

**Process Evaluation of the
Anti-Poverty Fund Allocation**

Final report

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Prepared for:

Department of Health and Social Services of the
Government of the Northwest Territories

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Executive summary

The Department of Health and Social Services (HSS) of the Government of the Northwest Territories (GNWT) oversees the Anti-Poverty Fund (or the Fund), which was established in 2014. The Anti-Poverty Fund is an initiative of the GNWT that funds poverty-fighting projects from Indigenous or community governing organizations, or non-governmental organizations, as part of the territorial action plan to reduce poverty (Government of the Northwest Territories, 2015, n.d.-a, n.d.-b). The HSS hired PRA Inc., an independent research company, to conduct a process evaluation of the Anti-Poverty Fund Allocation. The evaluation covers fiscal years 2014–15 to 2017–18 and has three main lines of evidence: a document and administrative file review, a survey of applicants, and key informant interviews.

Conclusions

The conclusions are presented by evaluation question.

How well is the current application structure working?

In terms of accessibility, the evaluation found that the Fund is generally believed to be well-communicated to potential applicants and, based on applications received, the Fund is reaching all regions and types of communities and organizations. That being said, the least populous region of the Northwest Territories (NWT), Sahtu, has made few applications with limited success compared to other regions (even taking population into account). Some survey respondents and key informants made suggestions for how to improve awareness of the Fund, noting that smaller communities may have more limited awareness.

Recommendation 1: The HSS should consider targeting promotional activities to regions and communities that have less uptake of the Fund.

The current eligibility criteria and the eligibility exception are considered reasonable based on interview and survey findings. Overall, the evaluation found that the application process does not create barriers to organizations making an application. Based on all lines of evidence, applicants appear to understand the application process and requirements, and they believe that the process does not create any barriers to making a funding application. The flexibility that the Fund has in terms of the process and the application form itself are considered important to the accessibility of the Fund. That flexibility does mean that not all applications indicate which Strategic Framework priority area(s) they will be addressing. The HSS may want to ensure that applicants provide that information, since the Strategic Framework is a foundational document for the GNWT's anti-poverty efforts.

Recommendation 2: The HSS should consider working with applicants to ensure the Strategic Framework priority areas are indicated in their applications.

The main suggestion for improvement relates to improving the transparency of the rationale behind funding decisions. A minority (about one-third) of survey respondents were dissatisfied with the transparency of the funding decisions. They desired written feedback so that the rationale for the funding decision was clear. Providing this feedback can help applicants improve subsequent applications or better understand what types of projects are likely to be successful in receiving funding. In addition, the Advisory Committee uses an informal approach to assessing applications, and might benefit from a more formalized approach that would assist the HSS in providing feedback, making the process more transparent.

Recommendation 3: The HSS should consider providing written feedback, particularly to unsuccessful applicants, and working with the Advisory Committee on its processes.

How effective is the current design and funding structure of the Anti-Poverty Fund?

Funding recipients generally found the current funding structure effective, and it does not appear to have created any barriers or challenges for their organizations. Most funding recipients reported that payment in two 50/50 installments and single-year funding had no effect on project delivery, although some organizations find this more challenging, particularly smaller non-governmental organizations (NGOs) with less secure funding streams.

While the Fund did fully fund several projects in 2017–18, that was due in large part to receiving additional monies to distribute after the call for applications. The general approach to funding in the past had been to short-fund almost all projects. The evaluation found general support for the short-funding approach, but there is a sizeable minority opinion that supports fully funding some projects, particularly larger projects that have the potential for demonstrating greater impact.

Recommendation 4: The HSS should consider a mix of fully funding some projects, but continuing to short-fund most projects.

To what extent has the Anti-Poverty Fund been effectively implemented?

Based on interview and survey results, few funding recipients required additional support from the HSS once their project was funded, but those who did were satisfied with the help received. Funding recipients (survey and interviews) did not report any difficulties or areas of concern with the current reporting process. The flexible reporting format is both a strength and a potential weakness of the Fund; it works well for funding recipients with less capacity for performance reporting, but without any standardized performance measures, it reduces the Fund's ability to demonstrate its overall impact.

Do the programs and services supported by the Anti-Poverty Fund support the priorities of the Anti-Poverty Strategic Framework, *Building on the Strength of Northerners*, and the funding objectives?

The evaluation found that the Fund is addressing all five Strategic Framework priorities, although not to the same degree. Most projects addressed *Priority #1 – Children and Family Support* (80%), *Priority #2 – Healthy Living and Reaching our Potential* (83%), and *Priority #4 – Sustainable Communities* (69%). Far fewer addressed *Priority #3 – Safe and Affordable Housing* (18%) and *Priority #5 – Integrated Continuum of Services* (46%). In terms of project impacts, all projects that have submitted final reports are, in whole or in part, reaching their target groups. In addition, all lines of evidence indicate that the Fund—through its funded projects—has made progress toward its objectives, in particular by encouraging community participation; providing people with better information and resource tools to reduce the impact of poverty; providing sustainable interventions or resources for the community; facilitating partnerships among social service organizations; and encouraging solutions that build on the strength of the people and communities of the NWT.

The evaluation did find that the current format of project reporting (i.e., narrative) makes assessing the overall impact of the Fund difficult. There is a trade-off between having easy-to-complete reports, given the variety of funding recipient capacities to provide performance reporting, and having the necessary data to demonstrate the effectiveness of the Fund. A strength of the Fund has been its flexibility in accepting applications and reports in different formats, as that acknowledges the different capacities of funding recipients. The determination of what performance data to collect from projects must also take into account the varying capacities of funding recipients. A first step to determining what performance data to collect would involve developing clearly defined outcomes for the Fund. Defined outcomes and performance measures will help support the Advisory Committee in making its funding recommendations, create better performance reporting for the Fund, and improve the Fund's accountability.

Recommendation 5: The HSS should develop outcomes and key performance measures for the Fund that can be tracked either at the Fund-level and/or at the project level in order to support performance reporting across projects and for the Fund as a whole.

To what extent does the GNWT's investment in the Anti-Poverty Fund represent good value for money?

The evaluation looked at value for money from a few perspectives, and the evaluation findings support the conclusion that the Fund represents good value for money based on these measures. The evaluation findings support the conclusion that the Fund represents good value for money. The Fund's investment goes further when it supports projects that have in-kind or financial contributions from other sources, which was the case for two-thirds of projects funded. The Fund also creates opportunities for funding recipients, including the development of new or the enhancement of existing partnerships, which should support the continuation of anti-poverty efforts in communities. These partnerships appear instrumental in some projects having successful applications over multiple years. In addition, about half of survey respondents who received funding reported that the Fund enabled them to build a sustainable intervention or resource in their community.

1.0 Introduction

The Department of Health and Social Services (HSS) of the Government of the Northwest Territories (GNWT) oversees the Anti-Poverty Fund (or the Fund), which was established in 2014. The Anti-Poverty Fund is an initiative of the GNWT that funds poverty-fighting projects from Indigenous or community governing organizations, or non-governmental organizations (NGOs), as part of the territorial action plan to reduce poverty (Government of the Northwest Territories, 2015, n.d.-a, n.d.-b). The HSS hired PRA Inc., an independent research company, to conduct a process evaluation of the Anti-Poverty Fund Allocation. The evaluation covers fiscal years 2014–15 to 2017–18.¹

The evaluation focusses on the following over-arching evaluation questions:

- ▶ How well is the current application structure working?
 - Where can improvements be made to the application structure (i.e., guidelines for eligibility and the information required in the Northwest Territories Anti-Poverty Funding Application)?
 - What are the barriers to access encountered when applying to the Anti-Poverty Fund?
- ▶ How effective is the current design and funding structure of the Anti-Poverty Fund?
 - Where can improvements be made to the funding structure?
- ▶ To what extent has the Anti-Poverty Fund been effectively implemented?
- ▶ Do the programs and services supported by the Anti-Poverty Fund support the priorities of the Anti-Poverty Strategic Framework, “Building on the Strengths of Northerners”, and the funding objectives?
- ▶ To what extent does the GNWT’s investment in the Anti-Poverty Fund represent good value for money?

This document constitutes the final report for the process evaluation of the Anti-Poverty Fund Allocation.

1.1 Structure of the report

This report contains five sections, including this introduction. Section 2.0 provides an overview of the Fund. Section 3.0 describes the methodology used to address the evaluation issues and questions. Section 4.0 summarizes the key findings that have emerged from the data collection process, and Section 5.0 provides the overall evaluation conclusions and recommendations.

¹ The evaluation occurred during the 2017–18 fiscal year, so projects funded in that year were still underway. Program documents on the application process, and the feedback from applicants and funding recipients through the interviews and the survey, will provide information for the projects funded in 2017–18.

2.0 Overview of the Anti-Poverty Fund

After public consultations with a variety of stakeholders in communities throughout the territory, in 2013 the GNWT developed “Building on the Strengths of Northerners: A Strategic Framework toward the Elimination of Poverty in the Northwest Territories” (Government of the Northwest Territories, 2013). Based on the feedback from the community consultations, the Strategic Framework identified five priority areas considered central to addressing poverty in the Northwest Territories (NWT):

- ▶ Children and Family Support;
- ▶ Healthy Living and Reaching our Potential;
- ▶ Safe and Affordable Housing;
- ▶ Sustainable Communities; and
- ▶ Integrated Continuum of Services (Government of the Northwest Territories, 2013, p. 18).

To support the objectives of the Strategic Framework (or the Framework), the GNWT established the Anti-Poverty Fund in April 2014. The Fund provides funding to eligible projects proposed by Indigenous governments, local governments, and non-governmental organizations (NGOs) that address one or more of the priority areas identified in the Framework. By providing support to local initiatives, the Fund supplements GNWT efforts to reduce poverty and encourages a partnership approach among the GNWT and other stakeholders to combat poverty (Government of the Northwest Territories, 2015, p. 5).

According to its guidelines, the Fund is to support initiatives:

- ▶ whose goal is to overcome the causes of poverty;
- ▶ whose activities are directly linked to one of the five priorities of the Anti-Poverty Strategic Framework;
- ▶ that encourage community participation and facilitate partnerships; and
- ▶ whose activities seek to give people better information and resource tools with which they reduce the impact and effects of poverty (Government of the Northwest Territories, 2017).

The eligibility criteria for the Fund, including the eligibility exception, are in Table 1.

| Table 1: Eligibility criteria | |
|---|--|
| Eligible projects | <ul style="list-style-type: none"> • Provide a tangible service or support at the community level • Demonstrate the potential to improve social outcomes for residents in a tangible and measurable fashion • Propose to develop or implement a new approach to program or service delivery at the community level • Demonstrate the ability to develop meaningful partnerships with other organizations and support an integrated approach in responding to multiple social issues • Must be located in the NWT • May be new initiatives or enhancements of existing projects |
| Eligible organizations | <ul style="list-style-type: none"> • Indigenous governments in the NWT recognized by the Department of Executive and Indigenous Affairs • Community governing authorities (Band Council, Metis Local, Charter Community, or municipal council) • NGOs that can demonstrate partnership or support from an Indigenous or community governing authority |
| Eligibility exception | Projects that propose to undertake research or consultation will not be considered for funding unless the proposals demonstrate that the results of the research or consultation will support a planned community intervention. |
| Source: NWT Anti-Poverty Funding Guidelines (Government of the Northwest Territories, 2017) | |

An Advisory Committee with no more than five members that represent multiple regions within the NWT and from various organizations (community or not-for-profit organizations, Indigenous government organizations, and community governing organizations) reviews the proposals and makes funding recommendations. The Committee's mandate and the term for members is one fiscal year.

While there are no maximum or minimum amounts of funding per project specified, the total funds available from the Fund is currently \$1 million annually (2017–2018), an increase from the \$500,000 available annually from 2014–15 to 2016–17 (Department of Health and Social Services, 2017; Government of the Northwest Territories, 2017, n.d.-b). Funding recipients are expected to have supplemental cash or in-kind contributions for their projects (Government of the Northwest Territories, 2015, p. 5). Individual projects received varying levels of funding, ranging from \$5,000 to \$50,000 for the first three years of the Fund, and up to \$100,000 in 2017–18 (Government of the Northwest Territories, 2017).

In its first year of funding, 2014–15, the Fund funded 14 projects. The annual number of funded projects has since grown to 27 in 2017–18. Overall, 74% of applications received funding. See Table 2.

| Table 2: Number of successful and unsuccessful applications by fiscal year | | | | | |
|---|------------------|------------------|------------------|------------------|--------------|
| Application status | 2014–2015 | 2015–2016 | 2016–2017 | 2017–2018 | Total |
| Successful | 14 | 15 | 28 | 27 | 84 (74%) |
| Unsuccessful | 4 | 9 | 11 | 5 | 29 (26%) |
| Total | 18 | 24 | 39 | 32 | 113 |
| Source: Administrative files | | | | | |

3.0 Methodology

The process evaluation has three main lines of evidence: a document and administrative file review, a survey of applicants, and key informant interviews. The evaluation matrix, which aligns the evaluation questions with indicators and data sources, is in Appendix A. The data collection instruments used for the evaluation are included in Appendix B. Triangulation was used to verify and validate the findings obtained through these methods and to arrive at the overall evaluation findings.

3.1 Document and administrative file review

The document and administrative file review provided program information that informed the evaluation design and addressed evaluation questions. The document and administrative file review included the following materials:

- ▶ Administrative files for applications which included :
 - Successful and unsuccessful applications from 2014–15 to 2017–18
 - Contribution agreements and any amendments for successful projects
 - Annual reports of funded initiatives (including financial information)
- ▶ Advisory Committee reviews and recommendations
- ▶ NWT Anti-Poverty guidelines, including funding criteria
- ▶ NWT Anti-Poverty Action Plan
- ▶ “Building on the Strengths of Northerners: A Strategic Framework toward the Elimination of Poverty in the NWT”
- ▶ Reports from past Roundtables

PRA created a template in Excel to review the administrative files to ensure consistency in the analysis and allow the quantification of results.

3.2 Survey of applicants

To gather feedback from applicants, the evaluation included an anonymous and confidential bilingual web-based survey with telephone follow-up. The initial survey invitation was sent via email and provided a link to the online survey. The invitation also offered the respondents the ability to call PRA, using our toll-free number, and answer the survey by telephone. Before being contacted by PRA, all applicants received an email from the HSS, describing the purpose and nature of the evaluation and inviting their participation.

The survey was online for just over two weeks — from October 26 to November 14, 2017. To build the response rate, PRA sent two reminder emails and also telephoned those who had not responded. By calling potential respondents, PRA was able to ensure that the online survey had been directed to the correct email, remind the contact person of the survey, and offer the option of a telephone survey.

