



Crown-Indigenous Relations and Northern Affairs Canada

Five-Year Evaluation Plan 2022-2023 to 2026-2027

June 2022



TABLE OF CONTENTS

ACRONYMS	ii
DEPUTY HEAD CONFIRMATION NOTE	iii
1. INTRODUCTION	1
2. PLANNING CONTEXT	1
2.1 <i>Roles and Responsibilities</i>	1
2.2 <i>Purpose of the Evaluation Plan</i>	1
2.3 <i>Policy Framework and Guidance</i>	2
2.4 <i>Evaluation Planning Methodology</i>	2
3. EVALUATION PLANNING CONSIDERATIONS	3
3.1 <i>Departmental Core Responsibilities</i>	3
3.2 <i>Program Structures</i>	3
3.3 <i>Exemptions from Section 42.1 of the Financial Administration Act</i>	4
3.4 <i>Planned Expenditures and Transfer Payments</i>	4
4. EVALUATION BRANCH	5
4.1 <i>Status of Evaluation Completion in 2021-22</i>	5
4.2 <i>Implementing the Plan</i>	5
4.3 <i>Planned Evaluation Coverage</i>	6
4.4 <i>Other Evaluation Branch Activities</i>	7
4.5 <i>Challenges</i>	8
5. FIVE-YEAR SCHEDULE OF EVALUATIONS	9
APPENDIX A – DEPARTMENTAL RESULTS FRAMEWORK 2022-2023	11



ACRONYMS

AES	Audit and Evaluation Sector
CIRNAC	Crown-Indigenous Relations and Northern Affairs Canada
GBA Plus	Gender-based Analysis Plus
Gs&Cs	Grants and Contributions
IS	Implementation Sector
NAO	Northern Affairs Organization
PMEC	Performance Measurement and Evaluation Committee
PSD	Policy and Strategic Direction
TAG	Treaties and Aboriginal Government



DEPUTY HEAD CONFIRMATION NOTE

I approve this departmental Evaluation Plan for Crown-Indigenous Relations and Northern Affairs Canada for the fiscal years 2022-2023 to 2026-2027, which I submit to the Treasury Board of Canada Secretariat as required by the Policy on Results.

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

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

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

Original approved on June 28, 2022, by:

Daniel Quan-Watson
Deputy Minister
Crown-Indigenous Relations and Northern Affairs Canada
June 2022



1. INTRODUCTION

This document presents the Five-Year Departmental Evaluation Plan for Crown-Indigenous Relations and Northern Affairs Canada (CIRNAC) covering 2022-23 to 2026-27. Across the Government of Canada, evaluation is understood as the systematic and neutral collection and analysis of evidence to judge merit, worth or value. Evaluations are playing an increasingly important role in decision-making, innovation and accountability across government. They are intended to provide transparent, clear and useful information on the results that departments have achieved and the resources used to do so, in order to manage and improve programs, policies and services as well as to allocate resources based on performance to optimize results.

Evaluation planning is a process that considers a department's evaluation universe, as defined by the Departmental Results Framework and Program Inventory, balancing the requirements of the *Financial Administration Act*, the commitments to Treasury Board, and the needs of stakeholders and departments for credible and timely information. The development of this plan adheres to the requirements of the Treasury Board Policy on Results (2016) under which the federal evaluation function is called upon to provide evidence that helps the Government of Canada demonstrate that its spending contributes to results that matter to Canadians, rather than simply supporting programs where efficacy is not always clear.

2. PLANNING CONTEXT

2.1 *Roles and Responsibilities*

The role of the Evaluation Branch is to provide quality and timely evaluations that contribute to the Department's comprehensive and reliable base of evidence to support policy and program improvement, expenditure management, senior management and Cabinet decision-making and public reporting. The Branch's evaluators scope and plan new evaluation projects as per the Policy on Results in order to contribute to helping address questions related to the delivery of results for Canadians.

The implementation and monitoring of the Plan falls to the Evaluation Branch of the Audit and Evaluation Sector (AES).

