

FINAL REPORT

Evaluation of Urban Multipurpose Aboriginal Youth Centres Initiative

**Department of Canadian Heritage
October 22, 2003**

TABLE OF CONTENTS

Executive Summary.....	i
1 Introduction.....	1
1.1 PURPOSE OF THE EVALUATION.....	3
1.2 STRUCTURE OF THE REPORT.....	3
2 Methodology.....	4
2.1 LIMITATIONS.....	6
3 Context and overview of UMAC.....	7
3.1 ABORIGINAL PEOPLE IN CANADA.....	7
3.2 UMAC: RESPONSE TO THE ISSUES OF ABORIGINAL YOUTH.....	10
4 Evaluation findings.....	21
4.1 PROGRAM RELEVANCE.....	21
4.2 IMPLEMENTATION.....	25
4.3 PROGRAM ACTIVITIES AND OUTPUTS.....	41
4.4 OUTCOMES.....	60
4.5 CRITICAL FACTORS FOR SUCCESS.....	64
4.6 COST EFFECTIVENESS.....	69
5 Conclusions.....	71
5.1 SUMMARY OF FINDINGS.....	71
5.2 LESSONS LEARNED.....	72
5.3 RECOMMENDATIONS.....	74
Appendix A Logic model	

Executive Summary

Introduction and background

Following the initial announcement in the 1997 Speech from the Throne, the Department of Canadian Heritage (PCH) announced the creation of a special Initiative to address the needs of urban Aboriginal youth in 1998. PCH committed \$100 million over a five-year period (1998-2003) to support the development of a network of Urban Multipurpose Aboriginal Youth Centres (UMAYC). Since its inception, the UMAC Initiative has funded approximately 850 projects across Canada that primarily target Aboriginal youth between the ages of 15-24, living off-reserve in communities with populations of 1,000 or more.

The UMAC Initiative is committed to delivering projects through existing Aboriginal organizations and to involving Aboriginal youth in planning and delivering these projects through their participation in Aboriginal organizations and youth councils that administer the UMAC projects.

Currently, the UMAC Initiative is delivered through two main mechanisms:

- Third party delivery organizations, which include the National Association of Friendship Centres (NAFC), the Métis National Council (MNC) and its provincial affiliates, and the Inuit Tapiriit Kanatami (ITK) and its regional affiliates; and
- Canadian Heritage regional offices, which deliver UMAC projects in six western cities in Canada (Winnipeg, Regina, Saskatoon, Prince Albert, Edmonton, and Calgary) with input from youth advisory councils. This arrangement is referred to as the Western Six (W6).

Evaluation issues

This evaluation was conducted in fulfilment of requirements established at the launch of the UMAC Initiative. Since no formative evaluation of the UMAC Initiative was done, this evaluation provides PCH with:

- an assessment of the impacts and effects of the Initiative;
 - an assessment of the effectiveness of the delivery and administration of the Initiative;
 - an examination of the success of the Initiative (i.e., its effectiveness in achieving its objectives and intended results); and
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- the identification and articulation of the lessons learned from the Initiative.¹

Methodology

An evaluation framework and logic model guided the UMACY Initiative and this evaluation. Various data sources informed this evaluation:

- **File and document review:** PCH, the National Association of Friendship Centres, the Métis National Council, and the Inuit Tapiriit Kanatami provided copies of key materials, such as program files, planning documents, federal policy statements, and a representative sampling of project documentation.
- **Key informant interviews:** Over 100 key informant interviews were conducted with PCH staff, members of youth advisory councils, UMACY program coordinators and staff, national PCH staff, other federal departments, and Aboriginal organizations. An additional eight interviews (four follow-up interviews and four with new key informants identified by PCH) were conducted during the reporting stage.
- **Case studies:** Five case studies explored the administrative and management aspects of the UMACY Initiative. The case studies cover the five main delivery agencies: the National Association of Friendship Centres, the Métis National Council, Inuit Tapiriit Kanatami, regional PCH offices for the Western Six, and the Vancouver Youth Advisory Committee (which administers the Initiative with the assistance of the regional PCH office).
- **Site visits:** Three site visits were completed at each of the main delivery organizations for a total of 12 site visits. At the site visits, UMACY project coordinators, staff, youth committee members, and project participants participated in interviews and/or focus group discussions.

Limitations of the research

The structure of the UMACY limited the ability to gather evidence on project outcomes. The UMACY Initiative emphasizes flexibility in project design, and as a result, project management and tracking systems evolved to meet local needs rather than the needs of evaluation and monitoring. While this flexibility contributes to the success of the Initiative according to key informants, it also severely limits evaluators' capacity to gather consistent data from different

¹ Request for Proposals, Evaluation of the Urban Multipurpose Aboriginal Youth Centres Initiative, p.4.

project sites, or to compare the effectiveness and efficiency of various management models. In addition, during the UMAC program design phase, little emphasis was placed on detailed, highly structured project management systems, data collection protocols, or client tracking procedures.

Consequently, this report is based largely on qualitative data (opinion) that was gathered during the 12 site visits from key informants and youth committee members. These sites and individuals were not randomly selected, but rather were chosen by the working group and project coordinators to illustrate best practices and lessons learned. Thus, the qualitative information gathered at the site visits is not representative of all UMAC projects.

Summary of findings

Relevance - The UMAC Initiative is consistent with federal policy goals relating to Aboriginal peoples and youth, and with the strategic objectives of PCH. It remains relevant to the national Aboriginal organizations and to Aboriginal youth themselves.

Implementation - While delivery organizations have developed administrative structures, such as youth advisory councils and proposal review processes, important challenges remain.

- Some delivery organizations and project providers have difficulties administering and delivering the program.
- PCH and its Aboriginal partners need to work together to develop proposal requirements, proposal review standards, standards for monitoring and reporting, and guidelines for the roles and responsibilities of youth councils and program staff. These standards will also help ensure that the Initiative remains accessible to all eligible organizations.
- The late receipt of UMAC funds has created difficulties for projects and has resulted in the cancellation of planned events and staff layoffs.
- The Initiative has not devolved to Aboriginal organizations in the W6.
- Youth signing authority does not exist for all projects, although it appears in the eligibility requirements.

Outputs and outcomes - Outputs and outcomes of the Initiative exist, but, as mentioned above, the evaluation could only rely on qualitative measures and these results must be seen as provisional. To enable a more thorough evaluation of its accomplishments, the Initiative needs to require project applicants to specify the expected outcomes and how these will be measured. It also needs to create a data collection template and train project applicants

and delivery agencies in data collection procedures and reporting standards. Currently, the only reliable data on outcomes is from key informants and project participants.

All of those interviewed are enthusiastic about the Initiative and believe that it has contributed towards important outcomes for the participants including improved academic performance; enhanced employability; broadened understanding of, and appreciation for, their cultures; strengthened self-esteem and engagement in their communities; and the development of leadership and management skills. According to key informants, the Initiative has also contributed towards developing local and regional partnerships, and has helped increase the capacity of delivery organizations.

Initiative success - Key factors in the success of the Initiative are its emphasis on allowing Aboriginal youth to participate in its administration and delivery and its design flexibility, which reflects the needs, culture, and capacity of each region. Individual projects are most likely to succeed when the sponsoring organization has adequate capacity and is able to establish partnerships and leverage additional funding; when program delivery is supported by clear policies and procedures; and when the roles, powers, function, and authorities of all planning and decision-making bodies within the local and regional program delivery structures are well defined.

The Initiative can be strengthened in the future by establishing greater consistency in some aspects of program administration and data recording, and by ensuring that appropriate accountability and due diligence are being practised at the national, regional, partner, and individual project levels.

The UMAC has provided important opportunities to support urban Aboriginal youth to increase their capacity to participate in designing and implementing programs. It seems clear from key informants and case studies that many of the funded projects have achieved the important goal of fostering the ability of urban Aboriginal youth to participate in planning their own futures.

The case studies reveal projects that have been successfully implemented. Key informants are generally very positive about the implementation and outcomes realized, although most do recognize that outcomes cannot be demonstrated quantitatively.

Key lessons learned include:

- A key factor in the success of the Initiative has been the involvement of youth at every level in this Initiative, from initial consultation during the design phase to ongoing direction provided by youth councils and advisory groups at the national, regional, and local levels.
- The effectiveness of these groups can be enhanced by:
 - increasing the commitment by PCH and third party delivery agencies to capacity building; and
 - clarifying the roles, powers, functions, and authorities of third party delivery agents.
- Another factor in the success of the Initiative has been its delivery through regionally-designed structures that reflect the needs and capacity of specific communities. The capacity to design programming has contributed significantly to the Initiative's overall achievement of outcomes. This flexible approach, however, resulted in some challenges in the areas of outcome measurement, reporting, and accountability.
- A minimal level of organizational capacity within sponsoring organizations is required to ensure project success. *This can be assured by:*
 - assessing the capacity of potential sponsoring organizations;
 - fostering development of capacity through partnerships; and
 - supporting the development of appropriate and effective management, governance and administrative systems, procedures, and tools.

The need for initial capacity must, however, be balanced against the need to provide opportunities to newer organizations for development and growth through the Initiative.

- The creation of partnerships in communities was an important outcome of the Initiative, and greatly enhanced the likelihood of success within specific projects. These partnerships increased the impact of UMAC by providing projects with access to other networks, facilities, services, and sources of funding. They also enabled UMAC-funded delivery organizations to support other service delivery organizations in meeting the needs of Aboriginal youth. There is an ongoing need to promote and further enhance partnership building at the community and regional levels.
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- The Initiative's principle of "By Youth, For Youth" led to the development of leadership and management skills among youth who participated as project proponents and youth advisory committee members, a result which complements the direct achievements of UMAC. There is an ongoing need to continue supporting and enhancing youth management of UMAC.

Recommendations

The recommendations below are based on the evaluation findings.

Management Response: Overall, the Aboriginal Affairs Branch finds the results of the evaluation to be consistent with the on-going observations of the Branch and feels that the evaluation findings point to the relevance and perceived positive impacts of the Initiative while highlighting the inconsistencies and challenges related to implementation, delivery and accountability.

The Aboriginal Affairs Branch will respond strategically to the recommendations through the development and implementation of three primary strategies:

- *National Capacity Building Strategy* will consist of: training and tool development for Aboriginal partners and PCH staff (HQ and regions) in the area of program delivery and performance monitoring and reporting. Additional training will be developed in the areas of planning, organizing, directing, motivating, controlling, and monitoring;
 - *National Communications Strategy* will focus on improving overall communication within the Initiative and will include improved access to information, sharing of best practices, inclusion of UMAC on the Branch web site and revisions to the UMAC Initiative brochure; and
 - *Program Renewal Strategy* will include the consolidation of the current programming authorities into a new integrated policy framework by the re-clustering of the essential programming elements under a few new key objectives to reflect the major intended outcomes of the Aboriginal programming as a whole. This is in response to Treasury Board Secretariat Transfer Payment Policy requirements.
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Further steps should be taken to assist Aboriginal delivery organizations, youth councils, and project providers in capacity building to ensure successful UMAC implementation:

Recommendation 1: Given that good proposals can be in short supply, PCH should divert funding to building capacity among the delivery agencies even if this means less project funding in the short term.

Management Response: *Recommendation accepted*

As part of a broader strategy to enhance capacity among Aboriginal delivery organization, Aboriginal youth councils and project providers, PCH will utilize funding from its UMAC operation and management (O&M) strategic plan which consists of funding allocated for activities such as capacity building.

Timeline: Capacity building strategy, April 2004.

Recommendation 2: PCH should accelerate skills development for youth involved in the management and operation of UMAC projects.

Management Response: *Recommendation accepted.*

PCH held four national UMAC workshops (June and November 1999, November 2000 and March 2003) aimed at skills development of Aboriginal youth managing and operating UMAC projects. In addition, the Aboriginal delivery organizations have provided Aboriginal youth training and PCH regional offices have organized separate training workshops for their Aboriginal youth, utilizing UMAC operation and management funds. PCH will continue to expand on this approach and will work with representatives from the Aboriginal delivery organizations and PCH regional offices to develop a strategy to accelerate skill development for Aboriginal youth involved in the management and operations of UMAC projects.

Timeline: Capacity building strategy, April 2004.

Recommendation 3: PCH and its Aboriginal partners, including youth members, should open a dialogue about the role of youth in the UMAC Initiative and share best practices on capacity building. The discussion could also include ideas about how to ensure an open and transparent process for choosing members for youth councils so that all youth have the opportunity to participate in, and benefit from, membership in these councils.

Management Response: *Recommendation accepted.*

This recommendation will be addressed as part of a Capacity Building Strategy as discussed in Recommendation 2. PCH will work with representatives from the Aboriginal delivery organizations and PCH regional

offices to develop a strategy to improve communications with its Aboriginal partners involved in the management and operations of UMAC projects.

Timeline: Capacity building strategy, April 2004. Communication strategy, April 2004.

Recommendation 4: PCH should clarify roles and create well-defined procedures and authorities to assist officers working with Aboriginal delivery agents, and should articulate conflict of interest guidelines and request delivery agents to demonstrate application of these guidelines.

Management Response: *Recommendation accepted.*

PCH will continue to develop training for its officers aimed at clarifying roles, defining procedures and authorities, as well as articulate conflict of interest guidelines for delivery agents and request demonstrated implementation of these guidelines in revised reporting requirements by delivery agents. This recommendation will be addressed as part of a Capacity Building Strategy as discussion in Recommendation 2.

Timeline: Capacity building strategy, April 2004.

Standard tools for data collection and reporting should be developed:

Recommendation 5: PCH should work with its Aboriginal partners to develop performance indicators and standard data collection systems.

Management Response: *Recommendation accepted.*

A performance monitoring strategy is being established by PCH and its Aboriginal partners in the context of the current program renewal process. This will include the identification of performance indicators and standard data collection systems.

Timeline: Program Renewal process, underway/completed March 2005.

Recommendation 6: PCH and its Aboriginal partners should establish a template to track activities and outputs. Some outputs could be standard across projects and others could be descriptive measures tailored to the purpose of the individual project.

Management Response: *Recommendation accepted.*

A template to track activities and outputs is being established by PCH and its Aboriginal partners in the context of the current program renewal process.

Timeline: Program Renewal process, underway/completed March 2005.

Recommendation 7: To assess accessibility, PCH and its Aboriginal partners need to collect statistics on participants, in a consistent manner, such as status, age, educational level, and whether they are in school or employed.

Management Response: *Recommendation accepted.*

PCH agrees with collecting relevant data in a consistent manner (see Recommendation 5). Accessibility issues are being addressed through the program renewal process to be completed by March 2005.

Timeline: Program Renewal process, underway/completed March 2005

Recommendation 8: PCH should attempt to maintain the Initiative's flexibility, while at the same time ensuring that appropriate accountability and due diligence are being practised at the national, regional, partner, and individual project levels.

Management Response: *Recommendation accepted.*

PCH is currently conducting programs and recipients audits to ensure accountability and due diligence. This recommendation will also be addressed as part of a Capacity Building Strategy as discussed in Recommendation 2. In addition, appropriate accountability and due diligence will be further addressed in the context of the program renewal process.

Timeline: Audits, December 2003. Capacity building strategy, April 2004. Program Renewal process, underway/completed March 2005.

Outcomes need to be measured:

Recommendation 9: PCH and its Aboriginal partners should articulate reasonable outcomes for projects. It is likely that case studies will dominate the measures. Project applicants need to be challenged and supported to develop clear statements of outcomes.

Management Response: *Recommendation accepted.*

This recommendation will be addressed as part of a Capacity Building Strategy as discussed in Recommendation 2. Defining and articulating project outcomes are also being addressed in the context of the program renewal process.

Timeline: Capacity Building Strategy, April 2004. Program Renewal process, underway/completed March 2005.

Recommendation 10: PCH should challenge third party organizations to provide more evidence on achievement of outcomes demonstrating "By Youth, For Youth."

Management Response: *Recommendation accepted.*

Outcomes, including those specifically related to the enhancement of youth's capacity to plan and deliver UMAC projects, are being established by PCH and its Aboriginal partners as part of the Capacity Building Strategy. They will also be addressed in the context of the program renewal process.

Timeline: Capacity Building Strategy, April 2004. Program Renewal process, underway/completed March 2005.

Steps should be taken to ensure accessibility:

Recommendation 11: To ensure that all eligible organizations are aware of the Initiative, PCH and its Aboriginal partners should develop a communications strategy for publicizing the Initiative and calling for proposals.

Management Response: *Recommendation accepted.*

A communications strategy, including a revised brochure on the Initiative and the inclusion of details on the web site, will be developed by PCH and its Aboriginal partners. This recommendation will also be addressed as part of a Capacity Building Strategy as discussed in Recommendation 2.

Timeline: Communication strategy, April 2004. Capacity Building Strategy, April 2004.

Recommendation 12: PCH and its Aboriginal partners should agree to monitor their proposal solicitation and review processes to ensure that they are open to all eligible organizations and promote all aspects of the Initiative (i.e., at-risk youth).

Management Response: *Recommendation accepted.*

This recommendation will be addressed as part of a Capacity Building Strategy as discussed in Recommendation 2. This recommendation will also be addressed as part of a Communication Strategy as discussed in Recommendations 3 and 11. Promotion of the Initiative is a shared role between PCH and its partners. The partners identify priorities within the objectives of the Initiative.

Timeline: Capacity Building Strategy, April 2004. Communication strategy, April 2004.

Coordination activities should continue:

Recommendation 13: PCH should continue its role on interdepartmental groups and promote more effective communication, planning, and policy coordination among government departments and organizations providing programs for Aboriginal youth.

Management Response: *Recommendation accepted.*

PCH continues to be part of interdepartmental groups addressing the development of Aboriginal youth, to raise awareness about the Initiative, and explore possibilities of partnerships with other departments and organizations with similar objectives.

Timeline: On-going.

Recommendation 14: Further coordination and national oversight activities are required by PCH. This would include training to increase PCH staff's capacity to manage the Initiative, and training to increase youth and Aboriginal organization's capacity to deliver the Initiative.

Management Response: *Recommendation accepted.*

This recommendation will be addressed as part of a Capacity Building Strategy as discussed in Recommendation 2. Broader oversight activities, including the respective responsibilities of headquarters and regions, will also be addressed during the program renewal process.

Timeline: Capacity building strategy, April 2004. Program Renewal process, underway/completed March 2005.

The use of different delivery models should be reviewed:

Recommendation 15: Conforming with federal government policy on the participation of Aboriginal people in the design and delivery of programs affecting their lives (*Gathering Strength*), and the Terms and Conditions of the UMAC Initiative, PCH should identify conditions that would allow it to devolve W6 funding.

Management Response: *Recommendation accepted.*

As part of the program renewal process, a study on third-party delivery will be completed to assess accountability and best practices in a third-party delivery

environment. This study will specifically identify conditions that must be met in order to devolve W6 funding to Aboriginal organizations.

Timeline: Program Renewal process, underway/completed March 2005.

Steps should be taken to reduce delays in funding:

Recommendation 16: PCH should consider multi-year funding so that projects can create activities with longer-term goals. PCH should also consider other methods for expediting project funding because delays are currently reducing the effectiveness of the Initiative.