Out of a sample of 69 applicants, 38 responded to the survey for an overall response rate of 55%.² Table 3 provides a profile of survey respondents and shows that, generally, respondents were representative of the applicants in the sample.

| Table 3: Comparison of survey respondents to sample | | | | |
|--|---------------|----------|---------------------------|----------|
| Characteristics | Sample | | Survey respondents | |
| Application result | (N=69) | | (n=38) | |
| | # | % | # | % |
| Successful | 50 | 72% | 29 | 76% |
| Unsuccessful | 19 | 28% | 9 | 24% |
| Region* | | | | |
| Beaufort Delta | 19 | 28% | 14 | 37% |
| Yellowknife | 19 | 28% | 12 | 32% |
| South Slave ³ | 9 | 13% | 5 | 13% |
| Dehcho | 7 | 10% | 2 | 5% |
| Tlicho | 4 | 6% | 1 | 3% |
| Sahtu | 4 | 6% | 1 | 3% |
| Multiple regions/territory-wide | 7 | 10% | 2 | 5% |
| Organization | | | | |
| Community or not-for-profit organization | 34 | 49% | 21 | 55% |
| Indigenous government | 27 | 39% | 12 | 32% |
| Community governing authority | 6 | 9% | 3 | 8% |
| Other (e.g., school ⁴) | 2 | 3% | 2 | 5% |
| [*] The Statistics Canada regions for the NWT were used. The sample does not include a separate record for every application as explained in footnote 2. | | | | |

3.3 Key informant interviews

Semi-structured interviews with three of the five members of the Advisory Committee and five selected funding recipients were conducted to obtain information about their experience with the Fund. For funding recipients, the interviews also explored how the Fund has supported their work and what outcomes they have achieved. The criteria for choosing funding recipients to interview included: a completed project; a regional mix (to the extent possible); a mix of regional centres and at least one non-regional centre; a mix of multiple-year and single-year successful applications; a variety of scope/focus; and, when possible given the other criteria, those with larger budgets (in order to provide as much coverage of funding as possible). Interviews were conducted by telephone, and took approximately one hour to complete.

² The evaluation did not want to make multiple requests to the same organization/applicant contacts. Therefore, for projects that received funding over multiple years, the survey invitation was sent to the most recent contact person in the administrative files, and for organizations with the same contact person for multiple applications, the survey invitation was sent once and the respondent was asked to focus on the most recent funding application.

³ Communities in the South Slave region include Enterprise, Fort Resolution, Fort Smith, Hay River, and Lutselk'e.

⁴ Schools are not eligible organizations under the guidelines for the Fund. A few schools have applied but were not successful.

3.4 Methodological limitations

The evaluation has a few methodological limitations. By triangulating findings across the multiple lines of evidence, the effects of these limitations are minimized to the extent possible.

- ▶ For the survey, in order to have a 95% confidence level with an error rate of $\pm 5\%$, a response rate of 84% was required.⁵ The overall response rate for the online survey was 55%. Given the overall population size of 69 applicants, this total number of completions provides a 95% confidence level with an error rate of $\pm 10.7\%$.
- ▶ The number of survey responses across types of respondents limited the ability to analyze the survey data by different groups (e.g., by region or by successful/unsuccessful applicant).
- ▶ The administrative file review found missing information for some applications, as well as information gaps on some areas of interest for the evaluation, because certain information is not captured or not clearly captured in the application and/or project reporting. Where possible, survey and interview results were used to confirm findings based on an analysis of administrative files.

⁵

On random general population surveys, a response rate that produces a 95% confidence level with an error rate of $\pm 5\%$ is considered acceptable when determining the validity of survey findings.

4.0 Findings

The report summarizes the findings from all data collection activities completed as part of the evaluation by the evaluation questions.

4.1 Design and delivery

This section of the report considers the design and delivery of the Fund's application process, financial structure, and reporting process.

1. How well is the current application structure working?

Key findings: In terms of accessibility, the evaluation found that the Fund is generally believed to be well-communicated to potential applicants and, based on applications received, the Fund is reaching all regions and types of communities and organizations. The current eligibility criteria and exception are considered reasonable based on interview and survey findings. The application process does not create barriers to organizations making an application. Based on all lines of evidence, applicants appear to understand the application process and requirements, and they do not create any barriers to making a funding application. The main suggestion for improvement relates to improving the transparency of the rationale behind funding decisions.

Awareness

Awareness is a key element of accessibility, as organizations must be aware of the Fund in order to develop a proposal and apply. All key informants generally believe that the Fund is well-communicated potential applicants. Survey results confirm that perception, as most respondents believe that the Fund is well-communicated to potential applicants (66%, or n=25) compared to those who do not consider it to be well-communicated (16%, or n=6) or do not know (18%, or n=7). Based on the survey responses, applicants become aware of the Fund through a variety of ways. The most common methods are word of mouth (non-HSS staff) or from HSS staff. See Table 4.

| Table 4: Awareness of the Fund | | |
|---|---|-----|
| Q3: How did you first become aware of the Fund? | | |
| | Successful and unsuccessful applicants (n=38) | |
| | # | % |
| Word of mouth (non-HSS staff) | 12 | 32% |
| HSS staff | 8 | 21% |
| Anti-poverty page on the GNWT website | 6 | 16% |
| Newspaper | 4 | 11% |
| Email (from GNWT or others) | 3 | 8% |
| Anti-Poverty Roundtable | 2 | 5% |
| Member of Anti-Poverty or other related committees | 2 | 5% |
| Other | 3 | 8% |
| Don't know | 6 | 16% |
| Source: Applicant survey | | |
| Note: Multiple responses accepted; totals will sum to more than 100%. | | |

Some survey respondents and key informants made some suggestions for how to improve awareness of the Fund. The suggestions focussed on more proactive promotion of the Fund. A few survey respondents (n=2) pointed to the need for “*more targeted promotion*” and “*some sort of campaign to spread information through email, posters, other agencies, etc.*” More specifically, a few respondents (n=3) suggested that the Fund target potential or past applicants: “*I think it would have been good to get a direct communication encouraging us to re-apply. As I did not get this, I assumed that we did not fit their target.*” Some key informants also noted that stakeholders from smaller and remote communities may be less aware of the Fund, since much of the communication related to calls for proposals is through email and online, and connectivity to the Internet is an issue in some locations.

The Fund’s reach

As shown in Figure 1, the number of applications has increased over the four years of the Fund’s existence and in 2017–18, with the additional \$500,000 in funding, fewer applications were unsuccessful.

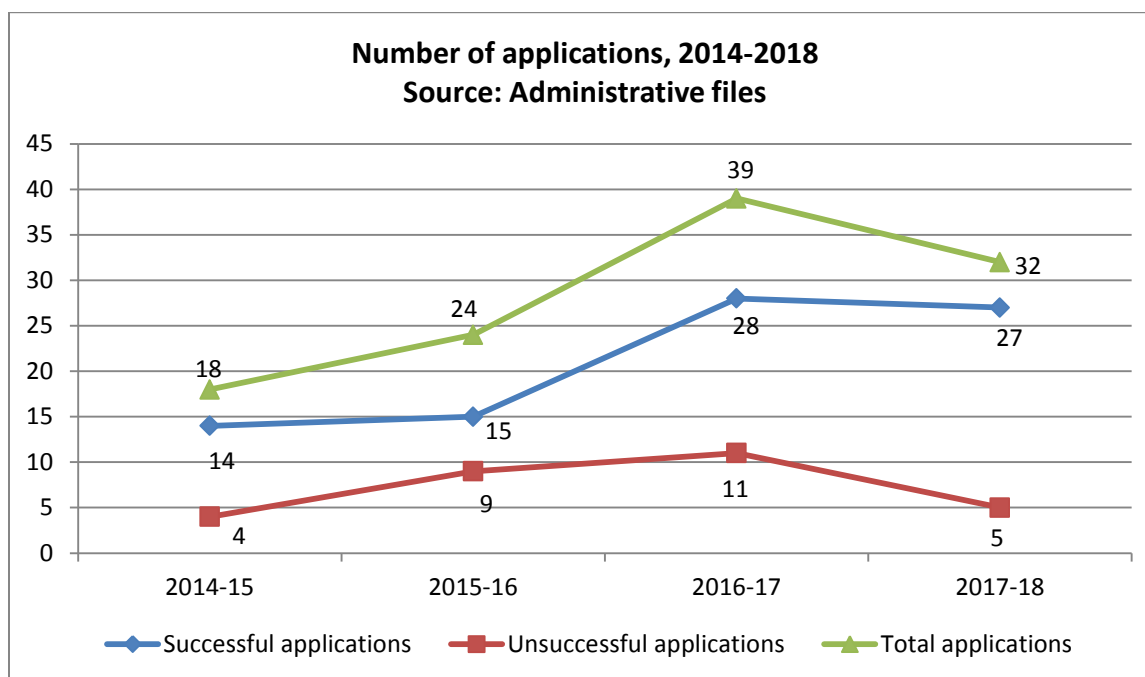


Figure 1

Based on the administrative files, the Fund is reaching all regions of the NWT, although the regions with the smallest populations (Sahtu and Tlicho) have submitted four applications each. Of the four applications submitted, Sahtu has had only one successful application and Tlicho has had three successful applications (see Table 5). The Dehcho region is the next closest in population to these regions, but has made many more applications with a much greater rate of success (12 successful and none unsuccessful). This finding relates to the issue of awareness (whether organizations in Sahtu and Tlicho are less aware of the Fund), as well as the capacity of certain organizations (particularly those in smaller communities) to provide successful applications (discussed later). Should the GNWT desire the Fund’s funding recommendations to more closely match the population distribution of the NWT, a more detailed exploration by the

HSS of why Sahtu and Tlicho have had fewer applications and, for Sahtu in particular, a much lower success rate than other regions, might be useful.

As Table 5 also shows, the Fund reaches a variety of communities, although the majority of applications (59%, both successful and unsuccessful) are for projects in Yellowknife or regional centres. About one-tenth of applications are for projects exclusively in smaller communities. The type of organizations applying also reflects the Fund's reach, as 50% are community or NGO, 33% are Indigenous government organizations, and 12% are community governing organizations.

| Table 5: Program reach — Applications by region, community, and organization, 2014–2018 | | | | | | |
|--|------------------------------|----------|--------------------------------|----------|--------------------------|----------|
| Region | Successful (n=84) | | Unsuccessful (n=29) | | Total (n=113) | |
| | # | % | # | % | # | % |
| Yellowknife | 26 | 31% | 13 | 45% | 39 | 35% |
| Beaufort Delta | 22 | 26% | 8 | 28% | 30 | 27% |
| Dehcho | 12 | 14% | 0 | 0% | 12 | 11% |
| South Slave ⁶ | 12 | 14% | 3 | 10% | 15 | 13% |
| Multiple regions | 8 | 10% | 1 | 3% | 9 | 8% |
| Tlicho | 3 | 4% | 1 | 3% | 4 | 4% |
| Sahtu | 1 | 1% | 3 | 10% | 4 | 4% |
| Type of community | | | | | | |
| Multiple communities | 29 | 35% | 5 | 17% | 34 | 30% |
| Capital | 24 | 29% | 12 | 41% | 36 | 32% |
| Regional centre | 23 | 27% | 8 | 28% | 31 | 27% |
| Smaller community | 8 | 10% | 4 | 14% | 12 | 11% |
| Type of organization* | | | | | | |
| Community or NGO | 48 | 57% | 13 | 45% | 61 | 54% |
| Indigenous government | 30 | 36% | 10 | 34% | 38 | 34% |
| Community governing authority | 6 | 7% | 2 | 7% | 8 | 7% |
| Other (e.g., school) | 0 | 0% | 4 | 14% | 6 | 5% |
| Source: Administrative files | | | | | | |
| Note: Some totals do not sum to 100% due to rounding. | | | | | | |
| *The figures presented in this table reflect a correction in how an organization was categorized and, therefore, do not match the table presented to the Anti-Poverty Roundtable on November 29, 2017. | | | | | | |

⁶ Communities in the South Slave region include Enterprise, Fort Resolution, Fort Smith, Hay River, and Lutselk'e.

Appropriateness of eligibility criteria and exception

Key informants and survey respondents considered all aspects of the eligibility criteria to be reasonable or very reasonable (ranging from 87% to 97% depending on the criteria). See Table 6 for complete results. In addition, 79% (n=30) of survey respondents agreed with the eligibility exception that the Fund will not provide funding to projects for research or consultation unless the proposals demonstrate that the results of the research or consultation will support a planned community intervention. Key informants also supported the eligibility exception, noting that the Fund was intended to support projects that are making a direct difference in the community, so the requirement that the research or consultation must support a **planned** community intervention was considered appropriate. Although some survey respondents commented on the need to better clarify the eligibility criteria, which is discussed later in this section under “Suggestions for improvement,” most survey respondents (74% or n=28) and key informants did not suggest any changes to the eligibility criteria.

| Table 6: Applicant perception of eligibility criteria Q11: How reasonable are each of the following eligibility criteria? | | | | |
|--|---|-----|-----------------------------------|-----|
| Criteria | Successful and unsuccessful applicants (n=38) | | | |
| | Reasonable or very reasonable | | Unreasonable or very unreasonable | |
| Provide tangible service or support at community level | 37 | 97% | 1 | 3% |
| Located in the NWT | 37 | 97% | 1 | 3% |
| Demonstrate potential to improve social outcomes for residents in a tangible and measurable fashion | 36 | 95% | 2 | 5% |
| Demonstrate ability to develop meaningful partnerships with other organizations and support an integrated approach in responding to multiple social issues | 35 | 92% | 3 | 8% |
| New initiatives or enhancement of existing projects | 35 | 92% | 3 | 8% |
| Develop or implement a new approach to program or service delivery at the community level | 33 | 87% | 5 | 13% |
| Source: Applicant survey | | | | |

Ease of completing the application form

Based on the review of administrative files, applicants seem to have understood the application process and requirements relatively well. Just over three-quarters (76%) of all applications were properly filled out, which is also reflected in the interview and survey findings, where 68% of survey respondents (n=26) and all interviewed funding recipients reported that they did not have any difficulties completing the application.

As shown in Table 7, among the 27 applications that were incomplete, 41% (n=11) failed to identify (by checking off the relevant box) or explain which project areas were linked with the Strategic Framework.⁷ Of these, all were projects that received funding. Another 19% (n=5) of applications did not clearly explain their proposed objectives and activities, though the majority of these did not receive funding. In addition, 22% of applications had multiple sections missing.

| Table 7: Number of application forms and sections in the application that were incomplete, 2014-2018 | | | |
|--|--------------------------------|----------------------------------|---------------|
| Was the application form complete | Successful applications (n=84) | Unsuccessful applications (n=29) | Total (n=113) |
| Yes | 63 (75%) | 23 (79%) | 86 (76%) |
| No | 21 (25%) | 6 (21%) | 27 (24%) |
| Area of the application form that was missing | | | |
| Project areas linked with the Strategic Framework | 11 | 0 | 11 (41%) |
| Objectives and activities | 2 | 3 | 5 (19%) |
| Other source of funding | 2 | 0 | 2 (7%) |
| Project start/end date | 2 | 0 | 2 (7%) |
| Project goals | 1 | 0 | 1 (4%) |
| Multiple sections missing | 3 | 3 | 6 (22%) |
| Source: Administrative files | | | |

Since most of the incomplete applications are ultimately successful (21 of 27), the completion of the application form itself is not a barrier to obtaining funding. However, the HSS may want to consider the importance of applicants linking their project to the Strategic Framework priority areas. Given that the Strategic Framework is a foundational document for the GNWT's anti-poverty efforts, and that applications were most often missing information as to how and which of the Strategic Framework priority areas their project addresses, the HSS may want to consider working with applicants to make those linkages.

