nunatsiavut Government, NunatuKavut Community Council and Vale mining company. Additional industry partners are also included More than a dozen job specific training course are provided. Job posting are regularly updated	<ul style="list-style-type: none"> Program received major funding boost in June 2018 and the program is now actively growing.
Iviritvik Centre North http://iviritvik.org/en/services/	Nunavik	Literacy & essential skills and employment services [Ages 18+]	Provided essential skills training, job counseling, and employment support. Program length is 30 weeks over 6 months	<i>Not available</i> <i>Centre now closed and only operating in Montreal</i>

WORK EXPERIENCE

Program & Reference	Location	Purpose & Target Pop.	Details & Approach	Outcomes/ Lessons Learned
<p>Youth Employment Services Nunavik</p> <p>http://www.krg.ca</p> <p>Report: (YES Nunavik, n.d.)</p>	Nunavik (Inukjuak & Kuujjuaq areas)	<p>Employment services</p> <p>[Ages 16 to 35]</p>	<p>Provides counseling, guidance, and support for finding employment or furthering education. Information for starting a business also provided</p> <p>Program incorporates cultural activities and workshops to build skills. Youth are exposed to a diverse set of career with hands-on approaches</p> <p>Youth exchanges have been organized for groups to travel to Montreal, Winnipeg, and Ottawa</p>	<ul style="list-style-type: none"> ▪ Engaging clients in other communities is challenging ▪ Youth often lack awareness about career options within the region ▪ Need for employers to offer part-time opportunities for students

Employment programs aimed at Indigenous people outside of Inuit Nunangat (non-urban areas)

Program & Reference	Location	Purpose & Target Pop.	Details & Approach	Outcomes/ Lessons Learned
<p>Northern Adult Basic Education Program</p> <p>Evaluation: (Canadian Northern Economic Development Agency, 2016)</p> <p>Additionally: (Yukon College News, 2016)</p>	<p>NWT, Yukon, and Nunavut</p> <p><i>Partnering colleges: Nunavut Arctic, Yukon College, Aurora College</i></p>	<p>Literacy & Essential Skills; limited job training</p> <p>[No age criteria]</p>	<p>Funded by the Canadian Northern Economic Development Agency (CanNor), to improve Adult Basic Education across the territories. Approximately \$30 million funding over 5 years across the three colleges (Nunavut Arctic, Yukon College, and Aurora College).</p> <p>Practices vary at the different colleges, and student population is also very diverse. The core content and programming is focused on Literacy & Essential skills, but in some areas some further advanced job-specific training is also provided.</p> <p>Main locations are the major urban centres, with training also held in remote communities that partner with colleges. Communities work with the college to find suitable location and tailor essential skills content based on need.</p>	<ul style="list-style-type: none"> 1100 students served in 2013/14 and 2014/15 Overall completion rate is higher for Indigenous students (49%) compared to non-Indigenous (28%) Estimated that more than half of the graduates, within Aurora College found employment within trades, mining, retails after two years of completion (Aurora College, 2016) Holistic aspects of curricula effective → having indigenous educators, incorporating Inuit history & culture, and providing some social support for participants Infrastructure challenges prominent for remote areas, about where to hold the training and high staff turnover Job-specific training can be implemented if effective partnerships are made (e.g. Pelly Crossings organized mobile unit for Heavy Equipment Operating course) Local community engagement with First Nations and Inuit leaders is vital

WORK EXPERIENCE

Program & Reference	Location	Purpose & Target Pop.	Details & Approach	Outcomes/ Lessons Learned
<p>ECO Canada – Building Environmental Aboriginal Human Resources (BEAHR)</p> <p>https://www.eco.ca/beahr/</p>	<p>National</p> <p>[Industry led]</p>	<p>Literacy & Essential Skills, Job Training</p> <p>[No age criteria]</p>	<p>15 week training program for working in the environmental sector. Provide training for collecting, reporting, and interpreting data. Training on specific instruments and IT equipment used in the industry.</p> <p>Work with community elders and uses indigenous knowledge about the 'land' to build relevance.</p> <p>Environmental principles are integrated into all curricula to help teach Literacy and Essential skills. Program also provides financial incentives to employers to hire trained workers</p> <p>Training provided in many remote communities across Canada. Develop many partnerships with colleges and Indigenous organizations as it is national</p>	<ul style="list-style-type: none"> Delivered training to 170 communities and 3,000 students Building trust with the local community and participants is important Need to customize the content and the approach based on local needs. <i>Each community is different</i> 85% completion rate, and 70% of those who complete find employment

WORK EXPERIENCE

Program & Reference	Location	Purpose & Target Pop.	Details & Approach	Outcomes/ Lessons Learned
<p>Mining Essentials: Training for Indigenous People</p> <p>https://www.mihc.ca/certification-training-standards/mining-essentials-training-for-indigenous-peoples</p>	National	<p>Job Training, Literacy & Essential Skills, Work Experience</p> <p>[No age criteria]</p>	<p>12 week program that is customizable for local need and industry. Integrates essential skills framework for job-specific training in the mining industry. Program has a strong focus on building job ready essential skills and providing opportunities for blended training (classroom, visits, handling equipment, etc.) Curriculum is developed with industry for their technical needs. Uses trainers and educators who have both industry experience and experience working with Indigenous communities.</p> <p>Follow up of participants ensures support is provided up to 12 months after the course. Local community engagement ensures content and approach is applicable.</p> <p>Wrap-around support may be provided (e.g. child care or transportation)</p>	<ul style="list-style-type: none"> Community partnerships are integral to program success. Elders and holistic approach has a positive effective Participants gain confidence, self-esteem, and social Trainers need to be flexible, knowledgeable, and relatable to participants (commitment of trainers can be an issue) Focus is on mining, but skills that are taught should be applicable for entry level positions in other industries Training site infrastructure needs to be high quality Local sites have to secure their own funding which can be challenging Graduation rate is 60% (employment outcomes not available)