2.2 *Purpose of the Evaluation Plan*

The purpose of the Evaluation Plan is to meet accountability requirements and to help the Deputy Minister ensure that credible, timely and neutral information on the ongoing relevance and performance of program spending is available to support evidence-based decision making. The Plan also:

- Provides an opportunity to align evaluations to ensure that the information needs of the Department and other evaluation users (e.g., other government departments) are being met;
- Helps ensure that evaluations supporting program redesign are planned and completed in advance of program renewal;



- Allows departmental units responsible for the development of the Departmental Plan and the Departmental Results Report, as well as other groups engaged in strategic planning and reporting activities, to identify when evaluations will be available to inform their work;
- Initiates regular communication and consensus-building on evaluation needs and priorities across the Department; and
- Provides central agencies with advanced notice of when evaluations will be available to inform their work (e.g., in support of Memoranda to Cabinet, Treasury Board Submissions, etc.).

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

2.3 Policy Framework and Guidance

CIRNAC is subject to the Treasury Board Policy on Results (2016) and Directive on Results (2016)¹. The Policy on Results allows departments to establish a results framework that identifies core responsibilities, associated results and appropriate indicators. It also limits requirements so that departments will collect performance information while remitting only some of it to Treasury Board. It allows departments to prioritize evaluation coverage and issues, while supporting the professionalization of the evaluation function.

The Policy requires departments to report on both planned program spending and ongoing programs of Grants and Contributions (Gs&Cs) evaluation coverage, but permits greater flexibility by allowing for risk-based planning for program spending coverage, and the option to defer evaluations beyond five years where average yearly expenditures are less than \$5 million (over the preceding five-year period). The Policy on Results further recognizes that various types of evaluation are possible and essential to meeting the information needs of decision-makers.

The Directive on Results requires evaluations to focus on relevance, effectiveness and efficiency. It also clarifies many of the requirements in support of the Policy on Results, including roles and responsibilities of individuals and the Performance Measurement and Evaluation Committee (PMEC) as well as the expectations around planning departmental evaluation coverage.

2.4 Evaluation Planning Methodology

CIRNAC revised its Departmental Results Framework – which sets out its Core Responsibilities, Departmental Results and Departmental Results Indicators – and program inventory for 2022-2023. While there were some modifications to departmental results (indicators), there were no additions or deletions to the program inventory². The Evaluation Branch has taken the approach to plan for evaluations based on the core responsibilities and program inventory. This has resulted in the amalgamation of some previously distinct programs into larger programs, reflecting the streamlining efforts that have been undertaken in response to the Policy on Results. Occasionally, an evaluation is added to the plan because it has been identified as a departmental priority by senior management. The most recent example of this was the Evaluation of the Survey on Indigenous Peoples conducted on behalf of Indigenous Services Canada (ISC). Appendix A presents the Program Inventory for CIRNAC by Core Responsibility.

¹ The Policy on Results is currently under review, which may result in changes that affect how evaluations are planned and conducted.

² One Program did update its name: Negotiations of Claims and Self Government Agreements is now Negotiations of Treaties, Self Government Agreements and other Constructive Arrangements.



In addition, there is the requirement under the *Financial Administration Act* (Section 42.1) to evaluate all ongoing programs of Gs&Cs every five years. Credit for evaluation coverage is granted upon deputy head approval of an evaluation report, under the premise that approval allows for the sharing of information in support of management action and the sharing of results with the public. Evaluation planning is conducted with those requirements in mind, reviewing the last fiscal year in which a program was evaluated, and scheduling completion and approval of the program evaluation five years later.

The planning timeframe for the Department's evaluations has typically been 12 months (e.g., the date of approval for the Terms of Reference signifies the official start of an evaluation and is generally 12 months before the planned approval date).

This Evaluation Plan is also developed in consultation with the Department's Internal Audit team, and with consideration for the Risk-Based Audit Plan. Consideration has been given to timing audits and evaluations in a way that does not overburden programs. When developing the Evaluation Plan, planned evaluation projects, scheduling and resources are discussed with senior management and then recommended for approval by the Deputy Minister.

3. EVALUATION PLANNING CONSIDERATIONS

3.1 *Departmental Core Responsibilities*

Crown-Indigenous Relations and Northern Affairs Canada

CIRNAC continues to renew the nation-to-nation, Inuit-Crown, and government-to-government relationship between Canada and First Nations, Inuit and Métis. The Department's activities focus on modernizing Government of Canada structures to enable Indigenous peoples to build capacity and support their vision of self-determination. CIRNAC also leads the Government of Canada's work in the North.