Management Response: *Recommendation accepted.*

PCH continues to recognize the benefits of multi-year funding. PCH will continue to work with Aboriginal partners to ensure that applications for funding are submitted in time and contain all required information. PCH is currently putting measures in place to streamline the approval process. PCH continues to recognize the benefits of multi-year funding.

Timeline: Capacity building strategy, April 2004. Streamlining approval process, on-going.

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1 Introduction

Following the initial announcement in the 1997 Speech from the Throne, the Department of Canadian Heritage (PCH) announced the creation of a special Initiative to address the needs of urban Aboriginal youth in 1998. PCH committed \$100 million over a five-year period (1998-2003) to support the development of a network of Urban Multipurpose Aboriginal Youth Centres (UMAYC).

The target population for UMACY is Aboriginal youth between the ages of 15-24, living off-reserve in communities with populations of 1,000 or more. Where circumstances warrant, the clients may include Aboriginal children and youth ages 10-14 years, or young Aboriginal adults ages 25-29 years.

A key expected outcome of the UMACY Initiative is the enhancement of Aboriginal youth capacity to plan and deliver programs through their participation in Aboriginal organizations and youth councils that administer the UMACY projects. These projects are usually linked to Friendship Centres or other Aboriginal community organizations and are often undertaken in association with other Aboriginal service providers in the larger service community. Consequently, it is hoped that youth involved in UMACY projects will gain experience collaborating with others to achieve mutual goals.

The UMACY Initiative has the following objectives:

- To improve the economic, social, and personal prospects of urban Aboriginal youth by supporting the development of a network of multipurpose youth centres.
 - To provide accessible Aboriginal community-based, culturally-relevant and supportive projects, programs, access to leased facilities, services, and professional and peer counselling to address a wide range of Aboriginal youth issues and needs, including, but not limited to:
 - Encouraging educational completion and attainment;
 - Increasing effective participation in employment, skill development, career counselling and training programs;
 - Addressing life skills, including parenting;
 - Increasing participation in a wide range of health, cultural, recreational and other development programs offered by federal, provincial/territorial and local authorities; and
 - Facilitating successful participation in community life, as an alternative to negative environments (including gangs, criminal activity, violence, prostitution, alcohol and drug abuse, and suicide).
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- To support cooperative and collaborative Aboriginal community-based Initiatives in addressing the needs of urban Aboriginal youth, including:
 - Developing measures to enhance complementarity of new and existing programs (Aboriginal, federal, provincial/territorial, municipal, etc.);
 - Leveraging and maximizing effectiveness of available resources; and
 - Minimizing duplication and overlap.

In addition to the Initiative's objectives, PCH developed several guiding principles for UMAC projects, which are summarized in Table 1.

Table 1: UMAC guiding principles

UMAC guiding principles	
1.	To serve the needs of urban Aboriginal youth between the ages of 15-24, regardless of status, culture, or gender, and, where circumstances warrant, may include Aboriginal children and youth between the ages of 10-14 or young Aboriginal adults between the ages of 25-29.
2.	To develop and implement Aboriginal community-driven plans, strategies, and programs that focus on urban Aboriginal youth.
3.	To enhance the capacity of Aboriginal youth to lead and manage the Initiative.
4.	Where possible, to not duplicate or replace, but build on and complement existing Aboriginal, federal, provincial, territorial, and local programs and services through partnerships and collaboration.
5.	To operate according to generally accepted principles of prudent financial management and accountability, while at the same time allowing for flexibility and an evolving management approach that learns from, and shares, successful, locally-based approaches.
6.	To manage through processes that are inclusive, transparent, and accountable to Aboriginal youth and Aboriginal stakeholders, as well as the Minister of Canadian Heritage and the Aboriginal organizations responsible for funding administration on behalf of the Department.

1.1 Purpose of the evaluation

This evaluation was conducted in fulfilment of requirements established at the launch of the UMAC Initiative. This evaluation was prepared by the Department of Canadian Heritage with research conducted by Whiteduck Resources Limited and Consilium. Since no formative of the UMAC Initiative was done, this evaluation provides PCH with:

- an assessment of the impacts and effects of the Initiative;
- an assessment of the effectiveness of the delivery and administration of the Initiative;
- an examination of the success of the Initiative (i.e., its effectiveness in achieving its objectives and intended results); and
- the identification and articulation of the lessons learned from the Initiative.²

1.2 Structure of the report

This report is divided into several sections. Section 2.0 describes the methodology used to carry out the evaluation, its limitations, and the data collected. Section 3.0 provides a background to the Initiative and describes its administrative structure. Section 4.0 presents the research findings, and Section 5.0 concludes with lessons learned and recommendations.

² Request for Proposals, Evaluation of the Urban Multipurpose Aboriginal Youth Centres Initiative, p.4.

2 Methodology

An evaluation framework and logic model guided the UMAC Initiative and this evaluation. The framework covers the main evaluation issues of program relevance, design/delivery, program success, cost-effectiveness, and program alternatives/lessons learned. The logic model shows the outputs and results that the Initiative should achieve from its activities. Appendix A contains the logic model.

The evaluation of the UMAC Initiative included a file and document review, key informant interviews, site visits to UMAC projects, and case studies of the delivery organizations:

- **File and document review:** PCH, the National Association of Friendship Centres, the Métis National Council, and the Inuit Tapiriit Kanatami provided copies of key materials. Additional relevant documents were collected during the site visits, case studies, and key informant interviews. Documents reviewed included program files, evaluation framework, key planning documents, federal policy statements, a representative sampling of project documentation, and statistical data from sources including the 1996 and 2001 Census of Canada.
 - **Key informant interviews:** A list of key informants was developed in consultation with the evaluation working group and Project Manager. Key informant interviews were conducted with regional and provincial PCH staff, members of youth advisory councils, UMAC program coordinators and staff, national PCH staff, other federal departments, and Aboriginal organizations. Most key informant interviews were part of the case studies and site visits, with over 100 key informants participating in the evaluation. An additional eight interviews (four follow-up interviews and four with new key informants identified by PCH) were conducted during the reporting stage. These interviews provided additional details on administration and design/delivery issues.
 - **Case studies:** Five case studies explored the administrative and management aspects of the UMAC Initiative. The case studies cover the five main delivery agencies: the National Association of Friendship Centres, the Métis National Council, Inuit Tapiriit Kanatami, regional PCH offices for the delivery in six western cities, and the Vancouver Youth Advisory Committee (which administers the Initiative with the assistance of the regional PCH office).
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- **Site visits:** The evaluation team completed three site visits at each of the four main delivery organizations for a total of 12 site visits. The purpose of the site visits was to explore in detail the implementation and impact of UMAC projects. A grid ensured that the site visits represented each delivery organization and contained a mix of urban, rural, and remote projects, as well as small, medium, and large projects. The researchers selected the projects in consultation with the evaluation working group and PCH regional offices. At the site visits, UMAC project coordinators, staff, youth committee members, and project participants participated in interviews and/or focus group discussions. These individuals were identified with the assistance of the working group and the project coordinators on site. In addition to key informant interviews, an estimated 42 youth committee members and project participants completed interviews.

The UMAC project sites visited were:

National Association of Friendship Centres (NAFC)

- Inter-Tribal Youth Centre of Montréal – Montréal, Québec
- United Aboriginal Youth of Sioux Lookout – Sioux Lookout, Ontario
- Labrador Friendship Centre – Happy/Valley Goose Bay, Labrador

Métis

- Sudbury Métis Youth Centre – Sudbury, Ontario
- Youth Life and Leadership Skills Development Program, Nechako Fraser Métis Youth Group – Prince George, BC
- Cultural Youth Camp Society – Drayton Valley, Alberta

Inuit

- Kivalliq Inuit Association – Rankin Inlet, Nunavut
- Teen Drop in Centre – Tungasuvvingat Inuit – Ottawa, Ontario
- Inuvik Youth Centre and Jason Jacobson Youth Centre – Tuktoyaktuk, NWT

Western Six (W6)

- Braided Journey – Edmonton, Alberta
 - Concrete Rose – Prince Albert, Saskatchewan
 - Ma Mawi Wi Chi Itata Centre Inc. and The Alliance Boxing Club - Winnipeg, Manitoba
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2.1 Limitations

- Flexibility in project design undermines overall monitoring of outcomes

The UMAC Initiative emphasizes flexibility in project design to meet local needs. As a result, project management and tracking systems evolved to meet local needs rather than the needs of evaluation and monitoring. According to key informants, while this flexibility contributes to the success of the Initiative, it severely limits evaluators' capacity to gather consistent data from different project sites, or to compare the effectiveness and efficiency of various management models. For example, although most projects attempted to track the number of participants, the type and range of activities sponsored, and the amount of funding leveraged from other partners, this information was inconsistently collected.

During the UMAC program design phase, little emphasis was placed on detailed, highly structured project management systems, data collection protocols, or client tracking procedures. The UMAC evaluation framework acknowledges that without establishing these project elements in the initial design, it would not be possible to draw reliable linkages between program activities and local/personal level outcomes.³ For example, one anticipated long-term result is increased educational attainment. Many projects share that goal, but no evaluation model was created to track clients' school performance. In the absence of such a model, this outcome becomes a matter of key informant opinion.

- Site visits represent successful UMAC projects

Qualitative data were gathered during the 12 site visits from key informants and youth committee members; however, these sites and individuals were not randomly selected, but rather were chosen by the working group and project coordinators to illustrate best practices and lessons learned. Thus, the qualitative information gathered at the site visit is not representative of all UMAC projects.

³ Ibid.

3 Context and overview of UMAC

This section of the report sets the context for the UMAC by discussing the current situation of Aboriginal youth in Canada and then describing the background of the UMAC Initiative.

3.1 Aboriginal people in Canada

Canada's Aboriginal population is young, growing, and increasingly urban. Although there are indications that the population's growth rate has slowed since the 1996 census, Aboriginal people have many differences compared to the rest of the population of Canada.

Based on the 2001 Census of Canada, the number of people who self-identified as Aboriginal was 976,305 (3.3% of total population), up from 799,010 (2.8% of total population), representing an increase of 22.2% from 1996. Some factors affecting this growth include high birth rates (1.5 times the non-Aboriginal birth rate), more people identifying themselves as Aboriginal, and more accurate enumeration of people living on-reserve.

Urbanization

There has been a slow but steady movement of Aboriginal people to urban areas. According to the 2001 Census, half of the Aboriginal population lived in urban areas, an increase of 2% since 1996 (see Table 2). Nearly 25% of Aboriginal people (245,000) now live in Canada's 10 major urban centres.

Table 2: Aboriginal population on/off-reserve⁴

Area of residence	Number	Percent
Total on-reserve	286,080	29.3%
Total off-reserve (a + b)	690,225	70.7%
a) Rural non-reserve	196,130	
b) Total urban (c + d)	494,095	
c) Urban non-census Metropolitan Area	214,225	
d) Urban metropolitan area	279,875	
Total	976,305	100%

Aboriginal people are also more mobile than other Canadians. Twenty-two percent moved within the 12 months prior to the 2001 Census, compared to 14% of non-Aboriginal people. One-third of those who moved went to a different community.

⁴ Source: 2001 Census of Canada.

Aboriginal youth

Between 1996 and 2001, the number of Aboriginal youth rose 15% to 323,960. While overall demographic trends show a rapidly aging population, the proportion of the Aboriginal population 14 years old or younger has experienced only a slight decline, from 35% to 33%.

The Aboriginal population is younger than the non-Aboriginal population with a median age difference of 13 years (25 years versus 38 years, respectively). One-third of the Aboriginal population is 14 years old or younger, compared to one-fifth of the non-Aboriginal population. Nunavut, Saskatchewan, and Manitoba have the youngest Aboriginal populations, with the respective median ages of 19, 20, and 23. Approximately 5.6% of all children (under 6 years of age) in Canada are Aboriginal.

The growth in the Aboriginal youth population has important implications for all levels of government and for Aboriginal organizations. Many Aboriginal youth are currently in, or may be entering, Canadian educational, social, and health systems and could soon represent an important percentage of Canada's labour market. A key issue is that without training and education, these youth will not enter the labour market and could become an increasing burden on the income security system.

As shown in Table 3, Aboriginal children and youth continue to comprise an important segment of both the on-reserve and off-reserve population.

Table 3: Aboriginal population on/off-reserve, by age groups

Age group	On-reserve	Off-reserve
0-4 years	33,065	69,545
5-9 years	36,790	76,285
10-14 years	35,025	73,345
15-19 years	28,570	64,420
20-24 years	20,890	55,190
25-34 years	41,130	107,415

Issues and trends affecting Aboriginal youth

- The most significant trend from the perspective of the UMAC Initiative is the increasing urbanization of Aboriginal youth. More and more youth from reserves, rural areas, and remote communities are moving to cities and entering the educational system or labour market.

- Statistics show an Aboriginal suicide rate persistently two to three times higher than the non-Aboriginal rate for Canada. Within the age group served by the UMAC Initiative, the Aboriginal suicide rate is estimated to be five to six times higher than that of non-Aboriginal youth.⁵
- While Aboriginal people comprised 3.8% of the Canadian population in 1996, they represented over 5% of confirmed HIV/AIDS cases. Intravenous drug use and unprotected sex were identified as the primary means of infection, with many urban Aboriginal youth at high risk.⁶
- Aboriginal youth also experience higher rates of teen pregnancy and diabetes than non-Aboriginal youth.
- It is misleading to compare the Aboriginal and overall Canadian population force participation and unemployment rates due to demographic differences between both populations. When adjustments are made to address these differences, it is found that only 54% of Aboriginal people in the 15-64 age bracket are employed, compared to over 71% of non-Aboriginal Canadians. For on-reserve populations the employment rate is 40%.⁷
- The Aboriginal working age population will grow three to five times faster than the non-Aboriginal population. By 2016, the majority of Aboriginal youth will be entering the labour force, while the majority of the non-Aboriginal population will be retiring.⁸
- The education gap between Aboriginal and non-Aboriginal Canadians is narrowing. In 2001, 38% of respondents indicated that they had post-secondary education, up from 33% in 1996. The number of respondents who said that they had dropped out of high school had declined to 39% from 45% in 1996. While this represents substantial progress, it should be noted that in 1996 only 27% of the non-Aboriginal population had not completed high school.⁹
- Over half (52.1%) of Aboriginal children in Canada under the age of 15 live in poverty.¹⁰

⁵ First Nation and Inuit Health Branch, 2001, *Acting on What We Know: Preventing Youth Suicide in First Nations*. Health Canada, Ottawa, ON, Canada

⁶ Centre for Infectious Disease Prevention and Control, Health Canada 2000.

⁷ The Conference Board of Canada Report on Employment Prospects for Aboriginal People.

⁸ DIAND information sheet, 2003.

⁹ Ibid.

¹⁰ Statistics Canada. 1996 Census, custom tabulation for Centre for International Statistics, cited at <http://www.ofifc.org/Page/Reports/AborChilPov/default.htm>.

- Median annual incomes for Aboriginal people are far below the Canadian average. However, the gap between male and female incomes is far less among Aboriginal people than for the general population.¹¹
- Government transfers continue to be the major source of annual income for 38% of Status Indian adults, and 20% of Métis, as compared to 5% of non-Aboriginal adults.¹²

3.2 UMAC: Response to the issues of Aboriginal youth

3.2.1 Background on the UMAC Initiative

The UMAC attempts to respond to the issues affecting Aboriginal youth and to fulfill various government commitments. These commitments occurred around the time of the report of the Royal Commission on Aboriginal Peoples. During its consultations, the Royal Commission heard from Aboriginal youth who expressed a desire for more involvement in issues affecting them and the Aboriginal community.¹³ After the release of the Royal Commission report, the Liberal Party committed itself to the development of a network of urban multipurpose Aboriginal youth centres in its 1997 election platform document, *Securing Our Future Together*.¹⁴ This commitment was reaffirmed later that same year in the Speech from the Throne:

*To help those young Canadians who need a second chance, the Government will develop and expand community-based programs for youth with greatest difficulty making the transition to the world of work because of low education and skills. These will include establishing multi-purpose Aboriginal youth centres that will provide targeted social and cultural support in addition to increasing work and learning opportunities for urban Aboriginal youth.*¹⁵

The Government also recognized that the most effective way to provide programs and services to Aboriginal people is to foster development of the

¹¹ Ibid.

¹² Ibid.

¹³ Report of the Royal Commission on Aboriginal Peoples at http://www/ainc-inac.ca/ch/rcap/rpt/index_e.html.

¹⁴ Liberal Party of Canada, 1997, *Securing Our Future Together*, Liberal Party of Canada, Ottawa Canada, P. 82

¹⁵ Speech from the Throne to Open the First Session Thirty-Sixth Parliament of Canada, September 23, 1997.

necessary capacity within Aboriginal organizations and communities themselves.

Another key element of a renewed partnership is the recognition that Aboriginal people must participate fully in the design and delivery of programs affecting their lives and communities. The federal government is also making a concerted effort in developing new and renewed federal Initiatives to consider the needs of Aboriginal people, both on and off-reserve, in areas such as employment and training, economic development, health, and youth and children's programs.¹⁶

In developing the UMAC Initiative, PCH and Aboriginal organizations undertook an extensive process of consultation and planning, including youth participation. Three multilateral meetings took place with PCH and 10 national Aboriginal organizations between October 1997 and the summer of 1998. The National Association of Friendship Centres (NAFC) also facilitated workshops and forums at the national level. In addition, funding was provided to the Métis National Council (MNC), Inuit Tapiriit Kanatami (ITK), the Native Women's Association of Canada (NWAC), and the Métis National Council of Women (MNCW) to carry out consultations with their constituents. Informal discussions with provincial authorities on the goals and objectives of the Initiative took place and PCH conducted inter-departmental consultations to discuss the Initiative.

Funding was provided to the Aboriginal organizations for program planning and project development purposes in 1998-99. During this time period, PCH held a national UMAC workshop, which was designed to provide further input into the design/delivery of the Initiative.

3.2.2 Overview of the UMAC Initiative

Between 1998 and 2003, the UMAC Initiative funded approximately 850 projects across Canada. Most reflect two key UMAC principles: control "by youth, for youth," and response to local needs and priorities. Projects included workshops, conferences, the production of newsletters, recordings, or the operation of a facility that delivered a range of programs or services. All delivery agencies attempted to implement three key principles underlying the Initiative:

- Delivery of programs and services "by youth, for youth";
- Delivery of programs by Aboriginal organizations; and,

¹⁶ Minister of Indian Affairs and Northern Development, 1997, *Gathering Strength: Canada's Aboriginal Action Plan*, Minister of Public Works and Government Services Canada.

- Fostering expertise and the development of capacity within the Aboriginal delivery agencies.