Also, reflecting the general view that applications to the Fund are fairly straightforward and easy to complete, two-thirds (66% or n=25) of applicants responding to the survey thought that all parts of the current application form should remain mandatory. Of the eight respondents who desired sections of the application to be optional, those areas most often listed were: providing a certificate of insurance and letter of support (n=4 for each), and completing the table of project inputs, activities, outputs, and outcomes (n=4).

⁷

Of the eight survey respondents who reported a difficulty completing the application, the most common difficulty named was linking their project to the Strategic Framework priorities (8% or n=3).

Strengths and weaknesses (including barriers) of the application process

Based on survey responses and key informant interviews, applicants are generally satisfied with the application process. Between 79% and 92% of survey respondents were satisfied with the ease of completing the application form, the application form instructions, the time provided to submit applications, the clarity of the overall process, the amount of information required on the application form, and the support provided by the HSS. Similarly, key informants commented that the application process was “easy” and “well laid-out.” They found the overall process clear and most said there was ample time to complete the application.

There were two areas where a higher number of respondents were dissatisfied (although still a minority): the clarity of the eligibility requirements (24%, or n=9) and the transparency of funding decisions (32%, or n=12). Key informants were divided as to whether they received information on why they were not funded fully, and those who did not receive it expressed a desire to receive this information.

Table 8: Applicant satisfaction with application process

Q5: How satisfied were you with the application process in terms of the....

| | Successful and unsuccessful applicants (n=38) | | | | | |
|--|---|-----|---------------------------------|-----|-------|-----|
| | Satisfied or very satisfied | | Unsatisfied or very unsatisfied | | DK/NR | |
| Overall ease in completing the application form | 35 | 92% | 2 | 5% | 1 | 3% |
| Application form instructions | 34 | 89% | 2 | 5% | 2 | 5% |
| Time provided to submit applications | 33 | 87% | 4 | 11% | 1 | 3% |
| Clarity of the overall process | 32 | 84% | 4 | 11% | 2 | 5% |
| Amount of information required on the application form | 31 | 82% | 5 | 13% | 2 | 5% |
| Support provided by HSS during the process | 30 | 79% | 2 | 5% | 6 | 16% |
| Clarity of eligibility requirements | 27 | 71% | 9 | 24% | 2 | 5% |
| Transparency of funding decisions (e.g., clarity of criteria used) | 23 | 61% | 12 | 32% | 3 | 8% |
| Source: Applicant survey | | | | | | |
| Note: Percentages may not sum to 100% due to rounding. | | | | | | |

Two-thirds (66% or n=25) of applicant survey respondents did not consider the current application process to create any barriers or challenges. Of those who did find the process challenging (16% or n=6), the most common issues cited were capacity issues in submitting an application (n=3; e.g., the organization is staffed entirely/primarily with volunteers, the inputs/outputs/outcomes table requires a certain level of program delivery sophistication) and program delivery challenges (n=2; the project having to be enhanced or changed each year in order to apply again is difficult and doesn't recognize that it takes time to achieve results).

Suggestions for improvements

While key informants and applicant survey respondents were generally very positive about the current application structure, they did provide some suggestions for improvement, which primarily related to improving the transparency of funding decisions.

Improve transparency of funding decisions

As noted above, about one-third of survey respondents were dissatisfied with the transparency of the funding decisions, and about one-quarter were dissatisfied with the clarity of the eligibility requirements. The survey respondents (both successful and unsuccessful) who were dissatisfied found the criteria or rationale for funding decisions unclear (n=7) and desired more feedback (n=3). Their comments included that *“it would be nice to get feedback in writing as to why an application was not funded”* and *“clarity of criteria used would be helpful to ensure we include the right information and ensure that we have provided enough clarity about the project goals.”*

The Anti-Poverty website states that each applicant will receive a letter “detailing the results of their application.” While the HSS provides unsuccessful applicants with a letter that indicates a representative will contact the applicant to outline the rationale of the decision, this does not usually occur, and the reasons for the funding decision are not provided in writing. Feedback to unsuccessful applicants could assist them with future proposals.

In terms of application assessment criteria, the Fund has taken a less formalized approach. While the Advisory Committee developed a template for assigning points based on various criteria and appears to have used the template for one year, the process is typically less structured. Based on a review of the reasons for rejecting certain applications, the Advisory Committee could potentially work toward developing a simpler template that could be completed and shared with applicants. For example, based on a review of the reasons recorded by the Advisory Committee for rejecting certain applications between 2014–15 and 2016–17, the following are some recurring reasons, which also show areas where proposals lack sufficient information, or potentially where eligibility or assessment criteria are unclear.

- ▶ The description of the project raises questions that it will be successful (there is no clear plan for implementation; logistical issues are not addressed; groundwork is not laid with partners or the community; it is unclear that activities address needs).
- ▶ The project does not clearly address root causes of poverty.
- ▶ The project does not clearly align with the objectives of the Fund or the Strategic Framework priorities.
- ▶ No partnerships are identified.
- ▶ The project did not have clear measures by which to determine whether it was successful.
- ▶ Other funding sources are available and better suited to the project.
- ▶ The project has a high cost and/or the budget is mostly for administration or program development.
- ▶ The applicant is an educational institution. As noted in footnote 3, schools are not eligible for funding; however, this restriction is not clear on the Anti-Poverty Fund website and several schools have applied, some as late as 2016–17.

2. How effective is the current design and funding structure of the Anti-Poverty Fund?

Key findings: Funding recipients generally found the current funding structure effective; it did not create any barriers or challenges for their organization. Most funding recipients reported that payment in two 50/50 installments and single-year funding had no effect on project delivery. The evaluation also found general support for the short-funding approach, but there is a sizeable minority opinion that supports fully funding some projects.

Single-year funding and two 50/50 installments

As shown in Figure 2, the majority of the 29 survey respondents who had received funding (59%, or n=17) reported that the funding structure of single-year funding and in two installments (50% at the beginning of the project and 50% upon approval of reporting) had no impact on the delivery of their project. Six respondents (21%) reported a negative effect. The remaining six respondents were evenly divided between the funding structure having a positive impact or not having an opinion.

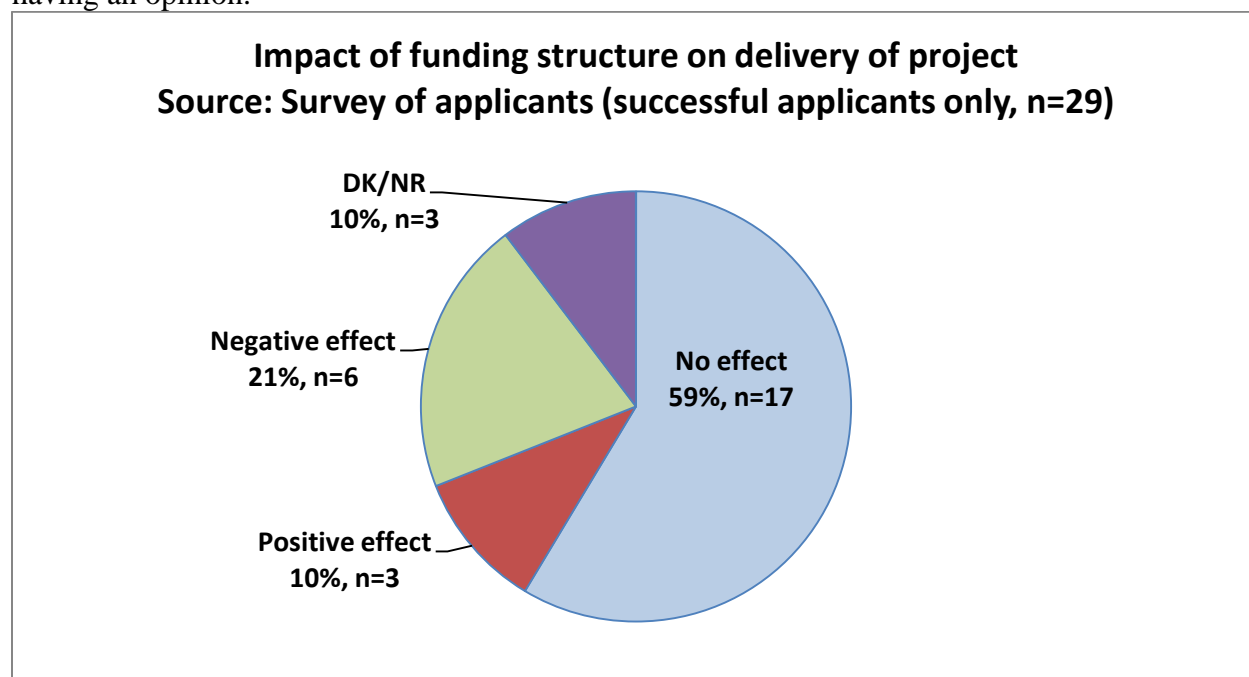


Figure 2

Q14. Currently, the monies awarded by the Fund are distributed to projects for single years and in two installments (50% at the beginning and 50% at the end). How did the current funding structure affect the delivery of your project?

Most (n=4) of the six funding recipients who reported a negative impact commented that the funding structure created cash flow problems for their organization. According to these respondents, the cash flow issues were due to 50% being provided initially (as opposed to a larger percentage) or to late receipt of funding (i.e., delay between proposal acceptance and receipt of initial funding, or delay between submission of report and receipt of second installment). Based on interviews, the funding structure can affect organizations differently. For example, smaller community organizations find the funding structure more challenging to manage, while larger

organizations, including community governing authorities or Indigenous government bodies with secure income streams, are better able to handle the two 50/50 installments. However, the Fund has shown responsiveness in working with organizations that have expended the initial 50%, and find the delay in receiving the second installment problematic, by making the obtaining of approval for reporting and release of funds a priority.

A few funding recipients (in survey and interviews) reported that single-year funding was burdensome to organizations, both due to the application process and the uncertainty created by needing to re-apply each year. As with the two 50/50 installments, there appears to be a difference of opinion based on the type of organization. Community governing organizations or Indigenous government bodies that have more staff and do not rely as much on volunteers were more supportive of single-year funding, noting that they sometimes want to alter the project or seek funding for other activities. A benefit of single-year funding is that it allows for that change of direction. Some smaller community organizations supported multi-year funding, as it would provide them with greater financial stability and fewer gaps in funding, which supports program continuity.

Short-funding versus fully funding

Survey respondents generally support the Fund’s approach of short-funding more projects rather than fully funding fewer projects. Just over half of survey respondents agree with the approach (53% or n=20), although almost one-third (32% of n=12) disagree.

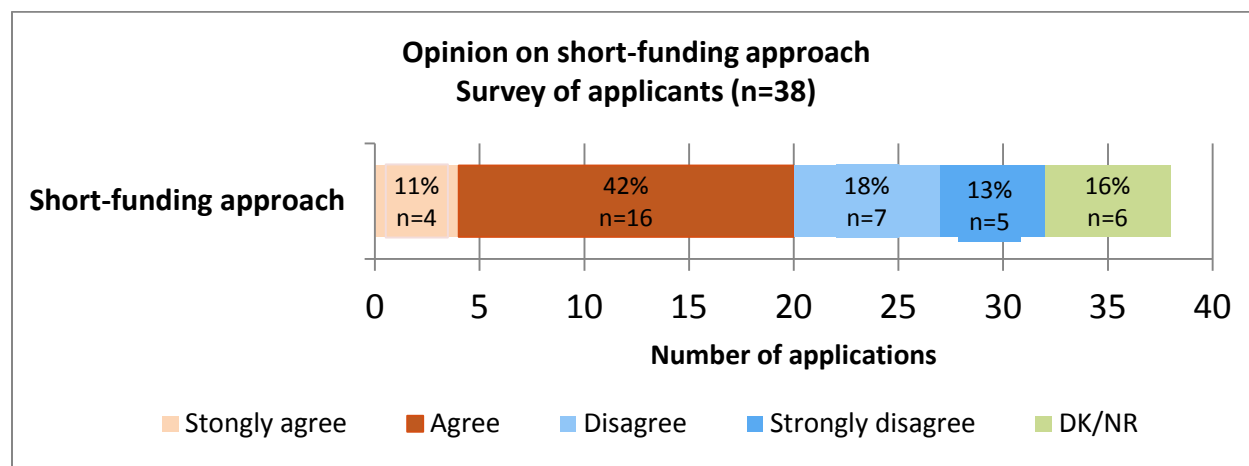


Figure 3

Q16. In the past, the Fund has taken the approach of short-funding more projects rather than fully funding fewer projects. What are your views of that approach? Do you...

Key informants were divided on whether to continue to short-fund projects or fully-fund fewer projects. Those who favoured short-funding considered it essential to enable the Fund to have regional coverage and provide support in more communities. Others who favoured fully funding some projects raised the issue of impact and quality of projects, noting that some smaller projects may have little impact, particularly given single-year funding.