The 2022-2023 Core Responsibilities for CIRNAC are:

- Crown-Indigenous Relations – with 10 supporting programs
- Northern Affairs - with 8 supporting programs

3.2 *Program Structures*

Departmental activities are largely structured by funding arrangements or formal agreements with Indigenous partners and/or provincial or territorial governments. Most departmental programs, representing a majority of spending, are delivered through partnerships with Indigenous organizations, Indigenous governments or Indigenous communities, and through federal-provincial or federal-territorial agreements.

Currently, CIRNAC has 25 active grant and contribution authorities (Gs&Cs) to support the 18 Programs in its program inventory and the multiple sub-programs, initiatives and activities that support those 18 Programs. Therefore, a one-to-one relationship does not exist in all cases between the authorities listed in the Main Estimates and the ongoing programs of Gs&Cs identified by the Department. A number of Programs draw on multiple Gs&Cs; and conversely,



there are Gs&Cs that contribute to multiple Programs. This plan has been developed using the Treasury Board’s Interim Guide on Results, which was updated most recently in August 2018, where there is the recognition that a ‘program’ of Gs&Cs can cut across two or more Programs in the Program Inventory and the relationship is not always one-to-one.

3.3 Exemptions from Section 42.1 of the Financial Administration Act

According to Section 42.1 of the *Financial Administration Act*, government departments and agencies must review, at least once every five years, the relevance and effectiveness of each ongoing Gs&Cs program. Note that programs that are not funded through voted Gs&Cs are not subject to the *Financial Administration Act* requirements. However, as per the Policy on Results, programs with five-year average actual expenditures of less than \$5 million per year can be exempted from Section 42.1 and do not need to be evaluated every five years. Guidance from Treasury Board Secretariat states the five-year average is to be calculated on three years of actuals (Public Accounts) and two years of planned spending (Main Estimates). Based on these parameters, the following programs are not scheduled for evaluation:

Table 1: CIRNAC Programs that will not be evaluated

Program Inventory	Rationale
Other Claims	Below \$5 million in Gs&Cs; also, no requirement to inform major policy or spending decisions
Residential Schools Resolution	Below \$5 million in Gs&Cs
Canadian High Arctic Research Station	Not funded through Gs&Cs; no requirement to inform major policy or spending decisions; expected to be removed from the Program Inventory in 2023-2024 and transferred to Polar Knowledge Canada

Program expenditures are examined every year during the development of the Plan to assess which programs fall below the threshold. There have been instances where a program has moved above the \$5 million threshold. This most recently occurred with Northern Strategic and Science Policy, which will now be the subject of an evaluation in 2025-2026. An evaluation of Northern Regulatory and Legislative Framework, which falls below the \$5 million threshold, will also be conducted in 2024-2025 as there is the capacity to conduct this evaluation in that fiscal year and evaluations of all spending should be conducted at some point to inform program improvements.

3.4 Planned Expenditures and Transfer Payments

According to the Main Estimates, total planned spending for 2022-2023 is outlined in Table 2 by core responsibility.

Table 2: CIRNAC Total Planned Budgetary Spending (2022-2023) by Core Responsibility

Core Responsibility	2022-2023 Planned Spending
Crown-Indigenous Relations	\$5,027,304,995
Northern Affairs	\$656,024,909
Internal Services	\$124,253,346
Total	\$5,807,583,250

Source: 2022-2023 Main Estimates. Figures include the following expenditures: salary; operations and maintenance; capital; statutory and Grants and Contributions funding; and the costs of employee benefit plans.

Note that the Loan under the Specific Claims Program (\$25,903,000) is excluded from planned spending as it is non-budgetary.