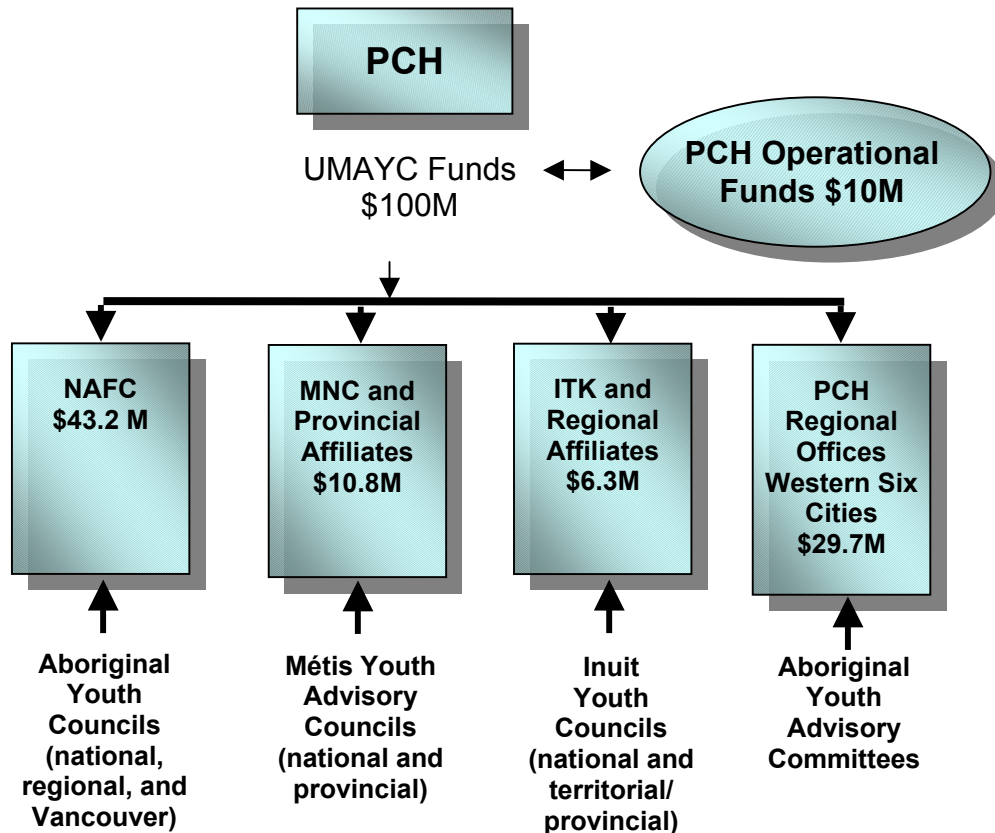
The UMAC Initiative is delivered through two main mechanisms:

- Third party delivery organizations, which include the NAFC, the MNC and its provincial affiliates, and the ITK and its regional affiliates.
- Canadian Heritage regional offices, which deliver UMAC projects in six western cities in Canada (Winnipeg, Regina, Saskatoon, Prince Albert, Edmonton, and Calgary) with input from Youth Advisory Councils.

The UMAC Initiative has committed to delivering projects through existing Aboriginal organizations. This commitment to the participation of Aboriginal youth in planning, priority-setting, design, implementation, and management, is reflected in varying degrees through the arrangements described below. Most of the Initiative is handled by third party Aboriginal delivery organizations.

In the W6 cities, key informants reported that training and support provided by PCH have helped foster the development of Aboriginal expertise, and set the stage for an increasing level of Aboriginal control over program delivery.

The following chart illustrates the relationship between PCH, the delivery agencies, and their respective youth committees/councils and UMACY funding levels (1998-2003).

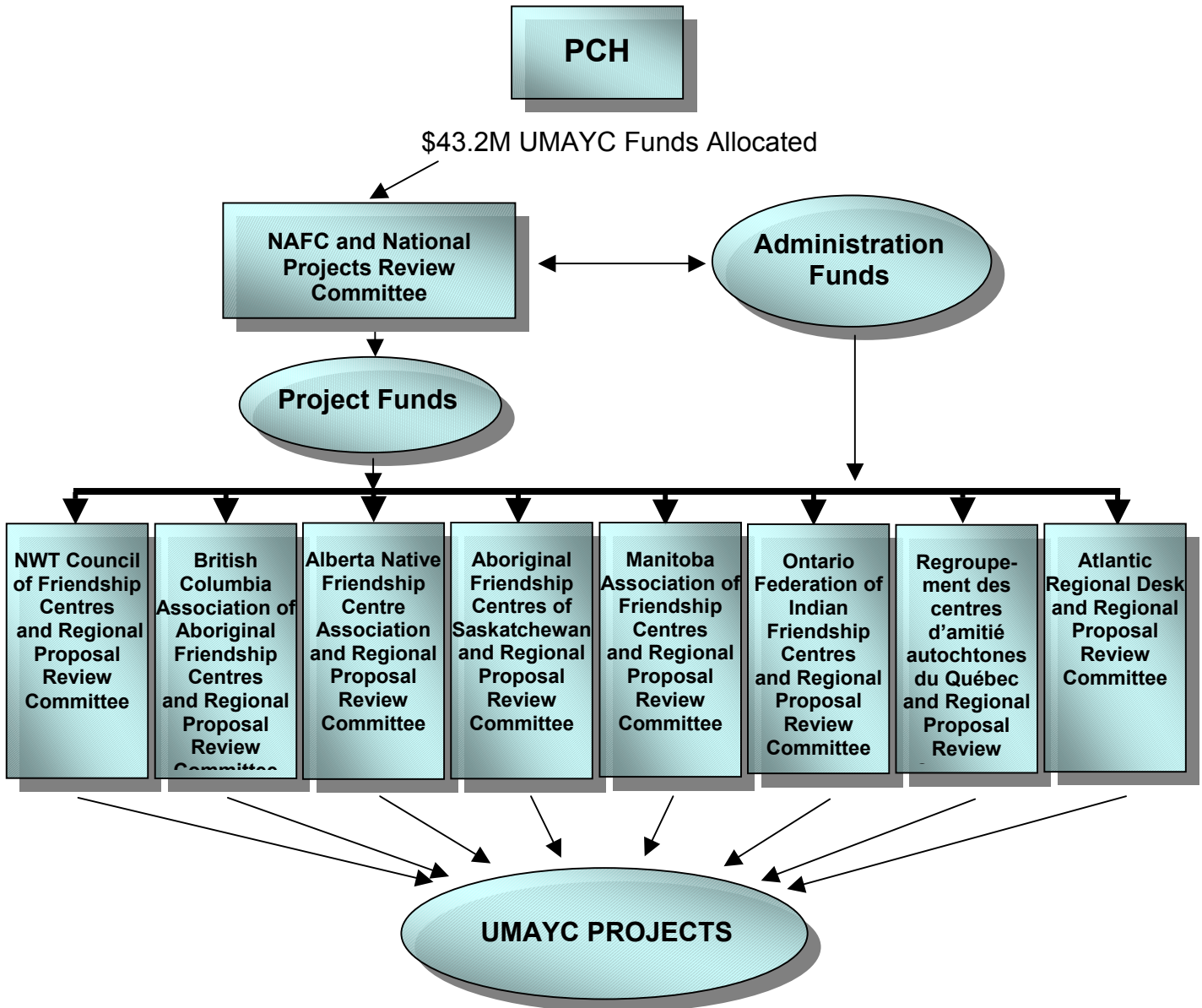


UMACY funding flows on the basis of contribution agreements between the delivery organizations and PCH, the principle funding body. PCH serves as a liaison between the Minister and the delivery agencies, helps link the delivery agencies to other federal government departments, and has responsibility for overall evaluation of the Initiative.

The following section summarizes the four UMACY delivery organizations, and the role of PCH at the national level.

The National Association of Friendship Centres (NAFC)

The NAFC is a national Aboriginal organization representing the concerns of Aboriginal Friendship Centres across Canada, as well as seven provincial/territorial associations (PTAs). The NAFC portion of the UMACY budget amounts to 48% of the total program allocation, or \$43.2 million. The program delivery structure for the NAFC is illustrated in the following chart.



NAFC and PCH negotiate a UMACYC contribution agreement each fiscal year. Contribution agreements are then signed between the NAFC and Regional Desks. The NAFC is responsible for the overall administration of the UMACYC Initiative under its agreement with PCH.

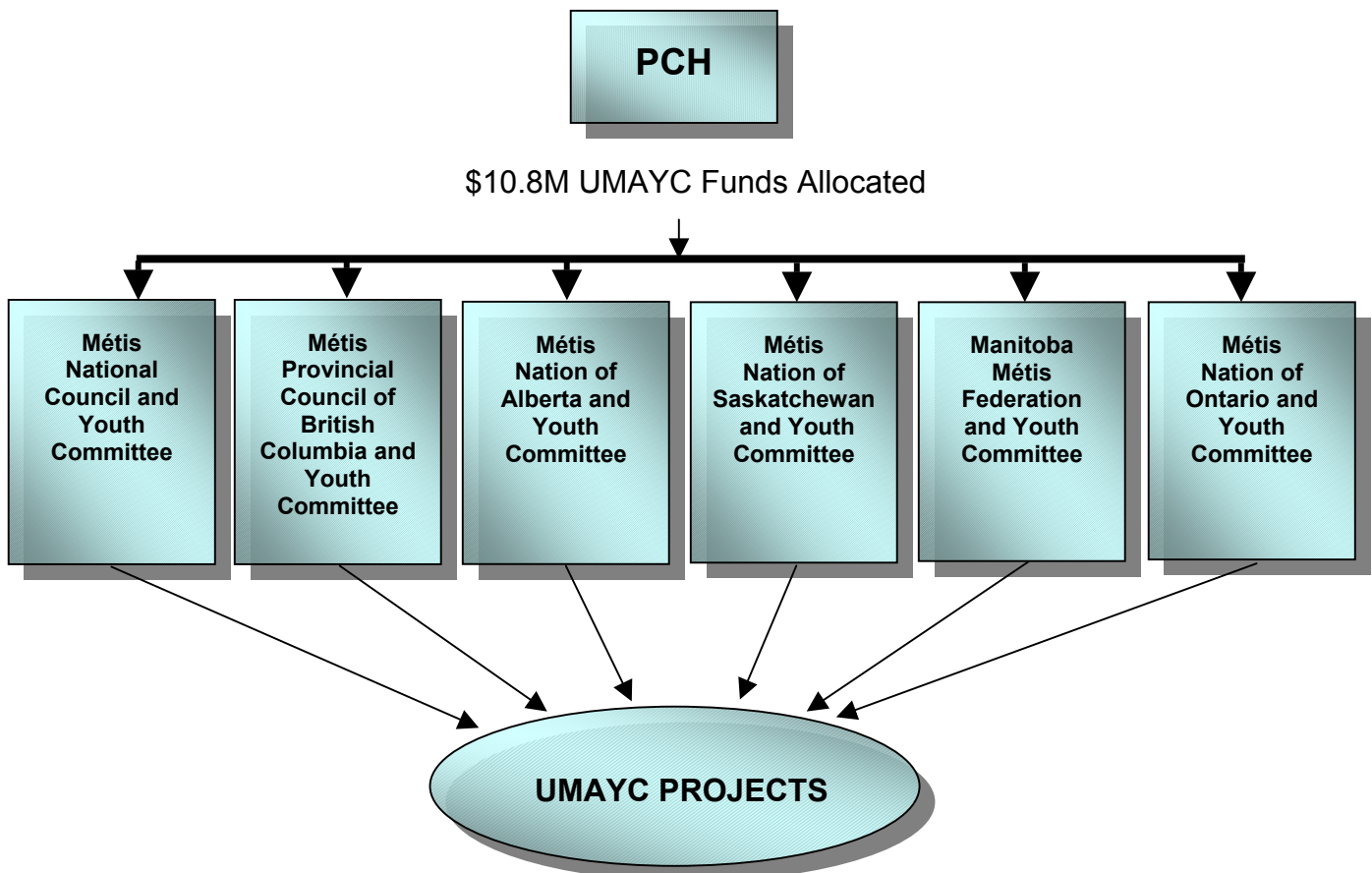
Guidance is provided to the NAFC by its national Aboriginal Youth Council (AYC) and the National Projects Review Committee (NPRC) (with 50% membership drawn from the AYC). The Youth Council is comprised of representatives from the North, British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, Québec, and the East.

UMAYC under the NAFC is delivered through a system of Regional Desks that implement, manage, and administer contribution agreements with local sponsoring organizations. They provide audits, reports, and other region-specific information to the NAFC, and initiate the UMACY call for proposals in their respective regions. The resolution of disputes between sponsoring organizations, recipients, and the NAFC is also managed by the Regional Desks.

Regional Proposal Review Committees with a minimum of 50% youth participation, assess proposals and submit recommendations on project applications and a summary funding recommendation report to the NPRC. These committees also support regional/local planning and priority setting.

Métis National Council (MNC) and Its provincial affiliates

The MNC is the national representative organization of the Métis Nation in Canada. The Métis organizations' portion of the UMACY budget amounts to 12% of the total program allocation, or \$10.8 million. The program delivery structure for the MNC and its provincial affiliates is illustrated in the following chart.



At the provincial level, the MNC is composed of five provincial Métis governing member organizations:

1. Métis Provincial Council of British Columbia;
2. Métis Nation of Alberta;
3. Métis Nation - Saskatchewan;
4. Manitoba Métis Federation; and
5. Métis Nation of Ontario.

The MNC and its five provincial affiliates each have an independent contribution agreement with PCH under the UMAC Initiative.

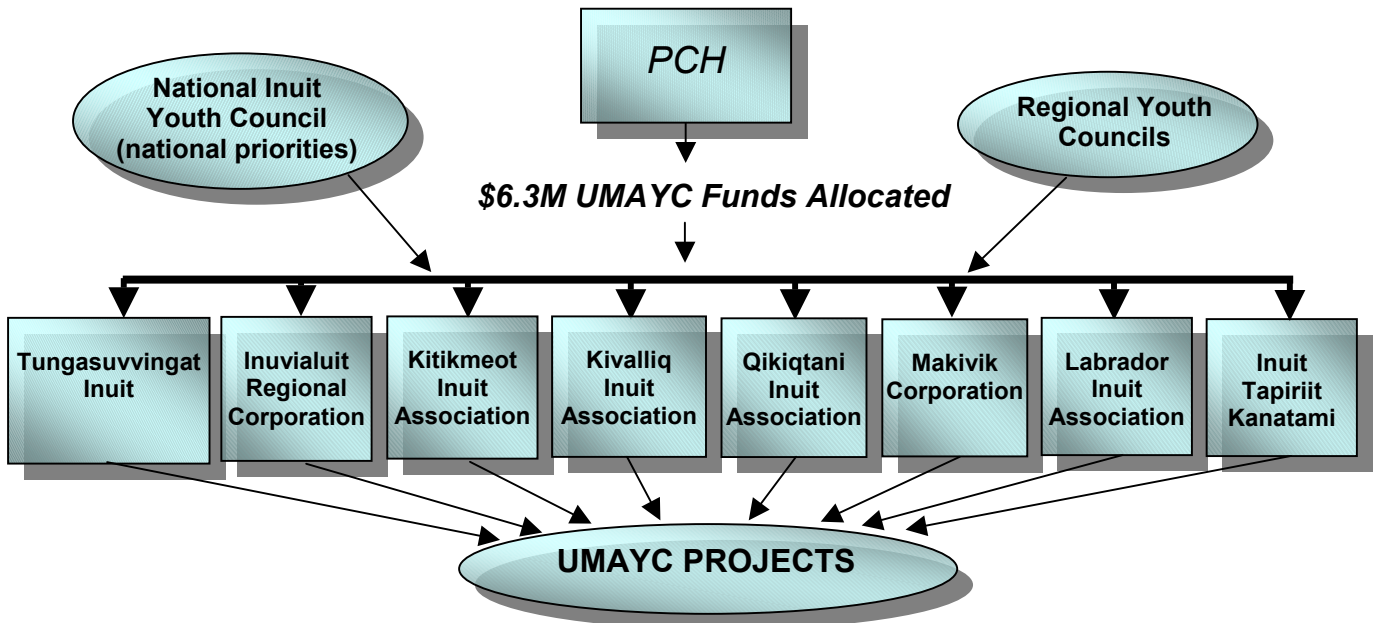
- MNC, as the national Métis organization, provides advocacy, regional programming support, and coordination. UMAC funds are administered and managed at the national level by the National UMAC Coordinator and the MNC Policy Analyst, in partnership with the Métis National Youth Advisory Council (MNYAC). The MNYAC establishes priorities, plans, and policies relating to the UMAC. It is the primary decision-making body overseeing delivery and administration of the Initiative at the national level.
- Each of the five MNC provincial organizations signs an annual contribution agreement with PCH to deliver the UMAC Initiative. These organizations establish priorities, plans, processes, and policies for UMAC in their provinces. All have developed region-specific program management structures, and each has a UMAC Youth Coordinator, often working in the association's youth department, who provides administrative support for the UMAC Initiative.
- Métis community projects are generally supported by local Métis youth groups.

Inuit Tapiriit Kanatami (ITK) and its regional affiliates

The Inuit portion of the UMAC budget amounts to 7% of the total program allocation, or \$6.3 million. The role of the ITK in relation to the UMAC Initiative has evolved from administering funds to organizations in Montréal and Ottawa, to coordinating projects identified by the National Inuit Youth Council, using slippage funds from affiliate organizations.

UMAYC is also delivered in the North by six Inuit representative organizations (all of whom have direct funding relationships with PCH), and in the South by two Inuit organizations in Montréal and Ottawa.

The program delivery structure for the ITK and its regional affiliates is illustrated in the following chart.



The Western Six

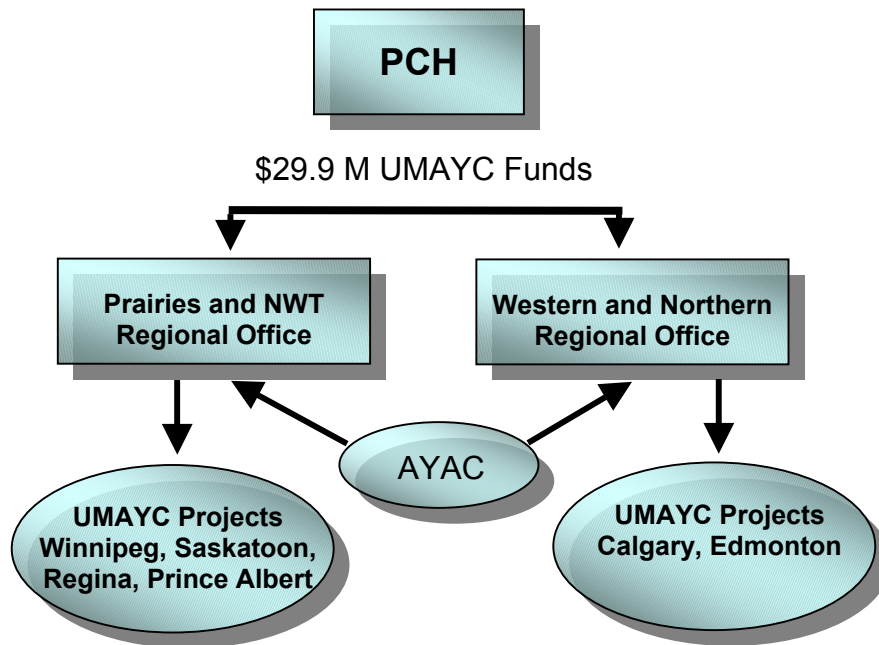
PCH regional offices are now responsible for the interim administration of 33% of the total program allocation, or \$29.7 million, designated for Winnipeg, Regina, Saskatoon, Prince Albert, Edmonton, and Calgary.