WORK EXPERIENCE

Program & Reference	Location	Purpose & Target Pop.	Details & Approach	Outcomes/ Lessons Learned
<p>Connecting Aboriginals to Manufacturing (CAM)</p> <p>http://cam.wem.mb.ca/</p>	Manitoba	<p>Literacy & Essential Skills; Job Training; Employment services; Work Experience</p> <p>[No age criteria]</p>	<p>Extensive 5 to 6 month training program.</p> <p>Uses a staged approach with the initial program on the reserve with essential skills training. This is followed by a move to an urban area which focus on job-specific training, and finally a workplace practicum with a manufacturing company</p> <p>Participants are provided with holistic, wrap around supports to help them transition into the city</p> <p>Partners with colleges, committee of employers, and Indigenous representatives</p>	<ul style="list-style-type: none"> Participants can face many social challenges to integrating into work life For example: having ID, knowing where to seek support for housing, or accessing child care Following re-location, having a local network to maintain relationships and find familiarity was very important Group dynamics and the community's support on the reserve are vital Instructors needs to be adaptable and customize the program for each community Full program retention rate is 86% Job placement rate is 67%
<p>New Brunswick Aboriginal Workplace Essential Skills pilot (NBAWES)</p> <p>https://fimesip.ca/project/new-brunswick-aboriginal-workplace-essential-skills-project-nbawes-pilot-project/</p>	New Brunswick	<p>Literacy & Essential Skills; Job Training</p> <p>[No age criteria]</p>	<p>A 30+ week essential skills curriculum designed for First Nations adults with low levels of literacy.</p> <p>Program has been adapted to other courses, which provide blended essential skills and technical skills curriculum for different industries such as Information technology.</p> <p>Program was held in post-secondary setting to help students feel part of the educational environment. Cultural knowledge and activities such as field trips, lectures, and building traditional instruments were incorporated. Instructors had experience working with First Nations communities</p>	<ul style="list-style-type: none"> Two thirds of participants were able to increase literacy levels from level 2 to level 3 18 of the 20 who completed the program found employment The blended content approach worked well, and supported participants to gradually build their skills Program improved self-esteem, connection to their community, and motivation to succeed

WORK EXPERIENCE

Program & Reference	Location	Purpose & Target Pop.	Details & Approach	Outcomes/ Lessons Learned
			Participants were provided support for social issues they may be facing (e.g. drug or alcohol abuse)	<ul style="list-style-type: none"> Group support and discussion circles helped students to deal with social challenges they may be facing Absenteeism and family issues were barriers to completion of the program for some participants
Skills in Action https://fimesip.ca/project/skills-in-action/	New Brunswick	Job Training, Literacy & Essential Skills; Employment services [No age criteria]	Development of 5 Employment Assistance Service Centres across New Brunswick. Program delivers online training for essential skills component, and partners with manufacturing companies to provide job-specific training. Program is accessible for all, but aim to recruit 80% Indigenous	<ul style="list-style-type: none"> Further training provided to employment centre staff to help them work with employers and ensure so that job training is effective for participants Assessment of skills and needs of participants helps tailor their training
Essential Skills at Work in the North https://fimesip.ca/project/essential-skills-at-work-in-the-north/	NWT	Employment services [No age criteria]	Online tool developed by the Northwest Territories Literacy Council to describe various occupations, their essential skills and training requirements. Profiles of current employees working within NWT describe their personal experiences.	<ul style="list-style-type: none"> Showing people from the community and their different jobs can be a strong motivator Poor internet connectivity limits its use
Gitxaala Nation Continuous Learning Centre https://www.gitxaalanation.com/	Kitkatla, BC	Literacy & Essential Skills; Job training; Employment services [No age criteria]	Employment and learning centre developed by the local community to serve rural and remote areas. Provides essential 6 to 12 weeks essential skills training, followed by occupational training in occupations found within the local labour market (e.g. carpentry, culinary, forestry, early childhood education)	<ul style="list-style-type: none"> Served over 300 members with 80% completion rate 30% of graduates find employment, and 30% pursue further training Participants can come with little foundational skills, low confidence levels, and face social barriers Finding trainers willing to work in the remote centres was difficult

WORK EXPERIENCE

Program & Reference	Location	Purpose & Target Pop.	Details & Approach	Outcomes/ Lessons Learned
				<ul style="list-style-type: none"> ▪ Having an established facility was helpful in setting up and running programs ▪ Getting community support was necessary as there can be high financial investment
Katkwenyes Program https://www.fenfc.org/katkwenyes	Ontario (Fort Erie)	Literacy & Essential Skills [Ages 19+]	Centre focused on literacy and essential skills, along with some training for working with computers, and basic tutoring support. Developed individual training plan to help participants on the path to education or finding other occupational training. Incorporates cultural workshops, crafts, and training Child care and transportation allowance may be provided	<ul style="list-style-type: none"> ▪ Participants may have low self-esteem in learning abilities. Program tries to recognize individual achievements ▪ May be difficult to recruit participants ▪ Attendance challenges may be due to transport, weather, or personal motivation ▪ Staff need to have good training capability for essential skills, and create a supportive learning atmosphere

WORK EXPERIENCE

Program & Reference	Location	Purpose & Target Pop.	Details & Approach	Outcomes/ Lessons Learned
Change it Up: Employment Essentials https://fimesip.ca/project/change-it-up-employment-essentials/	Alberta	Literacy & Essential Skills; Employment services [On reserve – no age criteria]	Aims to deliver essential skills through self-development, and supporting participants with their practical employment barrier, such as housing or obtaining government ID. Some programs can be designed to support participants into further training for apprenticeship or trades certifications	<ul style="list-style-type: none"> 81% retention rate for 3 program sessions Reported higher essential skills and positive behaviours among participants Participants can face many challenging barriers, and staff need to be supportive and empathetic
Stepping Stones https://fimesip.ca/project/stepping-stones-certificate-in-community-capacity-building-for-remote-and-rural-aboriginal-communities/	British Colombia	Literacy & Essential Skills [No age criteria]	Course delivered through Simon Fraser University for providing a certificate in 'Community Capacity Building'. Integrates online learning with local-community engagement. Participants develop a local community project, and work with mentors to guide them. Purpose is to build stronger sense of identity, connect with their community, and develop literacy skills with research and project planning Program helps participants pursue further studies in post-secondary.	<ul style="list-style-type: none"> Remoteness can pose infrastructure challenge, there can be a lack of dedicated space and poor internet Incorporation of indigenous cultural lessons and themes is highly valued, as is the inclusion of local elders for guest lecturers Participants need greater time with tutors and mentors