4. EVALUATION BRANCH

4.1 *Status of Evaluation Completion in 2021-22*

The CIRNAC evaluation function continues to report through CIRNAC's Chief Audit and Evaluation Executive. Looking back on the previous year, three evaluation reports addressing CIRNAC program spending were completed and approved:

- Evaluation of Engagement and Capacity Support (Federal Interlocutor's Contribution Program, Basic Organizational Capacity, and Consultation and Policy Development)
- Evaluation of the Exceptional Contracting Limits Authority 2015-2016 to 2019-2020
- Evaluation of the Northern Contaminated Sites Program

Also completed was the Evaluation of the Survey on Indigenous Peoples, conducted on behalf of Indigenous Services Canada, the department that takes the lead for the survey.

In addition, the following evaluations were substantially completed in 2021-22 and are in the final approval stage, which is expected in Q1 2022-2023:

- Evaluation of Specific Claims
- Evaluation of the Management and Implementation of Agreements and Treaties
- Evaluation of Climate Change Adaptation and Clean Energy

4.2 *Implementing the Plan*

Evaluations are used to inform decision-making and reporting (such as within the Departmental Plan and the Departmental Results Report), to assess progress made by programs in achieving expected results and to incorporate lessons learned in order to improve program design and delivery. The Branch posts approved evaluation reports on its website, as is required, after sharing reports with Treasury Board.

The Evaluation Branch's evaluators work collaboratively with partners and stakeholders to tailor evaluation projects to meet the needs of decision-makers, as well as perhaps experimenting with new and innovative methodologies and approaches for use in the next generation of federal evaluation. The Policy on Results provides for more flexibility in the various types of evaluations and the identification of issues, allowing the Branch more flexibility in scoping and calibrating its work.

The Department is working to build capacity in collaboration with Indigenous partners to improve the design and implementation of programming. In support of that objective, evaluators work closely with the program managers to assess the availability of Indigenous representatives to participate in evaluation working groups.



4.3 Planned Evaluation Coverage

Table 3, Planned Coverage of Gs&Cs, enumerates the planned evaluations that will cover 100 per cent of CIRNAC's voted Gs&Cs amounts.

Table 3: Planned Coverage of Gs&Cs

Fiscal Year	Voted Gs&Cs coverage	Percentage of coverage of voted Gs&Cs	Number of evaluations
2022-23	\$4,118,082,831	85.7%	6
2023-24	\$133,547,362	2.8%	5
2024-25	\$119,065,623	2.5%	2
2025-26	\$52,017,371	1.1%	2
2026-27	\$381,225,760	7.9%	2
Total Planned Gs&Cs Coverage	\$4,803,938,947	100%	17
Total Planned Gs&Cs Spending	\$4,803,938,947		

Source: 2022-2023 Main Estimates

Table 4, Planned Coverage Departmental Planned Spending, enumerates CIRNAC's 17 planned evaluations covering 91 per cent of planned departmental spending from 2022-2023 to 2026-2027. These coverage figures include grants and contribution funding as well as salaries, operations, maintenance, statutory payments, loans, capital and the cost of employee benefits plans.

Areas that are not subject to evaluation activities include: Internal Services (\$124,253,346 – 2.1%); Loans (\$25,903,000 – 0.5%), and programs and other spending that are not funded through grants and contributions. The bulk of the non-Gs&Cs planned spending is for the Other Claims Program (\$410,000,000 – 7%).

Table 4: Planned Coverage Departmental Planned Spending

Fiscal Year	Departmental Spending	Percentage coverage	Number of evaluations
2022-23	\$4,206,095,106	72.4%	6
2023-24	\$222,267,604	3.8%	5
2024-25	\$141,209,701	2.4%	2
2025-26	\$290,294,371	5.0%	2
2026-27	\$402,210,610	6.9%	2
Total Planned Coverage	\$5,262,077,392	90.6%	17
Total Planned Departmental Spending	\$5,807,583,250		

Source: 2022-2023 Main Estimates



4.4 Other Evaluation Branch Activities

In addition to conducting evaluations, the Evaluation Branch undertakes a wide range of activities to support and strengthen evaluation and performance measurement work. These include providing advice and support on performance measurement, corporate planning and reporting at the departmental level, supporting capacity building and outreach activities, and developing research and special studies on evaluation issues.

Working Groups

The Branch has been involved in the Evaluation Gender-based Analysis Plus (GBA Plus) Working Group and has had representation on the departmental-led GBA Plus Network to develop knowledge for applying and integrating GBA Plus principles in evaluation.

