



Canadian
Heritage

Patrimoine
canadien

Canada



Evaluation of the Aboriginal Languages Initiative 2009-10 to 2013-14

Evaluation Services Directorate

June 8, 2015



Cette publication est également disponible en français.

This publication is available in accessible PDF format
on the Internet at <http://www.pch.gc.ca>

© Her Majesty the Queen in Right of Canada,
Catalogue No. CH7-24/2015E-PDF
ISBN: 978-0-660-02106-5

TABLE OF CONTENTS

EXECUTIVE SUMMARY	I
1. INTRODUCTION.....	1
1.1. Purpose.....	1
2. PROGRAM PROFILE	2
2.1. Background and Context.....	2
2.2. Objectives and Outcomes.....	4
2.3. Program Management, Governance, Delivery Mechanism.....	4
2.4. Program Resources.....	6
3. EVALUATION METHODOLOGY.....	8
3.1. Evaluation Scope, Timing and Quality Control.....	8
3.2. Evaluation Questions by Issue Area.....	9
3.3. Evaluation Methods.....	10
4. FINDINGS - RELEVANCE.....	14
4.1. Core Issue 1: Continued Need for the Program.....	14
4.2. Core Issue 2: Alignment with Government Priorities.....	20
4.3. Core Issue 3: Alignment with Federal Roles and Responsibilities.....	21
5. FINDINGS: PERFORMANCE	25
5.1. Core Issue 4: Achievement of Expected Outcomes.....	25
5.2. Core Issue 5: Demonstration of Efficiency and Economy.....	40
5.3. Other Evaluation Questions.....	45
6. CONCLUSIONS AND RECOMMENDATIONS.....	47
6.1. Conclusions.....	47
6.2. Recommendations and Management Response.....	50
APPENDIX A: EVALUATION MATRIX.....	54
APPENDIX B: BIBLIOGRAPHY	62
APPENDIX C: APP LOGIC MODEL	66

LIST OF TABLES

Table 1: APP Components and Sub-Programs	3
Table 2: Estimated Actual Expenditures (Salary and O&M)	6
Table 3: Budgeted and Actual Gs&Cs expenditures	7
Table 4: Overview of Evaluation Issues and Questions	9
Table 5: PCH Delivery: Applications, Projects and Funding Amounts.....	26
Table 6: Third Party Delivery Organization Delivery: Applications, Projects and Funding Amounts.....	26
Table 7: Proportion of ALI Projects Funded, by Aboriginal Population.....	27
Table 8: ALI Demographics by Identity.....	29
Table 9: Results of ALI Funding	30
Table 10: Pre and Post ALI Participant Language Abilities	31
Table 11: PCH Administrative Costs 2009-10 to 2013-14.....	41
Table 12: FPHLCC Administrative Costs - 2009-10 to 2013-14.....	42
Table 13: Cost per Project and per Participant	43

LIST OF FIGURES

Figure 1: ALI Responsiveness.....	19
Figure 2: Language Gains for ALI Participants.....	32
Figure 3: ALI Project Participants Agreeing: “My participation in this project helped me to embrace my...”	33
Figure 4: ALI Project Participants Agreeing: “My participation in this project helped me to share my... with my community”	34
Figure 5: Applicant Satisfaction with ALI Information and Service.....	37
Figure 6: Applicant Satisfaction with Aspects of the Application and Review Process.....	38
Figure 7: Average Time between Application Deadline Date and Decision Date - 2010-11 to 2013-14.....	39
Figure 8: Approved Applications: Percent Meeting/Not Meeting the Service Standard	39

LIST OF ACRONYMS AND ABBREVIATIONS

AAB	Aboriginal Affairs Branch
AANDC	Aboriginal Affairs and Northern Development Canada
AHSUNC	Aboriginal Head Start in Urban and Northern Communities
AHSOR	Aboriginal Head Start on Reserve
ALI	Aboriginal Languages Initiative
APP	Aboriginal Peoples' Program
CA	Contribution agreement
CECP	Cultural Education Centres Program
CFP	Call for proposal
DPR	Departmental Performance Report
ESD	Evaluation Services Directorate
ESDC	Employment Services and Development Canada
FPHLCC	The First Peoples' Heritage, Language and Cultural Council
FVI	Family Violence Initiative
Gs&Cs	Grants and Contributions
GCMi	Grants and Contributions Modernization Initiative
HC	Health Canada
IPMEC	Integrated Planning, Performance Measurement and Evaluation Committee
NAAA	National Aboriginal Achievement Awards
NAB	Northern Aboriginal Broadcasting
NAD	National Aboriginal Day
NHS	National Household Survey
NWT	Northwest Territories
O&M	Operating and Maintenance
OGD	Other Government Departments
PAA	Program Alignment Architecture
PCH	Department of Canadian Heritage
PHAC	Public Health Agency of Canada
PMERS	Performance Measurement, Evaluation and Risk Strategy
PRG	Policy Research Group
PSSP	Post-Secondary Scholarship Program
PTP	Policy on Transfer Payments
RPP	Report on Plans and Priorities
SYI	Scholarships and Youth Initiatives
TBS	Treasury Board Secretariat
TLAs	Territorial Language Accords
TRC	Truth & Reconciliation Commission of Canada
UNESCO	United Nations Educational, Scientific and Cultural Organization
WCI	Women's Community Initiatives
WSGP	Women's Self-Government Participation Initiative

Executive Summary

This evaluation presents the key findings and recommendations from the evaluation of the Aboriginal Languages Initiative (ALI), which accounted for an estimated \$22.1 million of expenditures over the five years covered by this evaluation.

The evaluation was designed and conducted in accordance with the Treasury Board Secretariat's (TBS) *Policy on Evaluation* (2009). The evaluation objective is to provide comprehensive and reliable evidence on the on-going relevance and performance (effectiveness, efficiency and economy) of ALI to support the renewal of ALI in the spring of 2015. The evaluation covers the period 2009-10 to 2013-14 and was led by the Evaluation Services Directorate of the Department of Canadian Heritage (PCH).

Overview of the Aboriginal Languages Initiative

ALI is a program element of the Aboriginal Peoples' Program (APP) at PCH. ALI was launched in 1998 in response to the commitment made in the federal government's *Gathering Strength – Canada's Aboriginal Action Plan* to preserve, protect and revitalize Aboriginal languages. The APP provides investments that help support the efforts of Aboriginal communities to celebrate and preserve their languages, cultures, histories and contributions as an integral part of Canadian diversity.

ALI is one element of the current federal approach to Aboriginal languages and cultures, with goals that are complemented by efforts of other APP programming elements and other federal Aboriginal programs. The overall objective of ALI is to support community-based projects for the preservation and revitalization of Aboriginal languages for the benefit of Aboriginal peoples and other Canadians. This community-based approach recognizes that initiatives that aim to preserve and revitalize Aboriginal languages must be flexible and responsive to the broad range of community needs, goals, and priorities, and that a concerted effort is required to achieve this objective.

ALI is administered and delivered through two delivery models:

- PCH delivery: PCH signs contribution agreements with recipient organizations for the direct delivery of projects and activities; and
- Third party delivery: PCH signs contribution agreements with a third-party delivery organization who then signs agreements with recipient organizations.

Final recipient organizations deliver projects funded through agreements with PCH or third party delivery organizations. Based on the needs and priorities within their communities, recipient organizations deliver culturally appropriate projects designed to preserve and restore Aboriginal languages and cultures and strengthen Aboriginal cultural identity.

Over the years covered by this evaluation, the number of third party delivery organizations decreased from 13 in 2009-10, five in 2010-11, two in 2011-12 to one in 2012-13 and 2013-14. ALI is currently administered from headquarters except in British Columbia where First Nations

funding is administered by the First Peoples Heritage, Language and Cultural Council (FPHLCC).

Evaluation Approach and Methodology

The evaluation covers ALI and not the other APP program elements. These elements will be included in a separate evaluation of APP, which is scheduled to start in fiscal year 2014-15.

In accordance with the requirements of the TBS *Policy on Evaluation* (2009), ALI must be evaluated every five years. The evaluation approach involved a combination of qualitative and quantitative data collection methods, and a mix of primary and secondary data sources, designed to address the evaluation questions and issues. The methodology included a document review; literature review, administrative data review, survey of funded and non-funded applicants; and interviews. The evaluation questions were selected based on the APP logic model and are in line with the five core issues of relevance and performance as outlined in the TBS *Directive on the Evaluation Function* (2009). The evaluation methodology included triangulation of the results from the multiple sources of evidence to identify trends and patterns.

The evaluation had the following limitations, which were mitigated by the use of a multi-method approach to generate evidence on the evaluation questions from more than one line of evidence and from different (internal and external) perspectives. Limitations included the following:

- As a result of changes to the logic model, administrative data on ultimate outcomes was only available for two years.
- The evaluation revealed some concerns about the quality of the administrative data.
- Data on the achievement of program outcomes is largely self-reported, so is potentially biased.
- Data to enable an assessment of economy and efficiency was limited by the integrated nature of the APP program and the inability to extract ALI financial data, as well as the lack of program data on program outputs and outcomes.
- There was limited awareness of ALI among some external stakeholders.

Findings

Relevance

ALI remains relevant. All lines of evidence indicated a continuing need to support the preservation and revitalization of Aboriginal languages. This need is driven by the continued documented decline in the number of Aboriginal languages in Canada as a result of a various factors including the Residential School legacy, urbanization, a decline in the number of Aboriginal language speakers, the influence of Western cultures, and the predominance of the English and French languages.

Further evidence of the need for ALI is reflected by the demand for funding relative to the availability of funds. ALI has become increasingly utilized over the timeframe of the evaluation. Between 2009-10 and 2013-14, the total amount of funding requested was \$68.2M across 952 applications in a context where there was less than \$5M in ALI funding available per year.

To a certain extent ALI is responsive to the needs of Aboriginal communities. ALI can be considered responsive when considering its eligibility criteria which are broad and not particularly limiting in terms of the kinds of organizations that can apply and the types of eligible projects. Further, the initiative can be considered responsive in that it has invested \$18.6 million between 2009-10 and 2013-14 in over 550 projects encompassing over two thirds of the 90 Aboriginal languages in Canada. However, only 28% of the applications received by ALI have been funded. Three of the five most funded languages are not endangered. As well, those consulted for the evaluation have concerns about ALI's responsiveness and ability to respond to the current and emerging needs of Aboriginal communities, largely due to the high demand for funding relative to available funds. ALI was also viewed as not being responsive because of delays in the release of funds. The timing of the release of ALI funds was mentioned by a few interviewees and some survey respondents as a reason why the initiative is not responsive. Respondents explained that when the funding is released late in the fiscal year, recipients have a shorter timeframe (often less than 6 months) to implement and complete their projects. This limits the nature and extent of activities they can deliver thus limiting their responsiveness to their community's needs and their ability to achieve project outcomes.

Further evidence of the need for programs such as ALI is the fact that aside from ALI, there are no other programs with an explicit focus on the revitalization and preservation of Aboriginal languages and cultures, federal or otherwise.

There are some areas of potential overlap, including with Aboriginal Affairs and Northern Development Canada's (AANDC) Cultural Education Centres Program (CECP) and the Territorial Language Accords (TLAs). As well, in British Columbia (BC), the First Peoples' Heritage, Language and Cultural Council (FPHLCC) is funded by two other sources to deliver programs which are complementary to ALI. The general consensus among those consulted for the evaluation is that the Aboriginal language decline is sufficiently large that these other players do not introduce an overlap in terms of project funding. (i.e., if ALI funding were not available, ALI applicants could not necessarily access other funds as a replacement).

The initiative aligns with federal government and departmental priorities, specifically with the Government of Canada's "vibrant Canadian culture and heritage" strategic outcome of the Social Affairs spending area of the Whole of Government framework as well as the Budget 2014, which indicated that the "Government of Canada will "continue to support efforts to preserve Aboriginal languages." It also aligns with PCH's strategic outcome #2 – Canadians share, express and appreciate their Canadian identity and with two Departmental PCH priorities: celebrating our history and heritage and investing in our communities. As well, there is evidence that there is a role for the federal government in the preservation and revitalization of Aboriginal languages.

Performance: Achieving Expected Outcomes¹

ALI is making progress toward the achievement of its expected immediate, intermediate and ultimate outcomes. In terms of its immediate outcome, “Aboriginal communities are able to access resources to deliver projects that incorporate Aboriginal languages and cultures through ALI,” the evaluation found that this outcome is being achieved. Over 550 projects have been funded over the 5 year period of the evaluation for a total Gs&Cs expenditure of \$18.6 million.

In terms of its intermediate outcome, “Aboriginal individuals and groups are engaged in activities that strengthen Aboriginal languages and cultures,” the evaluation found that progress has been made in achieving this outcome. An estimated 29,400 individuals have participated in ALI projects over the 5 year timeframe and 66% of projects are described as participatory or partly participatory. Funding recipients surveyed for the evaluation are enthusiastic about the extent to which Aboriginal individuals and groups have been engaged in activities that strengthen their languages and cultures (90% agreeing this has occurred) and the extent to which ALI has strengthened the language and culture of participants (92%).

Finally, in terms of its ultimate outcome, “ALI contributes to Aboriginal peoples embracing and sharing their languages and cultures with other Canadians,” the evaluation found that, based on data from the last two years of the evaluation time period, progress is being made with regard to this outcome. ALI participants are increasing their language skills to at least some degree and the types of settings in which Aboriginal languages are spoken have expanded. A majority of participants indicated that they are embracing and sharing their Aboriginal culture, language and identity as a result of ALI. Most also reported that they are sharing their Aboriginal culture, language and identity with their community. However, less than 40% of project participants reported that participation in ALI projects helped them to embrace their Canadian identity and less than half reported sharing their Canadian identity with the community.

Some ALI-funded projects saw successes well beyond the expected scope, with neighboring communities and post-secondary institutions using ideas/materials funded by ALI. The sharing of project-funded materials, tools, and resources does not occur systematically. The evaluation found that APP currently does not play an active role in facilitating this sharing. While this is not an indicator of success for this initiative, this kind of sharing is nevertheless a best practice in terms of achieving broader and longer-term impacts.

While funding recipients are generally satisfied with most dimensions of the services they receive from PCH, greater transparency of the application review process and more timely notification of receipt of funding are two areas identified as requiring improvement. There are issues related to the length of time it takes for projects to be approved and funding released. With respect to its 210 day service standard for notifying the applicant of the approval, this standard has not been met for all applications in any of the 5 years covered by this evaluation. However, APP has improved its performance. In 2013-14, 56% of applications were approved within the 210 days.

¹Outcomes in the logic model are for APP as a whole and not specific to ALI.

Another area of dissatisfaction expressed by survey respondents is that the proposal review and selection process (once applications are submitted) lacks transparency.

Performance: Efficiency and Economy

There was limited information available to conduct a thorough efficiency and economy analysis for ALI activities. Due to the consolidated nature of the APP budget, it was not possible to extract ALI reference levels. An analysis of the economy and efficiency of APP, including ALI, will be conducted as part of the 2014-15 evaluation of APP.

Actual expenditure data was available as was budgeted and actual Gs&Cs information. Based on the available data, it was determined that ALI's administration cost as a proportion of its total budget was 15.9% on average over the five years covered by the evaluation. The proportion has been decreasing over time since the initiative experienced a 20% proportion in 2011-12, associated with the shift to a direct delivery model. When considering that PCH received almost 300 applications in both 2011-12 and 2013-14, it appears that ALI has improved the efficiency of its application review process considerably over the last few years. Additional efficiencies have been gained through measures introduced in 2014-15, as well as through participation in the PCH Grants and Contributions Modernization Initiative (GCMI).

Over the five year period of the evaluation, ALI lapsed \$4.9 million based on a Gs&Cs budget of \$23.5 million. This represents 21% of the total Gs&Cs budget for the initiative. The lapse has been decreasing since the high observed in 2011-12. The lapse was \$0.9 million in 2013-14, 19% of its Gs&Cs budget for that year. When one explores the reasons for the lapse, the issue of the delay in issuing funding resurfaces: project recipients are not able to spend their entire project budget because projects are approved too late in the fiscal year to be funded at the fully approved amount. As well, until recently, the initiative did not overcommit its funds based on recommended projects. As a result, when some projects recommended by the initiative did not get approved for funding that amount of funding lapsed.

Multi-year funding was explored as part of the evaluation. Strong support for multi-year funding was confirmed through all lines of evidence. The advantages of multi-year funding would include: improved delivery efficiency for PCH; greater stability for funding recipients; more strategic projects; improved delivery of programs by funding recipients; and improved ability to achieve expected outcomes on the part of projects and ALI. However, it was noted that the current two year renewal cycle for ALI, may present challenges for the implementation of multi-year funding.

As well, the evaluation team observed that the indicator associated with language acquisition might be a better fit under the intermediate outcome "Engaging Aboriginal individuals and groups in activities that strengthen Aboriginal languages and cultures through ALI."

Other Evaluation Issues

In terms of the adequacy of the performance measurement framework to capture the results of ALI, the evaluation found that the evaluation was able to respond to most questions relating to the achievement of outcomes. However, a number of gaps were identified, some of which are related to the quality of the data submitted by recipients.

Recommendations

Recommendations emerge from the evaluation findings:

Recommendation #1

Given ALI's limited budget and the complexity associated with Aboriginal language preservation and revitalization, the Assistant Deputy Minister of Citizenship, Heritage and Regions should consider assessing the feasibility of developing a language strategy with the goal of optimizing the impact of ALI funding in the longer term. This strategy could include, but is not limited to, implementing multi-year funding for a portion of the ALI budget.

Recommendation #2

The Assistant Deputy Minister of Citizenship, Heritage and Regions should explore mechanisms to share materials, products, tools and other resources developed with ALI funding more broadly with other Aboriginal communities, stakeholders and the public. If possible, the sharing should also enable access to successes and lessons learned from the implementation of projects.

Recommendation #3

There are a number of opportunities to improve the application and proposal review process. In particular the Assistant Deputy Minister of Citizenship, Heritage and Regions should:

- Improve the timeliness of the decision to fund projects and release the funds for projects. The current 30 week service standard is long and is not being met for all applications. While APP has made efforts to improve the training and tools for program officers, it is recommended that the approval process, as well as tools used, be further examined and streamlined.
- Take steps to increase the transparency of the proposal review process including the selection criteria used by APP review officers to assess and recommend projects.

1. Introduction

1.1. Purpose

The report presents the findings and recommendations from the 2014-15 evaluation of the Aboriginal Languages Initiative (ALI). The evaluation of ALI was conducted to provide comprehensive and reliable evidence to support decisions regarding continued implementation of the initiative. ALI is part of the Aboriginal Peoples' Program (APP) at Canadian Heritage (PCH) but was evaluated separately to support the renewal of the initiative in the spring 2015. The evaluation was conducted between October 2014 and March 2015.

The evaluation report provides information on the initiative, the evaluation methodology and the findings for each evaluation question, as well as overall conclusions and recommendations. The evaluation was conducted as prescribed by the *2014-2019 Departmental Evaluation Plan*. The evaluation was led by the Evaluation Services Directorate (ESD) of PCH with contributions from the PCH Policy Research Group (PRG) and a consulting firm. The evaluation covered the period from 2009-10 to 2013-14.