WORK EXPERIENCE

Program & Reference	Location	Purpose & Target Pop.	Details & Approach	Outcomes/ Lessons Learned
<p>Lower Mattagami River – Ontario Power Generation</p> <p>News article (here)</p> <p>Research Report: (Mills & St-Amand, 2015)</p>	<p>North ONT</p> <p>[Industry led]</p>	<p>Job Training; Work Experience; Employment services</p> <p>[First Nations in Northern Ontario – no age criteria]</p>	<p>Part of agreement with the Moose Cree First Nation and OPG to train and hire workers from the local area for the multi-year expansion project.</p> <p>The project trained and hired workers from local area, and established contracts with local First nations businesses and employers. Local workers were hired for range of low skilled and higher skilled jobs.</p> <p>Project also provided counselling services for employees, cultural awareness training for all employees, and worked to establish more inclusive work policies to reduce discrimination.</p>	<ul style="list-style-type: none"> More than 10% of workforce was from local community First nations business gained \$300 million in contracts and an equity in the project Workers faced discrimination, sexism, and racism Policies were developed to improve working conditions and be more inclusive Cultural awareness for all employees was valued as a way to bridge understanding Employment and training coordinators helped to improve job retention Project allowed many workers to pursue training and others to enhance their skills for career progression
<p>'Noront Resources'</p> <p>(Natural Resources Canada, 2016)</p>	<p>Northern ONT</p> <p>[Industry led]</p>	<p>Job-training (pre-trades), Literacy & Essential Skills</p> <p>[No age criteria]</p>	<p>Noront company offers training and education for communities in the 'Ring of Fire'. Established partnerships with local community organizations and colleges to deliver training.</p> <p>The company does community engagement through school visits, working with local councils, and partnering with Indigenous organizations</p>	<ul style="list-style-type: none"> Trained over 400 individuals Engagement activities have built understanding with community and have been used to inform business practices Hiring locally provides the company and community with mutual benefit

APPENDIX B: ETHICS APPROVALS



Christina Hackett
55 Murray St., Suite 400
Ottawa, ON
613-237-4312
chackett@srcd.org

February 25, 2019

Re: "Pathways to Work: Co-designing improved employment pathways for Inuit youth in Nunatsiavut, Labrador"

Dear Christina,

Please accept this letter as confirmation of the Nunatsiavut Government Research Advisory Committee's (NGRAC) approval for the above research project as outlined in your application, with the following suggestions and conditions:

1. The NGRAC has suggestions for the consent forms. Please see attached consent form with suggested revisions. You do not need to provide an updated consent form prior to beginning the research.
2. The Activities / Methodology section of the research application suggests that Danielle Baikie will assist with recruitment. Specifically, the application says, "Ms. Baikie supervises the Supported Living Program and is connected with many young people in communities across the region". Please note that as per DHSD's decision regarding their involvement in the project, Danielle Baikie will not be able to assist with this component of the research.
3. Therefore, given the nature of this project, the NGRAC requests that as a condition of this approval and prior to beginning recruitment and data collection activities, you identify an alternative collaborator at the Nunatsiavut Government who will take responsibility for assisting with recruitment and mobilization of research results. This individual or Department does not need to be listed as a partner but should be identifiable and provide confirmation to the NGRAC that they will assist with the project as needed. The NGRAC has suggested you contact Rodd Laing to identify someone to fulfill this role.
4. Traditional Knowledge is an important issue for the NG and beneficiaries to the Agreement. Therefore, we would like copies of all of the processed data and reports.
5. Please provide copies of any reports, journal articles, papers, posters or other publications related to this project to Carla Pamak, the Nunatsiavut Inuit Research Advisor, upon completion of your work. A plain language summary detailing the work, translated into Labrador Inuttitut, should also be provided.

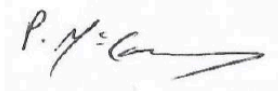
25 Ikajuktauvik Road, PO Box 70, Nain, NL, Canada A0P 1L0 Toll Free: 1.866.922.2942 Fax: 709.922.2931

www.nunatsiavut.com

6. NG would appreciate copies of any photographs that you acquire during your research in the Nunatsiavut area as Nunatsiavut Government is developing a digital database of regional photos. Recognition will always be given to the photographer.

Please note that if you are going to make any changes to your proposal, any such changes must be considered and supported by the NGRAC before they are implemented. This approval is valid for one year from today.

Sincerely,



Paul McCarney
Research Manager
Nunatsiavut Government
(709) 922-2942 ext. 249
paul.mccarney@nunatsiavut.com



COMMUNITY
RESEARCH
ETHICS OFFICE

Strengthening and Supporting Community Research
Waterloo Region, Ontario, Canada and Internationally

April 16, 2019

Dr. Christina Hackett

55 Murray Street
Suite 400
Ottawa, ON
K1N 5M3

Dear Dr. Hackett

We are pleased to inform you that the ethical review of your research project: *Pathways to Work: Co-designing improved employment pathways for Inuit youth in Nunatsiavut, Labrador* has been completed.

Based on the changes you have made, we have determined that your research proposal is ethically sound and we agree to the use of our approval statement on any documents related to the research project. However, **this statement must appear on any Consent Forms associated with this project.**

This project has been reviewed and approved by the Community Research Ethics Board. If you feel you have not been treated according to the descriptions in our information, or your rights as a participant in research have been violated during the course of this project, you may contact the Chair, Community Research Ethics Board, at: Community Research Ethics Office (Canada) Corp. c/o Centre for Community Based Research, 190 Westmount Road North, Waterloo ON N2L 3G5; Email: creo@communitybasedresearch.ca Telephone: 1-888-411-2736.

We ask that, if you make any major changes to your research process and/or reviewed documents, you request our further review. This approval covers the originally projected time frame for your research. If that timeframe is extended, please advise us.

On behalf of our Board of Directors, thank you for using the services of the Community Research Ethics Office. If we can be of service in the future, please contact us.