Corporate Advice

In addition to supporting the development of Treasury Board Submissions and Memoranda to Cabinet, the Evaluation Branch provides advice on the Department's Departmental Plan, Departmental Results Report, and other related activities. For example, during 2021-22, the Branch reviewed 41 Treasury Board Submissions and 27 Memoranda to Cabinet.

Performance Measurement

While the Evaluation Branch is not responsible for the performance measurement function at CIRNAC, the Head of Evaluation does have a role according to the Policy on Results (2016) to advise on performance measurement and information in the Departmental Results Framework, Performance Information Profiles (PIPs) and Cabinet documents. The Evaluation Branch verifies, for each relevant Memorandum to Cabinet and Treasury Board Submission, that the plans for performance information and evaluations are sufficient and that information on past evaluations is accurately represented and balanced. It is important for the evaluation function and the performance measurement function to work closely to ensure that the validity, reliability, availability and quality of performance information gathered can support evaluations. As part of this, the Branch has become involved in reviewing and providing input into the PIPs, and Senior Results Advisors from the Results and Delivery Office are always invited to participate on Evaluation Working Groups.

Performance Measurement and Evaluation Committee

The Chief Audit and Evaluation Executive, along with the evaluation team, collaborates with the Chief Finances, Results and Delivery Officer (as the Head of Performance Measurement for CIRNAC) on the various inputs into performance measurement. The PMEC, chaired by the Deputy Minister, considers a wide range of performance measurement and evaluation products at its meetings.

Reviews

From time to time, the Evaluation Branch undertakes reviews, which are distinct from evaluations and conducted on a case-by-case basis as directed by the Deputy Minister and/or Treasury Board. The Evaluation Branch and other branches of the AES conduct or commission these reviews, discussion papers and studies on topics of relevance to their mandates.



4.5 Challenges

Human Resources

There continues to be a high demand for evaluation skills across the federal government, which contributes to challenges in recruitment and retention of qualified evaluators. The Evaluation Branch continues to recruit recent university graduates and skilled evaluators with a focus on diversity in order to build capacity and meet the department's evaluation requirements.

Performance Information

The availability and quality of performance information remains a challenge for evaluation activities. The Government of Canada introduced the Policy on Results to instill a culture of performance measurement and evaluation, taking a results-focused approach that relies on gathering performance information. All government programs are required to develop Performance Information Profiles to serve as a guide to gather performance data. However, collecting and analysing data remains a challenge for program managers given the resources required for setting up databases that can be used to gather data (e.g., tombstone, impact, satisfaction, demographic, financial, etc.) and then creating reports from these data sets. Consideration also needs to be given to the stewardship of performance data and information.

COVID-19 Pandemic

The COVID-19 pandemic continued to cause challenges that required shifts in the way the Department conducted its work. Government of Canada employees continued to work from home, whenever and wherever possible, altering the way many employees were able to work. Throughout the year, departmental officials and external partners continued to focus on essential service delivery.

Some evaluation processes were adapted to working in a remote environment. For example, case studies, which typically inform evaluation reports and usually involve site visits, were not possible due to travel restrictions. Data collection was also affected as the participation of stakeholders and Rights holders was often delayed due to the status of COVID-19 cases or states of emergency declared in communities. In some instances, evaluation activities were put on hold in order to avoid additional stress on communities and CIRNAC programs, who needed to divert resources to immediate priorities.

Timelines for evaluations had to be modified during the year due to the impacts of the pandemic.