This delivery arrangement was initially developed because of the complexity of Aboriginal communities within those cities. At the time of implementation, no one Aboriginal organization was deemed acceptable by all players as a delivery agent. It was the intent of the Department to explore and develop options to devolve the responsibility for the administration of UMAC funding in the W6 to Aboriginal organizations in those cities.

A study conducted in 2000 on the implementation of the UMAC Initiative (1998-2000) concluded:

For 2000-2003, the emphasis will be on "staying the course" with continued support for the leadership role of Aboriginal youth in the UMAC and the partnership approach to UMAC management, administration, and delivery with the 14 Aboriginal organization and the AYACs.¹⁷

The program delivery structure for the W6 is illustrated in the following chart.



PCH oversees the implementation of the UMAC Initiative in six western cities, and administers funding through contribution agreements that support UMAC projects and activities. The approach is decentralized: each region develops its own reporting system and approach to data collection. Contracts are managed according to the guidelines set out in the contribution agreements, and information is entered into the Department's Grants and Contribution Information Management System (GCIMS).

Aboriginal youth councils receive funding proposals and make decisions based on priorities established for the Initiative, and on annual youth committee priorities. Program officers work with Aboriginal organizations on proposal development.

¹⁷ Report on the Implementation of the Urban Multipurpose Aboriginal Youth Centres (UMAC) Initiative for 1998-2000, Native Citizens' Program, October 2000.

Role of PCH at the National Level

PCH has retained \$10 million over the past five years in the form of operating expenditures to support the overall implementation, management and evaluation of the UMAC Initiative. This funding was to include:

- the design, coordination, and implementation of processes and structures;
 - development of contribution agreements;
 - administration of UMAC funds in the six western cities;
 - facilitation and support for the creation and operation of the Aboriginal youth advisory committees in the six western cities and Vancouver;
 - completion of a progress report;
 - development of an evaluation framework and independent evaluation;
 - sponsoring national, regional, and local conferences and workshops and the development of tools (such as a web site and newsletter) to develop and enhance the capacities of Aboriginal youth; and
 - ongoing liaison and information dissemination of information on UMAC.
-

Funding

The following table illustrates the allocation of UMACY funding (1998-2003) to each of the delivery agencies.

Table 4: Allocation of UMACY program delivery funding 1998-2003
(millions of dollars)

% Share of \$90 M	1998-1999	1999-2000	2000-2001	2001-2002	2002-2003	Total
NAFC ¹⁸ (48%)	1.92	8.16	11.04	11.04	11.04	43.20
Métis organizations (12%)	0.48	2.04	2.76	2.76	2.76	10.80
Inuit organizations (7%)	0.28	1.19	1.61	1.61	1.61	6.30
Western Six						
Winnipeg (11%)	0.44	1.87	2.53	2.53	2.53	9.90
Regina (4%)	0.16	0.68	0.92	0.92	0.92	3.60
Prince Albert (3%)	0.12	0.51	0.69	0.69	0.69	2.70
Edmonton (8%)	0.32	1.36	1.84	1.84	1.84	7.20
Saskatoon (4%)	0.16	0.68	0.92	0.92	0.92	3.60
Calgary (3%)	0.12	0.51	0.69	0.69	0.69	2.70
TOTAL	4.00	17.00	23.00	23.00	23.00	90.00¹⁹

Source: Report on the Implementation of the Urban Multipurpose Aboriginal Youth Centres Initiative for 1998-2000

¹⁸ The allocation of UMACY program funds for Vancouver (5.7% of \$90 million) for the period from 1998-2003 is included in the overall calculation for the NAFC (48%) and is as follows: \$0.228 million for 1998-99; \$0.969 million for 1999-00; and \$1.311 million respectively for 2000-01, 2001-02 and 2002-03 for a total of \$5.13 million for the period 1998 to 2003.

¹⁹ An additional \$10 million was used by PCH for operating expenses, thus accounting for the overall program allocation of \$100 million.

4 Evaluation findings

This section presents the evaluation findings, recommendations, and the management response and action plan for each recommendation.

Management Response: Overall, the Aboriginal Affairs Branch finds the results of the UMAC Initiative evaluation to be consistent with the on-going observations of the Branch. The evaluation findings point to the relevance and perceived positive impacts of the Initiative while highlighting the inconsistencies and challenges related to implementation, delivery and accountability.

The Aboriginal Affairs Branch will respond strategically to the recommendations through the development and implementation of three primary strategies:

- *National Capacity Building Strategy* will consist of: training and tool development for Aboriginal partners and PCH staff (HQ and regions) in the area of program delivery and performance monitoring and reporting. Additional training will be developed in the areas of planning, organizing, directing, motivating, controlling, and monitoring;
- *National Communications Strategy* will focus on improving overall communication within the Initiative and will include improved access to information, sharing of best practices, inclusion of UMAC on the Branch web site and revisions to the UMAC Initiative brochure; and
- *Program Renewal Strategy* will include the consolidation of the current programming authorities into a new integrated policy framework by the re-clustering of the essential programming elements under a few new key objectives to reflect the major intended outcomes of the Aboriginal programming as a whole. This is in response to Treasury Board Secretariat Transfer Payment Policy requirements.

4.1 Program relevance

This section discusses the relevance of the UMAC Initiative to federal government priorities, PCH objectives, and the priorities of Aboriginal organizations and youth.

4.1.1 Federal Government Priorities

The Speech from the Throne (2002) highlights Canada's commitment to address the needs of Aboriginal people, stressing in particular the areas of

job creation, entrepreneurship, and the needs of Aboriginal people living in cities. The Speech included a commitment to "...work with these communities to build their capacity for economic and social development,"²⁰ a goal consistent with UMAC's objective of "facilitating successful participation in community life, as an alternative to negative environments."²¹ The Speech also committed the government to "close the gap in the life chances between Aboriginal and non-Aboriginal Canadians." This is in harmony with government commitments made under *Gathering Strength - Canada's Aboriginal Action Plan*, the federal government's 1997 response to the Final Report of the Royal Commission on Aboriginal Peoples.

Canada has set a high priority on the development and implementation of strategies to increase opportunities for its Aboriginal peoples, and to provide special support to address the needs of Aboriginal youth, and indeed, all youth in Canada. As Prime Minister Chrétien noted in his statement on the Youth Employment Strategy;

*Young People are a national priority. They require a national vision for their success as the leaders and innovators of tomorrow...As pledged in the Speech from the Throne, one of our objectives as a country is to ensure that our youth develop their full potential. And we will meet this objective....As Canadians it is our responsibility to create hope and opportunity for our youth.*²²

Funds were also committed in *The Budget Speech 2003* for the Urban Aboriginal Strategy (UAS).²³ It was the intent that the UMAC would be implemented within the objectives of this Strategy. The UAS was introduced in 1998 as part of *Gathering Strength* to address, in partnership with stakeholders, the serious socio-economic needs of urban Aboriginal people. The Strategy is designed to improve policy development and program coordination at the federal level and with other levels of government.

4.1.2 PCH strategic objectives

The UMAC Initiative supports PCH's four strategic objectives.

- **Canadian content**

Many UMAC projects support the creation and dissemination of cultural works and materials, directly and/or through support for programs, services,

²⁰ Her Excellency the Right Honourable Adrienne Clarkson, 2002, *Speech From the Throne*, Government of Canada, Ottawa Canada.

²¹ Op. cit.

²² Government of Canada, 2002, *Canada's Youth Employment Strategy*, Government of Canada, Ottawa Canada.

²³ Department of Finance, 2003, *Building the Canada We Want, The Budget Speech 2003*. Ottawa Canada.

or Initiatives fostering skill and knowledge development and exchange in the cultural domain. Examples include music and drama workshops, traditional sewing workshops, and dance training.

- **Cultural participation and engagement**

Many UMAC activities emphasize the acquisition of traditional skills and the recognition and celebration of Aboriginal cultures.

- **Connections**

Most projects encourage inclusiveness. Many projects are designed to help groups and individuals transcend cultural barriers between Aboriginal Canadians and non-Aboriginal Canadians, as well as barriers between different Aboriginal Peoples.

- **Active citizenship and civic participation**

UMAC participants reported significant acquisition of project development, management, and leadership skills through their participation in UMAC, all of which will contribute to their effective participation in society.

4.1.3 Priorities of Aboriginal delivery organizations

Key informants confirm that the UMAC Initiative is relevant to, and consistent with, the goals of the three national Aboriginal organizations currently acting as delivery organizations: the NAFC, the MNC, and ITK.

The National Association of Friendship Centres

The needs of urban Aboriginal youth represent an important priority for NAFC. Since 1985, the Friendship Centre Movement has seen the development of, and commitment to, a national Youth Movement. In 1994, the Aboriginal Youth Council was established through a resolution that defined and recognized the distinct role young people play in the Friendship Centre movement. NAFC currently supports and promotes a large number of youth-focused programs including Young Canada Works for Aboriginal Urban Youth, and a variety of youth employment and training initiatives. The NAFC is also an active member of several external committees and associations with mandates of relevance to urban Aboriginal people, addressing issues such as literacy, racism, AIDS, employment equity, and economic development justice.

As the only national Aboriginal organization specifically mandated to address the needs of urban Aboriginal people, NAFC views UMAC as an important tool in addressing the needs of its client base, and as a Initiative fully consistent with the goals, objectives, and principles of the NAFC itself.

Métis National Council

The MNC has demonstrated its commitment to youth issues through the establishment and ongoing sponsorship of the Métis National Youth Advisory Council (MNYAC). This group has administered the National Métis Youth Role Model Program, sponsored annual national Métis youth conferences, and represented Métis youth on a wide range of committees and Initiatives.

The MNC also ensures communication with Métis youth through the Youth Gazette, and a national youth web site that is sponsored by UMACY.

MNC feels that the UMACY Initiative is a key component of their overall strategy for meeting youth needs and priorities. They are cognizant of the rapid growth of their young community; and in particular of the trend toward urbanization of Métis youth. UMACY is seen as a valuable, flexible, and responsive Initiative that provides important support to the MNC in achieving its goals for the Métis youth of Canada.

Inuit Tapiriit Kanatami

Youth in the Inuit regions are undergoing cultural, economic, and social pressures similar to those experienced by Aboriginal youth across Canada. These include loss of Aboriginal language and culture; a growing gap between elders and youth; loss of skills and knowledge related to survival on the land; rising levels of suicide among youth; high levels of unemployment; and a perceived absence of opportunities for youth in the communities. Respondents from all Inuit delivery agencies agreed that UMACY funding plays an essential role in enabling them to meet the challenges facing a growing population group with significant needs, under considerable social strain.

4.1.4 Urban Aboriginal youth needs

The ongoing relevance of the UMACY Initiative to Aboriginal youth is demonstrable by implementation of the principle of “By Youth, For Youth” in the design/delivery of UMACY. The intent of the Initiative is for youth to be setting local priorities, developing local proposals, making key program decisions, and monitoring local projects. This youth-driven approach, and the flexibility of the Initiative, was intended to ensure its relevance to Aboriginal youth.

4.2 Implementation

The following discussion considers issues that have arisen in the implementation and administration of the UMACY Initiative.

4.2.1 Range of projects

One of the objectives of the Initiative is to provide projects that “address a wide range of Aboriginal youth issues and needs.” The following table illustrates the range of projects delivered under the UMACY Initiative. Please note that these project classifications are not mutually exclusive: most “Health” projects, for example, also incorporated “Education” or “Prevention” themes. This table reflects the primary focus of the funded activities.

Table 5: Percent UMACY funding by type of activity

Type of activity	% of project expenditure
Personal and cultural	25.4%
Education and training	23.0%
Recreational	18.8%
Preventative	10.6%
Health	7.0%
Technology	4.5%
Transition and resources	3.7%
High risk	1.5%
Organizational	3.3%
Other	1.5%
Total	100.0%

Note: Some project expenditures were allocated to organizational development when expenditure could not be attributed directly to a specific project but activity was occurring in the organizations.

The largest percentage of projects fell into the “personal and cultural” (25 percent) or “education and training” (23 percent) activity areas. This confirms the importance Aboriginal youth across Canada place on the need to strengthen education, to eliminate barriers to employment, and to increase cultural knowledge and pride. This is consistent with the objectives of the UMACY Initiative, which include *“encouraging educational completion and attainment,” “increasing effective participation in employment, skill development, career counselling and training programs,”* and *“increasing participation in a wide range of ... cultural and other development programs.”*

In addition to meeting the objectives of the Initiative, these project areas reflect the priorities and needs of Aboriginal youth. Key informants in all delivery organizations stressed the involvement of youth in establishing priorities for funded projects and in reviewing proposals with these priorities in mind.

4.2.2 Implementation challenges

The ability of delivery organizations to manage UMACY funds and administer the Initiative varies, but according to key informants, all delivery organizations experience challenges in these areas. Some of the issues raised below should be quantitatively measurable, but because of reporting deficiencies, only key informant opinion is available.

Complete Devolution

When the UMACY Initiative was established, Cabinet decided to deliver the Initiative in six major western cities (Calgary, Edmonton, Winnipeg, Saskatoon, Regina, and Prince Albert) through regional PCH offices rather than through Aboriginal organizations. Two-thirds (\$60.3 million) of the UMACY program delivery funds have been devolved to third-party Aboriginal organizations, however the W6 controls the remaining one-third (\$29.7 million). Some key informants call for devolution; others still express concern that Aboriginal organizations in these cities are not yet able to agree on how the Initiative should be delivered.

This delivery arrangement was initially developed because of the complexity of Aboriginal communities within these cities. At the time of implementation, no one Aboriginal organization was deemed acceptable by all players as a delivery agent. It was the intent of the Department to explore and develop options to devolve the responsibility for the administration of UMACY funding in the W6 to Aboriginal organizations in those cities.

Recommendation: *Conforming with federal government policy on the participation of Aboriginal people in the design and delivery of programs affecting their lives (Gathering Strength), and the Terms and Conditions of the UMACY Initiative, PCH should identify conditions that would allow it to devolve W6 funding. (See recommendation on capacity below.)*

Management Response: *Recommendation accepted.*

As part of the program renewal process, a study on third-party delivery will be completed to assess accountability and best practices in a third-party delivery environment. This study will specifically identify conditions that must be met in order to devolve W6 funding to Aboriginal organizations.

Timeline: Program Renewal process, underway/completed March 2005.

Capacity

Each of the third party delivery organizations has established an administrative infrastructure to respond to its responsibilities under the Initiative.

- NAFC has substantial experience in administering and delivering programs.
- The MNC and its provincial affiliates have created a number of administrative bodies to handle their responsibilities under the Initiative.
- Each of the six Inuit representative organizations establishes and operates its own delivery structure and as a result, a number of core functions are managed in very different ways from regions to region.

While all the organizations have responded to the challenges of administering and delivering the Initiative, PCH key informants expressed some concerns about the capacity of third-party delivery organizations. They reported that the Initiative initially over-estimated the ability of these organizations to administer and deliver such a large and complex Initiative. The ITK is an example. PCH asks ITK to develop projects when proposal submissions in the regions are insufficient in number or quality, but ITK key informants did not consider this the most effective use of program funds. Key informants commented that PCH should, instead, assist ITK in developing a clear committee structure, accountability framework, and mentoring system for the regional organizations.

Even the delivery organizations with greater administrative infrastructure can experience capacity issues. They sometimes approve projects where they are unable to undertake data collection and reporting. In addition, some key informants believe that more groundwork needs to be done before releasing the financial resources to delivery organizations; without that preparation, the sudden responsibility for administering the large amount of UMAC money has created instability in some organizations. PCH regional staff reports that building the capacity of these organizations has required a significant time commitment.

According to key informants, these capacity issues are exacerbated by the high turnover of staff in some delivery organizations. When key staff leave, there is often no remaining institutional memory about how to administer and deliver the Initiative. Some key informants stressed that the roles and responsibilities under the Initiative need to be documented so that new staff are equipped to take over. This is considered less of an issue for the W6 regional offices, which have less turnover and more documentation on the Initiative.

Under the W6 model, capacity is also an issue with the youth advisory councils. While key informants believe that these councils are effective and promote the basic objectives of the Initiative, PCH has found that building youth capacity has required significant staff time for recruiting, training, and providing leadership. In addition, projects also require assistance in data collection and reporting.

Recommendation: *Given that good proposals can be in short supply, PCH should divert funding to building capacity among the delivery agencies even if this means less project funding in the short term.*

Management Response: *Recommendation accepted.*

As part of a broader strategy to enhance capacity among Aboriginal delivery organization, Aboriginal youth councils and project providers, PCH will utilize funding from its UMAC operation and management (O&M) strategic plan which consists of funding allocated for activities such as capacity building.

Timeline: Capacity building strategy, April 2004.

Recommendation: *PCH should accelerate skills development for youth involved in the management and operation of UMAC projects.*

Management Response: *Recommendation accepted.*

PCH held four national UMAC workshops (June and November 1999, November 2000 and March 2003) aimed at skills development of Aboriginal youth managing and operating UMAC projects. In addition, the Aboriginal delivery organizations have provided Aboriginal youth training and PCH regional offices have organized separate training workshops for their Aboriginal youth, utilizing UMAC operation and management funds. PCH will continue to expand on this approach and will work with representatives from the Aboriginal delivery organizations and PCH regional offices to develop a strategy to accelerate skill development for Aboriginal youth involved in the management and operations of UMAC projects.

Timeline: Capacity building strategy, April 2004.

Review of proposals

Currently the UMAC Initiative has not established proposal requirements or guidelines for the proposal review process. Each delivery organization establishes its own rules and criteria for soliciting and reviewing proposals.

While this flexible approach to program management has its advantages, the absence of clear, written, and accessible guidelines for program administration has, in some cases, resulted in operational difficulties. For example, in some cities in the W6, the local Aboriginal organizations are involved in selecting youth participants. Program officers indicated that the absence of formal guidelines leaves them without adequate guidance for determining how to handle political situations. According to key informants, the absence of clear and mutually agreed upon guidelines for decision-making has allowed delivery organizations to use political pressure. This has strained the relationship between youth committees and the regional offices.

Recommendation: *PCH should clarify roles and create well-defined procedures and authorities to assist officers working with Aboriginal delivery agents, and should articulate conflict of interest guidelines and request delivery agents to demonstrate application of these guidelines.*

Management Response: *Recommendation accepted.*

PCH will continue to develop training for its officers aimed at clarifying roles, defining procedures and authorities, as well as articulate conflict of interest guidelines for delivery agents and request demonstrated implementation of these guidelines in revised reporting requirements by delivery agents. This recommendation will be addressed as part of a Capacity Building Strategy as discussion in Recommendation 2.

Timeline: Capacity building strategy, April 2004.

Role of youth

In accordance with the Initiative's guiding principles, each delivery model incorporates youth in the delivery and administration of the Initiative. The NAFC, the National UMAC Committee and the regional committees have 50% youth members. The MNC and its regional organizations have the Métis National Youth Advisory Committee and the Métis Provincial Youth Councils. The ITK established a National Inuit Youth Council in 1994. The six Inuit delivery organizations each have their own structure for their youth councils. For all of the third party delivery organizations, the process for choosing council members varies across the regions.

Eligibility requirements at one point stipulated that youth should be signing officers with respect to their program. This ran against some problems as it violated the constitution of some Friendship Centres. While guidelines remained the same, a compromise was made whereby youth were involved in approval of expenditures.

The W6 relies on youth advisory councils to conduct local planning, set funding priorities, review applications, and make funding recommendations. In contrast to the NAFC, the W6 advisory councils have only youth membership (youth in several cities can serve on the councils until they are 29 years of age). However, the selection process differs across the cities. In some, there is an open nomination process followed by an election. In others, there is an open call for interest followed by interviews with members of the youth advisory council choosing the new member. Previously, some cities had allowed Aboriginal organizations to recommend members; however, key informants noted that this led to members advocating on behalf of their organization.

A related issue is the conflicts of interest that can occur when youth advisory councils review proposals. In small communities, conflicts can easily arise because youth often have connections to projects proposals. PCH staff have spent time instructing youth on recognizing conflicts of interest and responding appropriately to these conflicts. However, key informants report that sometimes these conflicts are only made apparent after a vote. They note that handling conflicts of interest is an example of the type of training and capacity building that the Initiative needs to provide.

A more common issue is maintaining a capable youth advisory council. For some delivery organizations, generating youth interest in serving on the advisory councils has been a challenge. A few Inuit organizations have not been able to establish youth committees or had to disband their committees because of lack of participation. For others, the turnover of members has created the need for continual training. While turnover is often positive, with youth embarking on new jobs or entering post-secondary institutions, the need to train new members requires staff resources.

Participants in the youth advisory councils are generally enthusiastic and believe that they have played vital roles in project development. However, youth in W6 youth advisory councils commented that they did not feel well trained and were unclear on the objectives of the Initiative. They wanted the roles of the councils strengthened, so that they do more than review proposals every six months. For example, youth wanted to conduct monitoring visits of projects and to be informed about budgetary information. Some youth felt held back in building capacity, and the reasons for this varied. Youth at one site believed that the supervisors undermine their work by questioning their ability to administer the Initiative. At another site visit, youth reported that an Aboriginal liaison person at PCH would improve the working of the council.

For the third party delivery model, the youth who participated in focus groups or interviews were primarily from the project level and not involved in program

administration and delivery, so information comparable to that from the W6 youth advisory councils was not obtained.

Recommendation: *PCH and its Aboriginal partners, including youth members, should open a dialogue about the role of youth in the UMAC Initiative and share best practices on capacity building. The discussion could also include ideas about how to ensure an open and transparent process for choosing members for youth councils so that all youth have the opportunity to participate in, and benefit from, membership in these councils.*

Management Response: *Recommendation accepted.*

This recommendation will be addressed as part of a Capacity Building Strategy as discussed in Recommendation 2. PCH will work with representatives from the Aboriginal delivery organizations and PCH regional offices to develop a strategy to improve communications with its Aboriginal partners involved in the management and operations of UMAC projects.

Timeline: Capacity building strategy, April 2004. Communication strategy, April 2004.

Role of PCH

PCH has retained \$10 million over the past five years in the form of operating expenditures to support the overall implementation, management and evaluation of the UMAC Initiative. The degree to which these activities were carried out by the department is not fully documented in this report, however findings from the evaluation suggest further coordination and implementation of processes and structures is required by PCH. This is evidenced through issues that arose related to implementation, capacity, reporting, accessibility, and training. For example, standard tools and protocols to support effective program delivery were not developed by PCH. PCH and its Aboriginal partners need to now work together to develop proposal requirements and review standards, guidelines for the roles and responsibilities of youth councils and program staff, and standards for monitoring and reporting.

Recommendation: *Further coordination and national oversight activities are required by PCH. This would include training to increase PCH staff's capacity to manage the Initiative, and training to increase youth and Aboriginal organization's capacity to deliver the Initiative.*

Management Response: *Recommendation accepted.*

This recommendation will be addressed as part of a Capacity Building Strategy as discussed in Recommendation 2. Broader oversight activities,

including the respective responsibilities of headquarters and regions, will also be addressed during the program renewal process.

Timeline: Capacity building strategy, April 2004. Program Renewal process, underway/completed March 2005.

Funding issues

Most delivery organizations reported difficulties from delays in the flow of funds from PCH to their projects. These delays had a number of consequences, including:

- the cancellation of planned events and programs;
- the need to seek bridge funding or other contributions from host or other organizations;
- projects begun with inadequate preparation in the absence of a confirmed start date;
- staff layoffs and subsequent loss of corporate capacity;
- stress within delivery organizations and among partners; and
- reduced time for spending project funds so that slippage occurs.

Key informants attributed delays in the funding process to a number of causes. These included the introduction of a new grants and contributions system at PCH, heightened accountability and reporting requirements within government generally, staff shortages/turnover within PCH, and late submission of proposals by community organizations. Some delivery organizations wait to forward proposals to PCH until all provincial/territorial organizations have responded. Consequently, the PCH review of these proposals is delayed.

Key informants suggested instituting multi-year funding for several reasons. First, the current practice of year-to-year funding does not promote effective strategic planning to address the long-term goals of the Initiative. It was suggested that a management assessment, similar to that carried out by the INAC Flexible Transfer Agreement, could be used as a prerequisite to moving to multi-year funding. Second, multi-year funding reduces the stages of approval because, after the first year, the director-level of PCH can approve funding. Key informants said that currently, numerous proposals are navigating a narrow approval channel at the same time. They suggested that multi-year funding would lessen this administrative bottleneck. Another suggestion was to allow signing authority at the district level.

Some key informants also noted that PCH could improve the capacity of less-advantaged Aboriginal organizations by including capital expenditures as allowable expenses. Alternately, PCH could assist projects with these needs

through better coordination with other federal/provincial/territorial programs that do provide this type of funding.

Recommendation: *PCH should consider multi-year funding so that projects can create activities with longer-term goals. PCH should also consider other methods for expediting project funding because these delays are currently reducing the effectiveness of the Initiative.*

Management Response: *Recommendation accepted.*

PCH continues to recognize the benefits of multi-year funding. PCH will continue to work with Aboriginal partners to ensure that applications for funding are submitted in time and contain all required information. PCH is currently putting measures in place to streamline the approval process.

Timeline: Capacity building strategy, April 2004. Streamlining approval process, on-going.

4.2.3 Accessibility

In the interviews and site visits, the issue of accessibility arose in two contexts: first, the accessibility of UMACY funding to sponsoring organizations; and second, the accessibility of projects to the target population. Each issue will be discussed in turn.

4.2.4 Accessibility to sponsoring organizations

As discussed above, most delivery organizations have established procedures for the review and analysis of proposals based on objective criteria. However, some processes for proposal review have the potential to restrict the reach of the UMACY Initiative. For example, the NAFC uses its National Allocation Formula for distributing UMACY funds, which places substantial weight on the number of Friendship Centres in a region. Several key informants also expressed concern that the Initiative is not equally available to groups unaffiliated with a third-party delivery organization. According to them, communities without Friendship Centres usually do not receive UMACY funds, even though their Aboriginal populations may be large. Other key informants believe that organizations affiliated with third-party delivery organizations are not given equal consideration for funding in the W6 model.

For both delivery models (third party and W6), key informants recognized that politicization in proposal reviews might occur. They stressed that unless care is taken in the composition, selection, mandate definition, and orientation of decision-making bodies, the potential exists for exclusion of groups within a community. This may result in inequities in access to, or levels of, funding on the basis of origin, affiliation, location, or other factors.

Several key informants stressed the importance of outreach to ensure that all Aboriginal organizations are aware of, and understand, the objectives of the Initiative. The W6 model has worked to inform non-traditional, smaller organizations about the UMACY Initiative and to encourage applications from them. The PCH regional offices reported advertising in local media, using mail-outs, and relying on word-of-mouth. However, key informants recognized that these smaller organizations sometimes lack the ability to put together a viable proposal and saw this as an access issue for the Initiative. In the W6 model, efforts have been made to train the youth councils, so that they can offer assistance to youth in these smaller projects. Some key informants believe that PCH should provide more oversight to ensure that outreach occurs in all delivery models.

Finally, accessibility to funding is also limited by the funding available for the UMACY Initiative. Key informants pointed out that while it is desirable to continue funding successful projects, this limits the Initiative's ability to fund other projects that respond to new youth priorities. For this reason, they stressed the need for the Initiative to encourage projects to use their abilities developed through the Initiative to seek out and apply for funding from other sources.

4.2.5 Accessibility to target population

In general, all projects seek to make their programs and services accessible to all Aboriginal youth in the community. The effectiveness of these efforts is unknown because statistics on participants are not consistently kept by all projects. However, key informants identified a few gaps. In all delivery models, projects that target at-risk youth receive a small proportion of the funding. In addition, youth with drug or alcohol problems may have difficulties accessing UMACY-funded projects: at least one project reported a zero tolerance policy prohibiting access to their centre for anyone under the influence of alcohol or drugs; another project intended to target at-risk youth was unable to remain in operation for an entire year. If the UMACY Initiative wants to ensure that these more marginalized Aboriginal youth receive services, more promotion for the development of outreach programs to youth at risk is required.

A few key informants also believe that the older target population (ages 21-29) are under-serviced by current projects. They pointed out that this age group is most likely to benefit from economic programming and that the Initiative should consider this deficit in programming for future years.

UMACY projects are also not available in all communities.

- Many Arctic communities have populations of less than 1,000, and were consequently unable to access UMACY funding. When funding from other sources was available, representatives of these communities were able to participate; however, it was noted by Inuit
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respondents that the needs of youth in the smaller communities are not being met to the same extent as those with direct access to UMAC projects.

- The UMAC Initiative is not available to the Aboriginal youth of Prince Edward Island (Aboriginal population approximately 1,000).
- The UMAC Project in Yellowknife was curtailed when the Yellowknife Friendship Centre recently closed because its building was deemed unsafe.

Recommendation: *To ensure that all eligible organizations are aware of the Initiative, PCH and its Aboriginal partners should develop a communications strategy for publicizing the Initiative and calling for proposals.*

Management Response: *Recommendation accepted.*

A communications strategy, including a revised brochure on the Initiative and the inclusion of details on the web site, will be developed by PCH and its Aboriginal partners. This recommendation will also be addressed as part of a Capacity.

Timeline: Communication strategy, April 2004. Capacity Building Strategy, April 2004.

Recommendation: *PCH and its Aboriginal partners should agree to monitor their proposal solicitation and review processes to ensure that they are open to all eligible organizations and promote all aspects of the Initiative (i.e. at-risk youth).*

Management Response: *Recommendation accepted.*

This recommendation will be addressed as part of a Capacity Building Strategy as discussed in Recommendation 2. This recommendation will also be addressed as part of a Communication Strategy as discussed in Recommendations 3 and 11. However, promotion of the Initiative is a shared role between PCH and its partners. The partners can identify their own priorities within the objectives of the Initiative. Not all aspects of the Initiative, including at-risk youth, have been identified as a priority by Aboriginal youth for valid reasons - such as the ability to respond to highly sensitive issues and personal safety.

Timeline: Capacity Building Strategy, April 2004. Communication strategy, April 2004.

Recommendation: *To assess accessibility, PCH and its Aboriginal partners need to collect statistics on participants, in a consistent manner, such as status, age, educational level, and whether they are in school or employed.*

Management Response: *Recommendation accepted.*
 PCH agrees with collecting relevant data in a consistent manner (see Recommendation 5). Accessibility issues are being addressed through the program renewal process to be completed by March 2005.

Timeline: Program Renewal process, underway/completed March 2005

4.2.6 Reporting and accountability

Currently, PCH does not have standardized reporting forms for either delivery organization or the funded projects to use in reporting. Therefore, each delivery model handles reporting differently as shown in Table 6 below.

Table 6: Reporting standards

Reporting standards	
NAFC	NAFC has standardized reporting forms for its delivery organizations. These forms collect information such as the number of participants by gender and age, and the number of hours per week that the program or services are available.
Inuit	Under the contribution agreements, ITK does not consolidate Inuit delivery information and no shared standards or procedures have been developed by the Inuit delivery organizations.
Métis	Each provincial member organization uses internal reporting and tracking systems. Reporting requirements are described in the contribution agreements with PCH and include activity and financial reports once a month. Projects may also be monitored during the year.
W6	There are no standard reporting requirements. Reporting, accountability, and administrative procedures are partially defined by the GCIMS. While there is a general procedure manual, it is not UMAC specific. Reporting varies among regions and sometimes within regions.

Several key informants advocated for a tool kit to assist funded projects and delivery organizations in reporting and monitoring. This tool kit could establish guidelines on what data to collect about activities, participation rates, and outcomes, and it could indicate what is expected of delivery organizations in terms of both the frequency and substance of project monitoring visits. However, key informants did not want these standards set by PCH; instead, to ensure that the tools are realistic and effective, the youth councils, project providers, and delivery organizations should be involved in

establishing, reporting, and monitoring guidelines. Key informants commented that the standards must recognize the different capacities of the project providers and delivery organizations, as not all organizations are equally capable of collecting and reporting this information. After developing minimum standards, key informants noted that PCH will need to provide training to those collecting this information or conducting monitoring visits to ensure that the required capacity is there.

PCH key informants also stated that they have been unable to monitor the Initiative, as they would like. For example, under the third-party delivery model, PCH does not monitor the reports from the project providers to the delivery organizations. In the W6 model, PCH key informants also reported insufficient time and resources for monitoring projects. Key informants said that an increase in PCH staff would be necessary to provide increased monitoring.

Several key informants consider the due diligence and reporting process onerous. They believe that projects and delivery organizations are spending an inordinate amount of time trying to comply with due diligence standards, which detracts from program delivery. These key informants point out that the complexity of due diligence requirements requires significant capacity on the part of Aboriginal organizations and youth councils. For some projects funded under the W6, projects did not have the capacity to collect the necessary data, and the regional PCH office had to work with them to meet requirements.

Recommendation: *PCH should work with its Aboriginal partners to develop performance indicators and standard data collection systems.*

Management Response: *Recommendation accepted.*

A performance monitoring strategy is being established by PCH and its Aboriginal partners in the context of the current program renewal process. This will include the identification of performance indicators and standard data collection systems.

Timeline: Program Renewal process, underway/completed March 2005.

4.2.7 Overlap and duplication

A number of federal, territorial, and provincial programs are providing service to Aboriginal communities, organizations, and individuals for specific purposes such as business development, cultural education, and health services. Although a review of programs designed to address the needs of youth and Aboriginal youth identified programs that complemented each other, no instances of actual duplication were found.

A partial listing of federal and provincial/territorial programs is illustrated in the following tables.

Table 7: Federal programs

Federal programs
<ul style="list-style-type: none"> Indian And Northern Affairs Canada (INAC), whose “First Nations and Inuit Youth Employment Strategy” is one element of Canada’s Youth Employment Strategy. Elements of this Strategy include the First Nations and Inuit Summer Student Career Placement Program, the First Nations and Inuit Science and Technology Camp Program, the First Nations Schools Co-operative Education Program, the First Nations and Inuit Youth Work Experience Program, and the First Nations and Inuit Youth Business Program.
<ul style="list-style-type: none"> Human Resources Development Canada (HRDC), whose Youth Employment Strategy includes Youth Internship Canada, Youth Service Canada, Student Summer Job Action, and the Youth Information Initiative. Additional youth programming funds are available through the Aboriginal Human Resources Development Strategy. HRDC has also provided funding to national Aboriginal organizations to support the Youth Intervener Program.
<ul style="list-style-type: none"> Health Canada, whose programs address a number of health issues of concern to Aboriginal people. These include the National and Native Alcohol and Drug Abuse Program, First Nations Head Start On-reserve, and a Foetal Alcohol Syndrome Program.
<ul style="list-style-type: none"> Aboriginal Business Canada provides financial assistance, information, resource materials, and referrals to possible sources of financing or business support.
<ul style="list-style-type: none"> Justice Canada, including the Youth Justice Renewal Initiative and the Aboriginal Justice Strategy.
<ul style="list-style-type: none"> Royal Canadian Mounted Police (RCMP), under the Aboriginal Cadet Development Program.

More than 100 provincial or territorial programs targeted at, or available to, Aboriginal youth were also identified, supporting activities in areas that included:

Table 8: Provincial/Territorial programs

Provincial/Territorial programs
<ul style="list-style-type: none"> Business support to young Aboriginal entrepreneurs, seeking to establish or grow their businesses.
<ul style="list-style-type: none"> Business support to young Aboriginal entrepreneurs, seeking to establish or grow their businesses.
<ul style="list-style-type: none"> Treatment, prevention, and health promotion.
<ul style="list-style-type: none"> Child and family service programs to ensure that provincial services for Aboriginal children, youth, families, and communities are adequate and culturally appropriate.
<ul style="list-style-type: none"> Career development to promote employment of Aboriginal youth.
<ul style="list-style-type: none"> Educational support.
<ul style="list-style-type: none"> Cultural programs to enable young Aboriginal people to acquire, or re-acquire, traditional skills and knowledge in such areas as language, hunting, trapping, survival, arts, and crafts.
<ul style="list-style-type: none"> Leadership development.
<ul style="list-style-type: none"> Justice programs that establish alternatives to the criminal justice system in dealing with young Aboriginal offenders.
<ul style="list-style-type: none"> Sports and recreation.

However, all federal and provincial/territorial programs reviewed differ from the UMAC in a number of important ways.

- They are limited in their scope to a particular sector or service area (e.g., business development, cultural education, sports). They do not provide communities with the flexibility to address a wide range of needs based on local priorities.
- While many involve Aboriginal youth in program delivery or design, often through consultation or participation on advisory bodies, none share the UMAC Initiative's principle of "By Youth, For Youth". For example, a unique aspect of the UMAC is that youth are being trained in management.
- Many of the programs listed are adjuncts or additions to existing government or community programs not specifically targeted at Aboriginal youth.
- Many other programs serve the Aboriginal population as a whole, and are not specifically targeted at Aboriginal youth.
- Most provide little or no scope for exchange of learning, experiences, best practices, and materials between projects.

Site visits and case studies identified many instances where federal, provincial, or territorial funding programs were used to supplement UMAC funding; however, this occurred only after local youth had identified their own communities' needs and developed plans for programs and services to meet those needs. Thus, it is asserted that applications to these programs reflected real community needs and priorities, and not simply the availability of funds.

Recommendation: *PCH should challenge third party organizations to provide more evidence on achievement of outcomes demonstrating "By Youth, For Youth."*

Management Response: *Recommendation accepted.*

Outcomes, including those specifically related to the enhancement of youth's capacity to plan and deliver UMAC projects, are being established by PCH and its Aboriginal partners as part of the Capacity Building Strategy. They will also be addressed in the context of the program renewal process.

Timeline: Capacity Building Strategy, April 2004. Program Renewal process, underway/completed March 2005.

4.2.8 Linkages with other programs and government Initiatives

One of the guiding principles of the Initiative is to improve programs and services to Aboriginal youth by developing partnerships and collaborating with other programs and government Initiatives. UMAC's flexibility has helped communities to harmonize diverse federal and territorial programs with local needs, breaking down the traditional divisions between sectors and funding sources in areas such as health, culture, education, training, recreation, and risk mitigation. In the site visits, key informants reported linkages with both governmental and non-governmental partners. Examples of partner organizations are:

- First Nations Associations, Friendship Centres, and various Aboriginal groups
- Health centres and addiction services
- Police services
- School divisions
- Various community youth organizations
- Community and neighbourhood centres
- Non-governmental organizations such as Big Brothers and Big Sisters, Elizabeth Fry Society, and the National Literacy Association.

In many cases, projects were able to greatly enhance the scope or scale of a UMAC-funded program or service by accessing support from other government Initiatives. A case in point is the UMAC-funded project in Rankin Inlet, Nunavut, where UMAC funding supports an annual Youth and Elders Camp. By matching community needs with the range of available projects, the Kivalliq Inuit Association has:

- Secured funding to enable participation in the Youth-Elders camp by youth from communities too small to qualify for UMAC funding;
- Expanded the scope of the project with support from the First Nations and Inuit Science and Technology Camp Program to include resources related to environmental knowledge and skills; and
- Used resources from the Territorial Government to support language skills development.

Another example is the Youth Career Drop-in Centre (YCDC) delivered by the Labrador Friendship Centre, which has developed a relationship with the Linkages Program offered by the Department of Human Resources and Employment of the Government of Newfoundland and Labrador. This

program provides 26 weeks of career-related employment, and most youth from the YCDC successfully complete the Linkages Program.

At the national level, PCH has participated in the national Aboriginal Youth Strategy workshop and subsequent F/P/T/A meeting on the National Aboriginal Youth Strategy. PCH also participated in Interdepartmental meetings sponsored by the Department of Justice on inner city Aboriginal Youth and is involved in tables on the Urban Aboriginal Strategy (UAS) in the western cities.

The UAS is an example of a government Initiative intended to encourage horizontal linkages among federal departments as well as collaboration among the federal government, provinces, municipalities, and the private sector. Some key informants think that the UAS has helped UMAC projects develop linkages to other programs doing similar work. They hold the view that building linkages through the UAS occurs more frequently in the W6 model because PCH is directly involved in the UAS. However, while some regional PCH offices report that linkages are growing under the UAS, others find the UAS of limited assistance. They cite bureaucratic difficulties that restrict the ability to effectively collaborate such as the different applications and reporting requirements used by the various UAS programs.

Recommendation: PCH should continue its role on interdepartmental groups and promote more effective communication, planning, and policy coordination among government departments and organizations providing programs for Aboriginal youth.

Management Response: Recommendation accepted.

PCH continues to be part of interdepartmental groups addressing the development of Aboriginal youth, to raise awareness about the Initiative, and explore possibilities of partnerships with other departments and organizations with similar objectives.

Timeline: On-going.

4.3 Program activities and outputs

Because a formative evaluation was not conducted, this summative evaluation also attempted to collect information on activities and outputs. The Initiative has not required standardized data collection and has allowed projects to develop their own data management and tracking systems. Therefore, some project outputs may be approximations and the best evidence of outputs comes from descriptions of individual projects.

Most projects funded by the UMACY attempted to record the number of participants. However, some projects simply count client interactions and do not differentiate between new and repeat clients. Therefore, it can only be estimated that about 160,000 Aboriginal youth participants took part in UMACY-funded events between 1998-2003.

The UMACY Initiative provides regional organizers with considerable latitude in designing programs and services to meet specific regional needs and priorities. Nevertheless, projects across Canada tend to reflect certain common categories of activity and areas of need. The UMACY Logic Model sets out four categories of activity intended to achieve the desired outcomes. These are:

- Improving economic prospects;
- Improving social/personal prospects;
- Ensuring Aboriginal youth management of UMACY; and
- Providing a catalyst for sustainability through partnership.

This section provides examples of activities from the site visits for each of these categories.

4.3.1 Improving economic prospects

Groups in all regions developed projects intended to augment participants' knowledge, to eliminate barriers to employment, and to promote job readiness and the acquisition of marketable skills. The long-term results of these activities are expected to include increased employment skills, job readiness, and increased educational attainment. Many of the projects funded are ***Education and Training*** projects, and include components such as academic upgrading, tutoring, literacy development, or remedial instruction at the high school or post-secondary level, leading to employment or further vocational, adult learning, or post-secondary development. Another theme is ***Technology***, which includes projects that provide youth with skills, knowledge, and experience in processes that include, but are not limited to, computer technology and its related aspects. These projects encompass environmental studies, introduction to a wide range of computer hardware and programming skills, science camps, opportunities to explore technical vocations, and other processes that lead to knowledge development and ultimately enhanced employability.

Two examples of education and training projects are described below:

- Labrador Friendship Centre, Happy Valley Goose Bay, Labrador
 - Partners in Training, Local 888 of the Métis Nation of Alberta.
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ORGANIZATION: Labrador Friendship Centre, Happy Valley-Goose Bay, Labrador

The Labrador Friendship Centre (LFC) has been operating for over 28 years in the community of Happy Valley-Goose Bay, the transportation hub of Labrador. Supported by UMACY funding, the LFC hosts the Youth Career Drop-in Centre.

The Centre serves Innu, Inuit, and Métis Youth. In 2001-2002, the Centre received \$126,520 in UMACY funding; 323 youth participated in UMACY-funded programming (137 males, 186 females.)

Programs and events supported by the UMACY include activities in the following areas:

- educational: career planning workshops, aptitude/self assessment tests, Choices Program, CCC Program, School Guidance Program, RAVE Program*
- training: small business information sessions, dating relationship workshop, public speaking seminar, babysitter course, first aid training, and self defence course*
- employment programs: resume and cover letter writing, Linkages Program*
- personal counselling: one-on-one counselling sessions*
- cultural: multi-Cultural Youth Gathering, Old Christmas Day Celebrations, National Aboriginal Day, traditional arts and crafts sessions, language sessions, and elders social*
- recreational: skiing, bowling, hiking, outdoor retreat and volleyball*
- social: movie night and talent show.*

PROJECT SAMPLE: Linkages

The Youth Career Drop-in Centre (YCDC) has established a partnership with the Department of Human Resources and Employment of the Government of Labrador to deliver the Department's "Linkages" Program. "Linkages" clients are youth aged 18 to 24 who have not completed post-secondary training and have not made a successful transition to the labour force. The Program provides funding for up to 26 weeks of career-related employment; youth are also given the opportunity to participate in regular career planning workshops, and to earn a completion bonus of up to \$470 toward the cost of post-secondary education.

To complement and enhance "Linkages", the YCDC also offers career development, self-assessment, aptitude assessment, and counselling services onsite.

Linkages matches jobs with people who have an interest in a particular field. The program supervisor for the Department of Human Resources and Employment commented specifically on the YCDC's strong commitment to youth focus and involvement at every step...strengths that link directly with the operating principles of the UMACY Initiative.

ORGANIZATION: Partners in Learning, Local 888 of the Métis Nation of Alberta

Local 888 operates the Métis Cultural Youth Camp Society, a community-based non-profit organization that was established in 1991. As part of the Métis Cultural Youth Camp Society, Partners in Learning delivers UMACY-funded activities.

This project has received \$56,000 in UMACY funding; 50 youth participated in UMACY-funded programming.

Programs and events supported by the UMACY include activities in the following areas:

- *educational: after school tutoring*
- *employment programs: career planning workshop*
- *personal counselling: anger management and goal setting; alcohol and drug workshops; life skills workshop*
- *recreational: sleigh ride, Christmas craft day*
- *social: pool party; provincial museum and West Edmonton Mall water park visit.*

PROJECT SAMPLE: Stay-in-School Program

The Stay-in-School program uses older high school youth to tutor younger students (Grades 4 to 6). Project staff have also developed activities to work on strengthening the Métis identity of the child. Recreation and special activities are also organized for the whole family.

The project objectives are to:

- *Provide qualified youth workers to help youth develop and implement a personal education plan.*
- *Encourage positive relationships to form between youth where leadership qualities can be developed.*
- *Enhance opportunities for youth to plan and arrange activities of interest to youth. These activities require that youth fund raise and market to the community to help raise money for the planned activities.*

There are two target groups in this project. First, the high school students who can contribute time to tutoring younger students. These youth tutors receive training on how to work with children who may be experiencing difficulties in class or need assistance with homework assignments. Second, youth in Grades 4 to 6 who may have learning difficulties or need extra attention to be successful in school.

The Inter Tribal Youth Centre of Montréal provides an example of a UMAC technology project.

ORGANIZATION: Inter Tribal Youth Centre of Montréal

The project is located in the basement of the Native Friendship Centre of Montréal (NFCM). Serving one of the largest urban Aboriginal populations in Canada, the Centre provides Aboriginal youth between the ages of 10 to 29 in Montréal with access to a number of programs and services.

In 2001-2002, the Centre received \$142,485 in UMAC funding. The number of participants varies between 5-20 per day (depending on the activities offered), or approximately 225 per quarter (new and returning participants combined).

Programs and events supported by the UMAC include the drop-in centre itself, which provides on-site counselling, crisis intervention, referrals to other agencies, and support for youth in such areas as applying for status cards, job seeking, and housing. Social and recreational activities include computer access, games, movies, traditional feasts, crafts training, and others. The Centre has also acted as a catalyst in providing partner agencies with a central focal point to offer contact services and workshops for Aboriginal youth on subjects including health, social, and legal issues.

PROJECT SAMPLE: Introduction to video production

One of the Centre's most popular services is a series of basic workshops in video production. The workshop covers the essentials of television technology...camera work, sound recording, editing, lighting, writing, and directing...using an interactive, hands-on approach to learning. McGill University provides access to editing facilities: aspiring young Aboriginal producers have the opportunity to conceive, direct, shoot and edit complete video projects.

The workshops have led to additional opportunities. The McCord Museum, supported by an initial grant from the Québec Minister of Aboriginal Affairs, is developing a video project exploring ways in which the Aboriginal creation story is reflected in the current lives of urban Aboriginal youth. Young people from the Centre have provided initial input into the project, and will take part in the video production.

4.3.2 Improving social/personal prospects

This second category of activity is intended to strengthen youth ties with their respective communities, and increase their cultural knowledge and pride. The long-term results of these Initiatives are expected to include improved life skills, reduced risk of social and health problems (particularly suicide), and confrontations with the justice system, and enhanced self-esteem.

Within this category of activity are the following sub-themes: **Health, Prevention, High Risk Mitigation, Personal and Cultural Development, Recreation, Personal and Cultural Development, Recreation and Sports, and Transition and Resource Centres.**

The Sudbury Métis Youth Centre provides an example of a UMAC project related to health issues.

ORGANIZATION: Sudbury Métis Youth Centre, Sudbury, ON

The Sudbury Métis Youth Centre project began on December 6, 1999. The Centre serves Aboriginal youth between the ages of 10-29 years of age living off-reserve and in the urban boundaries of Greater Sudbury, regardless of status, culture, or gender.

UMAYC provides \$75,000 per year to the Centre. Approximately \$60,000 of this budget goes towards salaries for two project coordinator positions. The balance covers administration costs for the project, including office rent, phones, office equipment, and supplies. The Centre attracted 195 youth participants from April 1 to June 30, 2002.

The Centre is able to leverage additional funding of over \$35,000 from a variety of sources, and offers a wide range of training and educational programs and services, including support for career fairs; stay-in-school programming; and use of and access to, computers. Cultural workshops and activities include outings to collect traditional medicine with Elders, participation in regional Pow-Wows, and support for youth conferences and theatre production. The Centre offers or hosts training on a wide range of topics such as life skills, dealing with peer pressure, STD prevention, babysitting, and others.

PROJECT SAMPLE: Youth-to-Youth Environmental Health Audit

The Centre successfully raised more than \$21,000 from Ontario's Trillium Foundation to organize and implement a youth-driven Environmental Health Audit of their community. The Audit identified problems and issues relating to environmental health in the community from a youth perspective, defined appropriate follow-up activities for specific issues, and followed through with actions to address the problems. The Audit attracted public attention through a letter writing campaign to the Mayor and Council, raising public awareness, and prompting remedial action from the City.

For example, youth identified a number of areas in Sudbury where littering was particularly prevalent. In response to their recommendations, the City increased the number of garbage cans in those high-litter areas.

In addition, the project introduced youth to the process of research and community action, and encouraged them to explore their concerns about the environment and their community.

The Nechako Fraser Métis Youth Group provides an example of a UMACY project related to leadership skills.

ORGANIZATION: Nechako Fraser Métis Youth Group

The youth group began as an informal group that met with the project coordinator of the Nechako Fraser Métis Association. The group built a program to develop youth leadership skills among Métis youth in Prince George and to raise awareness of Métis heritage.

PROJECT: Youth Life and Leadership Skills Development

The project targets Métis youth between the ages of 13 to 19 living in the Prince George area. For 2001-2002 the project received \$15,000 from the UMACY. The objectives of the project are to:

- *Develop youth leaders who will act to stimulate and facilitate other youth involvement in the community*
- *Create more awareness of Métis history and culture among youth and the community in general.*
- *Generate more youth interest and involvement in their community.*
- *Promote positive peer pressure and counselling.*
- *Develop a stronger relationship between youth and Elders.*
- *Promote personal development and youth leadership among the existing Youth Group.*

Some of the main activities include: leadership workshops, where topics such as self-esteem, communication skills, facilitation skills, anger management, FAS/FAE and HIV/AIDS awareness; various recreational activities; and cultural activities like Louis Riel and Métis heritage celebrations.

Prevention projects are designed to minimize negative activity such as dropping out of school, joining gangs, or engaging in activity that leads to unlawful behaviour. They include stay-in-school programs, hot lunches, academic tutoring, and “Safe Centre” facilities for youth. The following two projects provide examples of UMAC projects that deal with prevention.

ORGANIZATION: Tungasuvvingat Inuit

Tungasuvvingat Inuit (TI) is a social, cultural, and counselling organization serving Inuit in the Ottawa area since 1987. Its name means “a place where Inuit are welcome.”

Since January 8, 2001, TI has sponsored a teen drop-in centre in the heart of Ottawa’s market area. UMAC has provided \$73,181 per year to TI for the operation of this centre for the last two years. The Centre’s target group is Inuit between the ages of 13 to 19: approximately 150 youth have participated in the Centre’s programs.

PROJECT: Teen drop in centre

Inuit move to Ottawa for employment, education, medical treatment, and a host of other reasons. Relocation from isolated northern communities to a southern city is a stressful experience, particularly for youth who are leaving their family and social networks behind. TI provides a place where young Inuit can feel at home.

Open from 3:00 p.m. to 9:00 p.m. weekdays, the drop-in centre provides movie nights, free Internet access, music, guitar lessons, outings for bowling and swimming, and a safe, fun, and comfortable environment. It also provides an opportunity for youth to speak their language, enjoy country food, and maintain a sense of contact with their culture.

Programs offered through the TI drop in centre include:

- *A “Stay in School” program providing weekly tutoring and homework support for Inuit youth in high school.*
- *Sports and recreation, including floor hockey, bowling, swimming, and other activities.*
- *Inuit history workshops, tracing the history of Inuit from pre-contact to the present, including a lecture on the creation of Nunavut.*
- *Internet Café, providing free access to the internet for e-learning and development of computer skills.*
- *An Inuktitut Immersion Group, including facilitated learning, role-playing, and language exercises.*

ORGANIZATION: Ben Calf Robe Society, Aboriginal Learning Centre of the Edmonton Catholic School Board

Partner organizations deliver UMACY activities and services to participants at seven high schools in Edmonton.

This project has received \$240,000 in UMACY funding. Approximately 337 youth participated in UMACY-funded programming. The target group are youth between the ages of 10 to 18.

Main project activities are:

- *culture: Elder visits, drumming and singing, ceremonies, smudge picking, pow wows, round dances, and talking circles.*
- *leadership: school tribal council, round dance committees, Dream Catchers Youth Conference.*
- *career development: guest speakers, role models, field trips, video presentations, tours of educational institutions, and volunteer work.*
- *recreation: River Valley Program (in-line skating, mountain biking, canoeing, and cooperative games); summer camp (pow wows, smudge picking, and sweats).*
- *fine arts: lessons in traditional and contemporary art.*

PROJECT SAMPLE: Braided Journeys

This project targets high school youth at risk of dropping out of school. The project includes the five activity areas listed above. The objective is to enhance students' confidence and self-identity through their participation in activities related to development of skills in these five areas.

The project has undertaken activities to help integrate Aboriginal culture into the school setting and help build Aboriginal youth pride and understanding and appreciation in the non-Aboriginal youth. For example, the youth made a collage for a high school that served to greet students, staff, and visitors to the school. The collage was unveiled in a ceremony in front of the school and was well received. Staff and students report an increased pride, feeling of acceptance, and desire to participate in other school activities. Other cultural activities held at the school are open to the entire school community, which exposes non-Aboriginal students to Aboriginal culture and increases the integration of cultural activity in school.

The project has also developed programming to provide incentives for attending school. A canoe building workshop has proven popular and attendance rates have increased on the days it is offered.

Several communities developed and delivered high-risk mitigation programs to address the special and critical needs of youth living on the street, drawn into gang behaviour, experiencing homelessness, or living in situations of abuse. The Prince Albert Youth Outreach Project provides an example of a UMAC project that addresses issues facing high-risk youth.

ORGANIZATION: *The Prince Albert Youth Outreach Project, Prince Albert, Saskatchewan.*

The project has created a partnership with other organizations providing service to youth in Prince Albert, and has served as the catalyst for the creation of an informal Aboriginal youth services network. Other partners include the Saskatchewan Rivers School Division, the Catholic School Division, Mental Health, Grand Council Urban Centre, West Flat Community Centre, the Indian and Métis Friendship Centre, Métis Women of Prince Albert, and the National Literacy Association.

The Initiative received \$120,100 over three years. UMAC funds one staff person.

PROJECT: *Concrete Rose*

Through "Concrete Rose," project workers in Prince Albert make contact with youth, including those in serious "at risk" street lifestyles, and offer assistance and advocacy in areas such as justice, health, social services, addictions services, and educational and training opportunities. Initial contact usually involves crisis management.

Activities and reported results have included:

- Establishment of arts, drama, and music activity that engages wide community participation.*
- A perceived reduction in incidents of vandalism, youth death, accidents, and tragedies on the street.*
- Five prostitutes are off the street and 11 more are being directed into exit programs.*
- 35 to 50 students participating in youth programs in the evening, and up to 100 during the warmer seasons.*
- Youth employed (through HRDC program) in helping on the street youth and dealing with the homeless.*
- 40 to 50 youth participating in workshops on self-esteem, anger management, life skills, and training opportunities.*
- Fifteen youth on the street (per day) getting hot meals.*
- An increase in the number of businesses more likely to contribute to activity for the youth and more dollars being leveraged.*

Personal and Cultural Development activities helped individuals towards self-improvement through activities such as mentoring, life skills, leadership development, and personal hygiene. Other projects deepened individuals' understanding and appreciation of their own culture. The Elders and Youth Camp project provides an example of a UMAC project dealing with personal and cultural development.

ORGANIZATION: Kivalliq Inuit Association

The UMAC Initiative is delivered in the area west of Hudson's Bay by the Kivalliq Inuit Association (KIA), an organization established in 1976 to address a broad range of social and political needs on behalf of Inuit in the region. KIA is based in Rankin Inlet, the largest community in the Kivalliq. There are two other communities in the region whose populations make them eligible for UMAC Funding: Baker Lake (1,507) and Arviat (1,899).

In 2000-2001, KIA received \$185,196 in UMAC funding. This was shared among the three participating communities, and local activities were planned and implemented under the direction of local youth councils. Activities included:

- *Regional and community planning workshops to set goals, objectives and priorities for youth within the community.*
- *Local and regional culture camps that bring elders and youth together, and provide a forum for learning language and traditional skills.*
- *Sports clinics, fitness programs, and safety workshops.*
- *Traditional skills workshops and clubs including sewing, music, and square dancing.*
- *Drama and music workshops.*
- *Computer literacy projects.*
- *Training in leadership, coping strategies, peer counselling and other areas.*
- *Publication of a youth newsletter.*
- *Participation in Youth Business Games/Forum.*

PROJECT SAMPLE: Elders and Youth Camp

Addressing the loss of language and culture has consistently been a high priority for youth in the region. This concern has led to a series of summer events such as the Pijunnaqsiniq culture camp.

About twenty youth and elders from across the region gather each summer and travel out onto the land. For eleven days elders, teach traditional skills to the youth, such as skin tanning and sewing, making rope out of bearded sealskin, hunting and skinning sea mammals, and the language associated with these practices.

Recreation And Sports projects engaged youth in sports or other activities focused on leisure, hobbies, or personal interest. The recreation projects at the Nishnawbe-Gamik Friendship Centre and the Alliance Boxing Club provide examples.

ORGANIZATION: Nishnawbe-Gamik Friendship Centre

Sioux Lookout is a regional centre in Northern Ontario, with a growing population of urban First Nations youth, First Nations youth from the northern communities, and non-Aboriginal urban youth. The United Aboriginal Youth of Sioux Lookout Youth Centre (UAYSLYC) utilizes space provided by the Nishnawbe-Gamik Friendship Centre to deliver a range of programs and services supported by UMACY funding for all Aboriginal youth in the community.

In fiscal year 2002-2003, UAYSLYC received \$145,000 from UMACY.. During a nine-month period, Aboriginal youth participated in UMACY-supported activities that included:

- *Conflict resolution workshops*
- *Youth Leadership workshops*
- *Business Leaders of Tomorrow workshop*
- *Traditional drumming workshops*
- *Traditional singing workshops*
- *Arts and crafts workshop on dreamcatchers*
- *AIDS/HIV Awareness dance*

PROJECT: Recreation

Project organizers in Sioux Lookout see sports and recreation as providing positive alternatives to unhealthy lifestyles, promoting health and fitness, building teamwork skills, and developing leadership.

This project has been operational since fiscal year 1999-2000. With UMACY support, the Centre engages a recreation coordinator to develop and deliver athletic and recreational programs for youth in the community. These have included:

- *Organizing a youth team and participating in the community slow-pitch league;*
- *Sponsoring a 3 on 3 basketball tournament as part of the Sioux Lookout Blueberry festival.*
- *Weekly recreational sports activities such as: basketball, pick-up hockey, volleyball and ball hockey.*
- *Swimming outings and BBQ's at local beaches during the summer months.*

ORGANIZATION and PROJECT: Alliance Boxing Club

The Alliance Boxing Club was incorporated in February 2000 and is a non-profit organization in Winnipeg. This inner-city boxing club offers a recreational and competitive amateur boxing program. The club has a 90% urban Aboriginal membership and provides an athletic boxing program and educational incentives to urban Aboriginal youth in Winnipeg's north end. The project serves youth aged 10-24.

The mandate of the organization is to offer inner-city youth the chance to participate in a successful boxing program free of charge. It also focuses on life skills and encourages youth to complete their education. Only youth who remain in school and stay out of trouble can participate in the club. The project also provides additional learning such as reading and writing. The organization targets only socially and economically disadvantaged inner-city youth.

Transition and Resource Centre projects help individuals make transitions to new environments. These include entering academic institutions, moving from a reserve to the city, or interacting with the justice system. The Broadway Youth Resource Centre of the Urban Native Youth Association in Vancouver provides such an example.

ORGANIZATION: Urban Native Youth Association, Vancouver B.C.

The Urban Native Youth Association (UNYA) is an incorporated, non-profit society under registration of the Province of British Columbia. UNYA has been providing services to Aboriginal youth in Greater Vancouver since 1989.

The organization delivers two UMACY-funded projects: a Native Youth Drop-in Centre, and the Broadway Youth Resource Centre.

PROJECT: Broadway Youth Resource Centre (BYRC)

The BYRC is an integrated centre for moderate-risk youth between ages of 10 to 24 and their families. With input from a youth advisory group, the Centre offers counselling, support services, planning workshops, and life skills education. It also operates a walk-in health clinic, and provides information and referral to citywide youth programs.

The Centre has benefited from partnership and is a store front, "one-stop" approach to social service delivery by a multi-disciplinary team comprised of nine local non-profits and two government bodies. The BYRC provides a safe, positive, and healthy place for youth to gather, meet, and enjoy resource room activities. Youth are encouraged to give input into BYRC programming and to access its programs and services.

This is a continuing UMACY project. In 2002-2003, the Centre received \$59,227 from the Initiative.

While most projects include activities that combine many of the potential outcomes addressed above, projects in areas with less service need assistance to provide basic programming, such as funding for staff.

ORGANIZATION: Inuvialuit Regional Corporation

The Inuvialuit Regional Corporation (IRC) sponsors the Youth Centres in Inuvik and Tuktoyatuk. These towns have both identified a need for youth living in these remote locations to receive encouragement and positive development. These centres provide a safe and supervised environment in which youth can socialize and have positive role models. The centres offer some activities that encourage interaction with elders, cultural awareness, and self-improvement.

PROJECT: IRC Community Wellness

The centres are part of the IRC Community Wellness Program, which has the objective of promoting the development of Inuvialuit youth. The UMAC funds are primarily used to provide employee salaries at both youth centres.

The Inuvik Youth Centre offers several activities, such as movie night, bi-weekly teen dances, and guest speakers. The Jason Jacobson Youth Centre in Tuktoyatuk has recreational activities, such as pool, ping pong, and board games. Both centres serve as gathering places for youth and are open six days a week.

4.3.3 Ensuring Aboriginal youth management of UMAC

Each delivery model has developed a governance, planning, and accountability framework to provide youth with a meaningful level of control over decision-making, and with opportunities to enhance their own management skills and experience. Youth participation occurs in all regions at two levels:

- within the governance, administrative, and management systems of the delivery agencies; and
- within the administrative and management systems of projects themselves.

The following briefly describes the approaches taken by the third-party delivery organizations to create youth participation and control.

National Association of Friendship Centres (NAFC)

National Youth Direction

In 1998-99, the NAFC created a National UMAC Committee mandated to review and approve project proposals and make funding recommendations to the NAFC board of directors. The National UMAC Committee is composed of 50% youth members.

The NAFC also established standard criteria for evaluating local project proposals; these place a high value on youth involvement in project planning and implementation.

Regional Youth Direction

By the 2002-03 fiscal year, NAFC had entered into Contribution Agreements with their Regional Desks, defining the UMAC-related obligations of both the Regional Desks and the NAFC. Regional Desks are required to establish Regional Proposal Review Committees (RPPCs) with a minimum 50% youth membership. These committees support regional/local planning and priority setting and review and evaluate incoming proposals.

Each RPPC must have:

- a minimum of four people;
- minimum 50% youth representation;
- committee representatives selected by the regions; and
- a thorough orientation on project selection procedures.

Local Youth Direction

All UMAC local sponsoring organizations are required to establish Youth Advisory Councils to oversee the activities of the UMAC project and provide direction. In addition, each local project is required to have youth signing authority or a youth representative who reviews the expenditures of the UMAC Initiative on a monthly basis.

In Vancouver, the UMAC is delivered jointly by the British Columbia Association of Aboriginal Friendship Centres (BCAAFC), the regional PCH office, and the Vancouver Aboriginal Youth Advisory Council (VAYAC).

VAYAC members are elected by the Aboriginal youth of Vancouver. The Committee is comprised of 12 members and 8 alternates. They must be

residents of Greater Vancouver for at least a year, of Aboriginal descent, between the ages of 15 to 24, and knowledgeable on urban Aboriginal issues. The VAYAC is primarily responsible for reviewing proposals, recommending budgetary or other planning adjustments, and approving final proposals. The Committee also monitors projects and participates in reviews of projects found to be in contractual non-compliance.

Métis organizations

Métis organizations allocated \$480,000 at the outset of the Initiative for consultation with Métis communities and Métis youth to establish priorities and carry out program planning. While this work was being done, the MNC and its provincial member organizations established Métis Youth Advisory Councils to oversee implementation of the Initiative, and to address project funding issues in partnership with national and provincial Métis organizations.

National Youth Direction

Incorporated into the MNC structure in 1996, the Métis National Youth Advisory Council (MNYAC) is the body through which the MNC establishes priorities, plans, and policies relating to the UMAC. The Council is made up of 10 youth members, with 2 members appointed by each of the provincial governing members. It is the major decision-making body on matters relating to UMAC and administers UMAC funds through the MNC at the national level.

The Métis Youth Secretariat is based in the MNC offices in Ottawa, and is administered by the National UMAC Coordinator. The Secretariat provides information to the MNYAC on the administration, management, and implementation of the “National Métis Youth Agenda;” shares best practices between provincial member organizations and UMAC partners; and reports to the MNYAC, the MNC Board of Governors, and PCH on the UMAC Initiative.

Provincial Youth Direction

Each of the five MNC provincial organizations have signed a contribution agreement with PCH under the UMAC Initiative, and have established priorities, plans, processes, and policies relating to UMAC delivery in their province. In each organization, a UMAC Youth Coordinator provides administrative support for the Initiative.

Métis community projects are generally supported by local Métis youth groups. They are also involved in the design and implementation of projects.

Inuit organizations

Programs for Inuit in the North are delivered by Inuit representative organizations that comprise the membership of ITK. Funding relationships are directly between these organizations and PCH.

National Youth Direction

A National Inuit Youth Council (NIYC) provides overall guidance for implementation of the Initiative in the Inuit regions and in southern centres (i.e., Ottawa and Montréal) delivering Inuit projects. The NIYC was established in 1994, and consists of two youth from each of the six Inuit regions. One of these representatives is the Regional Inuit Youth Coordinator (an employee of each Regional Inuit Association), and a Youth Representative selected by the Regional Youth Council to represent them on the NIYC.

The NIYC has established Inuit priorities at the national level for projects funded under UMAC and makes recommendations on the reallocation of funds if it appears regional allocations are about to lapse.

The ITK Youth Intervener (funded by HRDC) takes a lead role in coordinating the meetings of the National Inuit Youth Council, and in representing ITK at UMAC related meetings and activities.

Territorial/Provincial Youth Direction

The administrative structure and involvement of youth councils varies among the six Inuit organizations. Regional staff work closely with local Inuit Youth Councils in their regions to identify priorities, coordinate the preparation of proposals, and implement the UMAC Initiative to the extent possible. While most Inuit communities eligible for UMAC funding have youth committees or councils which function as local agents for project design or delivery, not all communities have been able to fully establish a youth committee.

Western Six

Aboriginal Youth Committee/Councils (AYACs) have been established in these cities to provide youth leadership for the Initiative. The AYACs are responsible for local planning and priority setting; developing and implementing local capacity-building strategies and Initiatives for urban youth; reviewing UMAC project applications; and making selections and recommendations on UMAC Initiatives to be funded based on program-wide priorities and on local youth committee priorities.

PCH regional offices provide resources to support AYACs, and provide training and technical assistance to them.

4.3.4 Providing a catalyst for sustainability through partnership

This final category of activity identified in the Logic Model links the sustainability and long-term viability of programming for Urban Aboriginal youth to the creation of partnerships, including partnerships between all levels of government.

All projects reviewed during the site visits attempted to establish partnerships with a range of community organizations, and all experienced some degree of success. Typical partnership arrangements included:

- alignment of objectives with organizations having similar mandates;
- access to facilities, equipment, expertise, and personnel;
- information sharing;
- access granted to other organizations for UMACY-funded activities and events;
- joint planning and delivery of projects; and
- expansion of existing programs and services.

In some cases, the UMACY objective of becoming “catalysts” in community partnership building did occur, establishing an impressive level of partnership and integrated collective action with other community organizations. The Sudbury Métis Youth Centre provides such an example.

Sudbury Métis Youth Centre: A partnership profile

The Sudbury Métis Youth Centre developed partnerships with a wide range of agencies in the community that provide programs and services to youth.

Some of the key partner relationships established include:

- *Shkagamik-Kwe Health Centre provides expertise on health-related issues and traditional approaches to healthy living and treatment.*
- *Wahnapitae First Nation, Whitefish First Nation, and Native Child and Family Services provide resource people to deal with traditional culture and knowledge, particularly regarding the environment and "land-based" traditional skills and knowledge.*
- *Sudbury Action Centre for Youth provides a forum for coordinating the use of limited resources, both financial and human, to provide a support structure for individual agencies and increase overall awareness of youth issues within the community.*
- *The Greater Sudbury Police Service have contributed prizes and program support to promote positive relations between Aboriginal youth and the local police.*
- *Big Sisters and Big Brothers, Pine Gate Addiction Service, Children's Aid Society, and Elizabeth Fry Society provide services to families and youth, particularly those in crisis. The Centre has provided assistance to help these, and other agencies, to meet the needs of Métis clients more effectively.*
- *Sudbury District Health Unit works closely with the Centre to address community health issues as they affect youth. The play and video "Thoughts on Getting Hammered," produced by the Centre's youth, was used as a tool to reach youth audiences within the community.*

Focus Sudbury Community Project Steering Committee

The "Focus Sudbury" Community Project Steering Committee provides a forum in which the various agencies providing programs and services in Sudbury plan and coordinate their activities. The Métis Youth Centre Project Coordinators are active members of this committee, working to ensure that the needs of Métis youth are taken into account when projects and services are designed, and coordinating their activities and resources with other agencies for greater efficiency and economy.

This forum allows agencies with shared goals to develop a common, integrated approach to key issues while maintaining the flexibility required for different groups to pursue objectives and activities specific to their own projects and members.

Leveraging Funding

Through their partnerships, the Sudbury Métis Youth Centre Project raised \$35,500 in 2001-2002 – an amount representing over 50% of their UMAC budget.

4.3.5 Summary

The case studies illustrate the type of activities instituted to meet the objectives of the Initiative. These activities are designed to create the outputs that support the realization of outcomes. The case studies and project files show that the Initiative is engaged in activities that are consistent with its objectives. The range of projects is broad, which fits with the stated need to allow projects to adapt to local needs.

Ultimately, case studies are an inefficient method for recording program activity and deliverables. A template to record activities/outputs is required however; the sheer diversity of projects will frustrate any activity (output) recording system that goes beyond measuring general activity.

Recommendation: *PCH and its Aboriginal partners should establish a template to track project activities and outputs. Some outputs could be standard across projects and others could be descriptive measures tailored to the purpose of the individual project (Examples of standard outputs are: number of participants; number of client contacts; demographics of participants; number of hours of offered activities, number of times activities are offered; types of activities, etc).*

Management Response: *Recommendation accepted.*

A template to track activities and outputs is being established by PCH and its Aboriginal partners in the context of the current program renewal process.

Timeline: Program Renewal process, underway/completed March 2005.

4.4 Outcomes

Because no measurement system exists for recording activities and outputs, outcomes are also not captured. Even in the case studies, outcomes related to the objectives are qualitative in nature and reflect the more successful projects.

4.4.1 Measuring outcomes

The design of the UMAC Initiative places a high priority on flexibility, allowing communities and youth to work within broad program frameworks to develop projects that met specific, local needs. This approach means that very few common indicators are used and that most outcomes are not measured quantitatively.

Key informants have expressed a willingness to develop qualitative and quantitative measures of outcomes with the assistance of PCH. However, key informants noted that PCH must understand that these measures cannot exceed the capabilities of the projects. According to key informants, deciding on measurable outcomes must be done collaboratively to ensure that any future evaluation of the Initiative demonstrates its effects but not at the cost of overburdening projects and delivery organizations.

At the very least, project applicants should be required to specify what they expect will change as a result of the funding and how that change will be measured. This is a challenging task for experienced organizations, let alone a youth managed enterprise, and PCH will need to provide assistance to third-party agencies. This is but one element of building capacity mentioned above.

Recommendation: *PCH and its Aboriginal partners should articulate reasonable outcomes for projects. It is likely that case studies will dominate the measures. Project applicants need to be challenged and supported to develop clear statements of outcomes.*

Management Response: *Recommendation accepted.*

This recommendation will be addressed as part of a Capacity Building Strategy as discussed in Recommendation 2. Defining and articulating project outcomes are also being addressed in the context of the program renewal process.

Timeline: Capacity Building Strategy, April 2004. Program Renewal process, underway/completed March 2005.

4.4.2 Outcomes related to the objectives

Although evidence of these outcomes is frequently not quantitative, qualitative and anecdotal evidence from site visits indicate that the impacts discussed in this section are occurring. Key informants identified positive outcomes in several key program areas. Education and training programs helped improve academic performance and enhance employability. Programs provided opportunities for youth to gain an enhanced understanding of, and appreciation for, their cultures, which key informants said strengthened youths' self-esteem and increased their community involvement. Young people helped develop and implement UMACY-funded projects, which gave them important leadership and management experience. Finally, UMACY projects have encouraged the creation or strengthening of networks and partnerships for the provision of service to Aboriginal youth.

Improving economic prospects

- Program staff at the organizations being funded and youth advisory council members reported that they have gained important skills, knowledge, experience, and self-confidence. This has enabled them to improve the quality of service provided through their organizations to youth and, in some cases, to move on to employment and educational opportunities. Key informants commented on seeing the ability of youth to perform in a professional setting improve. Examples given were the ability to speak in a public forum, negotiate conflict, and objectively assess proposals.
- Key informants considered programming that helped youth stay in school to be very successful, and were optimistic that these programs would have considerable long-term effects with youth completing their education, finding jobs and becoming productive members of their community.

Improving social/personal prospects

- Aboriginal youth reported higher levels of self-confidence and self-esteem, which they attributed to their participation in UMACY-fund ed Initiatives.
 - Key informants said that educational, cultural, and recreational activities sponsored by UMACY have led to positive engagement by youth in both the Aboriginal and non-Aboriginal communities; thereby strengthening communities and families.
 - Participants in language skills, elder/youth and other cultural programs reported a heightened understanding and valuation of their culture, history, and community.
 - Several sites reported improved relationships between Aboriginal and non-Aboriginal youth as a consequence of UMACY programming.
 - Some projects have supported high-risk youth. Key informants stressed the importance of safe, stable youth centres and their role in providing critical access points to other support services for these at-risk youth.
 - In many communities, UMACY programming acted as a “portal,” introducing youth to a much wider range of social, health, legal and cultural services and resources than they would otherwise not have had knowledge of or access to.
-

Ensuring Aboriginal youth management of UMAC

- Important progress has been made in developing youth committee structures responsible for planning and implementing community level projects.
- Project participants cited the development of leadership, planning, management, communications, fundraising, and other important skills as consequences of their participation in UMAC Initiatives.
- Several key informants noted that participation in a UMAC steering committee or governance body represented, for many youth, a first step into volunteerism, participation in a public organization, and governance.
- The site visits showed that the UMAC has fostered the development of networks of community-based youth organizations, at the community, regional, and national levels.
- In addition, groups formed for the purpose of developing or managing a UMAC-funded Initiative have become active in areas beyond the initial scope of their initial projects. For example, the youth council at one project has developed several proposals for workshops in areas of interest to Aboriginal youth and to develop a curriculum on Métis history and culture for the local schools. The youth coordinator attributes the UMAC experience with the youths' confidence and ability to tackle the challenges of drafting new proposals to meet their needs.

Providing a catalyst for sustainability through partnership

The partnerships established for delivery of UMAC-funded projects were an important element in the Initiative's overall success. All the projects investigated achieved at least a minimal level of partnering within the community. In some instances, UMAC provided a focal point for the development of multi-stakeholder, community partnerships; which, if maintained, will lead to productive, long-term relationships. Benefits of successful partnerships noted in the site visits included:

- heightened community awareness of projects, services, and activities through the extended organizational networks created by partnerships;
 - access through partnerships to a broader pool of talent, resources, materials, facilities, and revenue, and a consequent increase in program effectiveness;
 - increased sustainability of UMAC Initiatives as partners become stakeholders;
-

- elimination or reduction of service duplication between agencies with parallel goals; and
- planning and priority setting based on a broader set of perspectives.

4.4.3 Concluding thoughts on outcomes

Although these findings are not quantified because of nonexistent project data recording, they are consistent with previous studies on the positive impact of culturally appropriate learning and educational methodologies. A study by Antone²⁴, for example, argues that the reconstruction of a student's identity—through the teaching of their history and cultural practices as they relate to their respective territories—is important to the overall development of young people. Battiste makes a case that the outcome of ignoring culture, worldviews, and language in the education of Aboriginal children has created widespread social upheaval in Aboriginal communities.²⁵ And Cajete states that effective Indigenous education and socializing has embedded within it the essential social element of "...Learning how to care for oneself and others, learning relationships between people and other things, learning of customs, traditions, and values of a community..."²⁶ Most UMAC projects, particularly those addressing education and cultural learning, reflect the concepts embodied in those conclusions.

Most respondents agreed that a strong foundation had been laid during the first five years of the Initiative. It is acknowledged that the longer-term program goals will take considerably longer than five years to meet, but they believe short-term impacts are being achieved, and are logically linked to the anticipated longer-term outcomes of the Initiative.

4.5 Critical factors for success

Several critical success factors were identified through the site visits and case studies. When these factors were in place, an UMAC-funded project was observed to be more likely to achieve both its specific objectives and the overall objectives of the Initiative. In the absence of these factors, projects were far less likely to succeed in terms of effective organization and creation of outputs.

²⁴ Antone, E. M., Empowering Aboriginal Voice in Aboriginal Education. *Canadian Journal of Native Education*, Vol. 24(2), 2000, p. 92-101.

²⁵ Battiste, M., Introduction. In M. Battiste & J. Barman (Eds.), *First Nations Education in Canada: The Circle Unfolds*. Vancouver, UBC Press, 1995.

²⁶ Cajete, G., *Look to the Mountain: An Ecology of Indigenous Education*. Durango, CO: Kivaki Press, 1994.

Four key factors discussed below are:

- capacity within sponsoring organizations;
- committed advisory group;
- ability of the project to leverage funds; and
- role clarity.

These success factors give rise to their own challenges, including those associated with high turnover within youth-driven organizations, and a need for clearer, more consistent policies and procedures to ensure that programming is focused on the UMAC's overall objectives and remains accountable.

4.5.1 Capacity within sponsoring organizations

Organizations sponsoring UMAC Initiatives are required to exercise a number of functions. These may include:

- assessment of community needs;
- consultation with the community on options for addressing those needs;
- capacity development of youth;
- human resources development/training;
- conflict resolution;
- development of proposals, plans, budgets, evaluations frameworks, and project management procedures;
- financial management;
- fundraising;
- reporting; and
- subject matter expertise in the project area.

While an important goal of the Initiative is the development of these skills and capacities among youth and within sponsors, an organization with established capacity in these areas is much better prepared to design, implement and administer projects without a lengthy period of internal development. Projects initiated by organizations with existing capacity tend to be more successful than those launched by new organizations without an established body of corporate experience.

Other aspects of organizational capacity that contribute to perceived project success are:

- an existing administrative infrastructure with appropriate management policies and procedures;
- a cash flow that permits interim project funding if PCH contribution agreements are delayed;
- a strong organizational network with good links to the Aboriginal community and other Aboriginal organizations; and
- proven in-house capacity for providing training and orientation to new staff and project personnel.

As discussed earlier, capacity is more of an issue for some delivery organizations and projects than for others. The UMAC Initiative is large and complex. Those groups without experience in administering and delivering services have faced challenges with the proposal review process, monitoring, data collection, and reporting. Therefore, PCH and its Aboriginal partners need to continue to work together to overcome capacity issues.

4.5.2 Committed youth advisory council

Youth advisory councils are a unique feature of the UMAC Initiative, and an integral element of program design/delivery. The councils' knowledge of the local community and its needs ensures the ongoing relevance of the Initiative. The composition of these advisory councils, like the composition of any governance body, is a critical element for project success.

Key informants believe that these councils give youth the ability to recommend projects for funding and oversee their design/delivery. This responsibility can be both empowering and overwhelming; committee members must make critical choices on behalf of their community, and have had to evaluate and, occasionally, decline proposals from friends, elders, or important organizations. It is therefore critical that the membership of the council be selected carefully, that efforts be made to ensure the requisite level of maturity and commitment on the part of council members, and that the council itself be supported with appropriate resources, training, and procedures.

Some considerations that support successful functioning of advisory councils are:

- an appropriate range of ages, with adequate participation by older, more experienced youth;
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- representation of intended beneficiaries in the service area;
- the presence on the council of members with an appropriate mix of skills and experience;
- effective council orientation and training support;
- an understanding of the need to provide a fair proposal review process that is free from conflicts of interest;
- leadership skills on the committee to create and foster group commitment to task;
- clear policies and procedures governing council process;
- a clear understanding of, and commitment to, the role of the advisory council by all partners in delivery; and
- assistance with training, honorarium to attend meetings, and expenses associated with holding meetings.

4.5.3 Ability of the project to leverage funds

Successful UMAC projects are able to establish partnerships with other organizations in their community to leverage additional funding and support for their work. Developing productive partnerships and fundraising efforts are skills that can be taught and learned effectively through either formal training, mentorship, or life experience; but project teams that include this capacity from the beginning of a project are more likely to be successful.

Some considerations that contribute to successful leveraging were:

- credibility and experience of the sponsoring organization and of the project principals;
 - current organizational network of the sponsoring organization, and past “track record” in establishing partnerships and leveraging;
 - well-established project and financial management systems within the sponsoring organization; and
 - projects that clearly link with the goals, objectives, and priorities of a wide number of other organizations and potential funding sources.
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4.5.4 Role clarity

The UMAC encourages different delivery agencies to design planning and management processes that reflect local needs and local conditions. This flexibility was consistently identified as one of the reasons for UMAC's success. "Flexibility," however, should not imply lack of structure; projects succeeded when the respective responsibilities of all stakeholders and decision makers were well defined within a regionally appropriate structure, and understood by all parties.

Success factors relating to role clarity included:

- clear and agreed-upon terms of reference defining the powers, functions, duties, and authorities of all stakeholders;
- formal, written protocols and procedures based on those terms of reference: and
- thorough orientation to the roles and responsibilities of all stakeholders provided to new staff, volunteers, or committee members.

As recommended above, PCH should, in future, strengthen its role in helping to foster all these critical factors for success – developing capacity, supporting advisory groups, promoting partnerships, and ensuring role clarity. Enhanced support from the Department in those areas could add considerably to the likelihood of project success.

4.6 Cost effectiveness

A key evaluation question is the degree to which resources that have been allocated to UMACY are being used in the most efficient and effective ways to deliver appropriate results. As previously mentioned in this report, the results of the UMACY Initiative were intended to be:

- increased employment skills and increased educational attainment for urban Aboriginal youth;
- improved life skills, enhanced self-esteem, and reduced risk of suicide for urban Aboriginal youth;
- enhanced capacity of Aboriginal youth to lead and manage UMACY, and enhanced capacity of Aboriginal organizations to deliver and manage UMACY; and
- increased sustainability of programming for urban Aboriginal youth through the partnership among all levels of government.

To achieve these results, the design of the Initiative incorporates recommendations from a number of Aboriginal organizations and youth groups. It is recognized that the UMACY, in order to succeed, has to reflect and accommodate the diversity of Aboriginal peoples, and the broad range of social, economic, and cultural environments of Aboriginal youth within Canada.

UMACY embodies a "bottom up" approach, one in which the actual users and intended beneficiaries of UMACY programs and services control the process of identifying local needs and developing and delivering projects to meet them. This approach is intended to ensure that projects are truly responsive to the specific priorities of each community served.

Many respondents credit the success of these projects to the youth management and the flexibility of the UMACY, which permits the development of management and delivery systems that reflect community culture, capacity, and need.

This flexible approach is far more challenging to administer than a "top down" delivery model. This evaluation has described the broad range of regional and local arrangements made for the delivery of the Initiative across Canada. Each has necessitated local consultation, the development of local partnerships, and the creation of specific policies, procedures, and instruments for the tasks and functions associated with program delivery. It is

probable that use of a single, standard national model and tools for program delivery would have cost less.

It is unlikely, however, that any single approach would have succeeded as well as the flexible model adopted by UMAC. In some regions, delivery relied heavily on the capacity of established organizations, or on the expertise of government program personnel; in other regions, partnerships of Aboriginal and non-Aboriginal organizations came together to provide critical services. In still others, relatively new organizations used the Initiative as an opportunity to develop. But in most communities and regions, key informants identified the freedom to design community-specific programs, including the tools and processes for their delivery, as a strength of the UMAC Initiative and a leading factor in its success.

While a single, standard delivery model could appear more efficient; this “efficiency” might have been gained at the cost of flexibility, thus making the Initiative less effective. It must be noted, however, that this level of flexibility challenges accountability.

Recommendation: PCH should attempt to maintain the Initiative’s flexibility, while at the same time ensuring that appropriate accountability and due diligence are being practised at the national, regional, partner, and individual project levels.

Management Response: *Recommendation accepted.*

PCH is currently conducting programs and recipients audits to ensure accountability and due diligence. This recommendation will also be addressed as part of a Capacity Building Strategy as discussed in Recommendation 2. In addition, appropriate accountability and due diligence will be further addressed in the context of the program renewal process.

Timeline: Audits, December 2003. Capacity building strategy, April 2004. Program Renewal process, underway/completed March 2005.

5 Conclusions

This section presents conclusions, lessons learned, and summarizes the recommendations.

5.1 Summary of findings

The UMAC Initiative is consistent with federal policy goals relating to Aboriginal peoples and youth, and with the strategic objectives of PCH. It remains relevant to the national Aboriginal organizations and to Aboriginal youth themselves.

While delivery organizations have developed administrative structures, such as youth advisory councils and proposal review processes, important challenges remain.

- Some delivery organizations and project providers have difficulties administering and delivering the Initiative.
- Standard tools and protocols to support effective program delivery were not developed by PCH. PCH and its Aboriginal partners need to now work together to develop proposal requirements, proposal review standards, standards for monitoring and reporting, and guidelines for the roles and responsibilities of youth councils and program staff. These standards will also help ensure that the Initiative remains accessible to all eligible organizations.
- The late receipt of UMAC funds has created difficulties for projects and has resulted in the cancellation of planned events and staff layoffs.
- The Initiative has not devolved to Aboriginal organizations in the W6.
- Youth signing authority does not exist for all projects although it appears in eligibility requirements.

Outputs and outcomes of the Initiative exist, but the evaluation could only rely on qualitative measures and these results must be seen as provisional. To enable a more thorough evaluation of its accomplishments, the Initiative needs to require project applicants to specify the expected outcomes and how these will be measured. It also needs to create a data collection template and train project applicants and delivery agencies in data collection procedures and reporting standards. Currently, the only reliable data on outcomes is from key informants and project participants.

All of those interviewed are enthusiastic about the Initiative and believe that it has contributed towards important outcomes for the participants including improved academic performance; enhanced employability; broadened understanding of, and appreciation for, their cultures; strengthened self-

esteem and engagement in their communities; and the development of leadership and management skills. According to key informants, the Initiative has also contributed towards developing local and regional partnerships, and has helped increase the capacity of delivery organizations.

Key factors in the success of the Initiative are its emphasis on allowing Aboriginal youth to participate in its administration and delivery and its design flexibility, which reflects the needs, culture, and capacity of each region. Individual projects are most likely to succeed when the sponsoring organization has adequate capacity and is able to establish partnerships and leverage additional funding; when program delivery is supported by clear policies and procedures; and when the roles, powers, function, and authorities of all decision planning and decision-making bodies within the local and regional program delivery structures are well defined.

The Initiative can be strengthened in future by establishing greater consistency in some aspects of program administration and data recording, and by ensuring that appropriate accountability and due diligence are being practiced at the national, regional, partner, and individual project levels.

The UMAC has provided important opportunities to support urban Aboriginal youth to increase their capacity to participate in designing and implementing programs. It seems clear from key informants and case studies that many of the funded projects have achieved the important goal of fostering the ability of urban Aboriginal youth to participate in planning their own futures.

5.2 Lessons learned

Lessons learned include:

- A key factor in the success of the Initiative has been the involvement of youth at every level, from initial consultation during the design phase to ongoing direction provided by youth councils and advisory groups at the national, regional, and local levels.
 - The effectiveness of these groups can be enhanced by:
 - increasing the commitment by PCH and third party delivery agencies to capacity building; and
 - clarifying the roles, powers, functions, and authorities of third party delivery agents.
 - Another factor in the success of the Initiative has been its delivery through regionally-designed structures that reflect the needs and capacity of specific communities. The capacity to
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design programming has contributed significantly to the Initiative's overall achievement of outcomes. This flexible approach, however, resulted in some challenges in the areas of outcome measurement, reporting, and accountability.

- A minimal level of organizational capacity within sponsoring organizations is required to ensure project success. *This can be assured by:*
 - assessing the capacity of potential sponsoring organizations;
 - fostering development of capacity through partnerships; and
 - supporting the development of appropriate and effective management, governance and administrative systems, procedures, and tools.

The need for initial capacity must, however, be balanced against the need to provide opportunities to newer organizations for development and growth through the Initiative.

- The creation of partnerships in communities was an important outcome of the Initiative, and greatly enhanced the likelihood of success within specific projects. These partnerships increased the impact of UMAC by providing projects with access to other networks, facilities, services, and sources of funding: they also enabled UMAC-funded delivery organizations to support other service delivery organizations in meeting the needs of Aboriginal youth. There is an ongoing need to promote and further enhance partnership building at the community and regional levels.
 - The Initiative's principle of "By Youth, For Youth" led to the development of leadership and management skills among youth who participated as project proponents and youth advisory committee members, a result which complements the direct achievements of UMAC. There is an ongoing need to continue supporting and enhancing youth management of UMAC.
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5.3 Recommendations

This section contains the recommendations that also appear throughout the report.

Further steps should be taken to assist Aboriginal delivery organizations, youth councils, and project providers in capacity building to ensure successful UMAC implementation:

1. Given that good proposals can be in short supply, PCH should divert funding to building capacity among the delivery agencies even if this means less project funding in the short term.
2. PCH should accelerate skills development for youth involved in the management and operation of UMAC projects.
3. PCH and its Aboriginal partners, including youth members, should open a dialogue about the role of youth in the UMAC Initiative and share best practices on capacity building. The discussion could also include ideas about how to ensure an open and transparent process for choosing members for youth councils so that all youth have the opportunity to participate in, and benefit from, membership in these councils.
4. PCH should clarify roles and create well-defined procedures and authorities to assist officers working with Aboriginal delivery agents, and should articulate conflict of interest guidelines and request delivery agents to demonstrate application of these guidelines.

Standard tools for data collection and reporting should be developed:

5. PCH should work with its Aboriginal partners to develop performance indicators and standard data collection systems.
 6. PCH and its Aboriginal partners should establish a template to track activities and outputs. Some outputs could be standard across projects and others could be descriptive measures tailored to the purpose of the individual project.
 7. To assess accessibility, PCH and its Aboriginal partners need to collect statistics on participants, in a consistent manner, such as status, age, educational level, and whether they are in school or employed.
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8. PCH should attempt to maintain the Initiative's flexibility, while at the same time ensuring that appropriate accountability and due diligence are being practised at the national, regional, partner, and individual project levels.

Outcomes need to be measured:

9. PCH and its Aboriginal partners should articulate reasonable outcomes for projects. It is likely that case studies will dominate the measures. Project applicants need to be challenged and supported to develop clear statements of outcomes.
10. PCH should challenge third party organizations to provide more evidence on achievement of outcomes demonstrating "By Youth, For Youth."

Steps should be taken to ensure accessibility:

11. To ensure that all eligible organizations are aware of the Initiative, PCH and its Aboriginal partners should develop a communications strategy for publicizing the Initiative and calling for proposals.
12. PCH and its Aboriginal partners should agree to monitor their proposal solicitation and review processes to ensure that they are open to all eligible organizations and promote all aspects of the Initiative (i.e., at-risk youth).

Coordination activities should continue:

13. PCH should continue its role on interdepartmental groups and promote more effective communication, planning, and policy coordination among government departments and organizations providing programs for Aboriginal youth.
14. Further coordination and national oversight activities are required by PCH. This would include training to increase PCH staff's capacity to manage the Initiative, and training to increase youth and Aboriginal organization's capacity to deliver the Initiative.

The use of different delivery models should be reviewed:

15. Conforming with federal government policy on the participation of Aboriginal people in the design and delivery of programs affecting their lives (*Gathering Strength*), and the Terms and Conditions of the UMAC Initiative, PCH should identify conditions that would allow it to devolve W6 funding.
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Steps should be taken to reduce delays in funding:

16. PCH should consider multi-year funding so that projects can create activities with longer-term goals. PCH should also consider other methods for expediting project funding because these delays are currently reducing the effectiveness of the Initiative.

Appendix A – Logic Model

	Activities	Output	Immediate Results	Long-term Results	Ultimate Results
Capacity Building	Improving economic prospects	# of available services and programming and rate of youth participation	Increased youth autonomy, sense of accomplishment, job search skills, pride, Initiative	Increased employment skills/job readiness; increased educational attainment (e.g. high school completion or change in grades)	Strong, resilient, self-reliant young Aboriginal adults capable of mobilizing and leading their communities who enjoy the same economic outcomes and opportunities as Canadians generally.
	Improving social/personal prospects	# of interventions and outreach programs;# of youth participating	Strengthened youth ties to the community, increased cultural knowledge/pride	Improved life skills, enhanced self esteem, reduced suicide risk	
	Ensuring Aboriginal youth Management of UMAC	Degree of influence youth have in decision making	Increased youth influence in decision making process, understanding of processes	Enhanced capacity of Aboriginal youth to lead and manage UMAC and enhanced capacity of Aboriginal organizations to deliver and manage UMAC	
	Providing a catalyst for sustainability through partnership	# of partnerships developed	Duration and quality of commitment to youth programming	Increased sustainability of programming for urban Aboriginal youth through the partnership between all levels of government	
<p style="text-align: center;"> ←-----Process Evaluation-----→ ←-----Impact Evaluation-----→ </p>					