The administrative data show the potential trade-off in fully funding some projects, as the ability of the Fund to provide that level of support while offering regional coverage appears limited. The Fund is over-subscribed, particularly in the last two years. Over the Fund’s lifetime, considering

successful applications only, the ratio of funds requested to funds available is approximately 2:1, which means that fully funding some projects would increase the number of projects receiving little or no funding.

| Table 9: Funding requested and received by fiscal year | | | | | |
|---|----------------------|----------------------|----------------------|-----------------------|--|
| Applications | 2014-2015 | 2015-2016 | 2016-2017 | 2017-2018 | Total |
| Successful | 14 | 15 | 28 | 27 | 84 |
| Requested | | | | | |
| Total | \$823,229 | \$775,820 | \$1,612,779 | \$1,626,485 | \$4,838,313 |
| Average | \$58,802 | \$51,721 | \$57,599 | \$60,240 | \$57,599 |
| Received | | | | | |
| Total | \$492,000 | \$505,000 | \$500,000 | \$1,000,000 | \$2,497,000 |
| Average | \$35,143 | \$33,667 | \$17,857 | \$37,037 | \$29,726 |
| Range | [\$7,000 - \$80,000] | [\$7,000 - \$80,000] | [\$5,000 - \$50,000] | [\$6,800 - \$100,000] | [\$5,000 - \$100,000] (Total range) |
| Unsuccessful | 4 | 9 | 11 | 5 | 29 |
| Requested | | | | | |
| Total | \$338,508 | \$488,537 | \$498,811 | \$560,804 | \$1,886,660 |
| Average | \$84,627 | \$54,282 | \$45,346 | \$112,161 | \$65,057 |
| Received | \$0 | \$0 | \$0 | \$0 | \$0 |
| Source: Administrative files | | | | | |

The approach of short-funding projects has enabled geographic coverage, but has also meant that the average funding award is relatively modest, and expectations related to activities undertaken and the ability to demonstrate results must be aligned with the funding provided.

| Table 10: Funding requested and received by region | | | | | |
|---|---------------------------|--------------------------------|----------------------------------|------------------------------|------------------------------------|
| Region | Number of projects | Total funding requested | Average funding requested | Total funding awarded | Average funding per project |
| Yellowknife | 26 | \$1,296,862 | \$49,879 | \$765,700 | \$29,450 |
| Beaufort Delta | 22 | \$1,668,554 | \$75,843 | \$736,900 | \$33,495 |
| Dehcho | 12 | \$353,797 | \$29,483 | \$195,000 | \$16,250 |
| South Slave ⁸ | 12 | \$728,460 | \$60,705 | \$465,000 | \$38,750 |
| Multiple regions | 8 | \$325,000 | \$40,625 | \$189,400 | \$23,675 |
| Tlcho | 3 | \$410,640 | \$136,880 | \$90,000 | \$30,000 |
| Sahtu | 1 | \$55,000 | \$55,000 | \$55,000 | \$55,000 |
| Total | 84 | | | \$2,497,000 | \$29,726 |
| Source: Administrative files | | | | | |

⁸ Communities in the South Slave region include Enterprise, Fort Resolution, Fort Smith, Hay River, and Lutselk'e.

The Fund's general approach to funding has been to short-fund projects, although in its first three years it did fully fund a few projects (see Table 11). In 2017–18, most of the successful projects were fully funded due to the additional \$500,000 in funding received once the call for proposals had closed. The 2017–18 year is, therefore, an anomaly. Potentially, more applications will be received in 2018–19 in response to this increase in the resources available for distribution by the Fund, and the Fund may need to return to short-funding most projects.

| Table 11: Number of projects receiving the amount of funds requested | | | | | |
|---|------------------|------------------|------------------|------------------|-----------------------|
| | 2014-2015 | 2015-2016 | 2016-2017 | 2017-2018 | Total |
| Fully funded | 5 | 1 | 0 | 17 | 23 (27%) ⁹ |
| Short-funded | 9 | 14 | 28 | 10 | 61 (73%) |
| Total | 14 | 15 | 28 | 27 | 84 |

Source: Administrative files

Suggested improvements to funding structure

Most survey respondents (53%) and key informants did not have suggestions for changes in how funding is distributed. The primary suggestions made by survey respondents and key informants are discussed above and include:

- ▶ considering fully funding more projects (n=10 survey respondents and key informants);
- ▶ offering a combination of multi-year and single-year funding, which might involve different criteria and reporting expectations for multi-year projects (n=9 survey respondents and key informants); and
- ▶ providing funding sooner/earlier (n=4 survey respondents and key informants).

3. To what extent has the Anti-Poverty Fund been effectively implemented?

Key findings: Based on interview and survey results, few funding recipients required additional support from the HSS once their project was funded, but those who did were satisfied with the help received. Funding recipients (survey and interviews) did not report any difficulties or areas of concern with the current reporting process. The flexible reporting format is both a strength and a potential weakness of the Fund; it works well for funding recipients with less capacity for performance reporting, but without any standardized performance measures, it reduces the Fund's ability to demonstrate its overall impact.

The evaluation considered the implementation of the Fund based on funding recipients' perceptions related to the additional support provided by the HSS when requested, and the reporting mechanism used by the Fund.

⁹ Of the six projects that received the full amount from the Fund they requested in 2014-2015 and 2015-2016, the Fund fully covered the costs of 4 projects. The other 2 had some of their costs covered by external funding. Data from 2017-2018 has not been included here, as some projects' external funding had yet to be confirmed.

HSS support

The HSS does not proactively support funding recipients, but will provide assistance when requested, such as answer questions on financial and other reporting. Only a few survey respondents (n=4) reported requesting additional support from HSS staff, and all were very satisfied with the support received. Funding recipients interviewed had not requested assistance, commenting that the reporting was not difficult.

Reporting mechanisms

Of the 57 projects that were funded between 2014-2015 and 2016-2017, almost one-third (28%, or n=16) did not have a final report on file. However, a disproportionate number of missing forms are from the 2016–2017 fiscal year (n=14). Thus, of the 29 projects that received funding between 2014-2015 and 2015-2016, only 7% (n=2) did not have a final report on file. As such, it can be assumed that organizations that were successful in 2016-2017 have yet to submit their forms, and may do so by the end of this fiscal year.¹⁰ Despite the length of time that some projects require to complete their final reports, four-fifths of successful applicants who responded to the survey were satisfied or very satisfied with the reporting process. Table 12 provides details.

Table 12: Level of satisfaction with the reporting process

Q22: How satisfied were you with the annual reporting process in terms of the....

| | Successful applicants (n=29) | | | | | |
|---|---------------------------------|-----|------------------------------------|----|-------|-----|
| | Satisfied or very satisfied | | Unsatisfied or very unsatisfied | | DK/NR | |
| Instructions for reporting | 24 | 83% | 1 | 3% | 4 | 14% |
| Templates for reporting | 23 | 79% | 2 | 7% | 4 | 14% |
| Level of detail required in the annual reports | 23 | 79% | 1 | 3% | 5 | 17% |
| Type of performance information your organization was requested to gather/report on | 23 | 79% | 1 | 3% | 5 | 17% |
| Overall level of effort required to prepare annual reports | 23 | 79% | 1 | 3% | 5 | 17% |
| Source: Applicant survey | | | | | | |
| Note: Percentages may not sum to 100% due to rounding. | | | | | | |

¹⁰ Projects have 90 days after the end of their contribution agreement to submit their final reports. For most 2016–2017 projects, submission of their final reports would have been expected by June 30, 2017.

Adequacy of information collected to assess project impact

The reporting requirements are flexible in that the format allows for a narrative description of the project and a financial statement. This type of approach enables projects with less capacity to produce detailed performance reporting to meet their obligations under the Fund. However, it does reduce the Fund's ability to report on performance measures across projects.

For example, a useful line of evidence to evaluate the Fund's impact would have looked at how many people were reached and/or received services because of the Fund. However, it was impossible to gather or analyze such data, given how that information was (or was not) reported; of the 57 projects that received funding between 2014 and 2017, only 41 had a final report. Among projects that had a final report, information was reported inconsistently. Some reporting discrepancies in the data include the various ways participants are counted:

- ▶ by unique individuals reached;
- ▶ by number of families reached;
- ▶ as a range (e.g., "20-50 people");
- ▶ as an estimate (e.g., "most households");
- ▶ inclusive of staff and volunteers;
- ▶ as a weekly estimate without distinguishing by unique or repeated families (e.g., "we held 13 workshops, and 9-15 families attended each"); and
- ▶ by unit of service rather than unique individual.

In addition, most performance information provided in the final project reports includes activities undertaken or outputs produced, and the information does not capture outcome measures. For reports that address outcomes, success is assumed based on the completion of project activities (e.g., the health of the community is improved by project activities being undertaken).

The evaluation was limited in its ability to provide performance reporting on the Fund, which was not critical for a process evaluation, but after four years, the Fund should begin tracking performance information on an ongoing basis. A first step to determining what performance data to collect would involve developing clearly defined outcomes for the Fund. Defined outcomes and performance measures will help support the Advisory Committee in making its funding recommendations, create better performance reporting for the Fund, and improve the Fund's accountability.

4.2 Effectiveness and efficiency

The section on effectiveness and efficiency considers whether the programs and services supported by the Fund support the priorities of the Strategic Framework and have made progress toward their funding objectives, as well as whether the Fund represents value for money.

4. Do the programs and services supported by the Anti-Poverty Fund support the priorities of the Anti-Poverty Strategic Framework, *Building on the Strength of Northerners*, and the funding objectives?

Key findings: The evaluation found that the Fund is addressing all five Strategic Framework priorities. In terms of project impacts, all projects that have submitted final reports are, in whole or in part, reaching their target groups. In addition, all lines of evidence indicate that the Fund — through its funded projects — has made progress toward its objectives, in particular by encouraging community participation; providing people with better information and resource tools to reduce the impact of poverty; providing sustainable interventions or resources for the community; facilitating partnerships among social service organizations; and encouraging solutions that build on the strength of the people and communities of the NWT.

Alignment with Strategic Framework priorities

Based on the administrative file review, the Fund is addressing all five Strategic Framework priorities, although not to the same degree. Most projects addressed *Priority #1 – Children and Family Support* (80%), *Priority #2 – Healthy Living and Reaching our Potential* (83%), and *Priority #4 – Sustainable Communities* (69%). Far fewer addressed *Priority #3 – Safe and Affordable Housing* (18%) and *Priority #5 – Integrated Continuum of Services* (46%).¹¹

¹¹ While not all applications included information on which Strategic Framework priority they sought to address (see Table 7), PRA assigned the applications to a priority where the link between the Strategic Framework priority and the activities of the project were clear.

| Table 13: Strategic Framework priorities addressed by successful application, by fiscal year | | | | | |
|---|------------------|------------------|------------------|------------------|-----------------|
| Strategic Framework Priority addressed | 2014-2015 | 2015-2016 | 2016-2017 | 2017-2018 | Total |
| Strategic Framework Priority #1 | | | | | |
| Yes | 9 | 10 | 22 | 26 | 67 (80%) |
| No | 3 | 1 | 3 | 0 | 7 (8%) |
| Incomplete form or unclear | 2 | 4 | 3 | 1 | 10 (12%) |
| Strategic Framework Priority #2 | | | | | |
| Yes | 11 | 12 | 24 | 23 | 70 (83%) |
| No | 1 | 0 | 1 | 3 | 5 (6%) |
| Incomplete form or unclear | 2 | 3 | 3 | 1 | 9 (11%) |
| Strategic Framework Priority #3 | | | | | |
| Yes | 0 | 4 | 4 | 7 | 15 (18%) |
| No | 12 | 9 | 21 | 19 | 61 (73%) |
| Incomplete form or unclear | 2 | 2 | 3 | 1 | 8 (10%) |
| Strategic Framework Priority #4 | | | | | |
| Yes | 11 | 10 | 18 | 19 | 58 (69%) |
| No | 1 | 1 | 7 | 7 | 16 (19%) |
| Incomplete form or unclear | 2 | 4 | 3 | 1 | 10 (12%) |
| Strategic Framework Priority #5 | | | | | |
| Yes | 4 | 6 | 16 | 13 | 39 (46%) |
| No | 8 | 6 | 10 | 13 | 37 (44%) |
| Incomplete form or unclear | 2 | 3 | 2 | 1 | 8 (10%) |
| Total | 14 | 15 | 28 | 27 | 84 |

Source: Administrative files.

The survey responses confirmed these results, with most respondents reporting that their projects addressed *Priority #1 – Children and Family Support* (76%), *Priority #2 – Healthy Living and Reaching our Potential* (76%), and *Priority #4 – Sustainable Communities* (62%). Far fewer addressed *Priority #5 – Integrated Continuum of Services* (38%) and *Priority #3 – Safe and Affordable Housing* (24%).¹²

¹²

One respondent did not know which priorities were addressed by their funded project.

Project impacts

Reaching target groups

All projects that submitted a final report between 2014 and 2017 reported having completely (67%) or partially (9%) reached their program’s target group. Often, a program only partially reached their target group because people dropped out of the program or because a specific demographic segment was not captured.

| Table 14: Reaching target groups | | | | |
|----------------------------------|-----------------------------------|-----------|-----------|----------|
| | Successful applications (n=57) | | | |
| | 2014-2015 | 2015-2016 | 2016-2017 | Total |
| Yes | 13 | 13 | 12 | 38 (67%) |
| Partially | 0 | 1 | 4 | 5 (9%) |
| No final report | 1 | 1 | 12 | 14 (25%) |

Source: Administrative files
 Note: Percentages may not sum to 100% due to rounding.

A review of the methodological issues preventing the analysis of the number of participants reached can be found under Evaluation Question 3.

Progress toward objectives

All lines of evidence indicate that the Fund has made progress toward its objectives.

Based on the administrative file review, most projects **encouraged community participation** (75% or n=63). Several of these projects developed community gardens or organized community-wide events and meals. Some, such as the Yellowknives Dene First Nation’s “Environmental Monitoring/Land Stewardship” program were entirely community driven; the program design was based on community members’ suggestions, and active participation in the program was encouraged at all levels (e.g., participant, professor, facilitator, Elder). Most survey respondents (71% or n=27) also credit the Fund with having a moderate or large impact on encouraging community participation through uptake of project activities, involving partnerships and coalitions, and building community awareness of issues related to poverty.

A similar number of projects sought to **give people better information and resource tools to reduce the impact of poverty** (74%, or n=62). Such projects largely centred on reducing barriers to employment through literacy programs or job training, or on combatting malnutrition through information campaigns and cooking classes. Many of these resources were also designed to be shared among the wider community in such a way that those beyond program participants would benefit. Over three-quarters of survey respondents (76%, or n=29) consider the Fund to have a moderate or large impact in giving people better information and resource tools. Respondents particularly made mention of tools and resources to help with healthy food and better nutrition.

A majority (62%, or n=52) of projects aimed to be **sustainable interventions or resources for the community**. For example, it was expected that a cooking class that targeted parents would provide information about nutrition and healthy living that would be shared with the rest of their family members, neighbors, and colleagues. For other programs, sustainability is much more material. For example, the Northern Farm Training Institute's "Low-Cost Poultry Production Pilot Project" would benefit the local ecosystem on an ongoing basis by providing more nutrients for plant growth and reducing demand for endangered wild game meats.

Nearly half (45%, or n=38) of projects aimed to **facilitate partnerships among social service organizations**, largely through client referrals. In reflecting on their projects, several other organizations indicated a desire to create such links and viewed it as a crucial step in becoming more helpful to clients, as well as more sustainable. Based on survey results, the Fund is considered to have a moderate or large impact on facilitating partnerships among social service organizations (68%, or n=26), primarily through funding recipients having another community organization as a partner on their project.

Many projects (39%, or n=33) **encouraged solutions that build on the strength of the people and communities of the NWT**. Many of these projects were focussed on traditional activities, knowledge, languages, and skills, such as tanning hide, making moccasins, learning to live on the land, and gathering medicinal plants. Often, community Elders were encouraged to participate in programming in order to share their cultural knowledge, while also giving younger community members a chance to interact with them. In this way, these projects sought to create intergenerational links among participants and heal some of the collective wounds brought about by residential schools. It is expected that such intergenerational and community healing will create more resilient, proud, and self-confident peoples and communities throughout the NWT. Almost three-quarters of survey respondents (74%, or n=28) also credited the Fund with having a moderate or large impact in terms of funding projects that build on the strengths of the people and communities in the NWT.