5. FIVE-YEAR SCHEDULE OF EVALUATIONS

2022-2023	Sector	Last Evaluated	2022-2023 Total Planned Program Spending	Planned Approval Quarter and Date
Evaluation of the Management and Implementation of Agreements and Treaties	IS	2015-2016	\$1,599,907,589	Q1 2022-2023 June 2022
Evaluation of the Impact Assessment and Regulatory Processes (Horizontal; led by Impact Assessment Agency of Canada)	IS, NAO	Never evaluated	\$3,247,368	Q1 2022-2023 June 2022
Evaluation of Specific Claims	RPS	2013-2014	\$2,365,236,702	Q2 2022-2023 September 2022
Evaluation of Climate Change Adaptation and Clean Energy, including: <ul style="list-style-type: none"> Northern REACHE (Responsible Energy Approach for Community Heat and Electricity) Program Indigenous Community-Based Climate Monitoring Program Climate Change Preparedness in the North - Implementation of Adaptation Actions in the North First Nation Adapt – Floodplain Mapping 	NAO	2015-2016	\$54,769,622	Q2 2022-2023 September 2022
Evaluation of Negotiations of Treaties, Self-Government Agreements and Other Constructive Arrangements	TAG	2013-2014	\$186,181,193	Q3 2022-2023 November 2022
Horizontal Evaluation of the Federal Leadership Towards Zero Plastic Waste in Canada Initiative (Led by ECCC)	NAO	Never evaluated	\$0	Q3 2022-2023 December 2022



2023-2024	Sector	Last Evaluated	2022-2023 Total Planned Program Spending
Evaluation of Consultation and Accommodation	IS	2015-2016	\$22,864,974
Evaluation of Northern and Arctic Governance and Partnerships, including: <ul style="list-style-type: none"> Grants to the Government of the Northwest Territories and the Government of Nunavut for health care of Indians and Inuit 	NAO	2016-2017	\$98,286,246
Evaluation of First Nation Jurisdiction over Land and Fiscal Management	RPS	2016-2017	\$29,663,690
Evaluation of Northern and Arctic Environmental Sustainability	NAO	2012-2013	\$16,275,890
Evaluation of Federal Contaminated Sites Action Plan, Phase IV (Horizontal; led by ECCC)	NAO	2018-2019	\$55,176,804
2024-2025	Sector	Last Evaluated	2022-2023 Total Planned Program Spending
Evaluation of Northern Regulatory and Legislative Frameworks	NAO	2015-2016	\$19,465,062
Evaluation of Nutrition North Canada (Horizontal, led by CIRNAC)	NAO	2019-2020	\$121,744,639
2025-2026	Sector	Last Evaluated	2022-2023 Total Planned Program Spending
Evaluation of Northern Strategic and Science Policy	NAO	Never evaluated	\$5,940,288
Evaluation of the Northern Contaminated Sites Program	NAO	2021-2022	\$284,354,083
2026-2027	Sector	Last Evaluated	2022-2023 Total Planned Program Spending
Evaluation of Engagement and Capacity Support: <ul style="list-style-type: none"> Consultation and Policy Development Federal Interlocutor's Contribution Program Basic Organizational Capacity 	PSD	2021-2022	\$236,864,900 \$131,000,591 \$34,345,119
Adapting to Impacts of Climate Change (Roll-up of departmental evaluations) (Horizontal, led by ECCC)	NAO	2022-2023	\$0

Notes:

- Total Planned Program Spending includes the following expenditures: salary; operations and maintenance; capital; statutory and Gs&Cs funding; and the costs of employee benefit plans.
- Figures are based on 2022-2023 Main Estimates



APPENDIX A – DEPARTMENTAL RESULTS FRAMEWORK 2022-2023

Core Responsibility	Departmental Results	Program Inventory
Crown-Indigenous Relations	Indigenous peoples determine their political, economic, social and cultural development	<ul style="list-style-type: none"> • Negotiation of Treaties, Self-Government Agreements and other Constructive Arrangements • Management and Implementation of Agreements and Treaties • Consultation and Accommodation • Consultation and Policy Development • Federal Interlocutor's Contribution Program • Basic Organizational Capacity • Other Claims • First Nation Jurisdiction over Land and Fiscal Management • Residential Schools Resolution • Specific Claims
	Indigenous peoples advance their governance institutions and regimes	
	Past injustices are recognized and resolved	
Northern Affairs	Political, economic and social development in Canada's Arctic and North are advanced	<ul style="list-style-type: none"> • Northern and Arctic Governance and Partnerships • Northern Strategic and Science Policy • Canadian High Arctic Research Station • Climate Change Adaptation and Clean Energy • Nutrition North • Northern and Arctic Environmental Sustainability • Northern Contaminated Sites • Northern Regulatory and Legislative Frameworks
	Northern and Indigenous communities are resilient to changing environments	
	Northern lands and resources are sustainably managed	