The evaluation was designed and conducted in accordance with the Treasury Board Secretariat (TBS) *Policy on Evaluation* (2009) and other components of the TBS evaluation policy suite. In accordance with the *Directive on the Evaluation Function* (2009), the evaluation addresses the five core evaluation issues relating to the relevance and performance (effectiveness, efficiency and economy) of ALI.

The report is structured as follows:

- Section 2 presents an overview of ALI and the APP more broadly;
- Section 3 presents the methodology employed for the evaluation and the associated limitations;
- Section 4 presents the findings related to the evaluation issue of relevance;
- Section 5 presents the findings for performance (including those related to achievement of outcomes and efficiency/economy); and
- Section 6 presents the conclusions and recommendations.

2. Program Profile

ALI is a program element of the Aboriginal Peoples' Program (APP) at PCH. ALI was launched in 1998 in response to the commitment made in the federal government's *Gathering Strength – Canada's Aboriginal Action Plan* to preserve, protect and revitalize Aboriginal languages.²

This section briefly describes APP and ALI, including objectives and expected outcomes, its management and governance structure, resources, and its target groups and key stakeholders.

2.1. Background and Context

The APP provides investments that help support the efforts of Aboriginal communities to celebrate and preserve their languages, cultures, histories and contributions as an integral part of Canadian diversity.

The objectives of APP are:

- To strengthen Aboriginal cultural identities;
- To encourage the full participation of Aboriginal peoples in Canadian life; and
- To preserve and revitalize Aboriginal languages and cultures as living elements of Canadian society.

APP supports community projects that incorporate Aboriginal values, cultures and traditional practices into community-driven initiatives designed to strengthen cultural identity and enable positive life choices. Table 1 shows the APP program elements under its two broad components: Aboriginal Communities and Aboriginal Languages and Cultures.

² Minister of Indian Affairs and Northern Development. *Gathering Strength: Canada's Aboriginal Action Plan*. 1997. <http://www.ahf.ca/downloads/gathering-strength.pdf>.

Table 1: APP Components and Sub-Programs

Aboriginal Communities	Aboriginal Languages and Cultures
<p><i>Aboriginal Youth</i></p> <ul style="list-style-type: none"> • Post-Secondary Scholarship Program (PSSP) Scholarships and Youth Initiatives (SYI) 	<p><i>Aboriginal Languages and Cultures</i></p> <ul style="list-style-type: none"> • Aboriginal Languages Initiative (ALI) • Canada-Territorial Cooperation Agreements on Aboriginal Languages (Territorial Language Accords (TLA)) • National Aboriginal Day (NAD) • National Aboriginal Achievement Awards (NAAA)
<p><i>Aboriginal Women³</i></p> <ul style="list-style-type: none"> • Women's Community Initiatives (WCI) • Women's Self-Government Participation Initiative (WSGP) • Family Violence Initiative (FVI) 	<p><i>Aboriginal Broadcasting</i></p> <ul style="list-style-type: none"> • Northern Aboriginal Broadcasting (NAB)

Aboriginal Languages Initiative

ALI is a program element of the Aboriginal Languages and Cultures component of APP. It is one element of the current federal approach to Aboriginal languages and cultures, with goals that are complemented by efforts of other APP programming elements and other federal Aboriginal programs.

Other APP elements at PCH that support the revitalization and preservation of Aboriginal languages and cultures are:

- TLAs which provide direct but complementary support for territorial Aboriginal language initiatives in Nunavut and the Northwest Territories;
- Northern Aboriginal Broadcasting which supports community radio broadcasting, the production of Aboriginal television programming broadcast in the north and provides indirect support for Aboriginal languages and cultures in the north;
- National Aboriginal Day (NAD) which provides opportunities to become better acquainted with the cultural diversity of Inuit, Métis and First Nations peoples, discover the unique accomplishments of Aboriginal peoples, and celebrate their significant contribution to Canadian society: and
- National Aboriginal Achievement Awards (NAAA) which supports the televising of the National Aboriginal Achievement Awards.

³ As of April 1, 2015, the Department of Canadian Heritage will no longer be offering Aboriginal Women's Programming Elements. Funding for this component has been transferred to Aboriginal Affairs and Northern Development Canada's Family Violence Prevention Program.

Three other federal departments invest in initiatives which indirectly support Aboriginal languages and cultures. These are:

- Aboriginal Affairs and Northern Development Canada (AANDC), through investments in Kindergarten-12 instructional services, educational programs and the Cultural Educational Centres Program.
- Health Canada through Aboriginal Head Start on Reserve (AHSOR); and
- Public Health Agency of Canada (PHAC) through Aboriginal Head Start in Urban and Northern Communities (AHSUNC).

2.2. Objectives and Outcomes

The overall objective of ALI is to support community-based projects for the preservation and revitalization of Aboriginal languages for the benefit of Aboriginal peoples and other Canadians. The community-based approach recognizes that initiatives that aim to preserve and revitalize Aboriginal languages must be flexible and responsive to the broad range of community needs, goals, and priorities, and that a concerted effort is required to achieve this objective.

The activities and outputs of ALI contribute to the achievement of the following expected immediate, intermediate and ultimate outcomes:

Immediate Outcomes

- Aboriginal communities have access to resources to deliver projects that incorporate Aboriginal languages and cultures.

Intermediate Outcomes:

- Aboriginal individuals and groups are engaged in activities that strengthen Aboriginal languages and cultures

Ultimate Outcomes

- Engaged as an integral part of Canadian society, Aboriginal peoples embrace and share their languages and cultures with other Canadians.

ALI's objectives and outcomes contribute to the achievement of PCH's second strategic outcome of its Program Alignment Architecture (PAA): "Canadians share, express and appreciate their Canadian identity".

ALI, as a program element of APP, is represented in the APP logic model. The APP logic model is presented in Appendix C.

2.3. Program Management, Governance, Delivery Mechanism

The Director General of the Citizenship Participation Branch at PCH is accountable for the integrity and the management, design and delivery of the APP, including ALI. The Director General reports to the Assistant Deputy Minister of Citizenship, Heritage and Regions.

ALI is administered and delivered through two delivery models:

- **PCH delivery:** PCH signs contribution agreements with recipient organizations for the direct delivery of projects and activities; and
- **Third party delivery:** PCH signs contribution agreements with a third-party delivery organization who then signs agreements with recipient organizations.

Over the period of the evaluation, the number of third party delivery organizations decreased from 13 in 2009-10, five in 2010-11, two in 2011-12 to one in 2012-13 and 2013-14. An evaluation of APP in 2011 recommended that PCH undertake pilot projects to measure and determine where PCH direct delivery may present advantages in terms of cost-efficiency, effectiveness and /or improved performance measurement and reporting. Based on this evaluation and due to various factors, including compliance and reporting issues with third party delivery organizations, the program has almost entirely shifted to a direct delivery model with only one third party delivery organization remaining.

ALI is currently administered from headquarters except in British Columbia where First Nations funding is administered by the First Peoples Heritage, Language and Cultural Council (FPHLCC). PCH funds are accessible to all First Nations, Inuit and Métis peoples in Canada, both urban, rural, and reserve-based and at all community levels. PCH funds projects through an open, competitive, merit-based process. Regions are kept informed of program and policy-related issues. Where appropriate, PCH develops partnerships with other federal departments and other governments and institutions to contribute to a whole-of-government approach to Aboriginal issues, primarily in urban centres.

Third party delivery organizations administer APP funding through a contribution agreement with PCH. They provide funding to final recipient organizations in their region who then deliver projects to participants, if appropriate, based on the type of funded project. Third party delivery organizations are responsible for issuing open calls for proposals, assessing and recommending approval of funding proposals, entering into funding agreements, providing guidance and technical support to final recipients (in English and French where necessary), and for the monitoring of projects. Third party delivery organizations must ensure that all final recipients meet all the reporting requirements. They must report on all project expenditures and performance outputs and outcomes to PCH.

Final recipient organizations deliver projects funded through agreements with PCH or third party delivery organizations. Based on the needs and priorities within their communities, recipient organizations deliver culturally appropriate projects designed to preserve and restore Aboriginal languages and cultures and strengthen Aboriginal cultural identity. Final recipients must comply with contribution agreement requirements and report on all project expenditures and performance outputs and outcomes, either for projects directly administered to by PCH or for projects administered by third party delivery organizations.

Target Groups, Stakeholders and Delivery Partners

The target groups for ALI activities are:

- Aboriginal peoples who participate in community-based projects that preserve and revitalize Aboriginal languages and cultures and strengthen Aboriginal cultural identities.

Among ALI's key stakeholders are Aboriginal service delivery and voluntary organizations, Aboriginal academic institutions, Aboriginal cultural, educational and recreational organizations and centres, Aboriginal governments, and Aboriginal youth and women's organizations.

ALI's eligible recipients and delivery partners include:

- Aboriginal-controlled incorporated not for profit organizations;
- Aboriginal-controlled unincorporated not for profit organizations;
- Aboriginal governments and equivalent organizations, and their delegated authorities;
- Aboriginal-controlled ad hoc committees that have formed to do a specific project; and
- In exceptional circumstances to be approved by the Program, non-Aboriginal controlled not for profit organizations, in close partnership with Aboriginal-controlled organizations.⁴

For third party delivery, eligible recipients are Canadian:

- Federal, provincial or territorial crown corporations;
- Not for profit national, provincial, territorial or regional Aboriginal-controlled cultural organizations; and
- The Nunavut and Northwest Territories under the TLAs.

2.4. Program Resources

Total expenditures for the period covered by the evaluation were \$22,109,563. The cost to deliver ALI exceeds the amount allocated to ALI by TBS. Operating and salary shortfalls for ALI have been covered through APP using residual time-limited funds that will sunset after 2015-16.

Table 2 presents the estimated actual salary and O&M expenditures for ALI during the period covered by the evaluation.

Table 2: Estimated Actual Expenditures (Salary and O&M)

Resources	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	Total
Actual Salary and O&M	\$641,542	\$601,756	\$821,161	\$758,530	\$702,263	\$3,525,252

⁴ Canadian Heritage. Terms and Conditions: Contribution Entitled Aboriginal Peoples' Program. September 2012.

Table 3 shows the budgeted and actual Gs&Cs expenditures between 2009-10 and 2013-14.

Table 3: Budgeted and Actual Gs&Cs expenditures

Resources	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	Total
Budgeted G&C	\$4,714,144	\$4,714,136	\$4,695,679	\$4,695,679	\$4,695,679	\$23,515,317
Actual G&C expenditure	\$4,198,352	\$3,850,064	\$3,349,338	\$3,465,944	\$3,820,613	\$18,584,311

3. Evaluation Methodology

3.1. Evaluation Scope, Timing and Quality Control

The evaluation's objective is to provide credible and neutral information on the ongoing relevance and performance, including effectiveness, economy and efficiency, of ALI for the period 2009-10 through 2013-14, which accounted for a total estimated expenditure of \$22,109,563. Be

The evaluation will meet PCH accountability requirements in relation to the requirement for full evaluation coverage of all ongoing programs of grants and contributions, as per the Financial Administration Act, and the TBS policy requirement that all direct program spending be evaluated every five years. It will also provide PCH management with analysis and recommendations to inform the renewal of ALI in the spring of 2015. Terms of Reference were approved in July 2014. Data collection and reporting of preliminary evaluation results were undertaken between October and December 2014.

The evaluation covers ALI and not the other APP program elements. These elements will be included in a separate evaluation of APP, which is scheduled to start in fiscal year 2014-15. While the evaluation has made some observations on the operational efficiency of ALI, the evaluation of APP will include an assessment of economy and efficiency of the program, including ALI.

In an effort to conduct a quality evaluation in a cost-effective manner within tight timelines, the Evaluation Services Directorate (ESD) conducted a calibration exercise⁵. In particular, the evaluation of ALI was calibrated as follows:

- Review the 2011 summative evaluation of APP and focus on areas recommended for improvement to the extent applicable to ALI.
- Use existing program information (such as administrative data, documentation and literature reviews) to address the evaluation questions to the extent possible before performing additional data collection.
- Place less emphasis on fiscal years 2009-10 and 2010-11 as notable changes were made to program delivery and design starting in 2011-12.
- Minimize the number of deliverables associated with the evaluation without risking the quality of the evaluation.

The quality of the evaluation was ensured through senior-level ESD staff conducting the planning of the evaluation, including the approval of the Terms of Reference for the evaluation by PCH's Integrated Planning, Performance Measurement and Evaluation

⁵ Calibration refers to the process of adjusting how evaluations are conducted – based on a number of different factors such as the scope, the approach and design, the data collection methods, reporting and/or project governance and management – while maintaining the credibility and usability of the evaluation results.

Committee (IPPMEC). During the conduct of the evaluation, ESD reviewed and approved the evaluation data collection tools and deliverables. The draft evaluation report was reviewed by the program’s senior management.

3.2. Evaluation Questions by Issue Area

The evaluation addresses the five core issues of relevance and performance as outlined in the TBS *Directive on the Evaluation Function (2009)*. The evaluation also looked at the program’s design and delivery, areas for improvement and performance measurement.

The evaluation questions for the evaluation, and associated indicators, were selected based on the APP logic model. The questions and associated indicators by core issue, as well as the data sources and collection methods are set out in the evaluation matrix, found in Appendix A. Table 4 presents the evaluation issues and questions addressed by the evaluation of ALI.

Table 4: Overview of Evaluation Issues and Questions

Issues	Questions
<i>Relevance</i>	
Issue #1 Continued need for the program	<ol style="list-style-type: none"> 1. To what extent does ALI continue to address a demonstrable need? 2. To what extent is ALI responsive to the language needs of Aboriginal peoples?
Issue #2 Alignment with government priorities	<ol style="list-style-type: none"> 3. To what extent is ALI aligned with PCH strategic priorities and federal government priorities?
Issue #3 Consistency with federal roles and responsibilities	<ol style="list-style-type: none"> 4. To what extent is ALI aligned with federal roles and responsibilities? 5. To what extent does ALI duplicate, overlap or complement other Aboriginal language programs in Canada?
<i>Performance - Effectiveness</i>	
Issue #4: Achievement of expected outcomes	<ol style="list-style-type: none"> 6. To what extent have Aboriginal communities been able to access resources to deliver projects that incorporate Aboriginal languages and cultures through ALI? 7. To what extent are Aboriginal individuals and groups engaged in activities that strengthen Aboriginal languages and cultures through ALI? 8. To what extent did ALI contribute to Aboriginal peoples embracing and sharing their languages and cultures with other Canadians? 9. What have been the unintended impacts of the ALI (positive and negative)?
<i>Performance – Efficiency and Economy</i>	
Issue #5: Demonstration of efficiency and economy	<ol style="list-style-type: none"> 10. To what extent is ALI delivered efficiently? 11. Are there more economical alternatives which would achieve the same results? 12. How will multi-year funding impact the performance and resources of ALI if implemented?
Other Evaluation Issues	<ol style="list-style-type: none"> 13. Is the current performance measurement framework effective at capturing the results of ALI?

3.3. Evaluation Methods

Preliminary Consultation

Before undertaking the evaluation, preliminary discussions were held with APP staff. This led to the development of the Terms of Reference for the evaluation, which included a description of the evaluation scope and issues, the methodological approach, and the detailed evaluation matrix. The Terms of Reference were approved by PCH's IPPMEC in July 2014.

Lines of Evidence

The evaluation featured important strengths including the mix of qualitative and quantitative lines of evidence, the mix of primary and secondary data sources, and multiple lines of evidence to allow for the triangulation of evidence. The evidence from all lines of evidence was organized and analyzed by core issue, evaluation question and indicator and consolidated into an overall evidence matrix.

The evaluation methodology incorporated the following five lines of evidence:

- **Literature Review:** A literature review provided evidence for the relevance of ALI, including, the continuing need and responsiveness of the initiative and alignment with federal roles and responsibilities. The grey and peer-reviewed literature was searched, including web-based material, publicly available reports and documents and articles in academic journals, as well as other non-Government of Canada documents. The search focused on reports and articles on comparative designs, impacts, studies, opinions and evaluations of similar funding programs/initiatives in other jurisdictions. Based on the approved search strategy, a number of potential articles and reports were reviewed for relevance to answer the evaluation questions. Appendix B presents the bibliography.
- **Document review:** Program and government documents were reviewed to assess the relevance and performance of ALI, particularly its alignment with federal government and departmental priorities and strategic outcomes. Documents reviewed included key government documents (e.g., Throne Speeches and federal Budgets), departmental documents (e.g., Departmental Performance Reports, Reports on Plans and Priorities) and program-related documents such as audit and evaluation reports, contribution agreements, the Performance Measurement, Evaluation and Risk Strategy (PMERS), website content, program criteria and review materials, communication products, guidance and information products, presentation decks, and reporting templates. Appendix B provides a list of the documents consulted.
- **Administrative Data Review:** The administrative data review provided quantitative and qualitative information on initiative activities and results and was an important source of evidence for evaluation questions pertaining to performance (including effectiveness and efficiency and economy). Administrative data was reviewed, including information

compiled from the final reports submitted by the funding recipients (2009-10 to 2013-14⁶) as well as reports submitted by third party delivery organizations. Final reports submitted in PDF format which only available for 30 of the 59 projects funded in 2013-14.

APP has been a consolidated program since 2005 and has had a consolidated budget since 2011. As a result, reference level financial data was not available for ALI for the period of the evaluation. Available financial data for ALI included budgeted grants and contributions (Gs&Cs) resources and estimated actual salary, O&M and Gs&Cs expenditures. Financial information for and contribution agreements with third party delivery organizations were also analysed.

- **Survey of Funded and Non-funded Applicants:** The survey of funded applicants was distributed to 163 Aboriginal organizations that received funding between April 2009 and March 2014, either directly through PCH or through third party delivery organizations. The survey obtained perceptions and views on the performance and relevance of ALI. Respondents were also asked to provide data to contextualize the extent to which results were achieved and the impacts of ALI-funded activities on the preservation and revitalization of Aboriginal languages. A total of 60 funded applicants responded to at least one of the survey questions for a response rate of 37%.

The survey of non-funded applicants was sent to 152 organizations that applied for but did not receive funding between April 2009 and March 2014. Respondents were asked to provide information on the extent to which their project was impacted by not receiving funding through ALI. A total of 34 non-funded applicants responded to at least one of the survey questions representing a response rate of 22%.

- **Key informant interviews:** Interviews gathered in-depth information, including opinions, explanations, examples and factual information on all evaluation issues and questions. Key informants were selected based on their involvement, knowledge and experience with the initiative or, in the case of experts, their knowledge and interest in revitalizing and preserving Aboriginal languages. Interview evidence was analysed first at the respondent type level, then overall. In all, 21 interviews were conducted as follows:
 - PCH officials (n=7);
 - Organizations that are or were third party delivery organizations for ALI (n=5);
 - Other federal government departments (n=3);
 - Provincial/territorial governments (n=2); and
 - Experts (n=4).

⁶ Only half of the 2013-14 final reports were available for the evaluation.

The following guidelines were used to report the findings of the surveys and key informant interviews:

Quantifiers	% of Key Informants
A few	less than 25% of respondents
Some	between 25% and 49% of respondents
Half	50% of respondents
Many	between 51% and 74% of respondents
Most	75% or more of respondents

Challenges and Methodological Limitations

While the methodology offered a number of strengths, including the combination of qualitative and quantitative lines of evidence and the mix of primary and secondary data sources, the evaluation did encounter some challenges and there were some limitations to the methodology. Some of these challenges and limitations occurred because ALI was evaluated separately from APP and the timeframes to complete the evaluation were short. Limitations were mitigated by using more than one line of enquiry and from different perspectives (internal and external) to respond to the evaluation questions.