Challenges identified

Of the 41 projects that submitted a final report, 33 (81%) encountered a combined 55 challenges.¹³ The most-mentioned challenge also supports the earlier finding that some projects find the funding structure challenging to manage.

- ▶ Eleven projects received lower funding than expected and/or struggled with paying for program costs upfront, as the Fund distributes money in two installments of 50% each.
- ▶ Similarly, six reported difficulties with staff retention and/or finding qualified personnel. Though some of this was related to an organization having long hours (e.g., a 24-hour shelter) or the nature of the work being emotionally and physically demanding, a lack of funding also played a significant role.

¹³

A similar percentage of survey respondents who received funding (41%, or n=12) reported experiencing challenges with funding issues.

- ▶ Another nine projects experienced difficulty recruiting and/or retaining participants for a variety of reasons: participants moved out of the region, had health concerns that prevented them from attending, or were incarcerated after the program began.
- ▶ Four projects reported having limited or unavailable use of facilities (e.g., venue to host a group) or equipment (e.g., only one stove for a cooking class).
- ▶ Combined with the lack of funding, five projects reported having encountered too high a demand for their service for what they could offer.
- ▶ Other challenges reported include a wide range of issues, such as a lack of regional support, or poor weather affecting the ability to conduct project activities.

5. To what extent does the GNWT's investment in the Anti-Poverty Fund represent good value for money?

Key findings: The evaluation findings support the conclusion that the Fund represents good value for money. The Fund's investment goes further when it supports projects that have in-kind or financial contributions from other sources, which was the case for two-thirds of projects funded. The Fund also creates opportunities for funding recipients, including the development of new or enhancement of existing partnerships, which should support the continuation of anti-poverty efforts in communities. These partnerships appear instrumental in some projects having successful applications over multiple years. In addition, about half of survey respondents who received funding reported that the Fund enabled them to build a sustainable intervention or resource in their community.

The evaluation looked at value for money from a few perspectives.¹⁴ First, the evaluation considered whether funded projects have leveraged the Fund's support with other funding or in-kind contributions, which would enable the Fund's investment to have greater potential impact. Second, the evaluation considered whether the Fund has created opportunities for the projects that have the potential to go beyond the Fund allocation, such as the formation of partnerships, the creation of sustainable interventions, and the ability to conduct a project that would otherwise not have occurred. Third, the evaluation considered the impact of the Fund (i.e., has it undertaken its intended activities and achieved its intended results).

¹⁴

Value for money does not have a single definition. What value for money is, in part, is a value judgment that requires the funder (in this case, the GNWT) to determine what appropriate measures are for value for money, given the nature of the program. For the Fund, this was not done prior to the evaluation, and the measures used were chosen as the best ones based on available data and evaluation methodologies.

Leveraged funding or in-kind contributions

The Fund encourages applicants to seek to leverage other funding or in-kind support, in part as a way to encourage partnerships, and also to enable the Fund to short-fund more projects. The Fund's ability to support projects that receive other funding and in-kind contributions also means the Fund's investment goes further, which is an indicator of value for money.

The majority of applications (66%, or n=75) leveraged additional sources of funding, including financial commitments and in-kind contributions. Two-thirds (69%, or n=58) of successful proposals had another source of funding¹⁵ compared to 59% (n=17) for unsuccessful projects. In-kind contributions were often provided by the local governing authority or Indigenous group, and largely came in the form of facility and equipment use. While 29% (n=33) of proposals indicated no leveraged funding, it remained unclear in 4% (n=5) of cases. For example, some proposals indicated that they would receive funding on the application's cover page, but then failed to note any additional sources of funding in the application's budget section. See Table 15.

| Table 15: Projects ability to obtain other sources of support, 2014–18 | | | | | |
|---|------------------|------------------|------------------|------------------|--------------|
| Other sources of funding | 2014-2015 | 2015-2016 | 2016-2017 | 2017-2018 | Total |
| Successful | 14 | 15 | 28 | 27 | 84 |
| Financial only | 4 | 4 | 13 | 10 | 31 (27%) |
| In-kind only | 3 | 3 | 4 | 3 | 13 (12%) |
| In-kind and financial | 2 | 5 | 4 | 3 | 14 (12%) |
| None | 5 | 3 | 5 | 10 | 23 (20%) |
| Unspecified or unclear | 0 | 0 | 2 | 1 | 3 (3%) |
| Unsuccessful | 4 | 9 | 11 | 5 | 29 |
| Financial only | 2 | 1 | 6 | 1 | 10 (9%) |
| In-kind only | 1 | 3 | 0 | 1 | 5 (4%) |
| In-kind and financial | 0 | 1 | 1 | 0 | 2 (2%) |
| None | 1 | 3 | 3 | 3 | 10 (9%) |
| Unspecified or unclear | 0 | 1 | 1 | 0 | 2 (2%) |
| Total | 18 | 24 | 39 | 32 | 113 |
| Source: Administrative files | | | | | |

¹⁵

Survey responses of successful applicants match this proportion, as 66% (n=19) reported that their organization was able to leverage funds to receive additional monetary or in-kind contributions.

Opportunities created by the Fund

Partnerships

Though the Fund actively encourages a partnership approach when considering applications, only 34% (n=38) of all applications – and 35% (n=29) of successful proposals – indicated a clear partnership.¹⁶ This can partly be explained by the fact that there is no clear section in the proposal that asks applicants to indicate whether they have partnerships or not. The potential for under-representing partnerships in Table 16 is evidenced by survey results. Of the 29 respondents with successful applications, most (n=18) reported that the funding created the opportunity for enhanced existing partnerships, and about half (n=14) reported that the funding enabled them to create new partnerships.

Table 16: Projects with a partner by fiscal year

| Project had a partner | 2014-2015 | 2015-2016 | 2016-2017 | 2017-2018 | Total |
|------------------------|-----------|-----------|-----------|-----------|------------|
| Successful | 14 | 15 | 28 | 27 | 84 |
| Yes | 5 | 6 | 10 | 8 | 29 (26%) |
| No partners or unclear | 9 | 9 | 18 | 19 | 55 (49%) |
| Unsuccessful | 4 | 9 | 11 | 5 | 29 |
| Yes | 1 | 3 | 3 | 2 | 9 (8%) |
| No partners or unclear | 3 | 6 | 8 | 3 | 20 (18%) |
| Total | 18 | 24 | 39 | 32 | 113 |

Source: Administrative files
 Note: Percentages may not sum to 100% due to rounding.

Based on the administrative data, the partnerships identified in the applications were deep (multiple partners) and diverse. Of the 29 funded projects that specified having a partnership, 72% (n=21) had more than one partner. Partners included: research and education institutions (e.g., Aurora College and the Northern Farm Training Institute); territorial and local government departments and agencies (e.g., the Department of Education, Culture and Employment); community governing authorities (e.g., the Inuvialuit Regional Corporation); community organizations (e.g., the NWT Literacy Council and Ecology North); and private businesses (e.g., De Beers and Dominion Diamond Corporation).

¹⁶ Partnerships in this context are more strictly defined than facilitating partnerships for the purpose of funding objectives, where partnerships can include referral sources and organizations participating in the project's activities. Partnerships in this context are directly involved in supporting the delivery of the project.

Sustainable interventions

The HSS does not follow up with past funded projects to determine if they continued beyond their funding period, or if the tools or resources developed by the project remain in use. Both of these would be features of sustainability and would indicate value for money if the funded activities continue beyond their period of funding through the Fund. That said, about half of survey respondents with successful applications (n=14 out of 29) reported that the Fund had enabled them to build a sustainable intervention or resource for their community.

The administrative data for the Fund demonstrate that some projects are sustainable, in that they have successful applications over multiple years. Of the 84 projects that have been funded between 2014 and 2018, some have received funding over several years, leaving 58 individual projects that have been supported by the Fund. Of these unique projects, 29% (n=17) received funding in different fiscal years; 19% (n=11) received funding for two years; 5% (n=3) received funding for three years; and 5% (n=3) received funding for all four years. See Figure 4.

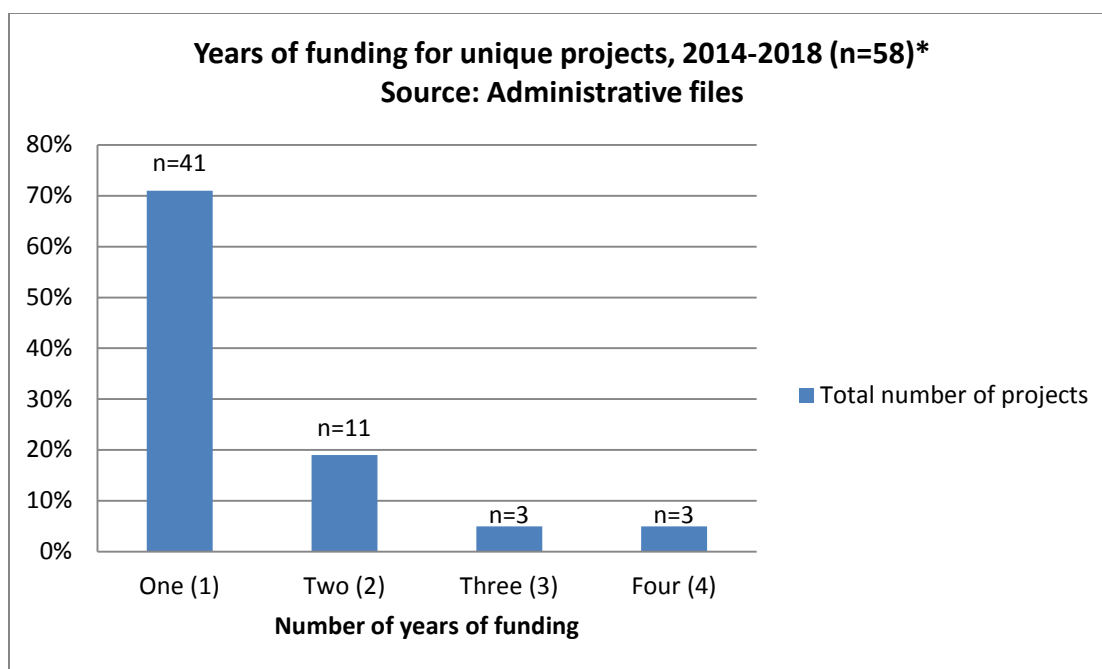


Figure 4

There is a strong link between a project's partnerships and its sustainability in terms of having successful applications over multiple years. As can be seen by the chart below, projects that had partnerships were more likely to receive funding in more than one year. The majority of projects funded for a single year did not have a partner, or evidence of a partner was not clear from the administrative files. Of the 17 projects that received funding in multiple years, most (n=11) had partnerships in place during at least one of the funding years. Several organizations have distinguished themselves by the breadth and depth of their partnerships, including the Yelloknives Dene First Nation, the Hay River Council for Persons with Disabilities, the Inuvik Youth Centre Society, and the Food First Foundation. The most striking example of success is Food First Foundation's "Taste Makers Nutrition Education Program." The program has been funded in all four years and has numerous partners including: school districts throughout the NWT; charitable foundations (e.g., the Glassco Foundation); key stakeholders and community organizations (e.g., the NWT Literacy Council, SideDoor Youth Centre, and United Way NWT); and various GNWT departments and agencies (e.g., the Departments of Health and Social Services, Natural Resources and Industry, as well as Education, Culture, and Employment).

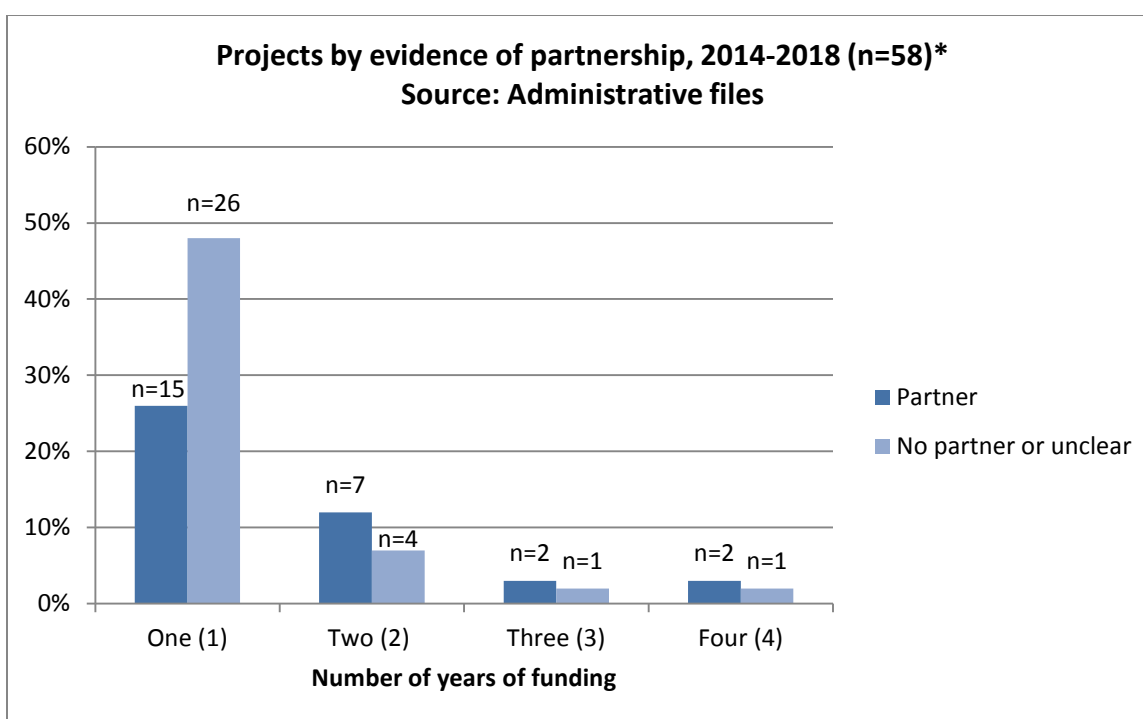


Figure 5

Ability to undertake project

Perhaps the most basic opportunity is the ability to undertake the project at all. Based on survey results of successful applicants, the types of interventions/activities undertaken by the projects would not have occurred without the funding. Of the 29 successful applicants surveyed, only two reported that without the financial support of the Fund, the project would have gone forward as planned. About half (48%, or n=14) reported that the project would not have proceeded, and over one-third (38%, or n=11) believe the project could have proceeded, but in modified form.¹⁷

Priorities in Community Wellness Plans

While not a requirement for receiving funding, the ability of the projects to address priorities in their Community Wellness Plans is an added feature of some projects and evidence of the Fund representing good value for money. Two-thirds of the 29 survey respondents with successful applications (69%, or n=20) reported that their projects addressed a few (n=1), some (n=10), most (n=5), or all (n=4) of the priorities identified in their Community Wellness Plan.