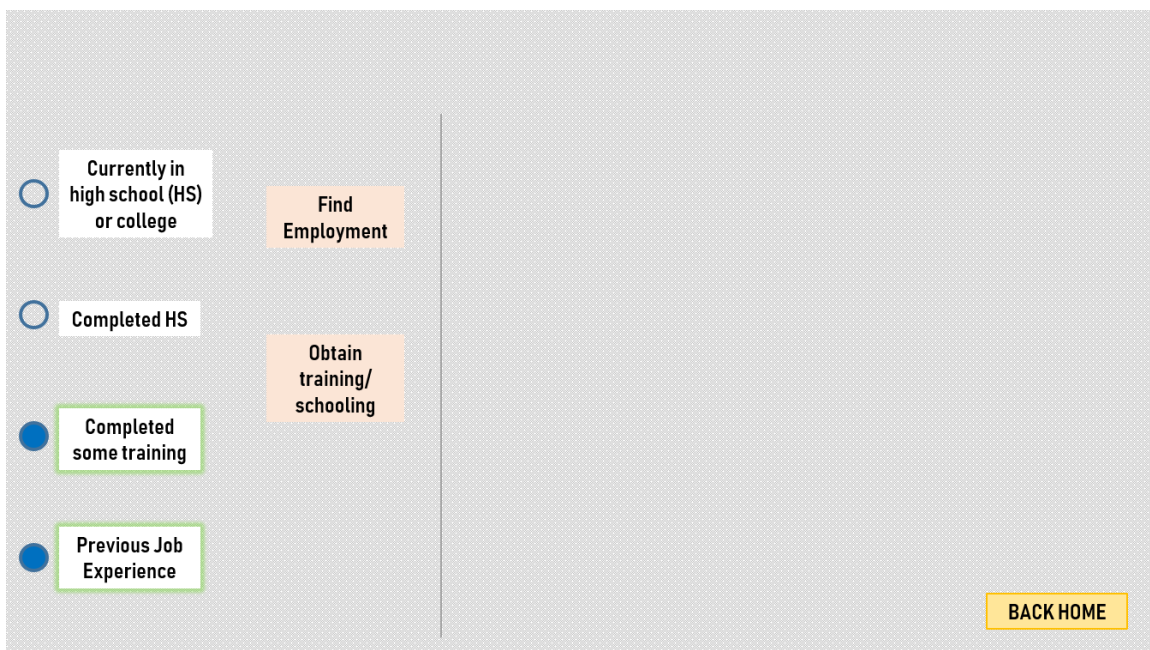
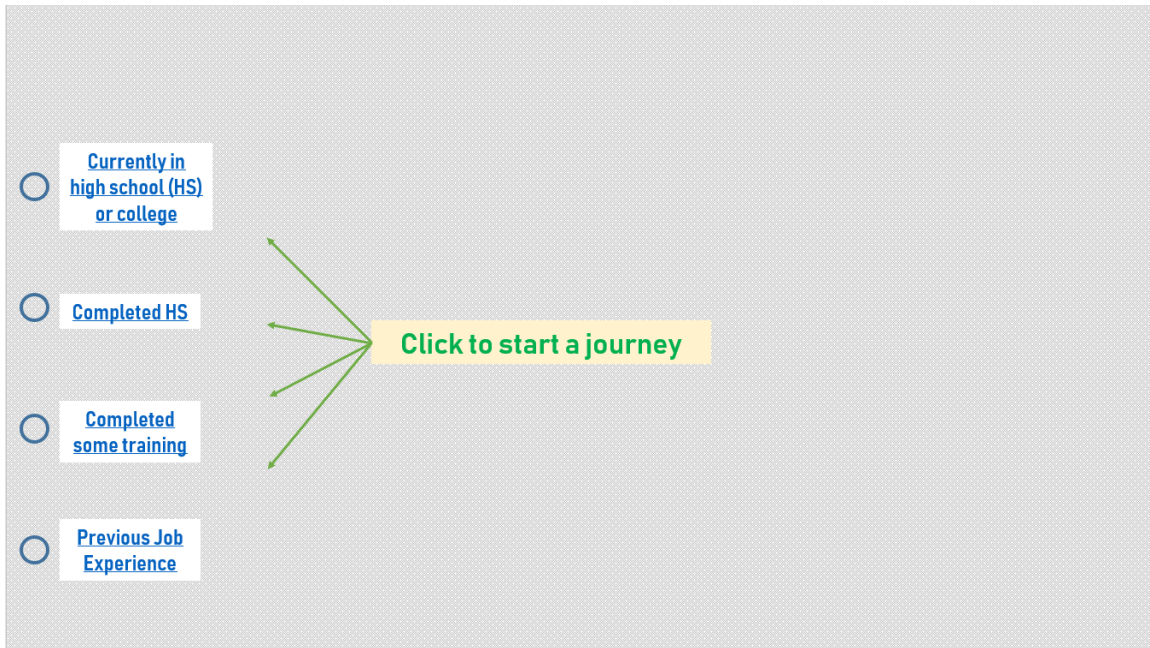
Sincerely,

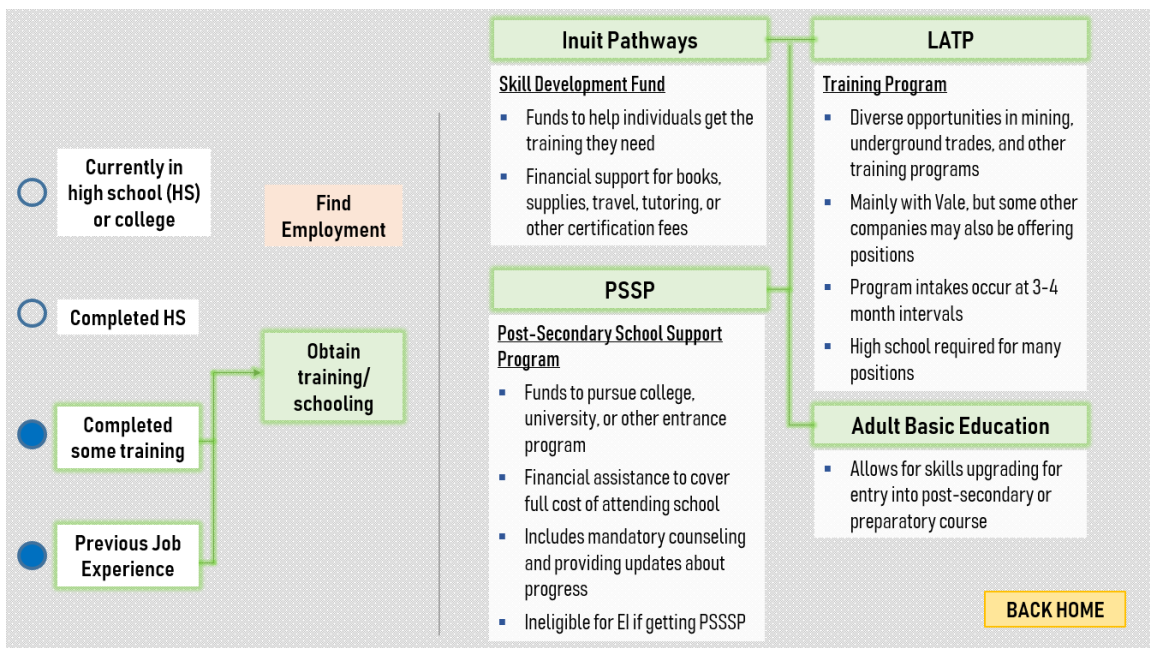
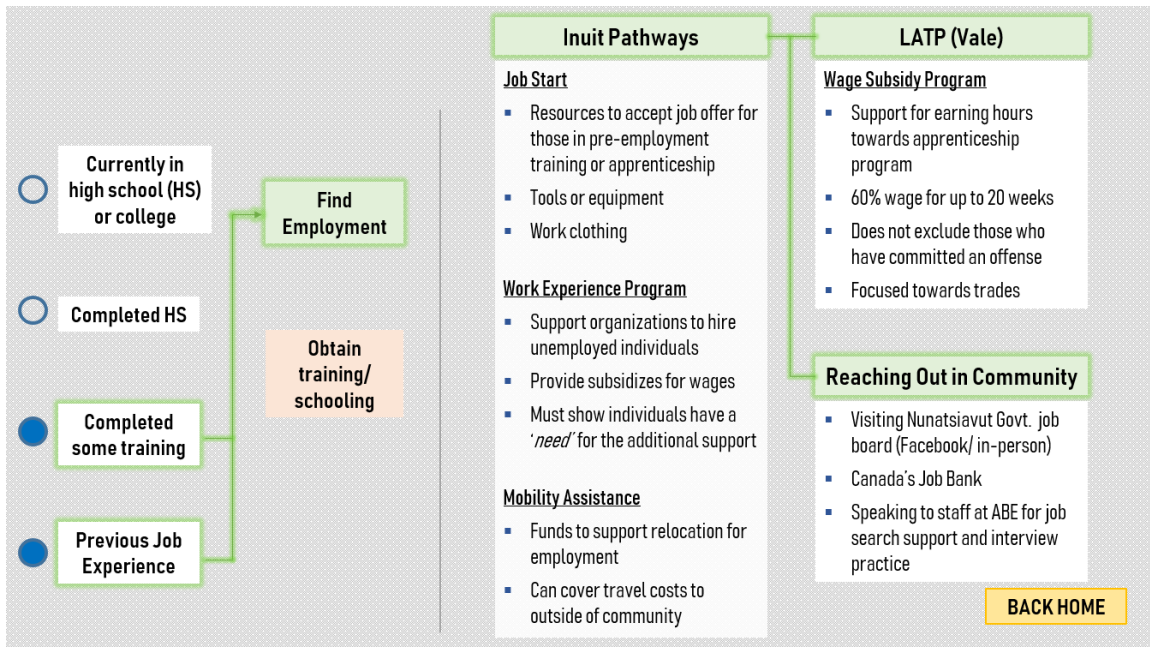
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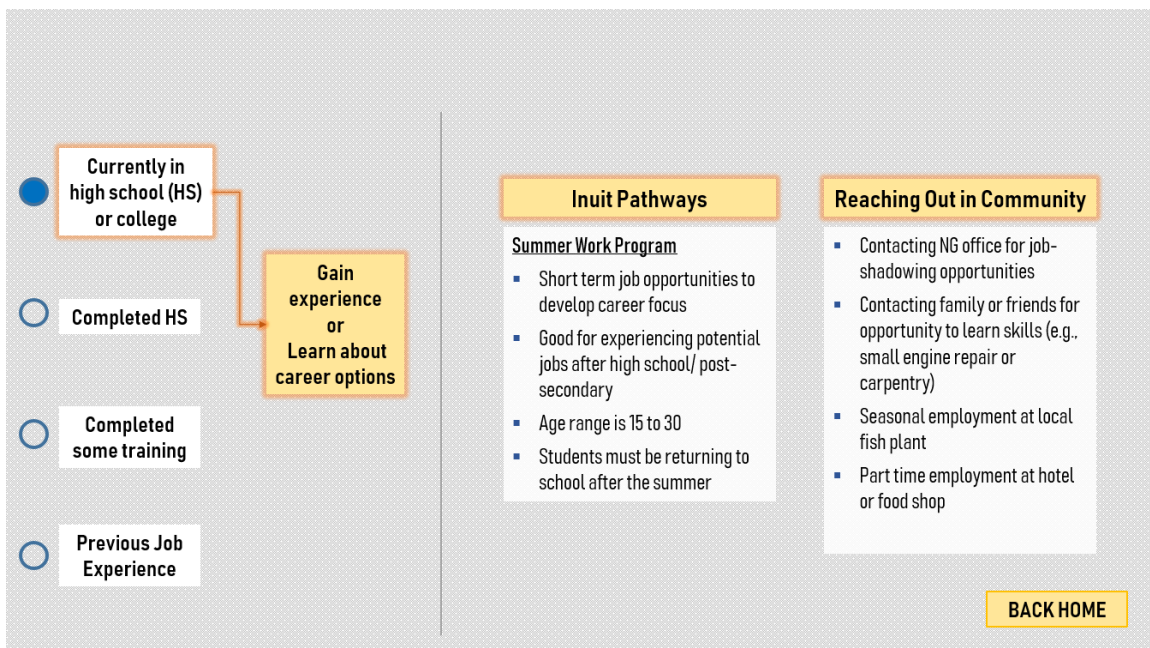
Ryan Huckle,
Lead Reviewer
Chair

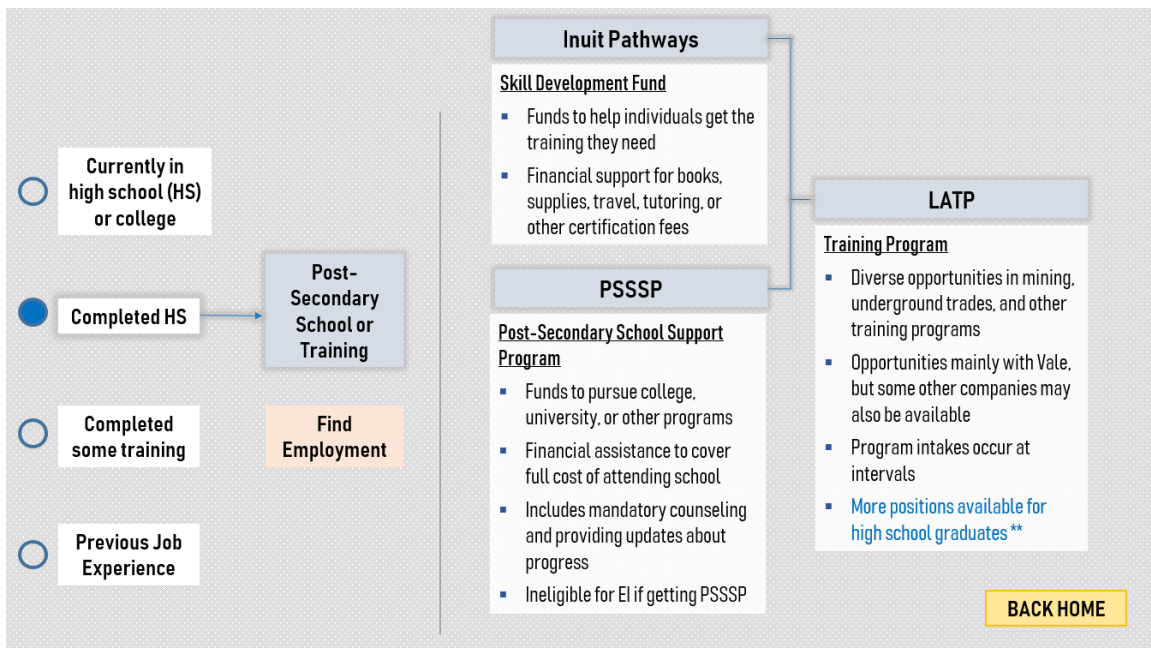
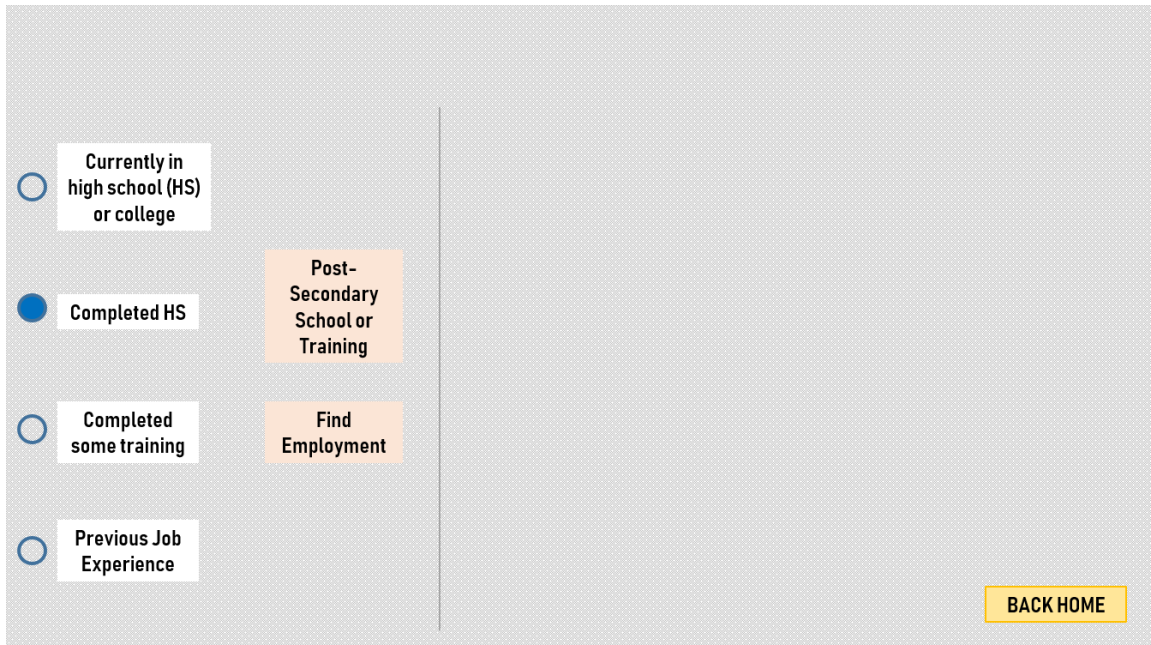
Community Research Ethics Office
c/o Centre for Community Based Research
190 Westmount Road North
Telephone: 1-888-411-2736 Email: creo@communitybasedresearch.ca
www.communityresearchethics.com

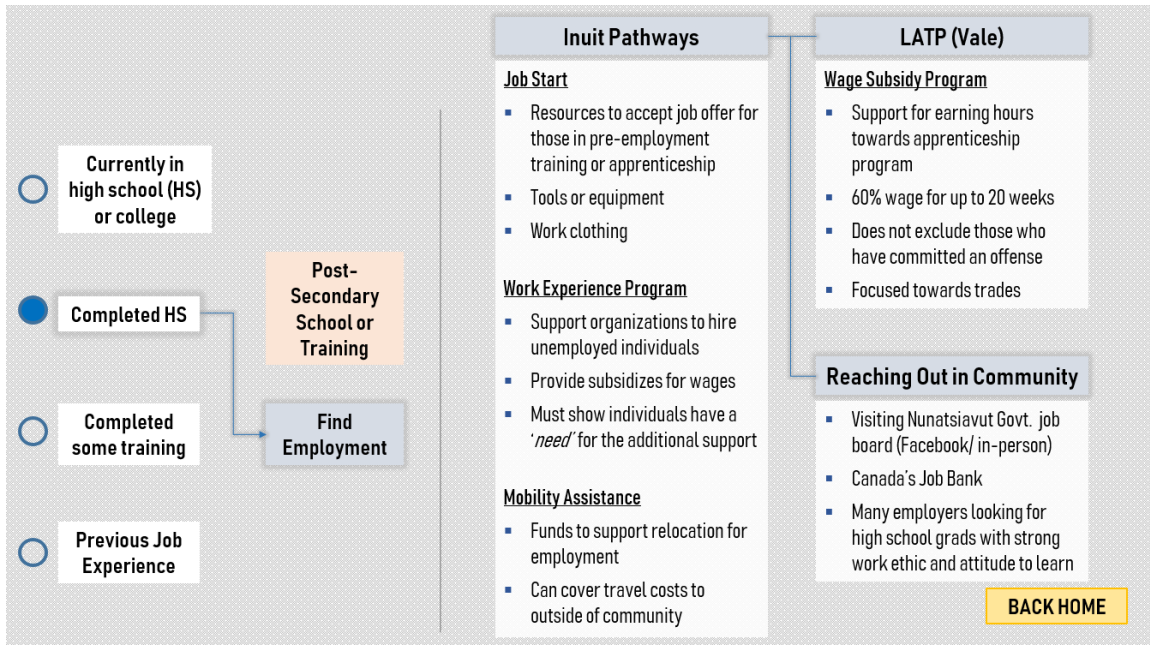
APPENDIX C: CLICK-THROUGH PROTOTYPE, DATA, AND PERSONAS











Labrador Apprenticeship Training Program – LATP							
LATP	Age Criteria	Indigenous Identity	Eligibility	Criminal Record	Impact on EI or other benefits	What is offered?	Who to contact?
LATP – Wage Subsidy	None	Yes. Partnership with Innu Nation, Nunatsiavut Govt., and different employers	<ul style="list-style-type: none"> Unemployed Underemployed Applicants likely already have some training (beyond high school) but do not have job experience --> Ready to work for 20 weeks in a full time position 	May limit some opportunities but does not exclude applicants. Dependent on the job and type of offence	Not known – confirm with NG	<ul style="list-style-type: none"> 60% wage subsidy for either apprenticeship or non-apprenticeship jobs Funding covers work experience up for 20 weeks Program facilitates potential employees to be matched with employers. Employer holds responsibility for hiring any employee 	
LATP – Training		Yes. Partnership with Innu Nation, Nunatsiavut Govt., and Vale mining company				Different training streams working with Vale Mining (and a few other industry partners). Jobs are primarily focused on working in underground mining and resource extraction <ul style="list-style-type: none"> Underground mining training Underground safety training Safety certifications Funding for college trades and technological programs (may cover tuition, books, travel, and other expenses) 	

Education Programs							
	Age Criteria	Indigenous Identity	Eligibility	Criminal Record	Impact on EI or other benefits	What is offered?	Who to contact?
PSSSP - Post Secondary Student Support program	15 to 30	Yes	<ul style="list-style-type: none"> Enrolled into school and be returning to school after the summer 	Not known – confirm with NG	Not known – confirm with NG	<ul style="list-style-type: none"> Incentives for employers to hire students 	
Skills development fund	None	Yes	<ul style="list-style-type: none"> Training should be associated with local employment needs. <p>Such as: Mining, construction, oil & gas, fishing etc.</p>	Not known – confirm with NG	Not known – confirm with NG	<ul style="list-style-type: none"> Funding for enrolling into training program Covers books, tutoring, fees, tuition, travel, and other relevant expenses 	
Job Start	None	Yes	<ul style="list-style-type: none"> Unemployed but with an offer of employment Completed <u>application form</u> 	Not known – confirm with NG	Not known – confirm with NG	<ul style="list-style-type: none"> Provides funds for job related costs Tools, equipment, work clothing 	

Inuit Pathways							
	Age Criteria	Indigenous Identity	Eligibility	Criminal Record	Impact on EI or other benefits	What is offered?	Who to contact?
Summer Work Program	15 to 30	Yes	<ul style="list-style-type: none"> Enrolled into school and be returning to school after the summer 	Not known – confirm with NG	Not known – confirm with NG	<ul style="list-style-type: none"> Incentives for employers to hire students 	
Skills development fund	None	Yes	<ul style="list-style-type: none"> Training should be associated with local employment needs. <p>Such as: Mining, construction, oil & gas, fishing etc.</p>	Not known – confirm with NG	Not known – confirm with NG	<ul style="list-style-type: none"> Funding for enrolling into training program Covers books, tutoring, fees, tuition, travel, and other relevant expenses 	
Job Start	None	Yes	<ul style="list-style-type: none"> Unemployed but with an offer of employment Completed <u>application form</u> 	Not known – confirm with NG	Not known – confirm with NG	<ul style="list-style-type: none"> Provides funds for job related costs Tools, equipment, work clothing 	
Mobility Assistance	None	Yes	<ul style="list-style-type: none"> Unemployed but with an offer of employment outside of home community Estimate of travel costs to new community Completed <u>application form</u> 	Not known – confirm with NG	Not known – confirm with NG	<ul style="list-style-type: none"> Provides funds to help individuals relocate within Canada to accept job offer outside of home community Covers all or portion of travel expenses and accommodation 	
Work Experience Program	None	Yes	<ul style="list-style-type: none"> Unemployed Little to no job experience (working < 20hr/ week) 	Not known – confirm with NG	Not known – confirm with NG	<ul style="list-style-type: none"> Long term work experience program (up to 16 months) Funds employers to hire individuals 	

Promising Practices in Supporting Inuit Youth along the Pathway to Employment

Persona	A good option may be...	Step 1: Approach	Step 2: Navigating the application process	Step 3: While in training /program	Step 4: Exit program and next steps
Natan is a 22 years-old who live in Nain and is a beneficiary of the Labrador Inuit Land Claims Agreement (LILCA). He had a rough patch a couple of years ago and left school in Grade 9. He did small jobs in Nain over the past years and has been living EI in the past months. He has now a girlfriend and two daughters. As he wants now to pursue his objective to be a welder, he is wondering about how accomplish this and still be able to support his family.	PSSSP - Will it be Inuit Pathways at the end through the Skill development funding at the end? Check with Jodie there is some overlaps at some point.	Natan learned about PSSSP on its Facebook page but it's still not clear if he is admissible or not. He calls at the number on the page and learned he needs to be accepted in college as a mature student first. The PSSSP program counselor was of a great help to help him clarify the milestones about next steps to take to achieve completion of the welder college program.	As Natan cannot apply directly to the Welder course in Happy Valley/Goose Bay at the CNA because he did not completed high school, he applied first to the Aboriginal Bridging Program. To access PSSSP funding, Natan must follow a three-phase process which includes mandatory participation in counselling sessions and provision of full documentation to the program counselor before March 1st. While Natan cannot received EI while in program, he is happy to know that the amount received in PSSSP is larger than EI for a person in his situation.	Natan follows the Aboriginal Bridging Program of the College of North Atlantic in Goose Bay for one year. Costs for his transportation, tuition fees and monthly living allowance is covered by the program. He reapply the following year to pursue the CAS Transitions(?) program to be able to access the welder program in the College. He got funding all along this process from PSSSP every year for his whole training. Because Natan is from Nunatsiavut, he has one excess baggage and one extra trip per year (than participants from other regions) to go back in Nain to visit his family. Natan is responsible for submitting his own marks at the end of each semester. Marks (or marks-to-date for year-long courses) must be submitted to the PSSSP office according to fixed deadlines.	Natan completed his welder program and he is now looking for an apprenticeship. He learned he can apply now to the Job Start Program at Inuit Pathways to help him cover the basic start fees (clothes, equipment, etc.)
Kathleen is 16 and is in Grade 9 in the Jens Haven Memorial School. She wants to be an accountant and has planned to apply in the college in the future in this field. She would like to acquire some experience to see if it's this is something that she would like to do for real in life.	Inuit Pathways (ASETS Summer Work Program)	Through Inuit Pathways, the Agvituk Historical Society Museum in Hopedale was able to create a job opportunity for youth in assisting an accountant with relevant tasks in that field. The job offer was advertised at the Nain Youth Center and Kathleen was encouraged to apply.	The employer passed through the application process by submitting its Summer Work Program Application before March 1st. On her side, Kathleen submitted her CV just before the deadline for the application. As she had no CV and no SIN card, she got help from the Nain Youth Center to assist her in these tasks. She has an aunt who lives in Hopedale who can take her at her place for the summer.	Kathleen works 30 hours a week in her job. At the end of the summer, she is not convinced accounting would be the best option for her, but she discovers with a colleague that a graphic design course would better suit her interests.	Kathleen is now returning to school in September. She is now looking at post-secondary programs in graphic design.
Christine, 23 years-old and a Nunatsiavut beneficiary. She was in trade school 1 year ago to be an electrician but work currently as an office assistant. She would like to complete her training through an Apprenticeship program to gain work experience and possibly obtain a permanent full time job in her field at Voisey's Bay. However, she is worried that her criminal record she had a while ago for a minor offense has an impact on her ability to work and is shy to apply.	LAPT Apprenticeship program (Wage Subsidy Program)	Christine calls the contact point for this program - Lois Roberts (lroberts@lapt.ca 709-896-3500 ext 231). She is referred to a Manager of Program Development and Learner Support person who provided Christine with additional information for the application.	Christine must first apply and register with Department of Education Institutional and Industrial Education Division to be eligible for entry into the Apprenticeship program. She is being matched with Vale for her apprenticeship after successfully completed the interview process, conducted by Vale HR team. Her counselor at LAPT helped her during this process and to acquire all the necessary documents to start working at Voisey's Bay. The counselor explained that due to the minor nature and her age when she commit her offense, that she can access the program anyways.	Christine is required to complete the 2 day Service Common Core Certification training in Sudbury. All fees are covered for her training including transportation and living allowances. While in program, Christine must log hours worked in their log book given by the Department of Education. She works at her best of their ability especially during the short probation period. Moreover, she maintains communication with her LAPT counselor during the full period of employment, as required.	After 20 weeks and program is over, Christine is being offered a full time position! She is now receiving additional trainings to continue working at Voisey's Bay.
William is 28 and lives in Nain. He used to work and being active hunter when he is was younger but had a very bad knee injury that left him in incapacity for a while. He feels like he is now ready to go back to work but is he unsure about his skills and lack confidence about what he can do. His friends suggest to see community support X	Inuit Pathways (Work Experience Program)	Through Inuit Pathways, Cie X in Nain was able to create a job opportunity for somebody who needs assistance to prepare to enter the labor market or obtain a job. Under the guidance of community support X William chose a warehouse clerk position and applied directly online.	Interview process led to a successful contract with Cie X. William is required to fill a Return to Work Action Plan (RTWAP) developed in consultation with Inuit Pathways describing all services he will received while in program.	The action plan is related to addressing William's barriers to achieving his employment goals. As such, William (in the program for 16 weeks) has obtain a meaningful job experience but has also received additional services that will help him getting more work in the future. Clarify which additional activities for those with multiple barriers to employment.	Check activities at program termination XXXXX

APPENDIX D: IMPLEMENTATION AND EVALUATION ROAD MAP

IMPLEMENTATION ROAD MAP

Several tools were co-designed with youth, employment stakeholders, and youth supports in Nain, Nunatsiavut as a result of this project. Ultimately the implementation, take-up, and further design and development of tools, will be led by community members in Nain. SRDC has worked with the advisory committee to support planning for tool sharing and distribution. Table 1 provides an overview of the considerations discussed for implementation by SRDC and community partners.

Table 1

Prototype	Further development	Pre-conditions	Considerations	Proposed leads
Video – labour market information sharing	Potential to start a channel where youth and other stakeholders can share experiences	Precondition – need to have a site to host video, and mechanism to vet shared videos	Who will host the video? How will this video be shared?	Community partners – youth research assistants
Click through tool and personas Repository of programs aimed at youth	Ongoing information updates regarding programs Online interactive tool	Backbone organization to take ownership of tool development and updates	Who will monitor and update information?	Community partners – unclear who backbone organization could be

Co-design as an approach ensured youth and other stakeholder voices drove the design and development of these prototyped tools. From the outset, the transition from prototype to full-fledged tools, was designed to be dictated by community partners. SRDC worked with community partners to identify next steps, pre-conditions for implementation, and a plan for evaluation should implementation occur. SRDC will continue to support this process informally, as well as support the Nain Research Centre and other stakeholders to develop a proposal for future funding opportunities that could support the transition from prototype to tool, should community partners decide they would like to move forward.

STEPS TAKEN TO DATE

Gathered feedback from youth and participants

SRDC has worked with community members to translate key components of the report and video. All stakeholders agreed that prior to moving forward with implementation and sharing of the video, the team should provide youth with another opportunity to provide feedback on the video. Project partners discussed the possibility of ‘screening’ the video in the Nain Research Centre – given scheduling and time constraints of NRC staff, this was not feasible before the end of the project’s timeline.

The SRDC project lead (CH) reached out to youth participants of the video via Facebook, shared the video and asked for feedback.

Ongoing meetings with community partners

SRDC has also facilitated two meetings since December 2019 to discuss next steps related to the sharing and uptake of tools.

EVALUATION OVERVIEW

Given there are several steps prior to finalizing tools and implementing their uptake in Nunatsiavut, we present evaluation questions and an outline evaluation matrix, based on objectives of the project and identified issues prototypes were co-designed to address.

EVALUATION APPROACH

For the initial phase of implementation, a developmental evaluation is well-aligned with objectives of exploring innovative programs/initiatives in context. We present preliminary evaluation questions and areas of inquiry, along with an evaluation matrix with suggested data sources and collection mechanisms.

Evaluation questions

Design & delivery

- To what extent did the co-design process influence implementation and uptake of tools?
 - Do youth and other stakeholders use the tool?

- Do youth communicate more with employment stakeholders in Nain and region?
-
- What's been learned about how to best support youth-led/oriented projects?
- What lessons have been learned about transitioning prototypes to tools in a remote community setting?
- What lessons have been learned about transitioning implementation from a research project to a community-driven initiative?

Outcomes

- To what extent did the implementation of the Pathways tools influence youth access to labour market information and employment supports/opportunities?
- What lessons can be learned about using video and multimedia tools co-designed by youth in reconciling labour market information, and increasing access to youth employment supports in Nain and beyond?

Table 2 **Outline evaluation matrix**

Evaluation questions	Document review	Regional labour market information	Policies, procedures, communications – backbone organization	Participation/ observation of meetings/ convening events	Web analytics (shares, hits, comments)	Key informant interviews (youth and other stakeholders)	Online survey of stakeholders
Design & delivery							
To what extent did the co-design process influence implementation and uptake of tools?	✓	✓	✓	✓	✓	✓	✓
What's been learned about how to best support youth-led/oriented projects?	✓		✓	✓	✓	✓	✓
What lessons have been learned about transitioning prototypes to tools in a remote community setting?			✓	✓		✓	✓
What lessons have been learned about transitioning implementation from a research project to a community-driven initiative?	✓	✓	✓	✓		✓	✓
Outcomes							
To what extent did the implementation of the <i>Pathways</i> tools influence youth access to labour market information and employment supports/opportunities?					✓	✓	✓

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