The following were some of the key challenges and methodological limitations of the evaluation:

- Potential biases of key stakeholders.** Much of the data on the achievement of initiative outcomes was self-reported and potentially biased, particularly data collected through the surveys and interviews with groups with a vested interest in the initiative. Many of the key informants were involved in the program and survey respondents were either direct beneficiaries of ALI or had not been approved for funding. To reduce the effect of respondent biases, to the extent possible, responses were corroborated through key stakeholder feedback with the other groups (e.g. experts) and other sources of evidence.
- Generalizability of survey findings.** The overall low number of respondents, particularly among non-funded applicants affected the generalizability of findings. Survey results were validated through other lines of evidence. Finally, with the low absolute number of responses it was not possible to conduct bivariate analyses of the data which would have helped better understand the context for some of the responses.
- Gaps in the administrative and financial data.** The evaluation was able to respond to most questions relating to the achievement of outcomes. However, there were gaps in the performance data, largely because of quality issues associated with reports submitted by funding recipients. In several cases, data could not be reconciled across different sources or spreadsheets. Further, due to the short time frame to complete the evaluation and the absence of a roll-up or analysis of the large volume of narrative information, this information was not analysed. Also, budgeted O&M and salary allocations for ALI could not be extracted from the total APP allocation as the APP budget has been integrated since 2011. As a result, ALI-specific actual versus planned expenditures could not be

calculated. The efficiency analysis is based on an estimated portion of the APP expenditures associated with ALI.

- **Changes in the logic model and reporting requirements over the period of the evaluation.** The logic model and associated indicators were changed in 2011-12. Therefore, ultimate outcome data associated with the new indicators was only available for 2012-13 and 2013-14. Age ranges for participants changed over the period of the evaluation limiting the ability to roll-up these data and to make comparisons over time.
- **Limited awareness of ALI among some external stakeholders.** The semi-structured nature of the interview guide and the varying levels of awareness of ALI's objectives, delivery and efficiency among some respondent types (e.g., experts, provincial/territorial representatives and representatives of other federal government departments) resulted in uneven response rates for any particular question. Although unable to speak to ALI explicitly, these respondents were able to contribute to the discussion of the relevance of programs that address the revitalization and preservation of Aboriginal languages.

4. Findings - Relevance

The following sections present the key evaluation findings related to relevance.

4.1. Core Issue 1: Continued Need for the Program

To what extent does ALI continue to address a demonstrable need? To what extent is ALI responsive to the language needs of Aboriginal peoples?

KEY FINDINGS

All lines of evidence concur that there is a demonstrable need for continued federal investment to support the revitalization and preservation of Aboriginal languages. The evidence points to a continued trend of language depletion as a result of a number of factors including urbanization, the influence of Western cultures, the predominance of the English and French languages, and the decline in the number of Aboriginal language speakers.

Aside from ALI, there are no other federal programs with an explicit focus on the revitalization and preservation of Aboriginal languages and cultures. Further, only a few jurisdictions provide support to communities for the revitalization and preservation of Aboriginal languages and cultures, among them NWT and Nunavut through TLAs signed with PCH, and the programs provided through the FPHLCC in British Columbia. However, the need for support for the preservation and revitalization of Aboriginal languages is perceived to be so large that all players are seen to be needed and activities are complementary to one another.

Over the last five years, ALI has responded to the language revitalization and preservation needs of Aboriginal peoples by funding over 550 projects that have supported over two thirds of the 90 Aboriginal languages in Canada. Three of the four most-funded languages are aligned with those with the most speakers in Canada: Ojibway, Cree and Inuktitut.

However, PCH is perceived as being only partially responsive because the need for support to revitalize and preserve Aboriginal languages is much greater than the support and funding made available through ALI. The total amount of funding requested was over \$68.2 million and \$18.6 million was funded (28%).

Further, another reason why the initiative is viewed as being partially responsive is the delay in the release of ALI funds.

Documentation shows that the federal government support for the preservation and revitalization of Aboriginal languages is longstanding, going back to the creation of ALI in 1998 in response to a commitment made in the federal government's *Gathering Strength – Canada's Aboriginal Action Plan* to preserve, protect and revitalize Aboriginal languages.

ALI acts a vehicle to help preserve and revitalize languages within Aboriginal communities in Canada by mobilizing the link between cultural preservation and language. The literature shows that language plays a role within holistic healing among Aboriginal groups. Studies have collectively found that Aboriginal communities that employ a framework of community-driven and culturally-based social programs experience lower rates of socio-economic issues. These results are attributed to the successful integration of traditional Aboriginal knowledge as well as the greater involvement of Aboriginal community leaders.⁷⁸⁹¹⁰¹¹ As such, not only does language assist with the revitalization of Aboriginal culture, it acts to deter negative social factors in communities.

Further attention was brought to the growing needs regarding language revitalization from the recommendation made by the Truth & Reconciliation Commission of Canada's (TRC) 2012 Interim Report, which states: "there is a need for the recognition of the continuing value to communities and society of Aboriginal traditional knowledge, including spiritual, cultural, and linguistic knowledge."¹²

The decline of Aboriginal languages is well-documented in the literature, and was confirmed by key informants. The literature demonstrates that the number of Aboriginal languages spoken in Canada is at an all-time low.¹³

- A 2010 United Nations Educational, Scientific and Cultural Organization (UNESCO) study identified over 60 languages in Canada that it considered to be endangered.
- The 2011 Statistics Canada National Household Survey (NHS) identified only three languages with more than 20,000 speakers (Cree, Inuktitut and Ojibway). Thus, these three particular languages are identified as having the strongest likelihood for survival.¹⁴
- Norris (2013) has identified a steady decline of the Aboriginal mother tongue and an increase in Aboriginal languages being learned as a second-language: "the Aboriginal mother tongue population declined from 26% in 1996 to 20.7% in 2001 to 19% in 2006 to 14.5% in 2011."¹⁵ However, more than 52,000 people were able to converse in an

⁷ McIvor, O., Napoleon, A., & Dickie, K. (2009). "Language and Culture as Protective Factors for At-Risk Communities", in *Journal of Aboriginal Health*, 5(1): 6-25.

⁸ Kral, M.J., & Idlout, L. (2009). "Community Wellness and Social Action in the Canadian Arctic, Collective Agency and Subjective Well-Being" in L.J Kirmayer & G.G Valaskakis, (ed.) *Healing Traditions, The Mental Health of Aboriginal Peoples in Canada*, Vancouver, UBC Press: 315-337.

⁹ Kirmayer, L.J., Simpson, C., & Carfo, M. (2003). "Healing Traditions: culture, community and mental health promotion within Canadian Aboriginal Peoples", in *Australian Psychiatry*, (11)15-23.

¹⁰ Chandler, M.J., and Lalonde, C. (1998). *Ibid.*

¹¹ Webster, P. (2009). "Local Control Over Aboriginal Health Care Improves Outcome, Study Indicates", in *Canadian Medical Association Journal*, 181(11): 249-250.

¹² Truth & Reconciliation Commission of Canada. (2012). "Truth & Reconciliation Commission of Canada Interim Report: 2012", Winnipeg, Manitoba, pg. 7.

¹³ Norris, M.J. (2013). *Trends in the State of Aboriginal Languages in Canada, 1981 to 2011: A Census-based Analysis of Language Vitality and Endangerment*. Canadian Heritage, Ottawa: ON.

¹⁴ According to MJ Norris (2011), "since a large base of speakers (e.g. Cree, Inuktitut and Ojibway) is essential to ensure long-term viability, the more speakers of a language, the better its chances of survival...In contrast, endangered languages rarely have more than a few thousand speakers; often only a few hundred. For instance, the smallest mother tongue population recorded by the 2006 Census is Kutenai with just 100 speakers.

¹⁵ Norris, M.J (2013). "Trends in the State of Aboriginal Languages in Canada: A Census-based Analysis of

Aboriginal language different from their non-Aboriginal mother tongue, suggesting second-language acquisition.

A number of factors were identified in the literature and through some key informant interviews as playing a role in the continued language depletion among Aboriginal cultures, including:

- **The intergenerational impacts of assimilation-base policy and programming on language and culture**¹⁶. Most notably, the Residential School system forcibly removed Aboriginal children from their homes, placed them into Western-centric institutions and forced them to give up their traditional identity.¹⁷
- **The movement of Aboriginal people to urban centres.** According to the 2006 Census, “more than half (623,470) of the 1,172,790 people identifying themselves as members of at least one of Canada's Aboriginal groups, that is, North American Indian¹⁸, Métis or Inuit, resided in urban areas”. It is expected that this number will increase over time and Aboriginal groups will largely be located off-reserve.^{19,20} As the amalgamation of Aboriginal diversity becomes centralized within urban centers, it is difficult to locate one single stream of language to focus on in terms of language revitalization. This is converse to remote regions where certain dialects become polarized to strengthen the learning capacity of this language.²¹
- **The influence of Western cultures, and the predominance of the English and French languages.** A study conducted for Employment Services and Development Canada (ESDC) in 2011 found that there was a growing concern among Aboriginal Elders who believe that with a combination of intense use of social media, alongside the influences of popular culture (television, movies, video games, etc.), Aboriginal cultures and languages will further erode. This is in part due to having social media as a central outlet for the use of dominant languages, such as English and French. Conversely, the use of social media can also act as an outlet for language revitalization and many of the ALI projects use this tool to capture and store the language for future use and to make language courses available online.

Language Vitality & Endangerment: Report.” Prepared for AAB, Canadian Heritage, July 23 2013.

¹⁶ Rogers, S., Degagne, M., & Dewar, J. (2012). "Speaking my Truth: Reflections on Reconciliation & Residential School. Ottawa: ON, Aboriginal Healing Foundation, pg.51.

¹⁷ Government of Canada (2008). “Statement of Apology – to former students of Indian Residential Schools”, Ottawa, Ontario.

¹⁸ The Canadian Constitution Act of 1982, Section 35, Subsection 2 states that ““aboriginal peoples of Canada” includes the Indian, Inuit, and Metis peoples of Canada.” Further, contemporary usage of “Indian” has been replaced by the term, “First Nation”. See: <https://www.itk.ca/note-terminology-inuit-metis-first-nations-and-aboriginal>

¹⁹ Place, Jessica (2012). "The Health of Aboriginal People Residing in Urban Areas", National Collaboration Center on Aboriginal Health, Price George, BC.

²⁰ AANDC (2013). “Aboriginal Migration and Urbanization in Canada, 1961-2006”, Gatineau, QC.

²¹ Baloy, N. (2011). ""We Can't Feel Our Language": Making PLaces in the CIty for Aboriginal Language Revitalization", American Indian Quarterly, 35(4), pp. 515-548.

- **The declining number of Aboriginal Elders who are still fluent in the languages.** According to FPHLCC's 2010 Report on the Status of BC First Nations Languages, "we continue to see a downward trend each year as remaining elderly speakers pass away and few to no children are raised as fluent speakers of their First Nations language." Since a majority of speakers are second-language learners (Norris, 2013), the urgency for language programs to restore the language is an absolute must in order to preserve and strengthen Aboriginal cultures in Canada.

Interview evidence confirms the findings from the literature review that there is not only a continuing need but an increasing need for ALI, which is being driven by many factors, but the most commonly mentioned factor mentioned by key respondents was that Aboriginal languages are dying. Most respondents felt that the need is becoming more urgent and acute due to the decline in the number of Aboriginal language speakers, with one respondent describing the situation as "close to the desperation mark." A few respondents mentioned the urgency for language revitalization among smaller languages which are even more disadvantaged and at risk for disappearing, due to the lack of fluent speakers within these designated populations.

All respondents from PCH felt there is a continuing need, and of those half felt there is an increasing need for the initiative since they have seen a greater focus on language and culture as a result of the TRC and the acknowledgment of the Canadian government's role within the implementation of the Residential Schools system. Some respondents have also observed a change in the outlook of communities: that they are becoming more aware of the issue of the decline of Aboriginal languages; that they are more aware of ALI funding; and that they are more open to learning Aboriginal languages as a second language, rather than learned as the mother tongue. This change in the outlook of communities was also confirmed by administrative data that shows a growing number of applications.

Further evidence of the need for ALI is reflected by the demand for funding relative to the availability of funds. ALI has become increasingly utilized over the timeframe of the evaluation. Between 2009-10 and 2013-14, the total amount of funding requested was \$68.2M across 952 applications in a context where there was less than \$5M in ALI funding available per year. These figures underscore the need for ALI as there continues to be a demand among organizations and groups for ALI funding as a key source of funding for language revitalization initiatives.

As will be discussed in greater detail in a later section, ALI is the only federal funding directed specifically to the revitalization and preservation of Aboriginal languages. Other federal investments, through AANDC, Health Canada and the PHAC target the core areas of Kindergarten -12 education, health promotion, parental/social support and school readiness. Unlike ALI, these programs only have a secondary focus on Aboriginal languages and are not universally accessible to all Aboriginal communities.

Provincial/Territorial investments exist in British Columbia, where the FPHLCC administers funds to support First Nations to preserve their linguistic and cultural heritage. Support is also provided by PCH through the TLAs to Nunavut and the Northwest Territories to support respective territorial legislation. However, key informants were of the view that the need is so large that other players are seen to be needed and complementary to one another.

ALI's Responsiveness to the Language Needs of Aboriginal Communities

Evidence is mixed regarding the responsiveness of the initiative to the needs of Aboriginal communities. The initiative can be considered responsive when considering its eligibility criteria, which are quite broad and not particularly limiting in terms of the kinds of organizations that can apply and the nature of eligible projects. As well, ALI can be considered responsive in that over the timeframe covered by the evaluation, over 550 projects were funded.

Key informants and survey respondents identified the following current or evolving needs:

- More funding for language revitalization;
- A focus on fluency rather than literacy²²;
- Tools/curriculum/resources for teachers and others;
- Greater use of technology and social media;
- Aboriginal language instruction in schools taught as a second language;
- Community-based supports; and
- Informal learning opportunities.

An examination of the activities most commonly-funded²³ by ALI reveals alignment with many of these needs: development of resource materials (38% or n=73 of 194 funded activities); language instruction/classes (31% or n=60); cultural camps (9% or n=17); and documentation/archiving (7% or n=14). The projects that include documentation and archiving align with the need for greater use of technology and with the ALI's objective to preserve Aboriginal languages.

Further evidence of ALI's responsiveness to Aboriginal language needs is the fact that ALI has funded at least two thirds of the 90 different Aboriginal languages in Canada. Among projects funded directly by PCH ²⁴ the most commonly supported languages have been Cree (accounting for 15% of projects), Ojibway (14% of projects), Michif (9 % of projects), Inuktitut (4% of projects) and Anishinaabe (4% of projects), illustrating support for the three languages with the most speakers: Ojibway, Cree and Inuktitut.

However, the demand for ALI funding for the revitalization and preservation of Aboriginal languages exceeds the resources available, thereby constraining ALI's ability to respond more fully to Aboriginal language needs. ALI has only funded 28% of project applications between 2009-10 and 2013-14 (269 out of 952). The total amount of funding requested was over \$68.2 million and \$18.6 million was funded (28%).

²² Having revitalization programs that adopt the practice of focusing on fluency, rather than literacy is based on the assumption that language will be further cemented within the social framework and self-sustained of the given population trying to use the language. Informal language (also known as oral competency), as opposed to formal literacy, would become common practice and not reliant on formal education funds, which can hinder the process by which language fluency is achieved due streamlining the language (which is problematic given the diversity of multiple linguistic stocks with language families), additionally, informal language training is better suited for second-language speakers (see: Fishman 1991, 2001).

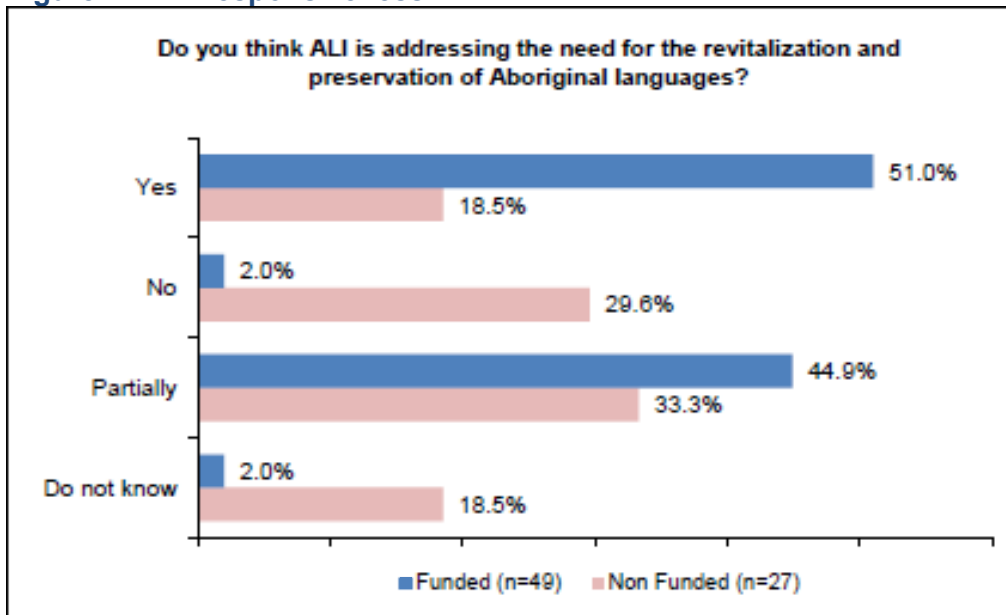
²³ Data from 2013-14 is incomplete since only a sub-group of final reports were available for this year.

²⁴ Note that information about the language supported in each project was available for just over 400 projects funded by PCH and third party delivery organizations.

Opinions shared by key informants and survey respondents suggest that ALI could be doing more to increase its responsiveness. Almost half of interview respondents saw ALI as being partly responsive to the needs of Aboriginal peoples (n=10, including respondents from all types). Some respondents felt ALI is not responsive (n=6 including respondents from third party organizations, experts and OGDs). The minority of respondents felt ALI is responsive (n=3, all from PCH).

Funding recipients who participated in the survey were split on the question of ALI’s responsiveness. As shown in Figure 1, just over half (51%) believe that ALI is addressing the need to revitalize and preserve Aboriginal languages but at the same time, 45% indicated that the initiative was partially accomplishing this. Non-funded applicants surveyed for the evaluation were generally more negative in their assessment of responsiveness.

Figure 1: ALI Responsiveness



Source: ALI Evaluation Survey of Funded and Non-Funded Applicants

The need for more funding was the most commonly cited reason why ALI was considered not responsive. This reason was cited by almost half of all interview respondents and some survey respondents.

Survey respondents also identified a lack of resources as the primary challenge for ALI in terms of being positioned to respond to the current and emerging language needs of Aboriginal communities. Just under a third of survey respondents (including 31% of funded applicants and 27% of non-funded applicants) feel that ALI is positioned to respond to the current and emerging language needs of Aboriginal communities. Almost half (48%) of funding recipients and 27% of non-funded applicants, who responded to the survey, feel that ALI is partially positioned to address needs.

ALI was also viewed as not being responsive because of delays in the release of funds. The timing of the release of ALI funds was mentioned by a few interview and some survey respondents as a reason why the initiative is not responsive. Respondents explained that when the funding is released late in the fiscal year, recipients have a shorter timeframe (often less than 6 months) to implement and complete their projects. This limits the nature and extent of activities they can deliver thus limiting their responsiveness to their community's needs.

4.2. Core Issue 2: Alignment with Government Priorities

To what extent is ALI aligned with PCH strategic priorities and federal government priorities?

KEY FINDINGS

ALI is aligned with PCH Strategic Outcome 2: Canadians share, express and appreciate their Canadian identity and with two of the four PCH priorities:

- Celebrating our history and heritage; and
- Investing in our communities.

ALI is aligned with federal government priorities, in particular through Budget 2014 which indicated that the Government will continue to support efforts to preserve Aboriginal languages.²⁵

Alignment with PCH Strategic Outcomes and Priorities

The document review combined with key informant interviews demonstrated that ALI's objective to revitalize and preserve Aboriginal languages aligns with PCH strategic outcomes and priorities. The document review found evidence of alignment between ALI and PCH's PAA. The most recent PAA articulated in PCH's 2013-14 Departmental Performance Report (DPR) confirms that the activities associated with ALI's objective to preserve and revitalize Aboriginal languages support the achievement of Strategic Outcome 2: Canadians share, express and appreciate their Canadian identity and more specifically under Program 2.2: Engagement and Community Participation.

PCH key informants confirmed the alignment with all agreeing that ALI is aligned with PCH Strategic Outcome 2. When asked to explain the alignment, half explained that ALI is directly aligned since, for Aboriginal people, language and cultural identity are explicitly linked. As well, some respondents also felt that ALI helps Aboriginal people share their language since the funding helps to preserve languages that then become accessible to all Canadians.

²⁵ House of Commons. (2014). "The Road to balance: creating jobs and opportunities"– Tabled in the House of Commons by the Honourable James M. Flaherty, February 11, 2014. <http://www.budget.gc.ca/2014/docs/plan/ch3-4-eng.html>.

Further, the 2013-14 Report on Plans and Priorities (RPP)²⁶, and confirmed by PCH key informants, indicates that ALI, as part of the APP, aligns with the following two PCH priorities:

- **Celebrating our history and heritage.** PCH “has a role in promoting a strong national identity that is based on attachment, shared values and, knowledge and experiences of Canada that emphasize the legacy of its history and heritage”; and
- **Investing in our communities.** “Through supporting these activities...the Department ... encourages the sharing of our diverse cultural expressions and understanding of our history and heritage”.

Alignment with Government of Canada Priorities

The document review concluded that the objectives and activities of ALI are aligned with Government of Canada priorities. Specifically, ALI and PCH priorities support the Government of Canada’s “*a vibrant Canadian culture and heritage*” strategic outcome, as outlined under the Social Affairs spending area of the Whole-of-government framework.²⁷

Further evidence of alignment with Government of Canada priorities was found in Budget 2014 which stated that, in an effort to bring Canadians together by sharing and respecting other cultures the Government of Canada will “continue to support efforts to preserve Aboriginal languages.”²⁸

As well, most respondents who were asked to comment saw alignment between ALI and federal priorities.

4.3. Core Issue 3: Alignment with Federal Roles and Responsibilities

To what extent is ALI aligned with federal roles and responsibilities?

KEY FINDINGS

There is a role for the federal government in supporting the preservation and revitalization of Aboriginal languages.

PCH’s wide-ranging responsibilities for “Canadian identity and values, cultural development and heritage” include encouraging the full Aboriginal participation in Canadian life and supporting the continuation of Aboriginal cultures and languages. PCH is the best positioned organization to work with Aboriginal peoples to celebrate and strengthen their cultural distinctiveness as an integral part of Canadian society.

²⁶ Canadian Heritage, Report on Plans and Priorities 2013-14.

²⁷ Treasury Board Secretariat, Whole-of-government framework, Accessed January 14, 2015 at: <http://www.tbs-sct.gc.ca/ppg-cpr/frame-cadre-eng.aspx>

²⁸ House of Commons. (2014). “The Road to balance: creating jobs and opportunities”– Tabled in the House of Commons by the Honourable James M. Flaherty, February 11, 2014. <http://www.budget.gc.ca/2014/docs/plan/ch3-4-eng.html>.

All lines of evidence indicate that the role of the federal government in supporting Aboriginal languages and cultures is legitimate as a result of the TRC and the acknowledgment of the Canadian government's role within the implementation of the Residential Schools system.

There is some evidence that there is potential for overlap with some federal sources of funding, such as AANDC's Cultural Education Centres Program for First Nations and Inuit communities and Territorial Language Accords signed between PCH and NWT and Nunavut.

In terms of provincial/territorial programs, in British Columbia the FPLHCC runs several language programs in addition to ALI.

However, respondents felt that the need for ALI programming is so large that all players are seen to be needed and activities are complementary to one another.

Although there is no legal (i.e., legislated) role for the federal government to revitalize or preserve Aboriginal languages, the evidence from the literature review, document review and key informant interviews suggests that there is a role for the federal government.

In 1996, the Report of the Royal Commission on Aboriginal Peoples recommended that "governments allocate resources such that Aboriginal language instruction can be given high priority, where numbers warrant."²⁹ Further acknowledgment came out of the 2008 Apology, whereby the Prime Minister spoke of reconciling relations between Canada and its Aboriginal peoples by "a desire to move forward together with a renewed understanding that strong families, strong communities and vibrant cultures and traditions will contribute to a stronger Canada for all of us."³⁰ Lastly, PCH's Task Force on Aboriginal Languages and Culture made several recommendations in 2005 to mobilize federal recognition of Aboriginal languages, to assist in preserving First Nation, Inuit and Métis culture. These recommendations envision, "Canada providing enduring institutional support for First Nation, Inuit and Métis languages and Canadians of all origins, recognizing, sharing and supporting these principles and values."³¹ All sources, including documents, literature and key informants, confirmed that the federal government has a role in assisting Aboriginal people to strengthen their culture, including languages.

²⁹ Royal Commission on Aboriginal Peoples. (1997). Report of the Royal Commission on Aboriginal Peoples, Vol. 5: Renewal: A Twenty-Year Commitment. In For Seven Generations: An Information Legacy of the Royal Commission on Aboriginal Peoples. Aboriginal Affairs and Northern Development Canada, Ottawa: ON.

³⁰ Government of Canada (2008). "Statement of Apology – to former students of Indian Residential Schools", Ottawa, Ontario.

³¹ Assembly of First Nation. (2005). "Task Force on Aboriginal Languages and Cultures, Towards a New Beginning: A Foundational Report for a Strategy to Revitalize First Nation, Inuit and Metis Languages and Culture". Report to the Minister of Canadian Heritage, Ottawa: ON.pg i.

The most commonly cited reason for a federal role mentioned by key informants was the Residential School legacy. As well, a few respondents mentioned that Aboriginal people and their languages are connected to Canada's culture and history and should therefore be supported.

PCH has wide-ranging responsibilities for “Canadian identity and values, cultural development and heritage” which includes encouraging the full Aboriginal participation in Canadian life and supporting the continuation of Aboriginal cultures and languages as living elements of Canadian society. PCH is, therefore, the best positioned organization to work with Aboriginal Peoples, primarily off-reserve, to celebrate and strengthen their cultural distinctiveness as an integral part of Canadian society.

Complementarity, Overlap and Duplication of ALI with Other Programs

Analysis of other federal and provincial programs with objectives similar to ALI's, as identified by key informants, found that the need for ALI programming is so large that all players are seen to be needed and activities are complementary to one another.

There is some evidence that there is potential for overlap with some federal sources of funding, such as AANDC's Cultural Education Centres Program for First Nations and Inuit communities and Territorial Language Accords signed between PCH and NWT and Nunavut.

AANDC offers educational programming on-reserve, but the objectives of these programs are focused on educational outcomes rather than outcomes related to culture or language. The AANDC First Nation and Inuit Cultural Education Centres Program (CECP) is a proposal-based program that funds approximately 100 First Nation and 8 to 10 Inuit centres to help preserve and strengthen their unique cultures, traditions and languages. Funding is accessed through an annual proposal-based system. Program information states that CECP is intended to contribute to improved educational outcomes for First Nation and Inuit students. One of the program outcomes for the CECP states: “Increased First Nation and Inuit peoples’ knowledge and use of their traditional languages.”³² While much of the funding supports the infrastructure of the centres, there is potential for overlap through the development of curricula or linguistic learning resources, classroom instruction for adults, after-school programs and events (such as cultural education workshops) for community members. AANDC's Cultural Centres and Friendship Centres have applied for and received funding from ALI for their language projects.

The potential for overlap is more obvious when considering the wording on the website for the program goals for the Inuit Cultural Education Centres Grant Program which provides “funding to Inuit individuals or community-based Inuit cultural education centres in undertaking work that will lead to: The expression, preservation, development,

³² AANDC First Nation and Inuit Cultural Education Centres Program - National Program Guidelines 2013-2014. 2013.

revitalization and promotion of Inuit cultural language and heritage, as well as in sharing their cultural heritage with other Canadians.”³³

Another area where there is potential for overlap are the TLAs signed between PCH and NWT and Nunavut. TLAs are focused on the preservation, development and enhancement of Aboriginal languages. Whereas ALI directly funds community-based organizations to deliver projects that meet the needs and priorities within their communities, the TLAs include funding to the governments of the NWT and Nunavut to support the revitalization, maintenance and enhancement of the Aboriginal Languages in the Territories. There are some, albeit very few, community-based initiatives that are funded by the governments of the NWTs and Nunavut under TLAs which might overlap with ALI.

In terms of provincial/territorial programs, in British Columbia FPLHCC runs several language programs funded by two other sources to deliver language programs. The FPHLCC gets funding from the First Citizens Fund of the Government of BC as well as the New Relationship Trust, an independent non-profit organization “dedicated to strengthening First Nations in BC through capacity building”³⁴ which funds language and culture programs as well as other areas, such as education, governance, among others.

In addition to ALI, the FPHLCC runs several language programs, including FirstVoices (an online indigenous language resource that contains words, phrases, songs and stories), the BC Language Initiative (which offers project-based funding for documentation, immersion, materials/curriculum, programming available to communities and organizations) and language immersion and planning programs (such as mentor-apprentice, camps, language nests and planning).

The general consensus among those consulted for the evaluation was that these other programs were complementary to ALI. The degree of overlap was not considered noteworthy by key informants. Key informants did identify other programs, including TLAs, provinces or territories more generally; AANDC, the FPLHCC, Health Canada//PHAC, New Relationship Trust and universities. However, they were of the view that ALI did not overlap with these other programs since the need for ALI programming is so large that all players are seen to be needed and complementary to one another.

³³ AANDC website for the First Nation and Inuit Cultural Education Centres Program. <https://www.aadnc-aandc.gc.ca/eng/1100100033700/1100100033701>

³⁴ New Relationship Trust website. <http://www.newrelationshiptrust.ca/about>

5. Findings: Performance

The following sections present the evaluation findings related to performance of ALI in terms of effectiveness.

5.1. Core Issue 4: Achievement of Expected Outcomes

ALI has made progress toward achieving its immediate, intermediate and ultimate outcomes.

To what extent did ALI achieve its expected outcomes?

KEY FINDINGS

Between 2009-10 and 2013-14, ALI provided Aboriginal organizations with access to resources to deliver projects that incorporate Aboriginal languages and cultures. ALI has contributed a total of \$18.6 Million in support of the revitalization and preservation of Aboriginal languages and funded over 550 projects. However, the demand for resources is much greater than the available resources. Only 28% of applicants to PCH were funded.

Through ALI-funded projects, Aboriginal individuals and groups are engaged in activities that strengthen their languages and cultures. Between 2009-10 and 2012-13 an estimated 29,400 individuals participated in ALI-funded projects. Participants in ALI projects are increasing their language skills to some degree, and the settings in which languages are spoken, such as school, home and work, have also expanded to some degree.

The majority of ALI project participants reported that ALI has helped them to embrace their Aboriginal culture, language and identity. Most also reported that they are sharing their Aboriginal culture, language and identity with their community. Most participants report having become more engaged in their communities. However, less than 40% reported that participation in ALI projects helped them to embrace their Canadian identity and less than half reported sharing their Canadian identity with the community.

Some ALI-funded projects saw successes well beyond the expected scope, with neighbouring communities and post-secondary institutions using ideas/materials funded by ALI. However, sharing of project-funded materials, tools, and resources does not occur systematically.

While funding recipients are generally satisfied with most dimensions of the services they receive from PCH, greater transparency of the application review process and more timely notification of receipt of funding are two areas identified as requiring improvement.

Access to resources to support Aboriginal languages and cultures

Between 2009-10 and 2013-14, ALI has contributed a total of \$18,584,311 to support of the revitalization and preservation of Aboriginal languages. ALI funded 553 projects, including 269 directly by PCH, including contribution agreements with third party organizations. Another 284 projects were administered through third party delivery organizations.

Over the same timeframe, PCH received 952 applications for an approval rate of 28%. Table 5 presents the number of applications, projects funded and value of funded projects for PCH delivery over the evaluation period.

Over the period of the evaluation, the number of applications to the initiative has fluctuated year by year. 2011-12 and 2013-14 fiscal years saw the largest number (and value) of applications with 282 (\$19.1 million) and 276 (\$19.6 million) respectively.

Table 5: PCH Delivery: Applications, Projects and Funding Amounts

Fiscal Year	PCH ^a			
	# Applications	\$ Amount requested	# Projects	\$ Contribution Funding
2009-10	154	\$13,433,646	40	\$4,198,352
2010-11	112	\$7,235,662	56	\$3,850,064
2011-12	282	\$19,080,103	60	\$3,249,338
2012-13	128	\$8,406,452	55	\$3,465,944
2013-14	276	\$19,579,453	58	\$3,820,613
Total	952	\$67,735,316	269	\$18,584,311

Sources: ^aALI administrative data program results 2009-10 to 2013-14
^bThird-party delivery organizations' financial data and contribution agreements

Between 2009-10 and 2013-14, ALI funded 10 unique third party delivery organizations for a total of 30 contribution agreements. As illustrated by Table 6, the number of third party delivery organizations receiving funding from ALI gradually decreased since 2009-10 as the program shifted to a PCH delivery model, except in British Columbia. For 2012-13 and 2013-14, only the FPHLCC in British Columbia continued to receive funding to deliver projects on behalf of ALI.

Table 6: Third Party Delivery Organization Delivery: Applications, Projects and Funding Amounts

Year	Third Party Delivery Organizations		
	# of Third Party Delivery Organizations	# Projects	\$ Amount
2009-10	10	148	\$2,137,909
2010-11	4	80	\$1,239,576
2011-12	2	18	\$1,003,107
2012-13	1	16	\$833,950
2013-14	1	22	\$797,196
		284	\$6,011,738*

*Note that the \$6 million allocated by third party delivery organizations is included in the funded amount by PCH since the \$19.3 million includes funding to third party delivery organizations.

The four most commonly funded languages among PCH-funded projects were Cree (15% of all projects supported this language), Ojibway (14% of projects) Michif (9% of projects), Inuktitut (4% of projects) and Anishinaabe (4% of projects).

Distribution of ALI Funding

Between 2011-12 and 2013-14, the proportion of projects funded for each Aboriginal population included 80% First Nations, 12% Inuit and 8% Métis (see Table 7). Over these three years, the proportion of funding to First Nations communities has been increasing while the proportion for both Inuit and Métis communities has been decreasing. Various factors can impact on the distribution of funding, however, program personnel indicated that the distribution of funding is often dependent on the number and quality of proposals received from each type of Aboriginal population.

Table 7: Proportion of ALI Projects Funded, by Aboriginal Population

	2011-12	2012-13	2013-14	Average
First Nations # of projects	46	42	48	45
First Nations % of total projects	77%	79%	84%	80%
Métis # of projects	6	4	3	4
Métis % of total projects	10%	8%	5%	8%
Inuit # of projects	8	7	6	7
Inuit % of total projects	13%	13%	11%	12%
Total ALI projects	60	53	57	-

The provinces with the highest level of ALI funding were Ontario (21%), British Columbia (19%), Quebec (9%) and Alberta (9%).

Most of those consulted for the evaluation felt that ALI had achieved its outcome of increasing access to resources to deliver projects. In particular, (92%) of funding recipients who responded to the survey either strongly agreed (59%) or somewhat agreed (33%) that ALI had achieved this outcome. As well, PCH interview respondents gave an average score of 4.7 on a scale of 1 to 5 where 5 is very effective at giving Aboriginal organizations/communities access to resources. Third party organization representatives, on the other hand, gave an average score of 2.5 (based on 5 respondents). Two of the five third party organization respondents explained their low score was because there is a general lack of resources/reach of the initiative.

An important aspect of access to resources is the timeliness of receiving those resources to carry out projects. ALI has a service standard of 30 weeks (or 210 days) from deadline date for receipt of a complete application to when they are approved. As discussed in greater detail later in the report, these service standards are not being met for all applications, although they have been improving over time from 285 days in 2010-11 to 221 in 2013-2014. Delays in the approval of funding have implications for the time available for project implementation.

Further, relating to the question of access to resources, funding recipients who responded to the survey were asked to comment on the impact of ALI on their ability to leverage additional funds. While there was little consensus on the role of ALI funding in helping funding recipients leverage funding from other sources for the same project/activities (42% felt it did help and 42% felt it had no impact), most respondents (86%) believed that ALI funding had some or a great impact in helping them obtain in-kind support from other sources for the same project(s)/activities. Among survey respondents, many funding recipients (70%, n=38) indicated that they had received other funding or in-kind contribution from alternate sources for the purpose of carrying out activities funded by ALI (including from provincial/ territorial governments, non-profit organizations, volunteers, foundations, Aboriginal governments and other federal government programs).

Extent to which Aboriginal individuals and groups have engaged in activities to strengthen their languages and cultures.

The extent to which Aboriginal individuals and groups engaged in activities to strengthen their language and culture was examined in terms of:

- Level of engagement in ALI-funded projects;
- The number and types of ALI-funded projects and activities; and
- Perceptions of levels of engagement collected through the survey of funded recipients and interviews.

Engagement of Aboriginal Individuals and Groups in Activities that Strengthen Aboriginal Language and Culture

A large number of Aboriginal people participated in ALI-funded projects that provided a range of activities to revitalize and preserve Aboriginal languages. Between 2009-10 and 2012-13, an estimated 29,400 individuals participated in ALI-funded projects. While it is likely that the number of participants is higher since some final results/reports data had some missing information and not all reports were available for 2013-14, it is also possible that the number of unique participants is lower since the number of repeat participants, year over year, is unknown. Participants identified as follows (see Table 8):

- First Nation (84%);
- Inuit (4%);
- Metis (4%);
- Non-status Aboriginal (1%); and
- Non-Aboriginal (8%)

As can be seen in Table 8, in examining First Nation participation, there is a wide variation in First Nations participation over the years: the data report highs of 8,170 and 7,040 First Nation participants in 2010-11 and 2012-13 compared to only 694 in 2009-10, and 1,814 in 2011-12. At the time of the evaluation, data for 2013-14 was only available for 30 of the 59 projects accounting for 8,149 participants. As a result, the demographic breakdown is not provided for 2013-14.

Table 8: ALI Demographics by Identity

Number of Aboriginal People by Identity					
	2009-2010	2010-2011	2011-2012	2012-2013	Total
First Nation	654	8,170	1,814	7,040	17,678
First Nation %	54%	85%	81%	85%	83%
Métis	31	450	104	199	784
Métis %	3%	5%	5%	2%	3.7%
Inuit	334	297	169	262	1,062
Inuit %	28%	3%	8%	3%	5%
Non-Status	0	0	3	149	152
Non-Status %	0%	0%	0%	2%	.7%
Non-Aboriginal	193	688	138	586	1,605
Non-Aboriginal %	16%	7%	6%	7%	7.5%
	1,212	9,585	2,228	8,236	21,261

Source: ALI Administrative data: Program Results 2009-10 to 2012-13 ³⁵

As well, just over half of participants (55%) were women. Aggregate figures on participants' age are not available since different age ranges were used in final reports over the years of the evaluation.

Types of Projects and Activities

ALI funds three types of projects. They are:

- Product-based which include the development of new language learning resources, including such activities as documenting and archiving, and the development of resource materials;
- Participatory which provide direct language instruction, including community language immersion, language and culture camps, master-apprentice projects and language nests; and
- A combination of product-based and participatory.

Based on available data for 2009-10 to 2013-14, the most commonly funded activity types were product-based activities at 34% (n=66 of 194 activity types) and participatory activities (without a product component) at 34% (n=65). This was closely followed by activities that were a combination of product-based and participatory (32% or n=63).

There are six broad types of activities covered by the three project types: development of resource materials, documenting and archiving, language instruction, language and culture camps, master-apprentice projects and language nests. Survey respondents were asked to describe their projects and were allowed to identify multiple activities. Almost three-quarters of projects were involved the development of resource materials (73%) and about two thirds included language instruction/classes (64%). Almost half of projects included documentation/archiving activities (46%) and almost a third included language and culture

³⁵ Data for 2013-14 is not reported as it was incomplete because final reports were not available for all funded projects.

camps (31%). Language nests and master-apprentice activities were reported in 13% and 9% of projects, respectively.

The results of the survey suggest that the roll-up of project activities by the program may be restrictive as the staff only capture one project activity type for each project. As a result, there may be an underreporting of project activities. Nevertheless, among the project recipients and third party delivery organizations, the analysis of the results of the administrative data aligns with survey results. The development of resource materials and language instruction classes were the most frequently reported activities. Language nests and master-apprentice activities were reported the least frequently.

More specifically, funding recipients who responded to the survey identified the results of ALI funding on their project. As shown in Table 9 the most frequently mentioned results were:

- Documenting Aboriginal language(s) through recording, archiving and transcribing language speakers (67%)
- Providing language instruction (classes) for youth/children (61%) and adults (61%); and
- Developing materials to increase Aboriginal language use and proficiency (59%).

Table 9: Results of ALI Funding

What have been the results of ALI funding on your project(s) related to revitalization and preservation of Aboriginal languages?	%	n
Document Aboriginal language(s) through recording, archiving and transcribing language speakers	67%	36
Provide language instruction (classes) for youth/children	61%	33
Provide language instruction (classes) for adults	61%	33
Develop materials to increase Aboriginal language use and proficiency	59%	32
Hire language teachers/coordinators/Elders to provide language instruction for community members	52%	28
Develop mechanisms for digital tools to share information, materials and other resources among Aboriginal languages group	30%	16
Organize pre-school language nest cultural immersion programs for children 0-5 years	20%	11
Organize and host language and cultural immersion camps	20%	11
Develop programs for training Aboriginal language teachers and resource people in the community	20%	11
Develop systems for facilitating communications in Aboriginal languages	17%	9
Hold master-apprentice programs between masters and apprentice language learners	13%	7
<i>Source: ALI Evaluation Survey of Funded Applicants</i>		

In terms of the use of materials, most of the funding recipients who responded to the survey (88%) strongly agreed (72.5%) or somewhat agreed (15.7%) that materials disseminated by their organization that incorporated Aboriginal languages and cultures had been used by Aboriginal peoples.

Interview respondents from PCH and third party organizations were also asked to comment on the extent to which Aboriginal individuals and groups are engaged in activities that

strengthen Aboriginal languages and cultures. PCH respondents were more positive in their assessment than third party organizations with an average score (on a 5-point scale of effectiveness) of 4.5 versus 2.8.

90% of funding recipient who responded to the survey strongly agreed (74.5%) or somewhat agreed (15.7%) that, as a result of their organization’s ALI project(s), Aboriginal individuals and groups have been engaged in activities that strengthen their languages and cultures. Also, when asked about the extent to which ALI has strengthened the language and culture of participants, 92% of respondents strongly agreed (70.6%) or somewhat agreed (21.6%) that it had.

Embracing and Sharing Aboriginal Languages

The extent to which ALI contributed to Aboriginal peoples embracing and sharing their languages and cultures with other Canadians was measured by three indicators:

- Language understanding and acquisition;
- Where and how languages are being shared, learned and spoken; and
- Engagement of project participants as evidenced by embracing and sharing their language, culture and identity within their community.

Language Understanding and Acquisition

Data pertaining to the acquisition of language skills is only available for 2012-13 and 2013-14. After participating in an ALI-funded project (as applicable), project participants are asked to rate their Aboriginal language skills before their participation (pre) and after their participation (post). They are given four possible skill levels from which to choose: none, novice, intermediate and advanced.

Table 10 illustrates the percent of participants self-reporting in each of these levels pre and post participation in an ALI project. The data show that the number of “none” and “novice” speakers have decreased whereas the number of “intermediate” and “advanced” speakers have increased. This suggests that participants in ALI projects have increased their ability to, if not speak an Aboriginal language, at least better understand it and have some level of knowledge of the language.

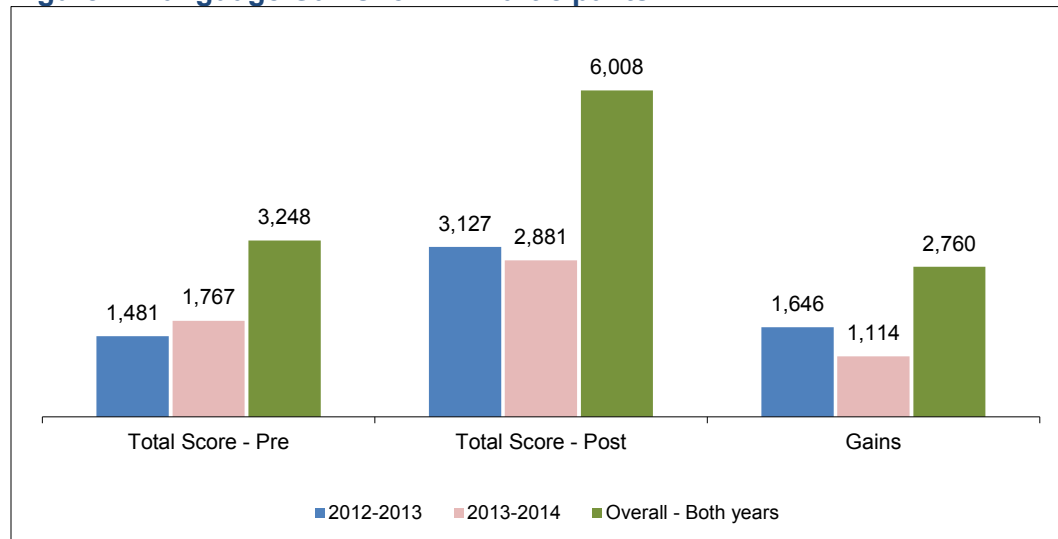
Table 10: Pre and Post ALI Participant Language Abilities

Year	Project	None	Novice	Intermediate	Advanced	Total
2012-2013	Start	1,358	1,088	247	259	2,952
	End	54	1,545	658	180	2,437
2013-2014	Start	1,295	920	163	192	2,570
	End	423	605	1,180	264	2,472
Total (both years)	Start	2,653	2,008	410	451	5,522
	End	477	2,150	1,838	444	4,909

Source: ALI Administrative data: program results, 2012-13 and 2013-14

To better understand the number of speakers who have moved from one level to another, a numeric score was assigned to each level (e.g., none = 0, novice = 1 and so on). Figure 2 presents the results of this analysis and shows that language gains have been seen in each year data were collected. Gains were slightly higher in 2012-13³⁶.

Figure 2: Language Gains for ALI Participants



Source: ALI Administrative data: program results, 2012-13 and 2013-14

Evidence from survey respondents confirms these findings. Many funding recipient survey respondents (71%) reported that the number of Aboriginal peoples speaking an Aboriginal language had increased as a result of their organization’s ALI project(s).

Where and How Languages are Being Shared, Learned and Spoken

According to survey respondents, their activities were delivered in a variety of settings including community centres (70%), workplaces (37%), and homes (23%). A few organizations had also delivered activities in school settings (14%).³⁷ Two thirds (65%) of funding recipients surveyed indicated that settings in which Aboriginal languages are spoken (such as school, home, work) had expanded as a result of their organization’s ALI project(s).

Of the funding recipients who responded to the survey, 80% indicated that their ALI-funded project(s) had a transfer of knowledge component from one generation to another. Interactions between Elders and community members came in many forms from recording and distributing languages using new media to direct language instruction and more participatory means. Some innovative transfer of knowledge activities reported by survey respondents included:

³⁶ The total number of cases is almost twice as high in 2013-14. It is difficult to know why this is the case, but it could be that more projects with language acquisition were undertaken, that projects had higher participation rates or that project proponents were more successful in collecting data from participants.

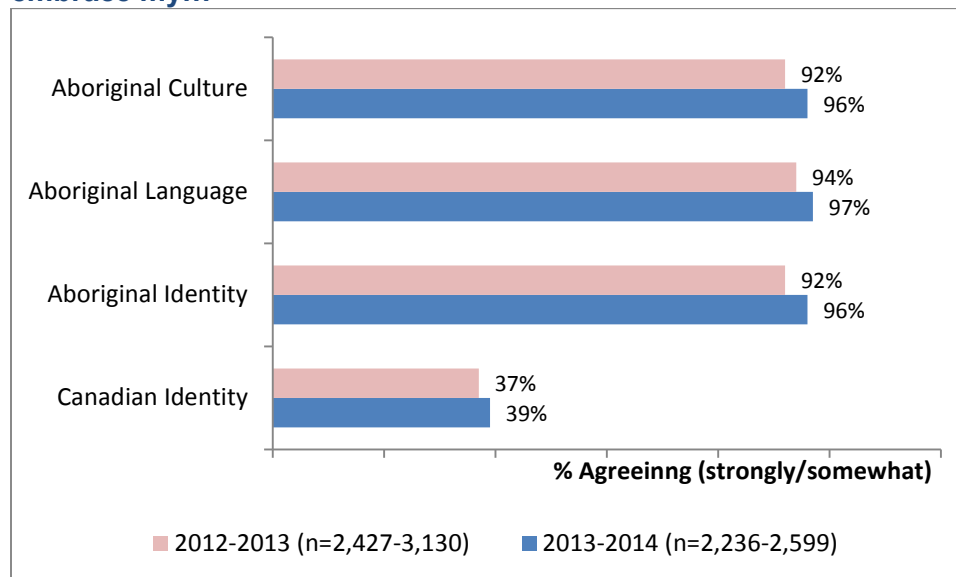
³⁷ While language activities occur in school settings, they are extracurricular.

- Elders teaching traditional skills such as moose hunting, basket making, snowshoe construction, tepee building, traditional medicine collection, traditional medicine preparation, traditional crafts, eel spearing, eel skinning, and moose hide tanning to members of the community;
- Day-care children going on field trips to visit “Grandmothers” and being exposed to the language through play;
- Partnering youths and Elders for an intergenerational transfer of knowledge where Elders taught language and storytelling to youths who in turn taught the Elders how to use the iPad; and
- Producing a DVD with Elders as animated characters teaching the language.

Embracing Aboriginal Culture, Language and Identity

In the last two years of the initiative, data have been collected on the extent to which ALI project participants have embraced their Aboriginal culture, language and identity as a result of their participation in the project. As shown by Figure 3, the results are positive with respect to each of these dimensions, with over 90% of participants in both 2012-13 and 2013-14 reporting that their participation in an ALI project helped them to embrace their Aboriginal culture, language and identity. Participants also reported whether participation in the ALI project had helped them embrace their Canadian identity. Results were more muted with 37% (n=906) of participants agreeing this had occurred in 2012-13 and 39% (n=865) agreeing it had occurred in 2013-14.

Figure 3: ALI Project Participants Agreeing: “My participation in this project helped me to embrace my...”

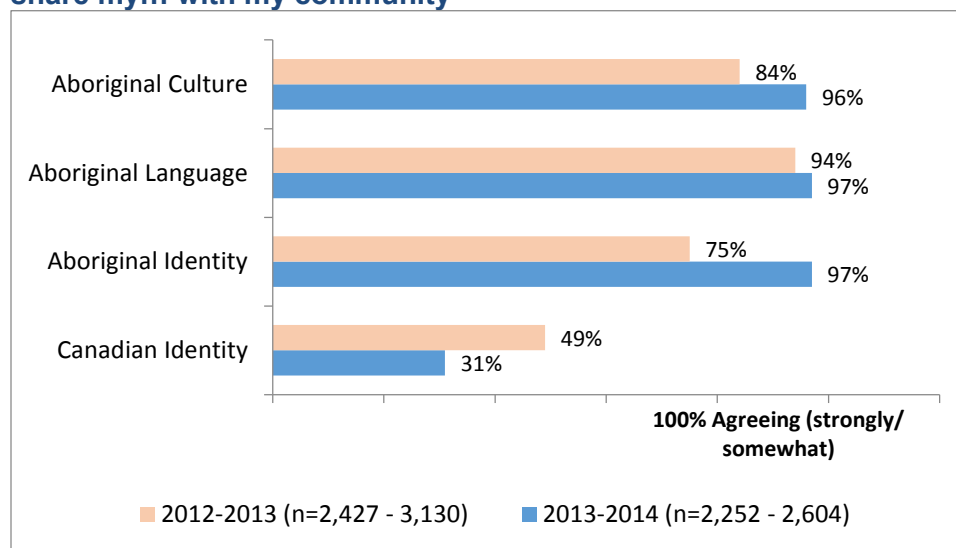


Source: ALI Administrative data: program results, 2012-13 and 2013-14

Similarly, the final reports also capture the extent to which ALI project participants have shared their Aboriginal culture, language and identity among their community as a result of their participation in the project. Figure 4 presents these findings. Generally, the evidence

from 2012-13 suggests that participants shared their Aboriginal language to a greater extent than sharing their Aboriginal culture or identity. However, the data suggest that the nature of sharing was more equal among these three aspects in 2013-14.

Figure 4: ALI Project Participants Agreeing: “My participation in this project helped me to share my... with my community”



Source: ALI Administrative data: program results, 2012-13 and 2013-14

Participants also reported whether participation in the ALI project had helped them share their Canadian identity. As with the results for embracing their Canadian identity, fewer participants agreed this had occurred in both years, with 49% (n=1,246) agreeing in 2012-13 and 31% (n=704) agreeing it had occurred in 2013-14.

The results from the survey support the self-reported data. Three quarters (84%) of funding recipients who responded to the survey either somewhat agreed (43.3%) or strongly agreed (41.3%) that the participants of their organization’s ALI project(s) are embracing and sharing their language, culture and identity with other Canadians.

The survey also asked funding recipients if participants in their projects had become more engaged in their communities as a result to participation in their ALI-funded project. Three quarters (75%) of funding recipients who responded to the survey either somewhat agreed (37.3%) or strongly agreed (37.3%) that the participants of their organization’s ALI project(s) have become more engaged in their community.

Unintended Outcomes

There was one commonly cited unintended outcome that was mentioned by survey respondents and interviewees alike: that some ALI-funded projects saw successes well beyond the expected scope, with neighbouring communities and post-secondary institutions taking up the ideas/materials started in communities with ALI funds.

While there was evidence of the up-take of resources developed through ALI-funded projects, the program does not collect data on that the extent that project-funded materials, tools, resources, etc., are being systematically shared outside the funded community, nor does APP currently play an active role in sharing the products generated by funded projects. While this is not an indicator of success for ALI, this kind of sharing is nevertheless a best practice in terms of achieving broader and longer-term outcomes. The concept of formalizing the sharing of ALI-funded resources was raised by key informants, including PCH, third party organizations, and experts, when asked to comment on needs, success and efficiency.

In terms of other unintended outcomes, while a few other positive and negative outcomes were suggested, there was no consensus in the responses. Below we present a few examples of positive unintended outcomes cited by survey respondents or interview respondents:

- Increased awareness of our organization;
- Healing of Elders;
- Developed new partnerships; and
- Development of a language plan.

One example of a negative unintended outcome is that conflicts within the community occurred regarding the concepts of language and culture and how the ALI funding should be spent to best meet the needs of the community.

Success Factors and Barriers to Successful Project Implementation

Interview respondents were asked to suggest factors that contribute to the successful implementation of a project. The most commonly cited success factors included:

- Parental support/community leadership (n=3 respondents from PCH, OGDs);
- Projects with engagement/participation of community members/youth (n=3 respondents from PCH, OGDs, provinces/territories);
- Project is part of language strategy (n=2 PCH respondents);
- Ability to secure other sources of funding/in-kind support (n=2 PCH respondents); and
- Community infrastructure in place (n=2 respondents from PCH, third party organizations).

Similarly, interview respondents were asked to suggest barriers to the successful implementation of projects. Barriers included:

- Lack of funding/do not receive full amount of ALI funds requested (n=6 respondents from PCH, third party organizations, OGDs).
- Delay in receiving ALI funding (n=5 respondents from PCH, third party organizations);
- Continuity of management and staff of recipient organizations (because the proposal was written by someone other than the person implementing the project, or the project implementation deviates from the proposal, lack of educators/Elders/leaders, or the organization does not have capacity) (n=4 PCH respondents); and
- Lack of interest among community members (n=2 PCH respondents).

Strengths and Weaknesses of ALI's Design and Delivery

While most survey respondents (84%) expressed overall satisfaction with the initiative they, as well as key informants, did highlight a number of areas of strength and weakness of ALI's current design and delivery which may have an impact on ALI's effectiveness and efficiency.

Survey respondents were asked to rate their satisfaction with the following dimensions of design and delivery:

- Availability of information and services;
 - Services provided by staff;
 - Availability of information; and
 - Availability of services in the official language of choice.

- Application and review process
 - Clarity of application guidelines;
 - Eligibility criteria and standards;
 - Overall application submission process;
 - Feedback on the application;
 - Transparency of the review process; and
 - Timeliness of notification of funding approval.

Interview key informants were asked to rate the effectiveness of the initiative on similar dimensions of design and delivery.

Information and Services Provided to Applicants

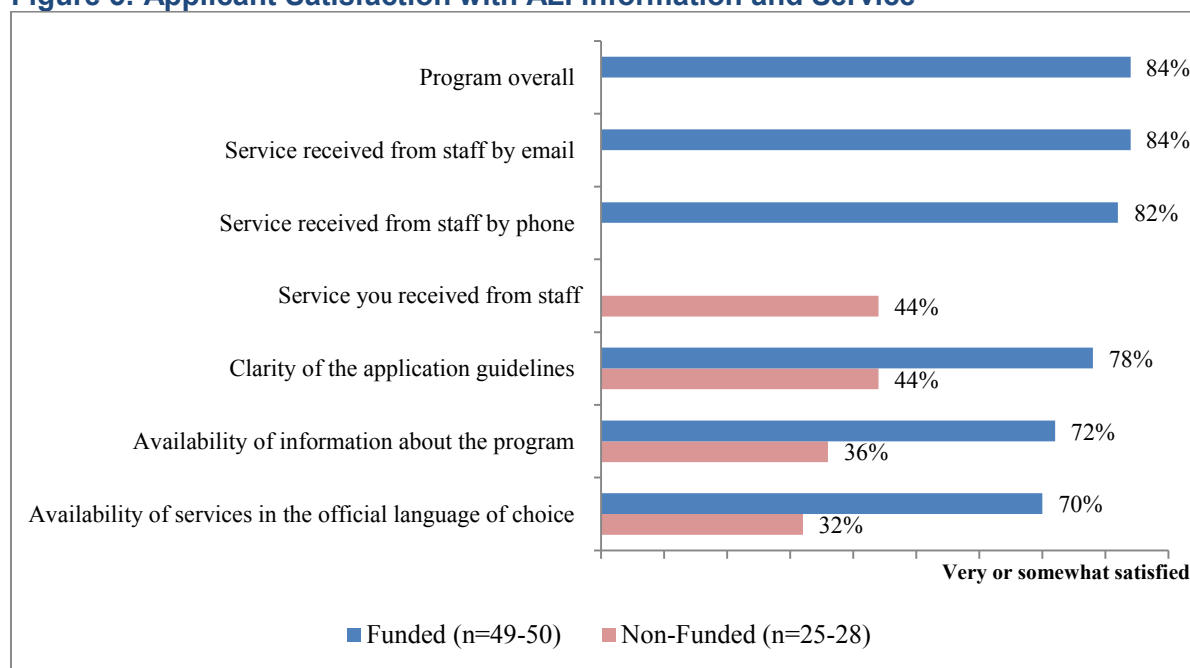
PCH and third party delivery organizations support Aboriginal organizations to apply for funding through templates and other guidance. Information about ALI is available on the website, from calls for proposal (which recently have included information about the priority activities that will be funded) and via in-person training sessions offered by APP program officers. The websites for APP and ALI include information on objectives, eligible recipients, eligible activities and ineligible expenditures. Between 2009-10 and 2013-14, PCH issued five calls for proposal for ALI, which are posted on the APP website annually and also sent out by mail to all past applicants.

Usually two to three in-person training sessions are offered per year in different locations across Canada to provide assistance on the development of project proposals. The third party delivery organization also provides information sessions to potential applicants via webinar. In all, nine training sessions were offered across Canada by APP between April 2011 and November 2013. The total number of participants at seven sessions was 101. Participation data was not available for the other two sessions.

In addition to the in-person sessions offered by PCH, various guidance documents have been produced to assist with the development of proposals and the eventual reporting of results, including presentations, webinars, templates, forms and contribution agreements.

Survey respondents were asked to rate their satisfaction pertaining to the information and services from PCH or third party delivery organization, as applicable. Figure 5 presents the results. Overall, funding recipients were much more satisfied than non-funded applicants. The highest rated aspects were the interactions with staff and clarity of the application guidelines. The aspects that received the lowest satisfaction, although still high especially among funded applicants, were the available information about the initiative, where 10% of funded and 29% of unfunded recipients were dissatisfied, and the availability of services in the official language of their choice, where 6% of funded and 35% of unfunded were dissatisfied and 10% of funded and 14% of unfunded indicated not applicable. No insights were provided by survey respondents as to why these dimensions were rated lower.

Figure 5: Applicant Satisfaction with ALI Information and Service



Source: ALI Evaluation Survey of Funded and Non-Funded Applicants

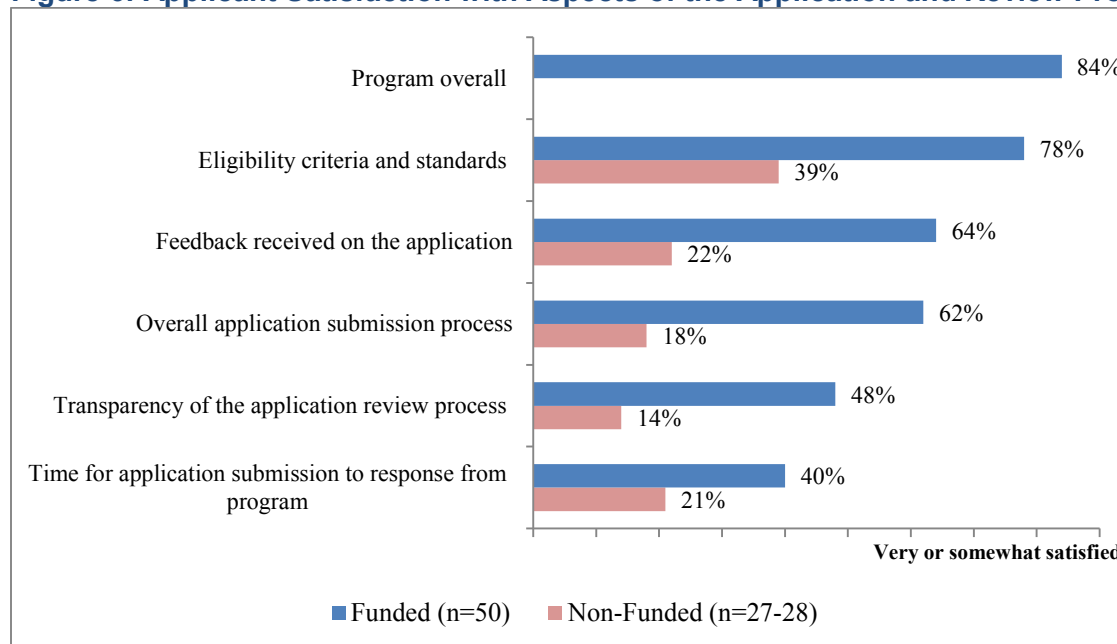
PCH and third party key informants rated the effectiveness of the communications about the initiative high. The average scores (on a 5-point scale) were 4.3 for PCH respondents (based on 5 responses) and 3.7 for third party organizations (based on 3 responses). As well, communications and orientation to communities were highlighted a strength by a few PCH respondents.

Application and Review Processes

Survey respondents were also asked to comment on aspects of the application and review process (see Figure 6). Funding recipients were much more satisfied than non-funded applicants. The highest rated other aspect of delivery was the eligibility criteria and

standards. The next highest rated aspects were feedback received on the application and the overall application submission process. The time from application submission to response from the initiative was the lowest rated aspect of delivery among funding recipients, although non-funded applicants were less negative about this aspect than some others.

Figure 6: Applicant Satisfaction with Aspects of the Application and Review Process



Source: ALI Evaluation Survey of Funded and Non-Funded Applicants

When PCH and third party organizations interview respondents were asked about similar aspects of the delivery process, average scores varied considerably between aspects and respondent type. Highest rated was the eligibility criteria, which received an average score of 4.0 from PCH respondents (based on 5 responses) and 4.3 from third party organization respondents (based on 3 responses), followed by the call for proposal process with an average score of 4.4 for PCH and 2.3 for third party organizations. The review and approval process, however, received the lowest average scores from both respondent types, although third party organizations were more negative: average scores were 3.1 and 2 for PCH respondents and third party organizations, respectively. When asked about what aspects of delivery need to be improved, the review process was frequently highlighted and described as being too long resulting in delays in issuing funding and/or too heavy with too many reviews and approvals.

APP has services standards for the timely delivery of the acknowledgement of receipt, funding decision and payment processes. With respect to notifying the applicant of the funding decision the goal of the APP, including ALI, is to issue official written notification of the funding decision within the 30 weeks (i.e. 210 days) following the deadline for application to the specific programming element of the APP.³⁸

³⁸ Canadian Heritage. Service Standards for the Aboriginal Peoples' Program. <http://www.pch.gc.ca/eng/1270039609241/1305897413896>

Figure 7 below, presents the average time in days between application deadline date and decision date between 2010-11 and 2013-14. Although funding decisions have been improving for approved projects over time, from 286 days in 2010-11 to 244 in 2013-14, the service standard is still not being met for all applications.

Figure 7: Average Time between Application Deadline Date and Decision Date - 2010-11 to 2013-14

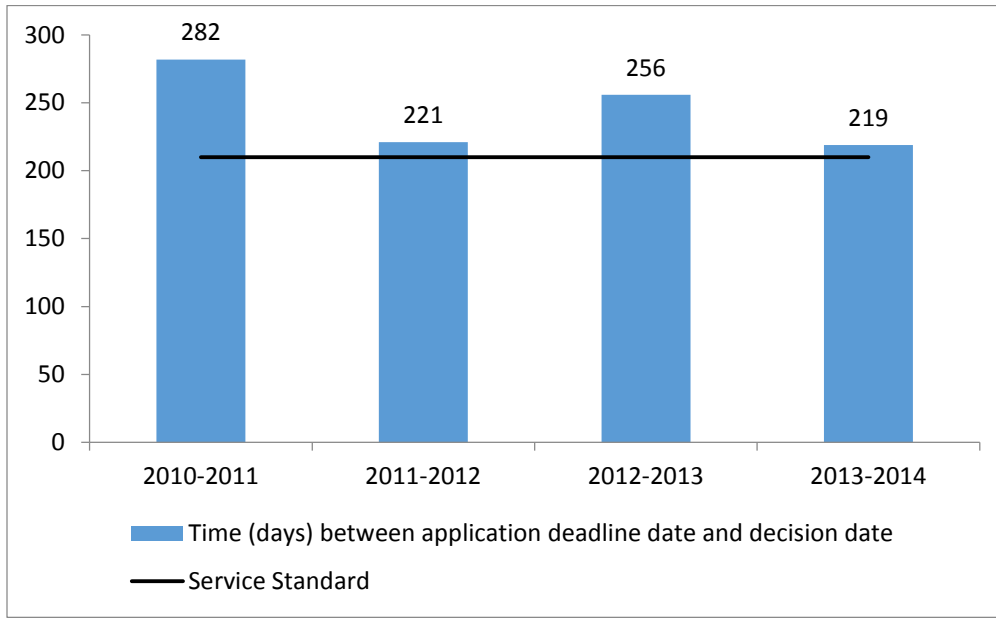
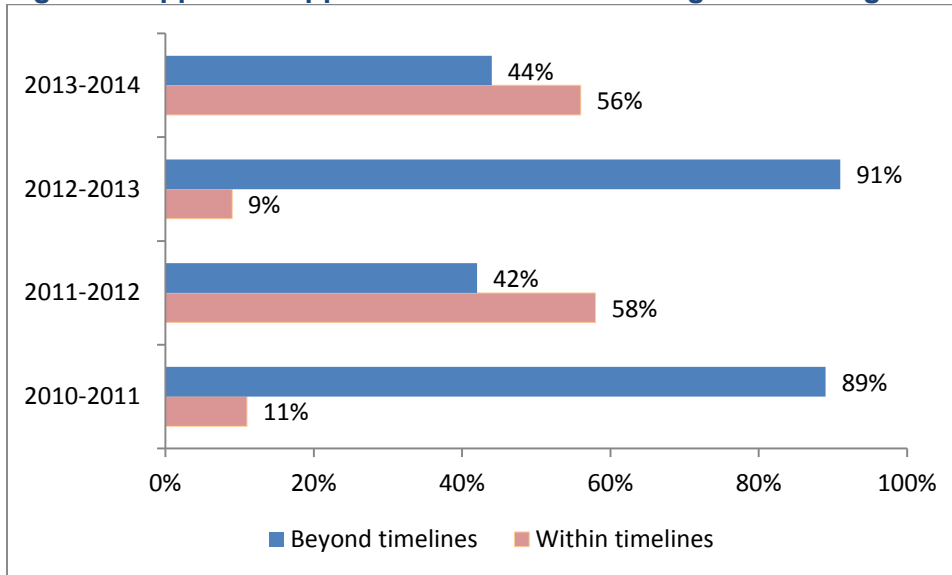


Figure 8, below illustrates the percentage of approved applications that have met or not met the service standard in each of the years covered by the evaluation. As illustrated, 56% of approved applications met the 210 day standard in 2013-14.

Figure 8: Approved Applications: Percent Meeting/Not Meeting the Service Standard



Further analysis of approved applications in 2013-14 indicates that decisions were made on 65% of ALI applications within 212 days of the application deadline date.

5.2. Core Issue 5: Demonstration of Efficiency and Economy

To what extent is ALI delivered efficiently?

KEY FINDINGS

ALI's administration costs have been decreasing since its high of 20.2% in 2011-12. In 2013-14, the administration cost for ALI was 15.5%. Considering that PCH received almost 300 applications in both 2011-12 and 2013-14, ALI appears to have improved the efficiency of its application review process over the last few years. Further efficiencies are anticipated as a result of measures introduced in 2014-15, as well as through participation in the PCH Grants and Contributions Modernization Initiative.

The average cost per project funded by ALI between 2009-10 and 2013-14 was \$40,793. The average cost per participant was \$826 for the period 2009-to 2012-13. Year over year costs per project and participant varied considerably.

ALI has lapsed Gs&Cs funding in each of the years of the evaluation. The total lapse over the 5 year period of the evaluation was \$4.9 million (or 21% of the Gs&Cs budget). The lapse has been decreasing since the high observed in 2011-12. The lapse in 2013-14 was \$0.9 million (19% of the Gs&Cs budget for that year). Two main reasons for this lapse include: some projects recommended by the initiative do not get approved for funding; and project recipients are not able to spend their entire project budget because projects are approved and funding is issued too late in the fiscal year.

The evidence does not suggest that there is another more economical alternative to ALI that would achieve the same results.

All lines of evidence confirmed strong support for multi-year funding. Multi-year funding offers opportunities to realize greater operational efficiency for PCH, while providing greater financial stability and enabling funding recipients to better plan and implement their projects.

The *TBS Policy on Evaluation* (2009) defines the demonstration of economy and efficiency as an assessment of resource utilization in relation to the production of outputs and progress towards expected outcomes. This assessment of economy and efficiency is based on the assumption that the program has a standardized performance measurement system and that financial systems use activity-based costing. Given the lack of departmental financial data on program outputs and outcomes, and the fact the integration of ALI's budget with the

AAP budget³⁹ this evaluation could not conduct an assessment of resource utilization with regards to the production of outputs and expected outcomes.

The following section summarizes evaluation findings related to the efficiency and economy of ALI.

Planned Versus Actual Expenditures

The evaluation was unable to undertake a comparison of ALI’s actual expenditures against its budget since ALI’s budget is integrated with the AAP budget. ALI reference levels for Vote 1 were not adjusted to reflect that with the transition to a PCH delivery model, delivery has been largely assumed by PCH personnel rather than by third parties, except in BC. Thus, the ALI Vote 1 reference level is inadequate to cover the level of effort required by the department to deliver the initiative and funds have been redirected from other programs within the Branch to ensure that ALI can meet the requirements associated with issuing calls for proposal, reviewing and recommending applications and monitoring projects.

PCH Administration Costs to Deliver ALI

The actual administration costs incurred by PCH for the management and delivery of ALI totaled approximately \$3,525,252 from 2009-10 to 2013-14 which represents 15.9% of ALI expenditures for the period. As shown by Table 11, over the period of the evaluation, the PCH administration costs as a proportion of total initiative expenditures have been decreasing from the high observed in 2011-12. For 2013-14, the administration costs were 15.5%. The highest (20.2%) occurred in 2011-12 and the lowest (13.3%) in 2009-10. PCH’s Gs&Cs (or Vote 5) include funds used for administrative purposes by third party delivery organizations.

Table 11: PCH Administrative Costs 2009-10 to 2013-14

	2009-10	2010-11	2011-12	2012-13	2013-14	Total
A. Salaries & O&M	641,542	601,756	821,161	758,530	702,263	3,525,252
B. Gs&Cs	4,198,352	3,850,064	3,249,338	3,465,944	3,820,613	18,584,311
C.Total	4,839,894	4,451,820	4,070,499	4,224,474	4,522,876	22,109,563
Ratio (A/C*100)	13.3%	13.5%	20.2%	18.0%	15.5%	15.9%

2011-12 had a large number of applications (282) and it was also the year with higher administrative costs. The high number of applications was a result of the shift to the PCH delivery model from third party delivery. The decision to modify the delivery method resulted in more files requiring assessment and an increase in the workload within the Directorate during the transition period.

³⁹ An analysis of the economy and efficiency of APP, including ALI, will be conducted as part of the 2014-15 evaluation of APP.

The following year had fewer applications (128) and also saw a decrease in the administrative cost at 18%. In 2013-14 there was a large volume of applications similar to 2011-12 at 276 but the administrative costs were lower, at 15.5%. This would suggest that the initiative has improved the efficiency of its application review process over the last few years. This observation was confirmed by PCH interview respondents who indicated that many changes have been made to PCH application processes including new templates, training for officers and other improvements to streamline the process. The ALI staff introduced additional measures to improve program efficiency including refined processes, new review and reporting templates, and a new organizational structure and reporting lines. The introduction of the PCH Grants and Contributions Modernization Initiative will allow further efficiencies as it will simplify, standardize and streamline grants and contributions processes.

FPHLCC Administration costs

As shown in Table 12, taking only the third party delivery organization (FPHLCC)’s administration costs, the average over the 5 year period was 12.9%. The maximum allowable under the contribution agreement signed with PCH is 15%. Considering the two most recent years of the initiative, FPHLCC’s administration costs were 13.5% in 2012-13 and 12.3% in 2013-14.

Table 12: FPHLCC Administrative Costs - 2009-10 to 2013-14

Delivery Organization/ Year	Administration Costs (\$)	Funding to Recipients (\$)	% Administration Costs to Total Budget
<i>FPHLCC</i>			
2009-10	23,747	208,723	10.2%
2010-11	35,250	168,330	17.3%
2011-12	100,190	693,581	12.6%
2012-13	112,990	720,960	13.5%
2013-14	97,964	699,233	12.3%
Total	370,141	2,490,827	12.9%
Note that funding to recipients for third party delivery organizations and PCH removes the administrative costs for third party delivery organizations'			

Average Cost per Project and per Participant

Taking the total ALI expenditures over the 5 year period (\$22,109,563) and the total number of projects supported with ALI funds (n=542), the average cost per project was \$40,793.

Excluding 2013-14 and taking the total ALI expenditures for 2009-10 to 2012-13 (\$17,586,687) and the total number of participants (using 21,281), the total cost per participant was \$826.

Year to year, the cost per project and participant has varied considerably. For the cost per project, the amount has fluctuated from a high of \$59,500 in 2012-13 to a low of \$27,344 in

2009-10. The cost per participant saw a high of \$10,820 in 2013-14 and a low of \$464 in 2010-11. See Table 13 for these figures.

Table 13: Cost per Project and per Participant

	# Projects ^a	# Participants	Total expenditures	Cost per Project	Cost per Participant
2009-10	177	1,212	\$4,839,894	\$27,344	\$3,993
2010-11	136	9,605	\$4,451,820	\$32,734	\$464
2011-12	78	2,228	\$4,070,499	\$52,186	\$1,827
2012-13	71	8,236	\$4,224,474	\$59,500	\$513
2013-14	80	NA	\$4,522,876	\$56,536	NA
Total	542	-	\$22,109,563	\$40,793	-

Sources: ^a Since 2013-14 figures for the total number of applicants was not complete, the cost per participant cannot be calculated.
^b ALI financial information 2009-10 to 2013-14

Grants and Contributions expenditures

When considering ALI’s Gs&Cs budget, the initiative has lapsed funds in each of the 5 years considered by the evaluation. The total lapsed amount has been \$4.9 million over 5 years, accounting for 21% of the total Gs&Cs budget, with the largest lapse (\$1.4 million) incurred in 2011-12 and the smallest lapse (0.5 million) in 2009-10. The lapse has been decreasing since the high observed in 2011-12; it was \$1.2 million in 2012-13 and \$0.9 million in 2013-14. For 2013-14, the lapse accounted for 19% of the total Gs&Cs budget. Based on a preliminary⁴⁰ assessment of the 2014-15 Gs&Cs budget and expenditures, the amount of the lapse continues to decrease significantly.

When asked about reasons for the lapsing of Gs&Cs funds, a few PCH interview respondents explained that it is partly because some projects recommended by the initiative do not get approved for funding and APP has only recently introduced the concept of over committing funds to allow for a few projects not receiving approval.

Another reason for the lapse, according to a few PCH interview respondents, is that project recipients are unable to spend their entire project budget because projects are approved and funding is issued too late in the fiscal year and projects must be completed by the end of the fiscal year. Thus the delay in the funding decision not only affects the access to funding and implementation of the projects, but also the ability of PCH to fully spend its budget.

More Economical Alternatives

The evidence does not suggest that there is another more economical alternative to ALI that would achieve the same results. When asked about how the federal government could achieve the same results as ALI but at a lower cost, third party delivery was suggested by a few interviewees (n=4 respondents from PCH and third party organizations). However, a recent audit conducted of the APP applauded the initiative for having “substantially reduced

⁴⁰ Final expenditure figures for 2014-15 were not available at the time of the evaluation due to the timing of the program’s reporting requirements.

reliance on third-party delivery of transfer payments for the Aboriginal Languages Initiative (ALI)”⁴¹.

Further improving the tools, communication of tools/templates and additional streamlining of processes were suggested by a few respondents (n=3 respondents from PCH suggesting one or more of these). Finally, a few respondents felt that the sharing of materials developed with ALI funding would offer efficiencies (n=2 experts).

A few respondents felt that ALI was efficient already (n=2 respondents from third party organizations and experts).

Multi-year funding

All lines of evidence confirmed strong support for multi-year funding. The 2002 evaluation report mentioned the value of multi-year funding and this value was confirmed by all interviewees who were asked to comment and a large majority of funding recipients who responded to the survey.

The idea of offering multi-year funding for ALI projects has been around for over a decade. In fact, the 2002 evaluation report indicated that multi-year funding is required to properly address language needs in an efficient and systematic manner. The evaluation report indicated that projects would be able to plan accordingly and allow for great success, retention, and curriculum development. The 2008 APP evaluation report made mention of multi-year funding as a consideration for operational efficiency. Noting that multi-year funding has pros and cons, the report did not recommend this change to the funding approach.

Key informant interview respondents were also enthusiastic about introducing some degree of multi-year funding. Indeed, all respondents from PCH, third party organizations and experts were in favour of multi-year funding for ALI.

The majority (92%) of funding recipients who responded to the survey expressed their support for multi-year funding (i.e., up to three years).

The advantages of multi-year funding identified by survey respondents were also confirmed by interviewees:

- Financial and organization stability including continuity of staff which would lead to, in part, better participation rates in projects;
- The ability to plan strategically and design programs iteratively;
- Improved delivery of programs including full implementation of projects and ability to deliver projects over a longer timeframe; and
- Improved success and achievement of long-term impacts and outcomes.

⁴¹ PCH Audit and Assurance Services Directorate. “Aboriginal Peoples’ Program Audit Report” April 2014. Page iii.

Additional benefits of multi-year funding were mentioned by interview respondents. Many PCH respondents were of the view that there would be cost savings and efficiencies for both PCH and recipients. PCH respondents noted that multi-year funding would lead to less time spent by staff and recipients on the annual grants and contribution process to more time spent on strengthening the implementation, management, and reporting functions, as well as on identifying key gaps, best practices and on strengthening collaborative efforts to address those gaps. Some experts mentioned that there would be cost savings and efficiencies for applicants. However, PCH respondents noted that the current two year renewal cycle for ALI could present a challenge for the implementation of multi-year funding.

The one downside identified by some PCH respondents was that funding would be locked in for longer than one year, thus limiting access to subsequent applicants.

A few interview respondents offered suggestions for how multi-year funding could be successfully implemented, including having a mix of multi-year and single year projects, determined by risk-based criteria and guidelines around funding amounts (n=2 PCH respondents) and releasing funds based on the acceptance of quarterly or annual reports/work plans (n=3, including respondents from third party organizations and OGDs).

Another consideration raised by PCH respondents is that multi-year funding may not be feasible with a two year renewal cycle.

5.3. Other Evaluation Questions

Is the current performance measurement framework effective at capturing the results of ALI?

KEY FINDINGS

The performance measurement framework is generally effective at capturing most aspects of ALI's performance. AAP has improved its reporting and performance measurement, by introducing new reporting templates and a move to GCMI, a new computer system.

However, a review of the data found that there were many gaps/fields with missing information and inconsistent data has been collected over the years (e.g., the ranges for age).

Also, because only one type of project activity is being reported for each project, this information is being underreported and nuances related to how projects are carried out and their relationship to success is not possible to discern from the data.

Performance Measurement

The PMERS reviewed for the evaluation was dated 2011 and indicated that baseline/actual figures and targets were in development at the time although the recent audit of APP (2014) indicates that performance targets have recently been developed.

The descriptions for and definitions of success (i.e., logic model outcomes and indicators) are clear for the most part. A few PCH respondents (n=2) noted concerns with how success is defined for ALI and feel that Aboriginal communities should either be consulted to define success or be able to define success for their project. The evaluation team noted that the indicator associated with language acquisition might be a better fit under the intermediate outcome “Engaging Aboriginal individuals and groups in activities that strengthen Aboriginal languages and cultures through ALI.”

As ALI is an element of APP, there are no performance reports prepared for ALI specifically or for APP more broadly with the exception of the information contained in PCH’s annual Department Performance Report (DPR). In 2012-13 and 2013-14 years, the number of communities and projects funded by ALI (only the number of projects was available in the 2013-14 DPR), numbers of participants in Aboriginal language and cultural activities through APP (including but not limited to ALI) and the number of projects funded that incorporate Aboriginal languages and cultures and support leadership and community engagement (including but not limited to ALI) were reported.

The evaluation was able to respond to most questions relating to the achievement of outcomes. However, there are opportunities to improve the templates and reporting to have more reliable data. The evaluation found the following:

- There were gaps/fields with missing information where project proponents did not fully complete their final report.
- While qualitative data is being collected on the achievement of results, there was no rolled-up data or analysis of this data.
- Rolled-up data did not include the data associated with the First Nation communities funded through the third party organizations.
- With respect to the classification of the project activities (i.e., development of resource materials, language instruction/classes, etc.), while the 2014-15 template does indicate that proponents may check all that apply, the spreadsheets include only one possible response to the classification of the projects, thus under-reporting the different types of activities that have taken place with ALI funding. Also, the nuances related to how projects are carried out and their relationship to success is not possible to discern from the data.
- The spreadsheets did not include data by community (i.e., it was limited to project-based information) or by Aboriginal identity for the community (i.e., First Nation, Inuit or Métis). Data for these elements were obtained from the program separately.

In an effort to continually improve the ability of the initiative to report on its funding and associated results, APP introduced a new reporting template for ALI recipients. While it does seek for proponents to include the necessary information to respond to indicators in the PMERS and also seeks some additional qualitative evidence not sought before (such as success stories, issues/challenges in the delivery of the project), it does not rectify the issues noted above. Moreover, some of the PCH respondents interviewed (n=3) for the evaluation felt that more needs to be done with respect to receiving more qualitative data from project proponents.

6. Conclusions and Recommendations

6.1. Conclusions

Relevance

ALI remains relevant. There is a continued need for ALI to support the preservation and revitalization of Aboriginal languages. This need is driven by evidence of a continued trend of language depletion as a consequence of various factors including the Residential School legacy, urbanization, and decline in the number of Aboriginal language speakers, the influence of Western cultures, and the predominance of the English and French languages. Furthermore, outside of ALI, there are few other resources available to support the language revitalization and preservation needs of Aboriginal communities. The general consensus among those consulted for the evaluation is that the need for programming like ALI for revitalization and preservation of Aboriginal languages is so large that any programming that does exist is needed and therefore complementary.

To a certain extent, ALI has been responsive to the needs of Aboriginal communities. ALI can be considered responsive when considering its eligibility criteria which are broad and not particularly limiting in terms of the kinds of organizations that can apply and the nature of eligible projects. Further, the initiative can be considered responsive in that in the last five years, it has invested \$18.6 million for more than 550 projects encompassing over two thirds of 90 Aboriginal languages in Canada. However, only 28% of the applications received by ALI have been funded and three of the five most-funded languages are not endangered. As well, those consulted for the evaluation have concerns about ALI's responsiveness and ability to respond to the current and emerging needs of Aboriginal communities. ALI has not been able to meet the high demand for funding. The timing of the release of ALI funds was also mentioned as a reason why the initiative is not responsive. When the funding is released late in the fiscal year, recipients have a shorter timeframe (often less than 6 months) to implement and complete their project. This limits the nature and extent of activities they can deliver thus limiting their responsiveness to their community's needs.

ALI's objectives and activities align with Government of Canada priorities, specifically with the "vibrant *Canadian culture and heritage*" strategic outcome of the Social Affairs spending area of the Whole of Government framework as well as the Budget 2014, which indicated that the "Government of Canada will *continue to support efforts to preserve Aboriginal languages*." They also align with PCH's strategic outcome #2 – *Canadians share, express and appreciate their Canadian identity* and with two Departmental PCH priorities: *celebrating our history and heritage* and *investing in our communities*.

Although there is no legislated mandate for the federal government to preserve or revitalize Aboriginal languages, the Department's responsibilities to support Canadian identity and

values, cultural development and heritage suggest that there is a role for the federal government in the preservation and revitalization of Aboriginal languages.

Performance – Achieving Expected Outcomes

ALI is making progress toward the achievement of its expected immediate, intermediate and ultimate outcomes. In terms of its immediate outcome, “Aboriginal communities are able to access resources to deliver projects that incorporate Aboriginal languages and cultures through ALI,” the evaluation found that this outcome is being achieved. For example, over 550 projects have been funded over the 5 year period of the evaluation.

In terms of its intermediate outcome, “Aboriginal individuals and groups are engaged in activities that strengthen Aboriginal languages and cultures.” the evaluation found that progress has been made in achieving this outcome. An estimated 29,400 individuals have participated in ALI projects over the 5 year timeframe and 66% of projects are described as participatory or partly participatory. Funding recipients surveyed for the evaluation are enthusiastic about that extent to which Aboriginal individuals and groups have been engaged in activities that strengthen their languages and cultures (90% agreeing this has occurred) and the extent to which ALI has strengthened the language and culture of participants (92%).

Finally, in terms of its ultimate outcome, “ALI contributes to Aboriginal peoples embracing and sharing their cultures, languages and identity with other Canadians,” the evaluation found, based on data from the last two years of the evaluation time period, that this outcome is being achieved to a certain extent. ALI participants are increasing their language skills to at least some degree and the types of settings in which Aboriginal languages are spoken have expanded. A majority of participants indicated that they are embracing and sharing their Aboriginal culture, language and identity as a result of ALI. Most also reported that they are sharing their Aboriginal culture, language and identity with their community. However, less than 40% of project participants reported that participation in ALI projects helped them to embrace their Canadian identity and less than half reported sharing their Canadian identity with the community.

In terms of the delivery of the initiative, the evaluation found that the application process is generally effective, but there are issues related to the length of time it takes for projects to be approved and funding released. The evidence indicates that while ALI did not meet its 210 day standard for all applications in any of the five years covered by the evaluation, it has improved its performance in this area with 56% of applications approved within the 210 day standard in 2013-14. As well, the selection process (once applications are submitted) lacks transparency, with respect to the proposal review process. It should be noted, that as an initiative that is oversubscribed, not all projects can be funded.

While some ALI-funded projects saw successes beyond expectations, with neighboring communities and post-secondary institutions using their materials and information. APP currently does not have an active role in facilitating the sharing of project-funded materials, tools, resources, etc., outside the funded community. While this is not an indicator of

success for this initiative, this kind of sharing is nevertheless a best practice in terms of achieving broader and longer-term outcomes.

Performance – Efficiency and Economy

ALI's administration cost as a proportion of its total budget was 15.9% on average over the five years covered by the evaluation. The proportion has been decreasing over time since the initiative experienced a 20% proportion in 2011-12, associated with the shift to a PCH delivery model. When considering that PCH received almost 300 applications in both 2011-12 and 2013-14, it appears that ALI has improved the efficiency of its application review process considerably over the last few years. Additional efficiencies are expected to be gained through measures introduced in 2014-15, as well as through participation in the PCH GCMI.

Over the five year period of the evaluation, ALI lapsed \$4.9 million based on a Gs&Cs budget of \$23.5 million. This represents 21% of the total Gs&Cs budget for the initiative. The lapse has been decreasing since the high observed in 2011-12. The lapse was \$0.9 million in 2013-14, 19% of its Gs&Cs budget for that year. When one explores the reasons for the lapse, the issue of the delay in issuing funding resurfaces: project recipients are not able to spend their entire project budget because projects are approved too late in the fiscal year to be funded at the fully approved amount. As well, until recently, the initiative did not overcommit its funds based on recommended projects. As a result, when some projects recommended by the initiative did not get approved for funding that amount of funding lapsed.

Multi-year funding was explored as part of the evaluation. Strong support for multi-year funding was confirmed through all lines of evidence. The advantages of multi-year funding would include: improved delivery efficiency for PCH; greater stability for funding recipients; more strategic projects; improved delivery of programs by funding recipients; and improved ability to achieve expected outcomes on the part of projects and ALI. However, the current two year renewal cycle for ALI, may present challenges for the implementation of multi-year funding.

As well, the evaluation team observed that the indicator associated with language acquisition might be a better fit under the intermediate outcome "Engaging Aboriginal individuals and groups in activities that strengthen Aboriginal languages and cultures through ALI."

6.2. Recommendations and Management Response

The following three recommendations emerge from the evaluation findings:

Recommendation 1		
<p>Given ALI's limited budget and the complexity associated with Aboriginal language preservation and revitalization, the Assistant Deputy Minister of Citizenship, Heritage and Regions should consider assessing the feasibility of developing a language strategy with the goal of optimizing the impact of ALI funding in the longer term. This strategy could include, but is not limited to, implementing multi-year funding for a portion of the ALI budget.</p>		
Statement of Agreement /Disagreement		
<p>Management agrees with this recommendation.</p>		
Management Response		
<p>The Branch has begun exploratory work concerning a wider language strategy and will consult colleagues at AANDC to inform its work. Working with the Centre of Expertise, the Branch will examine the opportunities for implementation of multi-year funding for a portion of the ALI envelope and assess the possibility of optimizing impact through community-driven longer term language plans.</p>		
Deliverable(s)	Timelines	OPI
Proposed criteria that allows for recipients to access multi-year funding.	December 31, 2015	Director – AAD
Proposed guidelines to determine the allocation of the ALI budget set aside for multi-year funding.	December 31, 2015	Director - AAD
Assessment of the feasibility of developing a longer term language strategy.	March 31, 2016	Director - AAD
Recommendation 2		
<p>The Assistant Deputy Minister of Citizenship, Heritage and Regions should explore mechanisms to share materials, products, tools and other resources developed with ALI funding more broadly with other Aboriginal communities, stakeholders and the public. If possible, the sharing should also enable access to successes and lessons learned from the implementation of projects.</p>		

Statement of Agreement /Disagreement		
Management agrees with this recommendation.		
Management Response		
The Branch will explore innovative ways to share resources developed with ALI funding with other Aboriginal communities, stakeholders and the public, including successes and lessons learned.		
Deliverable(s)	Timelines	OPI
Development of options for the sharing of resources.	January 31, 2016	Director - AAD
Identify preferred option	March 31, 2016	Director - AAD

Recommendation 3		
<p>There are a number of opportunities to improve the application and proposal review process. In particular the Assistant Deputy Minister of Citizenship, Heritage and Regions should:</p> <ul style="list-style-type: none"> • Improve the timeliness of the decision to fund projects and release the funds for projects. The current 30 week service standard is long and is not being met for all applications. While APP has made efforts to improve the training and tools for program officers, it is recommended that the approval process, as well as tools used, be further examined and streamlined. • Take steps to increase the transparency of the proposal review process including the selection criteria used by APP program officers to assess and recommend projects. 		
Statement of Agreement /Disagreement		
Management agrees with this recommendation.		
Management Response		
<p>The current service standards are being reviewed. In 2014-15, decisions were made to improve service standards, assessment methods and the approval process for the 2015-16 intake. As well, the APP is participating in a departmental approach for the approval process.</p> <p>The Branch began streamlining processes and obtaining qualitative feedback from recipients in 2013-14. It will examine the application review process used to assess and recommend projects with a view of sharing this information with applicants.</p>		

Deliverable(s)	Timelines	OPI
Implementation of departmental service standards when advised by the Centre of Expertise.	April 31, 2015	Director – AAD
Sharing of the assessment criteria with applicants through the call letters and posting on the PCH website.	By the next call for proposals in the fall of 2015	Director - AAD

APPENDICES

APPENDIX A: EVALUATION MATRIX

Core Evaluation Issues	Evaluation Questions	Indicators	Data Sources	Methods of collection
Relevance				
Issue # 1: Continued need for program				
Assessment of the extent to which the program continues to address a demonstrable need and is responsive to the needs of Canadians	To what extent does ALI continue to address a demonstrable need?	<ul style="list-style-type: none"> • Current status of needs • Trends in the state of Aboriginal languages in Canada • Factors impacting the state of Aboriginal languages in Canada • Number of applicants and funded recipients by activity. Demographic profile of ALI including number of Aboriginal languages funded, number and type of funded activities, amount funded and other project related information 	<ul style="list-style-type: none"> • Current status of needs • Statistic Canada surveys and reports • Literature review conducted by AAD • Other literature such as UNESCO's Atlas of the World's Languages in Danger • PCH officials, representatives of other governments and past and current third party delivery organizations • Program documents • Administrative Data • Funded and non-funded recipients 	<ul style="list-style-type: none"> • Current status of needs • Literature review • Document review • Administrative data review • Survey of funded and non-funded recipients • Key informant interviews with PCH officials, representatives of AANDC , HC and PHAC, past and current third party delivery organizations
	To what extent is ALI responsive to the language needs of Aboriginal peoples?	<ul style="list-style-type: none"> • Extent to which ALI is responsive to the language needs of Aboriginal peoples. • Views of key informants and experts on the extent to which ALI is responsive of the needs of Aboriginal Peoples 	<ul style="list-style-type: none"> • Literature such as Statistics Canada surveys and reports • Program documentation, such as recipient project reports • PCH officials • Other federal, provincial/territorial 	<ul style="list-style-type: none"> • Key informant interviews with PCH officials, other federal, provincial/territorial representatives (ex. Health Canada, AANDC), past and current third party delivery

Core Evaluation Issues	Evaluation Questions	Indicators	Data Sources	Methods of collection
			representatives (ex. Health Canada, AANDC) <ul style="list-style-type: none"> • Past and current third party organizations • ALI funded recipients • Experts 	organizations and experts <ul style="list-style-type: none"> • Document review • Survey of funded recipients • Literature review
Issue # 2: Alignment with government and department priorities				
Assessment of the linkages between program objectives and (i) federal government priorities and (ii) departmental strategic outcomes	To what extent is ALI aligned with PCH strategic priorities and federal government priorities?	<ul style="list-style-type: none"> • Extent to which the ALI is aligned with PCH strategic priorities • Extent to which the ALI is aligned with federal government priorities 	<ul style="list-style-type: none"> • Reports on Plan and priorities Departmental • Performance reports, federal budgets • Treasury Board submissions • Speeches from the Throne • PCH officials • Other federal, provincial/territorial representatives (ex. Health Canada, AANDC) 	<ul style="list-style-type: none"> • Literature review • Document review • Key informant interviews with PCH officials and other federal, provincial/territorial representatives (ex. Health Canada, AANDC)
Issue # 3: Alignment with federal and department roles and responsibilities				
Assessment of the role and responsibilities for the federal government in delivering the program	To what extent is ALI aligned with federal roles and responsibilities?	<ul style="list-style-type: none"> • Extent to which ALI is aligned with federal roles and responsibilities. 	<ul style="list-style-type: none"> • Program documentation • Government planning documents • PCH officials • Representatives of other federal, provincial/territorial representatives (ex. Health Canada, AANDC) 	<ul style="list-style-type: none"> • Document review • Key informant interviews with PCH officials and representatives of other federal, provincial/territorial representatives (e.g., Health Canada, AANDC), experts

Core Evaluation Issues	Evaluation Questions	Indicators	Data Sources	Methods of collection
			<ul style="list-style-type: none"> Experts 	<ul style="list-style-type: none"> Literature review
	To what extent ALI duplicates, overlaps or complements other Aboriginal language programs in Canada?	<ul style="list-style-type: none"> The extent to which ALI duplicates, overlaps or complements Aboriginal programs with a language component Comparisons with other Aboriginal programs with a language component at the federal and provincial/territorial level (Health Canada, AANDC , PHAC) 	<ul style="list-style-type: none"> Program documents PCH officials, representatives of other federal/provincial/territorial governments, current third party delivery organization, experts Literature, federal, provincial/territorial related websites 	<ul style="list-style-type: none"> Key informant interviews with PCH officials, representatives of other federal/provincial/territorial governments and experts Document review Literature review
Performance (effectiveness, efficiency and economy)				
Issue # 4: Achievement of expected outcomes				
Assessment of progress toward expected outcomes (incl. immediate, intermediate and ultimate outcomes) with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes.	<p><i>Immediate Outcome</i></p> <p>To what extent have Aboriginal communities been able to access resources to deliver projects that incorporate Aboriginal languages and cultures through ALI?</p>	<p><i>Guidance documents</i></p> <ul style="list-style-type: none"> Number of guidance documents produced and distributed Stakeholder assessment of usefulness and completeness of guidance documents <p><i>Information sessions</i></p> <ul style="list-style-type: none"> Number of information sessions delivered Number of enquiries from recipients Number and type of participants Clients feedback on information sessions 	<ul style="list-style-type: none"> Administrative Data (Application and final reports date from third party and funded recipient) Program documents (Guidance documents, communication products, information sessions and other documents) PCH officials Past and current third party delivery organizations Funded recipients Experts 	<ul style="list-style-type: none"> Administrative data review Document review Key Informant Interviews with PCH officials, past and current third party organizations, experts Survey of funded recipients

Core Evaluation Issues	Evaluation Questions	Indicators	Data Sources	Methods of collection
		<p><i>Third party delivery organizations</i></p> <ul style="list-style-type: none"> • Number and dollar value of Contribution agreements with third party delivery organizations • Number of funded recipients through third party delivery organizations • Number of funded recipients through PCH <p><i>Communication/outreach document available to potential applicants</i></p> <ul style="list-style-type: none"> • Number of call letters sent out • Information available on the PCH Internet site • Aboriginal information 800-line <p><i>Applicants, recipients & projects</i></p> <ul style="list-style-type: none"> • Success factors and barriers for the accessibility of projects that incorporate Aboriginal languages and cultures 		
	<p><i>Intermediate Outcome</i></p> <p>To what extent are Aboriginal individuals and groups engaged in activities that</p>	<ul style="list-style-type: none"> • Demographic profile of ALI participants (number, gender, age and Aboriginal identity) • Extent to which project participants report that their 	<ul style="list-style-type: none"> • Administrative Data (application and final reports date from third party and funded recipient) 	<ul style="list-style-type: none"> • Administrative data • Key informant interviews with PCH officials, past and current third party

Core Evaluation Issues	Evaluation Questions	Indicators	Data Sources	Methods of collection
	strengthen Aboriginal languages and cultures through ALI?	<p>language and culture is strengthened as a result of ALI</p> <ul style="list-style-type: none"> • Success factors and barriers for the implementation of projects that incorporate Aboriginal languages and cultures • Extent to which material disseminated, incorporating Aboriginal languages and cultures is used by Aboriginal people 	<ul style="list-style-type: none"> • Program documents (Guidance documents, communication products, information sessions and other information) • PCH officials • Past and current third party delivery organizations • Funded recipients • Program documents • Experts 	<p>delivery organizations, experts</p> <ul style="list-style-type: none"> • Document review • Survey of funded recipients
	<p><i>Final Outcomes</i></p> <p>To what extent did ALI contribute to Aboriginal peoples embracing and sharing their languages and cultures with other Canadians?</p>	<ul style="list-style-type: none"> • Number of Aboriginal peoples that report speaking a native language pre and post ALI projects • Evidence of increasing level of understanding among Aboriginal language speakers • Evidence of expanding domains in which Aboriginal languages are spoken (school, home, work, etc.) • Evidence of intergenerational transmission of Aboriginal languages • Evidence of projects who supports early language learning by children and youth outside of the educational setting • Extent to which participants report that they are more 	<ul style="list-style-type: none"> • Administrative Data (applications and final reports date from third party and funded recipient) • Program documents (Guidance documents, outreach products, information sessions and others) • PCH officials • Past and current third party delivery organizations • Funded recipients • Project reports • Experts 	<ul style="list-style-type: none"> • Administrative Data • Document review • Key Informant Interviews with PCH officials, past and current third party delivery organizations and experts • Survey of funded recipients

Core Evaluation Issues	Evaluation Questions	Indicators	Data Sources	Methods of collection
	<p>engaged in their community</p> <p>What have been the unintended impacts of the ALI (positive or negative)?</p>	<ul style="list-style-type: none"> Views on the extent to which ALI had unintended impacts (negative or positive) of the ALI 	<ul style="list-style-type: none"> PCH officials, representatives from other federal/provincial/territorial governments Past and current third party delivery organizations Funded recipients Experts 	<ul style="list-style-type: none"> Document review Key informant interviews with PCH officials, representatives of other federal/provincial/territorial governments, past and current third party organizations, experts Survey of funded recipients
Issue # 5: Demonstration of efficiency and economy				
<p>Assessment of resource utilization in relation to the production of outputs and progress toward expected outcomes</p>	<p>To what extent is ALI Program delivered efficiently?</p>	<ul style="list-style-type: none"> Year to year comparison of administrative costs to total annual revenues Trends in the evolution of administrative costs since the last evaluation Administrative costs of current third party delivery organization Number of FTE and salary costs Level of discrepancy between planned and utilized financial resources Relationship between outputs 	<ul style="list-style-type: none"> Program documents, including financial information Key informants Literature Funded recipients 	<ul style="list-style-type: none"> Key informant interviews with PCH officials, current third party delivery organization Document review Administrative review Survey of funded recipients Literature review

Core Evaluation Issues	Evaluation Questions	Indicators	Data Sources	Methods of collection
		<p>produced, resources consumed and outcomes</p> <ul style="list-style-type: none"> Evidence and view of key informants and experts regarding the efficiency of ALI in achieving its outcomes in comparison to other similar Aboriginal Language Program 		
		<ul style="list-style-type: none"> Extent to which the program has put in place the systems to manage efficiently and economically 	<ul style="list-style-type: none"> Program documents PCH officials, Literature 	<ul style="list-style-type: none"> Key informant interviews with PCH officials, Document review
	<p>Are there more economical alternatives which would achieve the same results?</p>	<ul style="list-style-type: none"> Extent to which more feasible economical alternatives would achieve the same results 	<ul style="list-style-type: none"> Literature Program documents PCH officials, representatives of other federal/provincial/territorial governments, current third party delivery organization, experts 	<ul style="list-style-type: none"> Key informant interviews with PCH officials, representatives of other federal/provincial/territorial governments, current third party delivery organization, experts Document review Literature review
		<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> 	<ul style="list-style-type: none">

Core Evaluation Issues	Evaluation Questions	Indicators	Data Sources	Methods of collection
	How will multi-year funding impact the performance and resources of ALI, if implemented?	<ul style="list-style-type: none"> • View of key informants regarding the impact of multi-year funding, if implemented, on performance and/or resources of ALI. 	<ul style="list-style-type: none"> • ALI funded recipient project reports and other program documents • Key informant interviews with PCH officials, representatives of other federal/provincial/territorial governments and experts • Funded recipients 	<ul style="list-style-type: none"> • Document review • Survey of funded recipients • Key informant interviews with PCH officials, representatives of other federal/provincial/territorial governments and experts
Other Evaluation Questions	Is the current performance measurement framework effective at capturing the results of ALI?	<ul style="list-style-type: none"> • Evidence on the extent to which performance monitoring and measurement activities were effective at capturing the results of ALI 	<ul style="list-style-type: none"> • Program documents • PCH officials 	<ul style="list-style-type: none"> • Document review • Key informant interviews with PCH officials

APPENDIX B: BIBLIOGRAPHY

- Aboriginal Affairs & Northern Development Canada (2013). "Aboriginal Migration and Urbanization in Canada, 1961-2006", Gatineau, QC.
- Assembly of First Nations. (2005). "Task Force on Aboriginal Languages and Cultures, Towards a New Beginning: A Foundational Report for a Strategy to Revitalize First Nation, Inuit and Metis Languages and Culture". Report to the Minister of Canadian Heritage, Ottawa: ON.
- Baloy, N, J.K. (2011). "We Can't Feel our Language: Making Places in the City for Aboriginal Language Revitalization", *American Indian Quarterly*, 35(4), pp. 515-548.
- Baloy, N. (2011). "'We Can't Feel Our Language': Making PLaces in the CIty for Aboriginal Language Revitalization", *American Indian Quarterly*, 35(4), pp. 515-548.
- Cardwell, M. (2010). "The Fight to revitalize Canada's Indigenous Languages". University Affairs, retrieved from <http://www.universityaffairs.ca/fight-to-revitalize-canadas-indigenous-languages.aspx>.
- CBC. (2012). "Once-Vibrant Aboriginal Languages Struggle for Survival", retrieved from <http://www.cbc.ca/news/canada/once-vibrant-aboriginal-languages-struggle-for-survival-1.1173659>.
- Chandler, M.J., and Lalonde, C. (1998). "Cultural continuity as a hedge against suicide in Canada's First Nations", in *Transcultural Psychiatry*, 35(2) pp. 191-210.
- Department of Canadian Heritage (2014) .Aboriginal Languages Initiative (ALI): Comparisons with Other Federal and Provincial/Territorial Programs
- Department of Canadian Heritage. (2014). "Aboriginal Peoples' Program Audit Report: Office of the Chief Audit and Evaluation Executive Audit and Assurance Services Directorate," Catalogue No. CH6-26/2014E-PDF - ISBN: 978-1-100-24337-5, Gatineau: Quebec.
- Department of Canadian Heritage (2011). "Aboriginal Peoples' Program: Performance Measurement and Risk Strategy." Canadian Heritage and Official Languages, 2011.
- Department of Canadian Heritage (2014). Aboriginal Peoples' Program Progress Report.
- Department of Canadian Heritage (2013). "2012-2013 Department Performance Report", The Honourable James Moore, P.C, M.P, Minister of Canadian Heritage and Official Languages, 2013.
- Department of Canadian Heritage (2012). "2011-2012 Department Performance Report", The Honourable James Moore, P.C, M.P, Minister of Canadian Heritage and Official Languages, 2012.

- Department of Canadian Heritage (2012). “2011-12 Report on Plans and Priorities.” The Honourable James Moore, P.C, M.P, Minister of Canadian Heritage and Official Languages, 2012.
- Department of Canadian Heritage (2011). “2010-2011 Department Performance Report”, The Honourable James Moore, P.C, M.P, Minister of Canadian Heritage and Official Languages, 2010.
- Department of Canadian Heritage (2010). “2009-2010 Department Performance Report”, The Honourable James Moore, P.C, M.P, Minister of Canadian Heritage and Official Languages, 2010.
- Department of Canadian Heritage (2009). “2008-2009 Department Performance Report”, The Honourable James Moore, P.C, M.P, Minister of Canadian Heritage and Official Languages, 2009.
- EnviroNics. (2010). “Urban Aboriginal Peoples’ Survey: 2010”, EnviroNics Institute, Toronto: Ontario.
- Fishman, J. A. (1991). Reversing language Shift: Theory and Practice of Assistance to Threatened Languages. Clevedon: Multilingual Matters.
- Fishman, J. A. (ed.) (2001). Can Threatened Languages Be Saved? Reversing Language Shift, Revisited: A 21st Century Perspective. Clevedon: Multilingual Matters.
- Government of Canada (2008). “Statement of Apology – to former students of Indian Residential Schools”, Ottawa, Ontario.
- Government of Canada (2009). “Canada’s Performance: The Government of Canada’s Contribution – Annual Report to Parliament: 2008-2009”– President of the Treasury Board, 2009 Catalogue No. BT1-10/2009 - ISBN 978-1-100-50395-0
- Government of Canada (2009). Speech from the Throne to open the Second Session Fortieth Parliament of Canada 2009.
- Government of Canada (2010). “Canada’s Performance: The Government of Canada’s Contribution – Annual Report to Parliament: 2009-2010”– President of the Treasury Board, 2010 Catalogue No. BT1-10/2009 - ISBN 978-1-100-50395-0
- Government of Canada (2010). Speech from the Throne to open the Second Session Fortieth Parliament of Canada 2010.
- Government of Canada (2011). Speech from the Throne to open the Second Session Fortieth Parliament of Canada 2011.
- Government of Canada (2013). Speech from the Throne to open the Second Session Fortieth Parliament of Canada.

- Government of Northwest Territories. (2010). Northwest Territories Aboriginal Languages Plan: A Shared Responsibility.
- House of Commons. (2011). “Canada’s Economic Action Plan”– Tabled in the House of Commons by the Honourable James M. Flaherty, January 27, 29 P.C, M.P. Cat. No.: F1-23/3-2011E - ISBN: 978-0-660-20058-3.
- House of Commons. (2011). “Jobs Growth and Long-Term Prosperity: Economic Action Plan– Tabled in the House of Commons by the Honourable James M. Flaherty, March 21, 20 P.C, M.P. Cat. No.: F1-23/3-2011E - ISBN: 978-0-660-20058-3.
- House of Commons. (2011). “Leading the Way to Jobs and Growth”– Tabled in the House of Commons by the Honourable James M. Flaherty, January 27, 29 P.C, M.P. Cat. No.: F1-23/3-2011E - ISBN: 978-0-660-20058-3.
- House of Commons. (2011). “The Next Phase of Canada’s Economic Action Plan: A Low-Tax Plan for Jobs and Growth”, June 6, 2011 – Tabled in the House of Commons by the Honourable James M. Flaherty, P.C, M.P. Cat. No.: F1-23/3-2011E - ISBN: 978-0-660-20058-3.
- House of Commons. (2014). “The Road to balance: creating jobs and opportunities”– Tabled in the House of Commons by the Honourable James M. Flaherty, February 11, 2014 P.C, M.P. Cat. No.: F1-23/3-2011E - ISBN: 978-0-660-20058-3.
- Inuit Tapiriit Kanatami (2015). “A Note on Terminology: Inuit, Métis, First Nations, and Aboriginal”, <https://www.itk.ca/note-terminology-inuit-metis-first-nations-and-aboriginal> (Accessed: January 18, 2015).
- Kral, M.J., & Idlout, L. (2009). “Community Wellness and Social Action in the Canadian Arctic, Collective Agency and Subjective Well-Being” in L.J Kirmayer & G.G Valaskakis, (ed.) *Healing Traditions, The Mental Health of Aboriginal Peoples in Canada*, Vancouver, UBC Press: 315-337.
- Kirmayer, L.J., Simpson, C., & Carfo, M. (2003). “Healing Traditions: culture, community and mental health promotion within Canadian Aboriginal Peoples”, in *Austrasian Psychiatry*, (11)15-23.
- McIvor, O., Napoleon, A., & Dickie, K. (2009). “Language and Culture as Protective Factors for At-Risk Communities”, in *Journal of Aboriginal Health*, 5(1): 6-25.
- Meades, S. (2011). ““We need to do more ground work to find out what we need to do:” Evaluating the Impact of the Federal Aboriginal Language Initiative in Ontario: Major Research Project”. Department of Languages, Literatures, and Linguistics. York University: Toronto, Ontario.
- Norris, M. J. (2007). *Aboriginal languages in Canada: Emerging trends and perspectives on*

second language acquisition. Canadian Social Trends. Statistics Canada.

Norris, M.J. (2013). Trends in the State of Aboriginal Languages in Canada, 1981 to 2011: A Census-based Analysis of Language Vitality and Endangerment. Canadian Heritage, Ottawa: ON.

Place, Jessica (2012). "The Health of Aboriginal People Residing in Urban Areas", National Collaboration Center on Aboriginal Health, Price George, BC.

Prodanovic, K. (2013). "The Silent Genocide: Aboriginal Language Loss FAQ", UBC, Vancouver: BC.

Rogers, S., Degagne, M., & Dewar, J. (2012). "Speaking my Truth: Reflections on Reconciliation & Residential School. Ottawa: ON, Aboriginal Healing Foundation,

Royal Commission on Aboriginal Peoples. (1997). Report of the Royal Commission on Aboriginal Peoples, Aboriginal Affairs and Northern Development Canada, Ottawa: ON.

The First Peoples' Heritage, Language and Culture Council. (2010). Report on the Status of BC First Nations Languages, Brentwood Bay, B.C.: the First Peoples' Heritage, Language and Culture Council.

Truth & Reconciliation Commission of Canada. (2012). "Truth & Reconciliation Commission of Canada Interim Report: 2012", Winnipeg, Manitoba.

Tsunoda, Tasaku. Language Endangerment and Language Revitalization. Berlin: Mouton De Gruyter, 2005. 201.

UNESCO Aboriginal Languages, First Nation, Inuit, Métis, by Province / Territory, Norris Research, November 12, 2010.

Webster, P. (2009). "Local Control Over Aboriginal Health Care Improves Outcome, Study Indicates", in Canadian Medical Association Journal, 181(11): 249-250.

APPENDIX C: APP LOGIC MODEL