Anticipated versus actual results

The achievement of anticipated results is also an indicator of the value of the Fund's investment. Of the three-quarters of projects (n=43) that had a final report, 84% (n=36) reported having completed all their activities. The remaining 16% (n=7) completed their activities in part. A near identical number of projects (81%, n=35) reported fully achieving their anticipated results, while 19% (n=8) had partially achieved them. Among organizations that failed to fully conduct their activities or achieve their anticipated results, many had to scale back their operations upon receiving a lower level of funding than anticipated. However, for others, proposed activities or anticipated results from the application were simply never mentioned in the final report.

Table 17: Achievement of anticipated results by fiscal year

| Were the activities conducted | 2014-2015 | 2015-2016 | 2016-2017 | Total |
|-----------------------------------|-----------|-----------|-----------|-----------|
| Successful | 14 | 15 | 28 | 57 |
| Yes | 10 | 12 | 14 | 36 (63%) |
| In part | 3 | 2 | 2 | 7 (12%) |
| No final report | 1 | 1 | 12 | 14 (25%) |
| Were anticipated results achieved | 2014-2015 | 2015-2016 | 2016-2017 | Total |
| Successful | 14 | 15 | 28 | 57 |
| Yes | 11 | 12 | 12 | 35 (61%) |
| In part | 2 | 2 | 4 | 8 (14%) |
| No final report | 1 | 1 | 12 | 14 (25%) |

Source: Administrative files
Note: The 27 projects from 2017-2018 have yet to be completed, and so have no final reports.

¹⁷ Two successful applicants did not know or did not respond.

5.0 Conclusions and recommendations

This section presents conclusions and recommendations.

Are there barriers to access encountered when applying to the Anti-Poverty Fund?

In terms of accessibility, the evaluation found that the Fund is generally believed to be well-communicated to potential applicants, and based on applications received, the Fund is reaching all regions and types of communities and organizations. That being said, the least populous region of NWT, Sahtu, has made few applications with limited success compared to other regions (even taking population into account). Some survey respondents and key informants made suggestions for how to improve awareness of the Fund, noting that smaller communities may have more limited awareness.

Recommendation 1: The HSS should consider targeting promotional activities to regions and communities that have less uptake of the Fund.

The current eligibility criteria and exception are considered reasonable based on interview and survey findings, and respondents would not change them. In addition, based on all lines of evidence, applicants appear to understand the application process and requirements, and they do not create any barriers to making a funding application.

Where can improvements be made to the application structure?

The evaluation found that about two in five applications do not indicate which Strategic Framework priority area(s) they will be addressing. The HSS may want to ensure that applicants provide that information, since the Strategic Framework is a foundational document for the GNWT's anti-poverty efforts.

Recommendation 2: The HSS should consider working with applicants to ensure the Strategic Framework priority areas are indicated in their applications.

The main suggestion for improvement to the application structure relates to improving the transparency of the rationale behind funding decisions. A minority (about one-third of survey respondents) were dissatisfied with the transparency of funding decisions. They desired written feedback so that the rationale for the funding decision was clear. Providing this feedback can help applicants improve subsequent applications or better understand what types of projects are likely to be successful in receiving funding. In addition, the Advisory Committee uses an informal approach to assessing applications and might benefit from a more formalized approach that would assist the HSS in providing feedback, making the process more transparent.

Recommendation 3: The HSS should consider providing written feedback, particularly to unsuccessful applicants, and working with the Advisory Committee on its processes.

Where can improvements be made to the funding structure?

Funding recipients generally found the current funding structure effective; it did not create any barriers or challenges for their organization. Most funding recipients reported that payment in two 50/50 installments and single-year funding had no effect on project delivery, although some organizations find this more challenging, particularly smaller NGOs with less secure funding streams.

While the Fund did fully fund several projects in 2017–18, that was due in large part to receiving additional monies to distribute after the call for applications. The general approach to funding in the past had been to short-fund almost all projects. The evaluation found general support for the short-funding approach, but there is a sizeable minority opinion that supports fully funding some projects, particularly larger projects that have the potential for demonstrating greater impact.

Recommendation 4: The HSS should consider a mix of fully funding some projects, but continuing to short-fund most projects.

Do the programs and services supported by the Anti-Poverty Fund support the priorities of the Anti-Poverty Strategic Framework, *Building on the Strength of Northerners*, and the funding objectives?

The evaluation found that the Fund is addressing all five Strategic Framework priorities, although only about one in five projects address the priority of safe and affordable housing. In terms of project impacts, all projects that have submitted final reports are, in whole or in part, reaching their target groups. In addition, all lines of evidence indicate that the Fund—through its funded projects—has made progress toward its objectives. The evaluation did find that the current format of project reporting makes assessing the impact of the Fund overall difficult. There is a trade-off between having easy-to-complete reports, given the variety of funding recipient capacities to provide performance reporting, and having the necessary data to demonstrate the effectiveness of the Fund. A strength of the Fund has been its flexibility in accepting applications and reports in different formats, as that acknowledges the different capacities of funding recipients.

The determination of what performance data to collect from projects must also take into account the varying capacities of funding recipients. A first step to determining what performance data to collect would involve developing clearly defined outcomes for the Fund. Defined outcomes and performance measures will help support the Advisory Committee in making its funding recommendations, create better performance reporting for the Fund, and improve the Fund's accountability.

Recommendation 5: The HSS should develop outcomes and key performance measures for the Fund that can be tracked either at the Fund-level and/or at the project level in order to support performance reporting across projects and for the Fund as a whole.

To what extent does the GNWT's investment in the Anti-Poverty Fund represent good value for money?

The evaluation looked at value for money from a few perspectives, and the evaluation findings support the conclusion that the Fund represents good value for money. The Fund's investment goes further when it supports projects that have in-kind or financial contributions from other sources, which was the case for two-thirds of projects funded. The Fund also creates opportunities for funding recipients, including the development of new or enhancement of existing partnerships, which should support the continuation of anti-poverty efforts in communities. These partnerships appear instrumental in some projects having successful applications over multiple years. In addition, about half of survey respondents who received funding reported that the Fund enabled them to build a sustainable intervention or resource in their community.

References

Department of Health and Social Services. (2017). Terms of Reference.

Government of the Northwest Territories. (2013). Building on the Strengths of Northerners: A Strategic Framework toward the Elimination of Poverty in the NWT.

Government of the Northwest Territories. (2015). Working Together: An Action Plan to Reduce and Eliminate Poverty in the Northwest Territories.

Government of the Northwest Territories. (2017). NWT Anti-Poverty Funding Guidelines.

Government of the Northwest Territories. (n.d.-a). Anti-poverty. Retrieved from <http://www.antipovertynwt.ca/>

Government of the Northwest Territories. (n.d.-b). Anti-Poverty Fund Frequently Asked Questions. Retrieved from <http://www.antipovertynwt.ca/en/anti-poverty-fund-frequently-asked-questions-0>

Appendix A – Terms of reference

TERMS OF REFERENCE

1. PROJECT IDENTIFICATION

Title: Process evaluation of the Anti-Poverty Fund allocation

Location: Yellowknife, NT

Program Department: Health and Social Services

2. PROJECT PERSONNEL

A contract authority will be identified to review the project at regular intervals and to arrange for consultation with other groups and staff members as required. The contract authority will be the main point of contact for the project. The Contract Authority is:

Kyla Kakfwi-Scott
Senior Advisor, Anti-Poverty
Indigenous Health and Community Wellness
Department of Health and Social Services

Kathy Robrigado
Senior Planning and Performance Analyst
Corporate Planning, Reporting and Evaluation
Department of Health and Social Services

3. BACKGROUND

The Anti-Poverty Fund was established in 2014 to support and fund initiatives that demonstrate tangible action towards the reduction of poverty in the NWT, respond to locally identified needs and priorities, and assist community and non-government organizations to leverage other funding for these important initiatives.

The Funding Objectives are to fund Anti-Poverty initiatives:

- Whose goal is to overcome the causes of poverty;
- Whose activities are directly linked to one of the five priorities in the Anti-Poverty Strategic Framework;
- That encourage community participation, and facilitate partnerships; and
- Whose activities seek to give people better information and resource tools with which they reduce the impact and effects of poverty.

In 2014, 2015 and 2016, the Anti-Poverty Fund awarded \$500,000 per year to programs throughout the NWT. In 2017, the fund was increased to \$1 million, enabling the support of 28 programs in all regions of the NWT.

The Anti-Poverty Fund supports the five priorities of the Anti-Poverty Strategic Framework, *Building on the Strengths of Northerners*. Projects that are financed through this fund must demonstrate how their proposed activities will achieve the priorities of the Strategic Framework (Building on the Strengths of Northerners) such as:

- Supporting children and families to lead healthy lives;
- Ensuring people have access to the supports they need for healthy living and reaching their potential;
- Ensuring everyone has a safe and affordable place to live;
- Creating opportunities for community participation and working together towards a common goal;
- Delivering social supports and services through integrated partnerships (where practical and appropriate) that respond to local needs; and
- Promoting the social, cultural, and economic well-being of local communities.

Eligible projects include:

- Projects that provide a tangible service or support at the community level;
- Projects that demonstrate the potential to improve social outcomes for residents in a tangible and measurable fashion;
- Projects that propose to develop or implement a new approach to program or service delivery at the community level;
- Projects that demonstrate the ability to develop meaningful partnerships with other organizations and support an integrated approach in responding to multiple social issues;
- Projects must be located in the NWT; and
- Projects may be new initiatives or enhancements of existing projects.

Building on the strategic framework, the Government of the Northwest Territories (GNWT) Anti-Poverty Action Plan describes GNWT commitments to address the needs of those most vulnerable and those at risk of falling into poverty, while promoting the prosperity necessary for the Northwest Territories (NWT) to grow. The GNWT has been working collaboratively with partners to advance the Territorial Anti-Poverty Action Plan, funding community-based partners, supporting community priorities for wellness and developing additional options for action.

4. OBJECTIVES

The Department of Health and Social Services (HSS) is requesting a process evaluation of the Anti-Poverty Fund to assess:

1. How the current funding structure has affected project delivery

2. If changes need to be made to how funding is awarded according to the Guidelines
3. If the application structure (i.e. guidelines for eligibility and the information required in the NWT Anti-Poverty Funding Application) of the Anti-Poverty Fund has created any barriers to access.
4. If there are any gaps in the types of initiatives that should be funded in order to better support the priorities of the Anti-Poverty Strategic Framework and the Funding Objectives? (e.g.: should research and consultations be funded?)

5. SCOPE OF WORK

To achieve these objectives, HSS requires analysis and recommendations for the following overarching process evaluation questions for the Anti-Poverty Fund:

1. Do the programs and services supported by the Anti-Poverty Fund support the priorities of the Anti-Poverty Strategic Framework, *Building on the Strength of Northerners*, and the Funding Objectives?
 - a. Where can improvements be made to the application structure (i.e. guidelines for eligibility and the information required in the NWT Anti-Poverty Funding Application)?
 - b. Where can improvements be made to the funding structure?
2. To what extent does the GNWT's investment in the Anti-Poverty Fund represent good value for money?
3. What are the barriers to access encountered when applying to the Anti-Poverty funding?

6. METHOD

The process evaluation of the Anti-Poverty Fund will be a mixture of primary and secondary data, with a focus on different types of sources, including, but not limited to:

- Document review of background materials to the Anti-Poverty Initiative
- Assessment of all 57 Annual reports (average length of available reports is 7 pages) submitted from 2014-2017 against the evaluation questions.
- Analysis of data collected from all Anti-Poverty funding recipients through an online survey.
- Semi-structured interviews with key stakeholders and sample of funding recipients.

Document Review of Background Materials to the Anti-Poverty Initiative

The contractor will be expected to review and be familiar with background material related to the Anti-Poverty Initiative, including but not limited to those listed under the "GNWT's Resources" section of this Terms of Reference. Familiarity with the material will assist the contractor in developing tools for data collection and writing the introduction and background of the Final Technical Report.

Assessment of Anti-Poverty Fund Annual Reports

Assessing the Anti-Poverty Fund annual reports will consider:

- 1) Reviewing the funding recipient's self-reported data against the evaluation questions.
- 2) Assessing the quality of evidence provided by the funding recipients to support their claims.

The contractor will work with HSS staff to develop criteria to assess the quality of evidence detailed in the Anti-Poverty Fund reports, to determine patterns of relative strength and weakness in the reporting structure. The contractor will conduct the assessment of the Anti-Poverty Fund annual reports independent from HSS staff, analyze, and interpret the data for the evaluation report.

It is important to note that the assessment of the Anti-Poverty Fund annual reports should not be regarded as a measure of the performance of individual projects.

Online Survey

The contractor will work with HSS staff to develop the questions for the online survey for previous Anti-Poverty Fund recipients. The contractor will administer the online survey, analyze and interpret the data for the evaluation report.

Semi-structured Interviews

The contractor will work with HSS staff to develop the questions for the semi-structured interview. The contractor will administer 10 semi-structured interviews, analyze and interpret the data for the evaluation report. The contractor will identify and recruit participants from funding recipients and the Anti-Poverty Steering Committee. The contractor will consider the following to ensure representation from a variety of funding recipients for the semi-structured interviews:

- Representation from more than one region of the NWT
- Representation from non-regional centres in the NWT
- Single- vs. multi-year funded projects
- Funded projects of different scopes
- Funded projects of different focuses

The selection of funding recipients to be evaluated should reflect NWT communities and programs and services supported by the Anti-Poverty Fund. Semi-structured interviews can be done in person or over the phone. While HSS may be present for the semi-structured interviews, the contractor will be responsible for conducting the interview.

7. BUDGET

The available project budget identified for this project is \$40,000. All travel costs will be at the expense of the contractor.

8. CONSTRAINTS

- The contractor must adhere to the Canadian Evaluation Society Guidelines for Ethical Conduct and the Program evaluation standards developed by the Joint Committee on standards for Educational Evaluation (2012). www.evaluationcanada.ca.
- The contractor must demonstrate the Competencies for Canadian Evaluation Practice outlined by the Canadian Evaluation Society (2010) whilst conducting this evaluation work. https://evaluationcanada.ca/txt/2_competencies_cdn_evaluation_practice.pdf.
- The GNWT operates on a fiscal year of April 1st to March 31st. Work is to be completed in the fiscal year in which the work is requested and /or authorized. Written confirmation is required prior to continuing or completing work in the next fiscal year. It is essential that invoices clearly identify which fiscal year the work was completed in. Payment of invoices will be released only upon the approval of deliverables to the satisfaction of the GNWT.
- All deliverables provided in electronic format shall be provided in a common editable format such as MS Word, MS Project, MS Power Point, MS Excel and Visio.
- All deliverables must comply with the GNWT Visual Identity Program (VIP).
- All content will be provided to the HSS conforming to the GNWT 2016 Visual Identification Program and will not include any logos or trademarks of the successful proponent or its subcontractors.
- The contractor will be provided with feedback from HSS on all draft deliverables and will incorporate this feedback into the final deliverables.

9. GNWT's RESOURCES

Departmental staff will be made available, through the Department Contract, as resources to provide clarification as required. In addition, the GNWT will provide the successful proponent with copies of the following reports and sources of information:

- List of funding recipients and contact information;
- Copies of both the funded and unfunded proposals for the last year;
- NWT Anti-Poverty Funding Guidelines, including Funding criteria, Funding objectives and eligibility criteria;
- *Building on the Strengths of Northerners: A Strategic Framework toward the Elimination of Poverty in the NWT*
- NWT Anti-Poverty Action Plan;
- Background information and information and reports from the past Round Tables; and
- Annual Reports from each of the funded initiatives.

10. DELIVERABLES

The Contractor will provide the following deliverables, to be approved by the GNWT:

- Project schedule
- Evaluation plan, including evaluation matrix
- Interim briefing on process and summary of observations
- First draft report and recommendations
- Second draft report and recommendations

- Presentation of findings to the Advisory Committee, Deputy Minister and Minister of Health and Social Services
- Presentation of findings at the Anti-Poverty Round Table scheduled for November 29-30th in Norman Wells, NWT
- Final technical report and recommendations

The Contractor will provide two drafts and a final report that identifies constructive changes to the existing Anti-Poverty Fund that will enhance the process in which funding is awarded and distributed to recipients, make optimum use of Government resources, ensure clear and appropriate accountability and balance the benefits of community involvement and control with the need for effectiveness and efficiency.

The contractor will be available to present the results of the evaluation at the Anti-Poverty Round Table scheduled for November 29-30th in Norman Wells NWT.

The proposed report structure is:

- Executive Summary, including Objectives, Evaluation Questions, Summary of Findings, Evidence, and Recommendations
- Introduction, including Background and Context, Objectives, Evaluation Questions, Evaluation Methodology (including a brief report of response rates and demographics per method used), Limitations to the Evaluation
- Evaluation Findings (reporting of triangulated/verified data per evaluation question)
- Conclusion
- Recommendations
- Appendices, including the Terms of Reference, evaluation matrix, all data collection tools (i.e. questionnaires, interview guides and consent forms)

11. SCHEDULE

Award process

- Contract awarded via Standing Offer Agreement

Project schedule:

- The project will begin once the Contract is awarded
- The Contractor will develop a project schedule that is to be approved by the GNWT
- Payment of invoices will be based upon the completion of each identified deliverable during the course of the project
- The project will terminate no later than December 30th 2017

END OF TERMS OF REFERENCE

Appendix B – Evaluation matrix

| Process Evaluation of the Anti-Poverty Fund Allocation — Evaluation Matrix | | |
|--|--|--|
| Evaluation questions | Indicators | Data sources |
| Design and delivery | | |
| 1. How well is the current application structure working? | <ul style="list-style-type: none"> • Accessibility of the current process (awareness, clarity, transparency, assessment criteria used) • Applicants' understanding of application process and requirements • Views on which parts of the application should be mandatory • Strengths and weaknesses of the current process • Potential improvements to application process • Appropriateness of current eligibility criteria and exceptions | Document review Interviews Advisory Committee: Q2-8; Funding recipients: Q2-6 Survey (Q3-13) |
| 2. How effective is the current design and funding structure of the Anti-Poverty Fund? | <ul style="list-style-type: none"> • Views on distributing funds in two installments of 50% of the funding each • Challenges/accessibility issues created for projects under current structure • Perceived gaps in types of projects funded under current criteria • Perspectives on short-funding a larger number of projects versus fully funding fewer projects • Strengths and weaknesses of the Fund • Opportunities for alternative structures | Document review Interviews Advisory Committee: Q9-11; Funding recipients: Q7-9 Survey (Q14-17) |
| 3. To what extent has the Anti-Poverty Fund been effectively implemented? | <ul style="list-style-type: none"> • Extent of involvement or support of GNWT staff to funded projects • Existing reporting mechanisms • GNWT capacity to collect and analyze data • Adequacy of information collected to assess project impact • Perceptions on reporting | Document review Interviews Advisory Committee: Q11; Funding recipients: Q10-12 Survey (Q18-24) |
| Effectiveness and efficiency | | |
| 4. Do the programs and services receiving funding through the Fund support the priorities of the <i>Anti-Poverty Strategic Framework</i> and the funding objectives? | <ul style="list-style-type: none"> • Alignment with <i>Strategic Framework</i> priorities • Project impacts • Progress towards funding objectives • Challenges identified | Document review Interviews Advisory Committee: Q12-14; Funding recipients: Q13-15, 17 Survey (Q25-27, 29-31) |
| 5. To what extent does the GNWT's investment in the Anti-Poverty Fund represent good value for money? | <ul style="list-style-type: none"> • Program costs • Leveraged funding (in kind or monetary) • Opportunities created by the Anti-Poverty Fund (partnership, sustainability) • Extent to which priorities in Community Wellness Plans are addressed • Anticipated and actual results | Document review Interviews Advisory Committee: Q14; Funding recipients: Q15-19 Survey (Q28, Q32-34) |

Appendix C – Data collection instruments

Department of Health & Social Services
Process Evaluation of the Anti-Poverty Fund Allocation

Key informant interview guide for funding recipients

The Department of Health and Social Services (HSS) is conducting an evaluation of the Anti-Poverty Fund Allocation, and has hired PRA Inc., an independent research company, to assist in the evaluation. The Fund is an initiative of the Government of the Northwest Territories that funds poverty fighting projects from Indigenous or community-governing organizations, or non-governmental organizations, as part of the territorial action plan to reduce poverty. The evaluation covers a four-year period (2014–15 to 2017–18) and focusses on the Fund’s design and delivery and its support of the priorities in the action plan.

As part of the evaluation, key informant interviews are being conducted with funding recipients. Your participation is voluntary. The interviews will be conducted by telephone and should last about 60 minutes. With your permission, PRA will digitally record the discussion to ensure that your responses are accurately captured. The information you provide will be used to inform the evaluation and will be reported in an aggregate manner with no reference to individual responses or to the identity of any participants.

If you are unable to answer any questions, please let the interviewer know and they will skip to the next question.

Introduction

1. Please briefly describe your organization and how it is involved in addressing poverty. How long has your organization been involved in such efforts?

Design and delivery

2. How did you first become aware of the Fund? Do you think that the Fund is well communicated to potential applicants? If not, how might it be better communicated? [Q1]
3. How well-designed is the application process for the Fund? Please consider the following areas and provide specific suggestions for improvement. The application form is attached to the end of the interview guide to assist you with answering this question. [Q1]
 - a. Clarity of the overall process
 - b. Time provided to submit applications
 - c. The support provided by HSS during the process
 - d. Ease of completing the application form (e.g., amount of information required, clear instructions)
 - e. Clarity of eligibility requirements
 - f. Transparency of funding decisions (e.g., clarity of criteria used)

4. Did you have difficulties completing any parts of the application form? Are there parts of the application form that should be mandatory and others optional? If so, which parts should be optional? Please refer to the attached application form when answering this question. [Q1]
5. Based on your experience, does the current application process create any barriers or challenges to organizations applying? Please explain. [Q1]
6. What are your views on the reasonableness of current eligibility criteria and exceptions? Do the criteria and exceptions result in the funding of appropriate projects, or are there any gaps in the types of projects being funded? What changes, if any, would you suggest? [Q1]

The eligibility criteria are:

- a. Projects provide a tangible service or support at the community level
- b. Projects demonstrate the potential to improve social outcomes for residents in a tangible and measurable fashion
- c. Projects propose to develop or implement a new approach to program or service delivery at the community level
- d. Projects demonstrate the ability to develop meaningful partnerships with other organizations and support an integrated approach in responding to multiple social issues
- e. Projects must be located in the NWT
- f. Projects may be new initiatives or enhancements of existing projects

Eligibility exceptions: Generally, projects that propose to undertake research or consultation will not be considered, unless the proposals can demonstrate that the results of the research or consultation will support a planned community intervention.

7. Currently, the monies awarded by the Fund are distributed to projects for single years and in two installments (50% at the beginning and 50% at the end). Has the current funding structure affected the delivery of your project in a positive or negative way, and would you suggest any changes? [Q2]
8. In the past, the Fund has taken the approach of short-funding more projects rather than fully funding fewer projects. What are your views of that approach and, if you prefer a different approach, what would it be? [Q2]
9. Do you have any suggestions for changes to how funding is distributed under the Fund? How would these changes benefit your funded project or your organization? [Q2]
10. Did your organization request any additional support from HSS once your project was funded? What supports did you receive (e.g., with annual or financial reporting)? Were you satisfied with the support received? Did you need any support that you did not get? [Q3]

11. What is your assessment of the annual reporting process in terms of the tools provided (templates and instructions), level of detail required, type of performance information requested, and overall ease of reporting? Do you have any suggestions for improvements? [Q3]
12. Beyond any suggestions you have already mentioned, are there any other changes that you would you suggest to strengthen or improve the design, and/or delivery of the Anti-Poverty Fund? [Q3]

Effectiveness and efficiency

13. How would you describe the Fund's impact on the following objectives? Please provide specific examples from your project. [Q4]
 - a. Encouraging community participation
 - b. Facilitating partnerships among social service organizations in your community
 - c. Funding activities to give people better information and resource tools to reduce the impact of poverty
 - d. Encouraging solutions to poverty that build on the strength of the people and communities of the Northwest Territories
14. Which priorities of the Anti-Poverty Fund has your project addressed: supporting children and families; healthy living and reaching our potential; safe and affordable housing; sustainable communities; and an integrated continuum of service? If applicable to your project, has your project contributed to addressing the priorities identified in your Community Wellness Plan? If so, which ones? [Q4]
15. What are the success stories for your project in terms of how it has impacted your community? Did your project encounter any challenges that made it difficult to achieve any expected results? [Q4 and Q5]
16. What was the impact of receiving funding from the Anti-Poverty Fund? Was your organization able to leverage the funds to receive additional monetary or in-kind contributions? Did the funding create any anticipated or unanticipated opportunities for your organization? [Q5]
17. To what extent do you believe that the Anti-Poverty Fund has created any opportunities for your organization in terms of the following? [Q4 and Q5]
 - a. Enhancing existing partnerships
 - b. Creating new partnerships
 - c. Building a sustainable intervention or resource for the community
18. If your organization had not received funding from the Anti-Poverty Fund, how would that have affected its ability to undertake the project? Would the project have gone forward as planned, been modified, or not proceeded? [Q5]

19. What existing resources are available to fund community anti-poverty initiatives? What other types of supports does your community need in order to address issues related to poverty? To what extent does the Fund address the needs for support that you have identified? [Q4 and Q5]
20. Do you have any other comments regarding the Fund that you would like to share?

Thank you for your participation.

Application form for 2016-17

CONTACT INFORMATION

Project Title: _____

Organization: _____

Contact Person: _____

Mailing Address: _____

Postal Code: _____

Email Address: _____

Telephone Number: _____

Fax Number: _____

Date of Application: _____

What is the best way to contact you? Phone ☐ Fax ☐ Email ☐

Signature of the spending authority
from the sponsoring organization: _____

PROJECT INFORMATION

Is this a new project? Yes ☐ No ☐

Project start date: _____ Project end date: _____

Are there other sources of funding for this project? Yes ☐ No ☐

Project Areas linked with the Strategic Framework: Check ☒ all that apply

- ☐ Supporting Children and Families
- ☐ Healthy Living and Reaching our Potential
- ☐ Safe and Affordable Housing
- ☐ Sustainable Communities
- ☐ Integrated Continuum of Services

FUNDING INFORMATION

Total funding applied for: \$_____

| Budget | Anticipated Project Costs |
|--|---------------------------|
| A. Wages Details: | \$ |
| B. Supplies Details: | \$ |
| C. Resources Details: | \$ |
| D. Training Details: | \$ |
| E. Administration Details: | \$ |
| F. Total (A+B+C+D+E): | \$ |
| G. Other Sources of Funding Funding Source: | \$ |

APPLICATION CHECKLIST

Check ☒ before you email or fax your application:

- ☐ Reviewed your project proposal and budget
- ☐ Complete and send your project summary and proposal
- ☐ Complete and send your project budget
- ☐ Send a copy of a Certificate of Insurance
- ☐ Provide a letter of support
- ☐ Send proof of registration if you are a non-profit group
- ☐ Keep a copy of everything for your files

Send completed applications to: tapap@gov.nt.ca or Fax: (867) 873-3585.

Mailing Address: Anti-Poverty Initiative
Department of Health and Social Services
Government of the Northwest Territories
Box 1320 | Yellowknife, NT | X1A 2L9
Phone: (867) 477-0102

Instructions

The Anti-Poverty Fund supports eligible applicants whose projects aim to fight poverty and support the Anti-Poverty Strategy goals:

- Children and Family Support;
- Healthy Living and Reaching Our Potential;
- Safe and Affordable Housing;
- Sustainable Communities; and,
- Integrated Continuum of Services.

Funding Application (Project Proposal) Instructions:

1. Project Summary

2. What are your project's goals?

- Your goal should demonstrate action towards the reduction of poverty; support one or more priorities in *Building on the Strengths of Northerners: A Strategic Framework toward the Elimination of Poverty in the NWT*; promote involvement at community level, and/ or raise awareness of the root cause of poverty.

3. Who is the target group?

4. What are your project's objectives and activities?

| Project: | | | |
|--|---|---|--|
| Inputs | Activities | Outputs | Outcomes |
| <i>What resources are needed to make your project operate?</i> | <i>What activities will take place during the project?</i> | <i>What will be produced through these activities?</i> | <i>What changes or benefits will result from the project?</i> |
| e.g. money, staff, equipment | e.g. soup kitchens, emergency shelters, food security programs, arts and crafts, literacy, trapping and harvesting, employment opportunities. | e.g. in what communities are these activities being offered and how many people are accessing the activity. | <ul style="list-style-type: none"> • Access to food and shelter in time of need; • People with low levels of literacy overcome any barriers to learning; • Enhanced life skills and career development. |

- If this is ongoing funding, provide a summary showing how your activities during the last funding cycle helped achieve your goal(s)/ outcomes

| Project: | | | |
|---|---|---|--|
| Inputs | Activities | Outputs | Outcomes |
| <i>What resources were received to help your project operate?</i> | <i>What activities took place during the last funding cycle?</i> | <i>What was produced through these activities?</i> | <i>What changes or benefits have resulted from the project to date?</i> |
| e.g. money, staff, equipment | e.g. soup kitchens, emergency shelters, food security programs, arts and crafts, literacy, trapping and harvesting, employment opportunities. | e.g. in what communities were these activities offered and how many people accessed them? | <ul style="list-style-type: none"> • Access to food and shelter in time of need; • People with low levels of literacy overcome any barriers to learning; • Enhanced life skills and career development. |

Deliverables

- ☐ Year-end activity and financial reports
(Year-end activity report templates will be emailed following the signing of your contribution agreement)

Department of Health & Social Services
Process Evaluation of the Anti-Poverty Fund Allocation

Key informant interview guide for Advisory Committee members

The Department of Health and Social Services (HSS) is conducting an evaluation of the Anti-Poverty Fund Allocation, and has hired PRA Inc., an independent research company, to assist in the evaluation. The Fund is an initiative of the Government of the Northwest Territories that funds poverty fighting projects from Indigenous or community-governing organizations, or non-governmental organizations, as part of the territorial action plan to reduce poverty. The evaluation covers a four-year period (2014–15 to 2017–18) and focusses on the Fund’s design and delivery and its support of the priorities in the action plan.

As part of the evaluation, key informant interviews are being conducted with members of the Advisory Committee. Your participation is voluntary. The interviews will be conducted by telephone and should last about 60 minutes. With your permission, PRA will digitally record the discussion to ensure that your responses are accurately captured. The information you provide will be used to inform the evaluation and will be reported in an aggregate manner with no reference to individual responses or to the identity of any participants.

If you are unable to answer any questions, please let the interviewer know and they will skip to the next question.

Introduction

1. Please briefly describe the ways that you have been involved with the Anti-Poverty Fund (i.e., Advisory Committee member, applicant, funding recipient). How long have you served on the Advisory Committee for the Fund?

Design and delivery

2. How is the Fund currently communicated or promoted to potential applicants? Do you think that the Fund is well-communicated to potential applicants? If not, how might it be better communicated? [Q1]
3. Based on your experience on the Advisory Committee, how well-designed is the application process for the Fund? Please consider the following areas and provide specific suggestions for improvement. The application form is attached to the end of the interview guide. [Q1]
 - a. Clarity of the overall process
 - b. Time provided to submit applications
 - c. The support provided by HSS during the process
 - d. Ease of completing the application form (e.g., amount of information required, clear instructions)
 - e. Clarity of eligibility requirements

4. Considering the applications that you have reviewed, does the Advisory Committee receive the information that is needed to make funding recommendations? Is there additional information or detail that you need in order to assess applications? [Q1]
 - a. Based on your experience reviewing applications, do you think that applicants are experiencing difficulties completing any parts of the application form? [Q1]
 - b. Are there parts of the application form that should be changed (e.g., be removed, be optional?) If so, what change do you suggest? Please refer to the attached application form when answering this question. [Q1]
5. Based on your experience, does the current application process create any barriers or challenges to organizations applying? Does your response depend on the type of organization or the type of project? Please explain. [Q1]
6. What are your views on the reasonableness of current eligibility criteria and exceptions? Do the criteria and exceptions result in the funding of appropriate projects, or are there any gaps in the types of projects being funded? What changes, if any, would you suggest? [Q1]

The eligibility criteria are:

- a. Projects provide a tangible service or support at the community level
- b. Projects demonstrate the potential to improve social outcomes for residents in a tangible and measurable fashion
- c. Projects propose to develop or implement a new approach to program or service delivery at the community level
- d. Projects demonstrate the ability to develop meaningful partnerships with other organizations and support an integrated approach in responding to multiple social issues
- e. Projects must be located in the NWT
- f. Projects may be new initiatives or enhancements of existing projects

Eligibility exceptions: Generally, projects that propose to undertake research or consultation will not be considered, unless the proposals can demonstrate that the results of the research or consultation will support a planned community intervention.

7. Please describe the review and selection process that the Advisory Committee uses to make funding recommendations. How are decisions made on whether to recommend funding a project? Are there criteria in addition to the eligibility criteria that are used to assess applications? Are there tools or documentation used to support the assessment process? [Q1]
8. What are the strengths of the current process for assessing applications and making funding recommendations? Are there any areas for improvement? [Q1]

9. How does the approach of short-funding more projects rather than fully funding fewer projects, affect your assessment of applications and funding recommendations? What are your views of that approach in terms of its impact on the Fund's ability to support the priorities of the *Anti-Poverty Strategic Framework* and to meet its objectives? What approach to funding do you prefer and why? [Q2]
10. Do you have any suggestions for changes to how funding is distributed under the Fund? How would these changes benefit the funded projects or your organization? [Q2]
11. Beyond any suggestions you have already mentioned, are there any other changes that you would suggest to strengthen or improve the design, and/or delivery of the Anti-Poverty Fund? [Q2 and Q3]

Effectiveness and efficiency

12. How would you describe the Fund's impact on the following objectives? If you can, please provide specific examples. [Q4]
 - a. Encouraging community participation
 - b. Facilitating partnerships among social service organizations in your community
 - c. Funding activities to give people better information and resource tools to reduce the impact of poverty
 - d. Encouraging solutions to poverty that build on the strength of the people and communities of the Northwest Territories
13. During your tenure on the Advisory Committee, has the Fund addressed the priorities of the *Anti-Poverty Strategic Framework*: supporting children and families; healthy living and reaching our potential; safe and affordable housing; sustainable communities; and an integrated continuum of service? Are there any priority areas that you think are under-addressed? If yes, how could the Fund encourage projects in those areas? [Q4]
14. To what extent do you believe that the Anti-Poverty Fund has created opportunities for organizations in terms of the following? [Q4 and Q5]
 - a. Enhancing existing partnerships
 - b. Creating new partnerships
 - c. Building a sustainable intervention or resource for the community
15. Do you have any other comments regarding the Fund that you would like to share?

Thank you for your participation.

Application form for 2016-17

CONTACT INFORMATION

Project Title: _____

Organization: _____

Contact Person: _____

Mailing Address: _____

Postal Code: _____

Email Address: _____

Telephone Number: _____

Fax Number: _____

Date of Application: _____

What is the best way to contact you? Phone ☐ Fax ☐ Email ☐

Signature of the spending authority
from the sponsoring organization: _____

PROJECT INFORMATION

Is this a new project? Yes ☐ No ☐

Project start date: _____ Project end date: _____

Are there other sources of funding for this project? Yes ☐ No ☐

Project Areas linked with the Strategic Framework: Check ☒ all that apply

- ☐ Supporting Children and Families
- ☐ Healthy Living and Reaching our Potential
- ☐ Safe and Affordable Housing
- ☐ Sustainable Communities
- ☐ Integrated Continuum of Services

FUNDING INFORMATION

Total funding applied for: \$_____

| Budget | Anticipated Project Costs |
|--|---------------------------|
| H. Wages Details: | \$ |
| I. Supplies Details: | \$ |
| J. Resources Details: | \$ |
| K. Training Details: | \$ |
| L. Administration Details: | \$ |
| M. Total (A+B+C+D+E): | \$ |
| N. Other Sources of Funding Funding Source: | \$ |

APPLICATION CHECKLIST

Check ☒ before you email or fax your application:

- ☐ Reviewed your project proposal and budget
- ☐ Complete and send your project summary and proposal
- ☐ Complete and send your project budget
- ☐ Send a copy of a Certificate of Insurance
- ☐ Provide a letter of support
- ☐ Send proof of registration if you are a non-profit group
- ☐ Keep a copy of everything for your files

Send completed applications to: tapap@gov.nt.ca or Fax: (867) 873-3585.

Mailing Address: Anti-Poverty Initiative
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Instructions

The Anti-Poverty Fund supports eligible applicants whose projects aim to fight poverty and support the Anti-Poverty Strategy goals:

- Children and Family Support;
- Healthy Living and Reaching Our Potential;
- Safe and Affordable Housing;
- Sustainable Communities; and,
- Integrated Continuum of Services.

Funding Application (Project Proposal) Instructions:

5. Project Summary

6. What are your project's goals?

- Your goal should demonstrate action towards the reduction of poverty; support one or more priorities in *Building on the Strengths of Northerners: A Strategic Framework toward the Elimination of Poverty in the NWT*; promote involvement at community level, and/ or raise awareness of the root cause of poverty.

7. Who is the target group?

8. What are your project's objectives and activities?

| Project: | | | |
|--|---|---|--|
| Inputs | Activities | Outputs | Outcomes |
| <i>What resources are needed to make your project operate?</i> | <i>What activities will take place during the project?</i> | <i>What will be produced through these activities?</i> | <i>What changes or benefits will result from the project?</i> |
| e.g. money, staff, equipment | e.g. soup kitchens, emergency shelters, food security programs, arts and crafts, literacy, trapping and harvesting, employment opportunities. | e.g. in what communities are these activities being offered and how many people are accessing the activity. | <ul style="list-style-type: none"> • Access to food and shelter in time of need; • People with low levels of literacy overcome any barriers to learning; • Enhanced life skills and career development. |

- If this is ongoing funding, provide a summary showing how your activities during the last funding cycle helped achieve your goal(s)/ outcomes

| Project: | | | |
|---|---|---|--|
| Inputs | Activities | Outputs | Outcomes |
| <i>What resources were received to help your project operate?</i> | <i>What activities took place during the last funding cycle?</i> | <i>What was produced through these activities?</i> | <i>What changes or benefits have resulted from the project to date?</i> |
| e.g. money, staff, equipment | e.g. soup kitchens, emergency shelters, food security programs, arts and crafts, literacy, trapping and harvesting, employment opportunities. | e.g. in what communities were these activities offered and how many people accessed them? | <ul style="list-style-type: none"> • Access to food and shelter in time of need; • People with low levels of literacy overcome any barriers to learning; • Enhanced life skills and career development. |

Deliverables

- ☐ Year-end activity and financial reports
(Year-end activity report templates will be emailed following the signing of your contribution agreement)

**Department of Health & Social Services
Process Evaluation of the Anti-Poverty Fund Allocation**

Survey questionnaire for applicants

The Department of Health and Social Services (HSS) is conducting an evaluation of the Anti-Poverty Fund Allocation, and has hired PRA Inc., an independent research company, to assist in the evaluation. The Fund is an initiative of the Government of the Northwest Territories that funds poverty fighting projects from Indigenous or community-governing organizations, or non-governmental organizations, as part of the territorial action plan to reduce poverty. The evaluation covers a four-year period (2014–15 to 2017–18) and focusses on the Fund's design and delivery and its support of the priorities in the action plan.

As part of the evaluation, a survey is being conducted with applicants to the Fund. The survey takes about 15-20 minutes to complete. Your participation is voluntary, and the information you provide is confidential; only the overall results will be reported. You may leave the survey at any time and come back later to complete the questions. If you do leave the survey before completing it, we ask that you wait about 15 minutes before re-entering it, to give the survey a chance to refresh.

If you have any questions about the survey or prefer to respond to the survey by telephone, please contact Amy Richmond of PRA Inc. at 1-888-877-6744 or richmond@pra.ca. If at any time you experience technical difficulties while completing the survey, please contact support@pra-surveys.ca. If you have any questions about the evaluation, please contact Kyla Kakfwi-Scott of HSS at 867-767-9064, ext. 49248.

The survey will remain open until November 14, 2017. To proceed to the survey, please click on the button below.

Thank you in advance for participating in the evaluation.

Background

1. How many times have you applied for funding from the Anti-Poverty Fund?

| | |
|-------------|----|
| Once | 1 |
| Twice | 2 |
| Three times | 3 |
| Four times | 4 |
| Don't know | 88 |

2. How many times did you receive funding from the Anti-Poverty Fund for your projects?

| | |
|-------------|----|
| None | 0 |
| Once | 1 |
| Twice | 2 |
| Three times | 3 |
| Four times | 4 |
| Don't know | 88 |

Design and delivery

3. How did you first become aware of the Fund? [Q1]

| | |
|--|----|
| Anti-Poverty page on the Government of the NWT website | 01 |
| Newspaper | 02 |
| HSS staff | 03 |
| Word of mouth (non-HSS staff) | 04 |
| Other | 66 |
| Don't know | 88 |

4. Do you think that the Fund is well communicated to potential applicants? [Q1]

| | |
|------------|----|
| Yes | 1 |
| No | 0 |
| Don't know | 88 |

 - a. (if no to Q4) How could the Fund be better communicated to potential applicants?

5. How satisfied were you with the application process in terms of [Q1]

Scale: Very satisfied, Satisfied, Unsatisfied, Very unsatisfied, Don't know

 - a. The clarity of the overall process
 - b. The time provided to submit applications
 - c. The support provided by HSS during the process
 - d. The application form instructions
 - e. The amount of information required on the application form
 - f. The overall ease in completing the application form
 - g. The clarity of the eligibility requirements
 - h. The transparency of funding decisions (e.g., clarity of criteria used)

6. (For Q5 where response is Unsatisfied or Very unsatisfied) Please provide specific suggestions for improvement. [Q1]

7. Did you have difficulties completing any part of the application? Check all the areas of difficulty. [Q1]

No, application was not difficult to complete

Linking project to Strategic Framework priorities

Funding information

Certificate of insurance

Letter of support

Proof of registration, if applicable

Project summary

Project goals

Identification of target group

Project's objective and activities

Table of project inputs, activities, outputs and outcomes

Other

Don't know

8. Would you like some parts of the application form to be optional? Check all that apply.

[Q1]

No, all should be mandatory
Linking project to Strategic Framework priorities
Funding information
Certificate of insurance
Letter of support
Proof of registration, if applicable
Project summary
Project goals
Identification of target group
Project's objective and activities
Table of project inputs, activities, outputs and outcomes
Other
Don't know

9. Based on your experience, does the current application process create any barriers or challenges? Yes, No, Don't know [Q1]

10. (If yes to Q9) What barriers or challenges does the current application process create? [Q1]

11. How reasonable are each of the following eligibility criteria? [Q1]

Scale: Very reasonable, reasonable, unreasonable, very unreasonable

- a. Projects provide a tangible service or support at the community level
 - b. Projects demonstrate the potential to improve social outcomes for residents in a tangible and measurable fashion
 - c. Projects propose to develop or implement a new approach to program or service delivery at the community level
 - d. Projects demonstrate the ability to develop meaningful partnerships with other organizations and support an integrated approach in responding to multiple social issues
 - e. Projects must be located in the NWT
 - f. Projects may be new initiatives or enhancements of existing projects
12. Currently, the Anti-Poverty Fund will not provide funding to projects for research or consultation unless the proposals demonstrate that the results of the research or consultation will support a planned community intervention. Do you agree with this eligibility exception? Yes, No, Don't know [Q1]
13. What changes, if any, would you suggest to the eligibility criteria? None, Open-end [Q1]

Respondents who respond None to Q2 (unsuccessful applicants) skip to Q16.

14. Currently, the monies awarded by the Fund are distributed to projects for single years and in two installments (50% at the beginning and 50% at the end). How did the current funding structure affect the delivery of your project? No effect, positive effect, negative effect, Don't know [Q2]
15. (If positive or negative effect to Q14) What <recall answer to Q14 – positive or negative effect> did the two installment funding structure (50% at the beginning and 50% at the end) have on the project? [Q2]
16. In the past, the Fund has taken the approach of short-funding more projects rather than fully funding fewer projects. What are your views of that approach? Do you...Strongly agree, Agree, