



Five-Year Departmental Evaluation Plan 2020-2021 to 2024-2025

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ISC Evaluation



Indigenous Services
Canada

Services aux
Autochtones Canada

Canada

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Acronyms

AASB	Audit and Assurance Services Branch
ADM	Assistant Deputy Minister
AES	Audit and Evaluation Sector
CFRDO	Chief Finance, Results, and Delivery Officer
CIRNAC	Crown-Indigenous Relations and Northern Affairs Canada
ESDPP	Education and Social Development Programs and Partnerships
FAA	<i>Financial Administration Act</i>
FNIHB	First Nations and Inuit Health Branch
Gs & Cs	Grants and Contributions
INAC	Indigenous and Northern Affairs Canada
ISC	Indigenous Services Canada
PMEC	Performance Measurement and Evaluation Committee
RO	Regional Operations
SMC	Senior Management Committee
SPP	Strategic Policy and Partnerships
TBS	Treasury Board Secretariat

Deputy Head confirmation note

I approve the departmental Evaluation Plan for Indigenous Services Canada for the fiscal years 2020-21 to 2024-25, which I submit to the Treasury Board of Canada Secretariat as required by the Policy on Results.

I confirm that the following evaluation coverage requirements are met and reflected in this five-year plan:

- Plans for evaluation of all ongoing programs of Grants and Contributions with five-year average actual expenditures of \$5 million or greater per year;
- Meets the requirements of the Mandatory Procedures for Evaluation; and
- Supports the requirements of the expenditure management system, including, as applicable, Memoranda to Cabinet, Treasury Board Submissions, and resource alignment reviews.

I will ensure that this plan is updated annually and will provide information about its implementation to the Treasury Board of Canada Secretariat, as required.

Jean-François Tremblay
Deputy Minister
Indigenous Services Canada

1.0 Introduction

This document presents the Five-Year Departmental Evaluation Plan (“the Plan”) for Indigenous Services Canada (ISC) covering fiscal years 2020-21 to 2024-25. The development of this plan adheres to the Treasury Board of Canada Secretariat (TBS) Policy on Results (2016) under which the federal evaluation function is called upon to provide evidence that helps the Government of Canada demonstrate that its spending contributes to results that matter to Canadians. This five-year rolling Plan has been informed by an annual planning exercise that identifies the timing of the individual evaluations.

The primary purpose of the Plan is to help the Deputy Minister ensure that credible, timely and neutral information on the ongoing relevance and performance of planned spending and ongoing programs of Grants and Contributions is available to support evidence-based decision making. The Plan also:

- Provides an opportunity to align evaluations to ensure that the information needs of the department and other evaluation users (e.g., other government departments) are being met;
- Helps ensure that evaluations supporting program redesign are planned and completed in advance of program renewal;
- Allows departmental units responsible for the development of the Departmental Plan and the Departmental Results Reports, as well as other groups engaged in strategic planning and reporting activities, to identify when evaluations will be available to inform their work;
- Initiates regular communication and consensus-building on evaluation needs and priorities across the Department;
- Provides central agencies with advanced notice of when evaluations will be available to inform their work (e.g., in support of Memoranda to Cabinet, Treasury Board Submissions, etc.);
- Ensures transparency with Partners regarding availability of evaluation results, planned evaluations and program spending; and
- Informs results for Canadians.

Moreover, the Plan serves as an important tool for the Department’s Head of Evaluation and ISC Evaluation to manage project workflow and plan the activities of its human and financial resources.

2.0 Planning context

2.1 Departmental transition

In August 2017, the Prime Minister announced the dissolution of Indigenous and Northern Affairs Canada (INAC), and the creation of two new departments, ISC and Crown-Indigenous Relations and Northern Affairs Canada (CIRNAC), designed to better meet the needs of the people they serve, to accelerate self-determination and the closing of socio-economic gaps, and to advance reconciliation. ISC was created to ensure a consistent, distinctions-based approach to the delivery of services to Indigenous peoples. ISC believes that transferring control to Indigenous partners is the best way to improve services and support their inherent right to self-determination with flexible approaches that are inclusive and responsive to the diversity of Indigenous peoples. Its status as

a distinct department was formalized in July 2019 with the *Department of Indigenous Services Act*.

With that priority in mind, the transition has been a continuing process that has affected both departments as resources and responsibilities are divided to align and support the respective mandates of each department.

From an operational perspective, the evaluation function continued as a common service shared between ISC and CIRNAC since the initial announcement was made in 2017. In July, 2019, the Evaluation function was then divided so that each department would have a dedicated organization. The ISC Evaluation function now reports to the Assistant Deputy Minister (ADM) Strategic Policy and Partnerships, who is also designated by the Deputy Minister (DM) as the Head of Evaluation.

Positioning the evaluation function within the Strategic Policy and Partnerships Sector of the Department is a catalyst for closer alignment with the overall strategic direction of the department and will more proactively help to shape and support the re-design of the department's policies and programs with a view to transferring control to Indigenous partners.

2.2 Departmental mandate and vision

ISC's mandate is to work with First Nations, Inuit and Metis to improve access to high quality services, improve well-being in Indigenous communities across Canada, and support Indigenous peoples in assuming control of the delivery of services at the pace and in the ways they choose. Its vision is to be a trusted partner that respects Indigenous perspectives and supports First Nations, Inuit and Métis in controlling the delivery of high-quality services for healthy, prosperous and thriving communities.

2.3 Strategic Policy and Partnerships Sector

SPP Sector supports the Department's legislative mandate by advancing, in an integrated, co-developed, sustainable and evidence-based way, the improvement and phased transfer of services to Indigenous peoples, for Indigenous peoples, by Indigenous peoples. SPP Sector will serve as an internal catalyst, driver, and agent of change, supporting sectors in improving and transferring Indigenous services, and building partnerships that pave the way for Indigenous jurisdiction and control.

2.4 Evaluation and Policy Re-Design Branch

The role of the Branch is to lead horizontal policy integration to advance departmental priorities, identify innovative policy interventions and partnerships to improve and transfer services, evaluate the success of programs in a neutral manner, and support the advancement of Indigenous evaluation capacities and functions.

The Branch further articulates its role to identify forward-looking, innovative, cross-cutting, horizontal policy interventions to support ISC sectors, other government departments and Indigenous partners in accelerating the transfer of Indigenous services, and leveraging partnerships to advance and evaluate progress on Indigenous-centric service design and delivery.

2.5 Evaluation Directorate

Aligned with the Department and the SPP sector visions, the role of ISC Evaluation is to offer robust, timely and meaningful evidence to help shape and support the re-design of the departments' policies and programs, and to inform and influence improved service delivery and the transfer of services to Indigenous partners.

In this context, the evaluation function is anchored in three main areas:

1. Delivering and managing core work on program evaluations and activities in accordance with the *TBS Policy on Results* (2016) and the *Financial Administration Act* (FAA);
2. Discovering and implementing innovative evaluation methods and approaches with Indigenous partners that specifically support service transfer; and
3. Exploring and implementing ways to support Indigenous evaluation capacity and advance Indigenous-led evaluation functions. This work is crosscutting to (1) and (2) above and underpins all of the evaluation work in this 5-year evaluation plan.

2.6 Transition and impacts

One of the consequences of the transition is a broadened scope of work, and increased workload because of the additional programs for which the department is now responsible. In 2017, the First Nations and Inuit Health Branch (FNIHB) was transferred from Health Canada to ISC, as the health programs complement the Department's responsibilities around income assistance, education and infrastructure; fourteen programs were transferred to ISC with no additional resources for evaluation activities. The refreshing of the Departmental Results Framework for 2020-2021 resulted in the transfer of five programs from CIRNAC to ISC's Program Inventory: Individual Affairs (includes Treaty Annuities); Indigenous Entrepreneurship and Business Development; Economic Development Capacity and Readiness; Land, Natural Resources and Environmental Management; Statutory, Legislative and Policy Support to First Nations Governance.

The machinery of government changes and the organizational changes over the past year, as well as the increased scope (coverage) of evaluation work, has presented some challenges in completing the evaluations planned for 2019-2020. These challenges are expected to continue, as some work will be carried forward into 2020-2021 and more time is needed to stabilize the organization and the planning cycles. **There are also important considerations regarding the additional challenge of conducting evaluations during the COVID-19 pandemic. These are addressed in section 4.6 below.**

2.7 Program structures

ISC's activities are largely structured by funding arrangements or formal agreements with individual First Nations, Inuit and Metis and/or provincial or territorial governments. Most departmental programs, representing a majority of spending, are delivered through partnerships with Indigenous communities and in very few cases federal-provincial or federal-territorial agreements are in place. However, other funding structures have been established that are expected to become increasingly common as the department moves to transfer services to Indigenous entities. For example, the British Columbia Tripartite Health Governance program involves a joint agreement between the Province of British Columbia, the First Nations Health

Authority and ISC on health governance. Under this agreement, the parties agree to a tripartite evaluation, led by the First Nations Health Authority, with the final report being shared between the parties. In the future, more non-standard funding arrangements can be expected, with ISC Evaluation examining the 'readiness' of Indigenous governments or institutions to assume program delivery.

Currently, ISC has 33 authorities (voted Grants and Contributions) to support the 34 programs in its program inventory. However, a one-to-one relationship between the authorities listed in the Main Estimates and the Program Inventory of ongoing programs of Grants and Contributions deemed a 'program' by the Department exists in very few instances.

A number of programs draw on multiple grants and contributions; and conversely, there are grants and contributions that contribute to multiple programs. This plan has been developed using the Treasury Board's Interim Guide on Results, which was updated most recently in August 2018, where there is the recognition that a 'program' of Grants and Contributions can cut across two or more programs in the Program Inventory and the relationship is not always one-to-one.

This structure has presented the department with some challenges in ensuring evaluation coverage for all authorities because of the segregation of a single authority over multiple programs with different evaluation timelines.

2.8 Evaluation planning methodology

The planning methodology is a multi-step process that begins with a review of the previous year's planning approach to update the steps where necessary, and to review all relevant guidance and planning documents, such as the Departmental Plan and Treasury Board commitments.

For 2020-2021, ISC refreshed its Departmental Results Framework (DRF) – used to report its high level, core responsibilities and outcomes – and its Program Inventory. Evaluation planning was conducted in alignment with that framework. As noted, the updated 2020-2021 Program Inventory includes five additional programs that were previously delivered by CIRNAC.

The 2020-2021 Core Responsibilities for ISC are:

- Services and Benefits to Individuals – with four supporting programs
- Health and Social Services – with fourteen supporting programs
- Governance and Community Development Services – with thirteen supporting programs
- Indigenous Self-Determined Services – with three supporting programs

[Appendix A](#) presents the entire Program Inventory for ISC by core responsibility, with additional programs noted.

The Plan is also expected to align with the 2020-21 Risk-Based Audit Plan, which is prepared by the Audit and Assurance Services Branch (AASB). It should be noted that the AASB is part of the Audit and Evaluation Sector of CIRNAC and it serves both CIRNAC and ISC. As has been past practice, consideration will continue to be given to timing audits and evaluations in a way that does not over burden programs. In addition, steps will be taken to consider the Corporate Risk Profile, which is also updated every year.

Each evaluation included in the Plan has been further assessed as to the type of evaluation required (e.g., impact, formative) based on the review of *Financial Administration Act* or Treasury Board requirements and stakeholder consultations, as well as noting whether it is a horizontal or non-horizontal evaluation.

According to Section 42.1 of the *Financial Administration Act*, government departments and agencies must review, at least once every five years, the relevance and effectiveness of each ongoing Grants and Contributions program. Credit for evaluation coverage is granted upon deputy head approval of an evaluation report, under the premise that approval allows for the sharing of information in support of management action and the sharing of results with the public. Evaluation planning is conducted with that requirement in mind, reviewing the last fiscal year in which a program was evaluated, and scheduling completion and approval of the program evaluation five years later. Note that programs that are not funded through voted Grants and Contributions are not subject to the *Financial Administration Act* requirements.

However, as per the Policy on Results (Section 2.5), programs with five-year average actual expenditures of less than \$5 million per year can be exempted from Section 42.1 and do not need to be evaluated every five years. Guidance from Treasury Board Secretariat states the five-year average is to be calculated on three years of actuals (Public Accounts) and two years of planned spending (Main Estimates). These calculations were conducted as part of the planning process and, based on these parameters, the following programs are not scheduled for evaluation:

Table 1: ISC programs that will not be evaluated:

Program inventory	Rationale
Statutory, Legislative and Policy Support to First Nations Governance	Below \$5 million

The Evaluation and Policy Redesign Branch conducted individual consultations in June-July 2020 with ISC senior management (Assistant Deputy Ministers – ADMs) on the draft five-year schedule of evaluations to obtain their input on priorities for their sector and on the timing of evaluations. Their input was synthesized and considered as part of the finalization process for the five-year schedule. The following senior management offices were consulted:

- Senior ADM Regional Operations
- Senior ADM First Nations and Inuit Health Branch
- Chief Finances, Results and Delivery Officer
- ADM Child and Family Services Reform
- ADM Lands and Economic Development
- ADM Education and Social Development Program and Partnership

The planning methodology is largely driven by the requirements of the TBS *Policy on Results*, the *Financial Administration Act* (FAA) as well as identified risks. Going forward, ISC Evaluation will also engage National Indigenous Organizations on future iterations to ensure greater transparency of the planning process and to take into consideration the priorities of Indigenous partners.

3.0 The year in review

3.1 Status of evaluation completion in 2019-2020

Looking back on the previous year, four (4) evaluations were completed and two (2) are in the final report stage, awaiting formal approval. These evaluations were:

- ✓ Evaluation of Assisted Living
 - ✓ Evaluation of Home and Community Care
 - ✓ Evaluation of Nutrition North Canada (Horizontal; CIRNAC-led)
 - ✓ Evaluation of the Aboriginal Health Human Resources Initiative
1. Evaluation of Elementary and Secondary Education (*awaiting formal approval*)
 2. Evaluation of Post-Secondary Education (*awaiting formal approval*)

Also completed during the fiscal year was an unplanned project: *The Rapid Assessment of the Ring of Fire Community Well-Being Pilot Project*. The Ring of Fire deposits represent the most significant chromite discovery in North America and are expected to create more 26,000 direct and 50,000 in-direct jobs. Indigenous communities located in the Ring of Fire are among the lowest-scoring on the Community Wellbeing (CWB) Index in Ontario¹, which threatens their ability to leverage the opportunities for training, employment, business development and infrastructure offered by the Ring of Fire developments. Recognizing that basic health and social conditions needed to be significantly improved before communities could agree to or benefit from these opportunities, Indigenous Services Canada, Health Canada and Employment and Social Development Canada officials decided to pilot a new approach to community development in order to accelerate improvements in individual and community well-being. The Ring of Fire Community Well-Being Pilot Project was initiated in the Spring of 2016 by the Federal Government along with the Province of Ontario in three Matawa First Nations communities: Webequie, Marten Falls, and Neskantaga First Nations. ISC Evaluation was asked by the Ontario Regional office, as well as the Director of the Land's and Economic Development Sector, to conduct a neutral Rapid Assessment of the pilot project. The rapid assessment was conducted between July 2019 – October 2019 and focused on the relevancy of the Community Well-Being Pilot Project, the effectiveness of the place-based, whole-of-government approach to community development and lessons learned to inform future programming using a similar approach.

3.2 Other ISC Evaluation activities in 2019-2020

In addition to conducting evaluations, ISC Evaluation undertakes a range of activities to support and strengthen evaluation across the department. These include corporate planning and reporting at the departmental level, supporting capacity building and outreach activities and developing research and special studies as opportunities or needs arise. In 2019-20 ISC evaluators engaged in the following:

¹Indigenous Services Canada. [2019]. *Report on trends in First Nations communities, 1981 to 2016*. Retrieved from: <https://www.sac-isc.gc.ca/eng/1345816651029/1557323327644>.

Neutral assessment of the evaluation function

The TBS 2016 *Policy on Results* requires a neutral assessment of departmental evaluation functions every five years. ISC Evaluation was assessed between July 2019 and January 2020 with the final report delivered January 2020. It was conducted through a compliance-based approach and informed by a detailed review of pertinent departmental documents, including assessing two completed evaluations. Evaluation team members contributed to the process by validating findings and providing their perspectives on the envisioned direction of the practice. Overall, the neutral assessment determined that ISC's evaluation function generally conforms to the TBS policy and associated directives.

Engagement and indigenous evaluation capacity

As the evaluation function embodies nation-to-nation relationships, it is increasingly emphasizing models of co-development and co-creation with Indigenous partners in all of its evaluation projects. In the short- to medium-term, this includes ways to integrate Indigenous evaluation expertise and/or Indigenous capacity development in the conduct at key points in evaluations (planning, methodology, data collections, and development of findings and recommendations). In the long-term, the ultimate goal is to support the establishment of Indigenous evaluation functions outside of government. These engagement activities are core to the work of the evaluation function as articulated in its vision above.

The approaches that are considered and employed can vary by evaluation as some programs have well-established engagement protocols with National Indigenous Organizations, Regional Indigenous organizations, Indigenous technical/manager working groups, and communities. Evaluation works with individual programs to determine best approaches for engagement while at the same time is exploring opportunities with Indigenous experts in the evaluation community and/or the private, academic and not-for-profit sectors.

A good example of how evaluation projects are shifting is the *Evaluation of Solid Waste Management*. In this evaluation, an Evaluation Advisory Committee was established as a forum for shared decision-making around all major evaluation milestones. The committee includes representatives from the major stakeholders, including Indigenous representation at the community level. In addition, an expert Indigenous evaluator was invited to be part of the consultancy firm engaged to carry out the evaluation. The process also included planning data collection early and jointly with representatives from the target communities, allowing community representatives to contribute to shaping the way data collection takes place, planning for sufficient time in communities to ensure clear understanding of the purpose of the work being carried out and planning for opportunities to circle evaluation findings back to communities and conduct joint interpretation of evaluation findings. ISC Evaluation intends to take the lessons learned from this evaluation planning process to inform future work.

ISC Evaluation innovation projects

Evaluating the efficiencies of Indigenous programs is a critical component to understanding whether a program has achieved its desired economic and social impact. A cost-benefit analysis is the principle method employed to explore efficiencies within Federal evaluations. However, the standard methodology for this analytical tool is rooted in a Westernized perspective that does not incorporate the diversity and vibrancy of Indigenous cultures, worldviews and knowledge systems. In addition, cost-benefit frameworks do not effectively integrate key costs of Indigenous programming, such as capacity strengthening, developing trust and relationships, and the geographic realities (e.g. remoteness) of communities. ISC Evaluation launched a research project to explore the feasibility of co-developing with Indigenous partners a model or framework that produces a robust, Indigenous inclusive tool that helps to assess and measure the efficiency and value-for- money of ISC programming.

Results-based innovation and assessing readiness for program transfer

As stated in the legislated mandate, priorities, and corporate vision, the primary end goal of Indigenous Services Canada is to disappear over time and the transfer of control of services to indigenous partners, organizations and communities. The overall readiness for transfer both for the Department and Indigenous partners, organizations, and communities is a critical component in ensuring that the transfer is properly paced and leads to successful and sustainable outcomes.

In addition to ISC's mandate, the TBS Directive on Experimentation requires that departments test new approaches and measure impact, in order to instill a culture of measurement, evaluation and innovation in program and policy design and delivery. At ISC, the directive is referred to as 'results-based innovation' given the historical context of experimentation on Indigenous peoples in Canada. Fostering results-based innovation at ISC accelerate the transfer of control of services to indigenous partners, organizations and communities through the utilization of tools, such as: demonstration and systems transformation projects; and, recognized methods including user-centered design, behavioural insights, data analytics and modeling, gamification and open policy making. Results-based innovation projects would get special attention in the conduct of evaluation to assess how the department is fostering innovation.

ISC Evaluation is launching research to contribute to this mandate, as well as help ISC deliver on the experimentation directive, by co-developing with Indigenous partners an assessment tool that will examine the readiness for service transfer. It is in the embryonic stage of development, but cursory research has started on existing tools. In the short-term, preliminary lines of enquiry have been added to all ongoing evaluations.

GBA+

GBA+ is an analytical process used to assess how diverse groups of women, men and non-binary people may experience policies, programs and initiatives. The "plus" in GBA+ acknowledges that GBA goes beyond biological (sex) and socio-cultural (gender) differences and considers many other intersectional identity factors, such as race, ethnicity, religion, age, and mental or physical disability. All federal government organizations are directed to apply GBA+ as part of all decision-making processes.

To that end, the Department has encouraged all employees to take the Gender Based Analysis Plus (GBA+) training from Women and Gender Equality Canada (WAGE). In addition, ISC is collaborating with its partners, including Indigenous women's organizations, to co-develop distinctions-based, Indigenous-first GBA+ approaches. ISC Evaluators are actively exploring how to use the GBA+ approach in their work to understand how diverse groups of people may be affected differently by ISC policies and programs. For example, ISC evaluators are currently incorporating a GBA+ lens into the evaluation of the Communicable Disease Control and Management program, which deals with people's health, an area that affects people of various genders, ages, cultures, sexual orientations and abilities differently.

Data and visualization

Data visualization is the graphic representation of data. To communicate information clearly and efficiently, data visualization uses graphs, charts, plots, infographics, diagrams and images in innovative yet simple ways to communicate quantitative messages visually. Effective visualization minimizes the ink to data ratio, zeroes in on the main findings in a set of data and helps users analyze and reason about data and evidence. It makes complex data more accessible, understandable and usable. ISC Evaluation is experimenting with various data visualization and reporting methods that will facilitate understanding of complex information, including using non traditional graphs and good principles of data visualization, infographics, "slide docs", etc. in its reports and presentations.

Corporate advice

ISC Evaluation provides advice to support the development of Treasury Board Submissions and Memoranda to Cabinet. For example, during 2019-20, ISC Evaluation reviewed 24 Treasury Board Submissions and 11 Memoranda to Cabinet for the department. The directorate also provides input into the Department's Departmental Plan and the Departmental Results Report annually.

4.0 The five-year plan

4.1 Planned spending

Based on the *2020–2021 Main Estimates*, total planned spending for 2020-21 is outlined in the table below according to the Department's core responsibilities.

Table 2: ISC total planned departmental spending (2020-2021) by core responsibility

Core responsibility	2020-2021 planned spending
Services and benefits to individuals	\$1,835,650,316
Health and social services	\$5,426,092,193
Governance and community development services	\$3,010,800,872
Indigenous self-determined services	\$2,369,018,506
Internal services	\$170,639,148
Total	\$12,812,201,035

Source: 2020-21 Main Estimates. Figures include the following expenditures: salary; operations and maintenance; capital; statutory and grants and contributions funding; and the costs of employee benefit plans.

4.2 COVID-19 emergency funds

As of August 20, 2020, over \$2 billion has been committed in specific support to Indigenous and northern communities and organizations in response to the COVID-19 pandemic. Of this amount, approximately \$1.8 billion will be delivered by ISC. At this time, there is not a specific evaluation project identified to evaluate these emergency funding initiatives. Instead, as part of ongoing and future evaluations, ISC will take into consideration and/or address what impact COVID-19 emergency funds have had on the activities and results of core programming. For example, ISC is undertaking a combination of survey, focus group and case study work over the next few months to determine early lessons learned on the department's response in the context of the planned *Evaluation of the Communicable Disease Control and Management program*. Similar efforts for other planned evaluations are being made going forward. In addition, while the Plan is updated annually, it is evergreen. ISC Evaluation will monitor progress and adjust the plan as the pandemic evolves and as priorities and needs change.

4.3 Coverage

ISC plans for 34 evaluations for the five-year planning cycle covering 99 percent (99%) of planned departmental spending from 2020-21 to 2024-25. The remaining one percent (1%) represents Internal Services (\$170,639,148). Departmental planned spending includes salary, operations and maintenance, capital, statutory payments and the costs of employee benefit plans, as well as grants and contributions funding.

Table 3: Planned Coverage of Planned Spending:

Fiscal year	Departmental spending	Percentage coverage	Number of evaluations
2020-21	\$3,538,309,497	28%	9
2021-22	\$3,352,557,575	26%	9
2022-23	\$2,775,521,614	22%	6
2023-24	\$2,765,982,629	22%	6
2024-25	\$205,286,741	2%	4
Total	\$12,637,658,056	99%	34

Source: 2020-2021 Main Estimates

There is one program (Statutory, Legislative and Policy Support to First Nations Governance) below the \$5 million threshold that exempts the program from Section 42.1 of the *Financial Administration Act*.

Of the 34 evaluation projects planned, 31 are being conducted to meet mandatory evaluation requirements, including fulfilling evaluation commitments specified in TB submissions and addressing the statutory requirements of the FAA (section 42.1), taking into consideration the exemptions identified in the TBS Policy on Results. Two (2) projects are discretionary evaluations (non-mandatory under the Policy on Results). One was identified during previous consultations with senior management and the Deputy Ministers as being of particular value to support decision making. The remaining evaluation is being led by the Program to suit its own decision-making processes. Two (2) of the projects are horizontal evaluations that will address initiatives across multiple departments and organizations. ISC is a partner department in these horizontal evaluation projects.

ISC covers 100 per cent of its voted Grants and Contributions amounts.

Table 4: Planned coverage of grants and contributions:

Fiscal year	Voted grants and contributions (Gs&Cs) amount	Percentage coverage voted Gs&Cs	Number of evaluations
2020-21	\$3,432,162,800	32%	9
2021-22	\$3,067,515,618	29%	9
2022-23	\$1,544,750,841	14%	6
2023-24	\$2,503,182,973	23%	6
2024-25	\$193,751,942	2%	4
Total	\$10,741,364,174	100%	34

Source: 2020-2021 Main Estimates

4.4 Resources

The Evaluation Directorate has the following planned expenditures for 2020-21 to deliver on the commitments made in the Departmental Evaluation Plan. In addition to the figures in Table 5 below, the Directorate is in the process of accessing additional Vote 10 (Grants and Contributions) to work in partnerships with Indigenous communities and organizations on the co-development of evaluations.

Table 5: Evaluation Directorate - planned expenditures

Expenditure type	2020-21 (Budget)
Salaries	\$1,600,000
Operations and maintenance	\$1,234,050
Partnerships	\$225,500
Total	\$3,060,000
Full-time equivalents (#)	16

Source: Strategic Policy and Partnerships Sector, Business Management Unit

4.5 Challenges

Impact of COVID-19 Pandemic

The consequences of the worldwide COVID-19 pandemic will likely resonate for some time; evaluation activities were curtailed at the start of the fiscal year. Numerous travel restrictions were put in place, and many Indigenous communities declared a state of emergency, allowing only limited access for essential functions, and remaining closed to outside visitors for several months. Adhering to physical distancing measures and respecting community emergency response measures will likely remain to be the recommended practice for the foreseeable future. To advance evaluations, new approaches for partner engagement and data collection methodologies will need to be established (e.g., remote data collection, virtual interviews, focus groups, etc.). There is a clear need to be an agile organization as the pandemic continues because future challenges associated with delivering on the Plan can be expected.

The pandemic has also had a significant impact on the work of ISC Evaluation, as evaluators were redirected to undertake numerous rapid scans related to COVID-19 policy interventions, a rapid survey and case studies with community health managers on lessons learned to date in responding to the pandemic. While this work addressed important and timely issues, it has delayed planning work on evaluations and will likely affect the planned delivery of final evaluation reports. While the impacts of the pandemic have been taken into consideration in the plan, project timelines may need to be revised going forward. ISC Evaluation will monitor the situation as it evolves, revise timelines as needed, and keep programs and the ISC Performance Management and Evaluation Committee informed.

Human resources

The dedicated ISC Evaluation was established in July 2019 with an allocation of 16 FTEs. During the planning exercise, it was noted that there may be some risks in delivering the plan because the existing FTE complement may not be sufficient given the complexity and volume of the work involved. Beyond the 34 planned evaluations, there are also significant requirements and pressures from a practice management perspective (e.g., tracking and monitoring of Management Response Action Plans, input into TBS submissions and Memoranda to Cabinet, TBS planning, reporting, and publishing requirements, etc.). Furthermore, ISC Evaluation has a unique and strategic role relative to other evaluation functions across Government given its objectives to support and assess 'Service Delivery Transfer' to Indigenous partners and to also advance Indigenous evaluation capacities and evaluation functions outside of government. More generally, the demand for evaluation skills across the Government presents an additional challenge related to recruitment and retention, most particularly lower and mid-level evaluators.

To help mitigate these challenges, ISC Evaluation is planning an organizational review within the next year to determine optimal resources and an organizational structure to better position the function to deliver more effectively and efficiently in the context of the departments broader strategic vision and mandate. In the meantime, and given the COVID-19 situation, resources will be monitored and revised, and efforts will be made to calibrate and prioritize evaluations accordingly.

Performance information

The availability and quality of performance information remains a challenge for evaluation activities. The Government of Canada introduced the *Policy on Results* to instill a culture of performance measurement and evaluation, taking a results-focused approach that relies on gathering performance information. All government programs are required to develop performance information profiles to serve as a guide to gather performance information. However, collecting data at the front-line delivery level remains a challenge for program managers given the resources required for setting up databases that can be used to gather data (e.g. tombstone, impact, satisfaction, demographic, financial, etc.) and then creating reports from these data sets. ISC Evaluation will benefit from the Government of Canada's goal of advancing reconciliation through self-determination, specifically through investments in building First Nations, Inuit and Métis capacity to collect data on- and off-reserve.

Approvals and posting processes

In recent years, the approval process for Evaluation has posed some challenges, for a variety of reasons. Staff turnover, the number of evaluations required, competing priorities and capacities, the seismic changes across the department, and a heavy approval process are some of the elements that have affected the ability of the function to meet planned approval dates. Formal Deputy Head approval is necessary in order for Treasury Board to consider an evaluation report approved. TBS requires evaluation reports to be submitted within two weeks of approval and to be released on web platforms within 120 days of approval². As noted in a recent Neutral Assessment, the completion and posting of evaluation reports is often delayed beyond Treasury Board accepted timelines. In the context of ISC and CIRNAC transition, the ISC Evaluation function is identifying opportunities to streamline the process to better meet TBS deadlines moving forward. The approval process will also benefit from the role the Senior Management Committee (SMC) plays as the department's Performance Measurement and Evaluation Committee (PMEC) as the SMC meets frequently and can approve evaluation reports as they are completed.

4.6 Implementing the plan

Evaluations conducted by ISC Evaluation are used to inform decision making and reporting (such as the Departmental Plan, Departmental Results Reports) to assess progress made by programs in achieving expected results and to incorporate lessons learned in order to improve program design and delivery. ISC Evaluation also posts approved evaluation reports on its website, after sharing reports with Treasury Board. In addition, ISC Evaluation is renewing its management practices including renewing the process for monitoring and tracking management response action plans.

ISC Evaluation will work collaboratively with partners and stakeholders to tailor evaluation projects to meet the needs of decision makers, as well as perhaps experimenting with new and novel methodologies and approaches for use in the next generation of federal evaluation. The Policy

² According to the Policy on Results 4.3.17 and 4.3.18 and the Directive on Results 4.4.9 evaluation reports must be released on web platforms within 120 days of approval by deputy heads. <https://www.canada.ca/en/treasury-board-secretariat/corporate/transparency/inventory-schedule-reporting-requirements.html>

on Results provides for more flexibility in the various types of evaluations and the identification of issues, allowing ISC Evaluation more flexibility in scoping its work.

ISC Evaluation also plans to continue moving towards developing and implementing protocols for engagement with Indigenous representative organizations so that First Nations, Inuit and Métis peoples can contribute their knowledge and experience throughout the evaluation process. The Department is working to build capacity in collaboration with Indigenous partners with the ultimate objective of improved service delivery. The Evaluation function can play an important role in this transformation.

5.0 Five-year schedule of evaluations

Year planned	Evaluation title	Sector	Last evaluated	2020-2021 Total planned program spending	Status	Launch date	Expected DM approval
2020-21	Evaluation of Solid Waste Management	LED	Never Evaluated	\$99,000,000 (Gs&Cs only)	On-going	Jan-19	31-Mar-21
2020-21	Evaluation of Communicable Disease Control and Management	FNHIB	2014-2015	\$101,830,632	On-going	Mar-20	31-Mar-21
2020-21	Evaluation of Education (Elementary and Secondary Education & Post-Secondary Education)	ESDPP	2012-2013	\$1,986,360,094	On-going	2017-18	31-Oct-20
2020-21	Evaluation of First Nations Water and Wastewater Activities On-Reserve	RO/ FNIHB	2013-2014	\$742,408,260	On-going	Apr-19	31-Jan-21
2020-21	Evaluation of Healthy Living (Connected to Nutrition North through "support culturally appropriate retail and community-based nutrition education initiatives")	FNHIB	2014-2015	\$65,418,789	On-going	May-19	31-Feb-21
2020-21	Evaluation of Individual Affairs	RO	2013-2014	\$33,964,229	On-going	Dec-19	31-Feb-21
2020-21	Evaluation of Education Facilities	RO	2015-2016	\$311,131,051	To be Launched	Sept-20	31-Mar-22
2020-21	Evaluation of Indigenous Entrepreneurship and Business Development	LED	2015-2016	\$53,412,531	To be Launched	Sept-20	31-Mar-22
2020-21	Evaluation of Healthy Child Development (Including funding for the Aboriginal Head Start On Reserve program, which will be included in the horizontal evaluation of the Indigenous Early Learning and Child Care Transformation Initiative led by ESDC.)	FNIHB	2014-2015	\$144,783,911	To be Launched	Sept-20	31-Mar-22

Year planned	Evaluation title	Sector	Last evaluated	2020-2021 Total planned program spending	Status	Launch date	Expected DM approval
2021-22	Cluster Evaluation of Health Infrastructure Support for First Nations 1. Evaluation of Health Planning, Quality Management 2. Health Services Integration Fund 3. Quality Improvement and Accreditation Program	FNIHB	2016-2017	\$165,840,696	On-going	Jan-19	30-Sept-22
2021-22	Cluster Evaluation of Health Infrastructure Support for First Nations 4. Evaluation of Health Facilities	RO/ FNIHB	2016-2017	\$135,484,663	On-going Included in Health Cluster	Jan-19	30-Sept-22
2021-22	Cluster Evaluation of Health Infrastructure Support for First Nations 5. Evaluation of e-Health Infrastructure	FNIHB	2016-2017	\$27,425,803	On-going Included in Health Cluster	Jan-19	30-Sept-22
2021-22	Cluster Evaluation of Health Infrastructure Support for First Nations 6. Evaluation of Health Human Resources	FNIHB	2019-2020	\$2,623,818	On-going Included in Health Cluster	Jan-19	30-Sept-22
2021-22	Cluster Evaluation of Health Infrastructure Support for First Nations 7. Evaluation of BC Tripartite Governance	FNIHB	2017-2018	\$548,169,199	On-going Included in Health Cluster	Jan-19	30-Sept-22
2021-22	Evaluation of Environmental Public Health	FNIHB	2016-2017	\$60,474,125		<input type="checkbox"/>	<input type="checkbox"/>
2021-22	Evaluation of Mental Wellness (Related to the Residential Schools Resolution program)	FNIHB	2016-2017	\$402,569,273	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2021-22	Evaluation of First Nations Child and Family Services (Including new funding authority "Contributions to improve the safety and security of Indigenous women, children and families" in 2020-21 of \$27,800,000; shared with Family Violence Prevention)	CFSR	2014-2015	\$1,164,773,386	Tentative - the timing and conduct of this evaluation will be undertaken in collaboration with Indigenous partners.		
2021-22	Evaluation of Urban Programming for Indigenous Peoples	ESDPP	2016-2017	\$53,271,712	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Year planned	Evaluation title	Sector	Last evaluated	2020-2021 Total planned program spending	Status	Launch date	Expected DM approval
2021-22	Evaluation of Indigenous Employees Initiatives and Development Programs (Internal)	Internal Services	Never Evaluated	No Gs & Cs; costs not specified	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2021-22	Evaluation of Land, Natural Resources and Environmental Management	LED	2015-2016	\$167,854,570	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2021-22	Evaluation of Other Community Infrastructure and Activities	RO	2015-2016	\$527,420,548	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2021-22	Evaluation of the Emergency Management Assistance Program	RO	2016-2017	\$96,649,782	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2022-23	Evaluation of Family Violence Prevention	ESDPP	2017-2018	\$41,448,960	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2022-23	Evaluation of Income Assistance	ESDPP	2017-2018	\$763,052,763	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2022-23	Evaluation of Economic Development Capacity and Readiness	LED	2015-2016	\$102,216,324	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2022-23	Evaluation of Supplementary Health Benefits	FNIHB	2017-2018	\$1,533,520,748	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2022-23	Evaluation of the Impact Assessment and Regulatory Processes (Horizontal evaluation led by Impact Assessment Agency of Canada, Q4 2020-21 to Q1 2022-23)	FNIHB	Never Evaluated	TBD	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2022-23	Evaluation of Housing	RO/ FNIHB	2016-2017	\$335,282,819	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2023-24	Evaluation of Self Determined Services	ESDPP/ CFRDO	Never evaluated	\$285,044,055	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2023-24	Evaluation of Clinical and Client Care	FNIHB	2018-2019	\$243,006,283	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Year planned	Evaluation title	Sector	Last evaluated	2020-2021 Total planned program spending	Status	Launch date	Expected DM approval
2023-24	Evaluation of Community Oral Health Services	FNIHB	Never evaluated	\$25,159,056	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2023-24	Evaluation of Jordan's Principle	FNIHB	2018-2019	\$436,391,110	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2023-24	Evaluation of Indigenous Governance and Capacity	RO	2016-2017	\$240,576,873	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2023-24	Evaluation of the Grant to Support the New Fiscal Relationship for First Nations	SPP	Never evaluated	\$1,535,805,252	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2024-25	Evaluation of Assisted Living	ESDPP	2019-2020	\$62,475,161	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2024-25	Evaluation of the Youth Employment Strategy -Horizontal evaluation led by ESDC	ESDPP	2019-2020	\$26,175,000 (Gs and Cs only)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2024-25	Evaluation of Home and Community Care	FNIHB	2019-2020	\$112,526,478	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2024-25	Evaluation of the Survey of Indigenous Peoples	SPP	2019-2020 (CIRNAC)	\$2,193,121 (Gs & Cs only)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Appendix A – Departmental results Framework 2020-2021

Core Responsibility	Departmental Results	Program Inventory 34 Programs
Services and Benefits to Individuals	Quality and timely services are delivered directly to Indigenous people	4 Programs <ul style="list-style-type: none"> • Supplementary Health Benefits • Clinical and Client Care • Community Oral Health Services • Individual Affairs*
	Health services delivered to Indigenous peoples contribute to improved health outcomes	
Health and Social Services	Indigenous people and communities are healthier	14 Programs: <ul style="list-style-type: none"> • Jordan's Principle • Mental Wellness • Healthy Living • Healthy Child Development • Home and Community Care • Health Human Resources • Environmental Public Health • Communicable Diseases Control and Management • Education • Income Assistance • Assisted Living • First Nations Child and Family Services • Family Violence Prevention • Urban Programming for Indigenous Peoples
	Indigenous people receive social services that respond to community needs	
	Indigenous students receive an inclusive and quality education	
Governance and Community Development Services	Indigenous communities advance their governance capacity	13 Programs: <ul style="list-style-type: none"> • Health Facilities • e-Health Info-structure • Health Planning, Quality Management and Systems Integration • Indigenous Governance and Capacity • Water and Wastewater • Education Facilities • Housing • Other Community Infrastructure and Activities • Emergency Management Assistance • Indigenous Entrepreneurship and Business Development* • Economic Development Capacity and Readiness* • Land, Natural Resources and Environmental Management* • Statutory, Legislative and Policy Support to First Nations Governance*
	Indigenous people have reliable and sustainable infrastructure	
Indigenous Self-Determined Services	Indigenous people control the design, delivery and management of services	3 Programs: <ul style="list-style-type: none"> • New Fiscal Relationship • Self-Determined Services • BC Tripartite Health Governance
	Indigenous self-determined services are improving outcomes for communities	

*Denotes program that was previously delivered by CIRNAC.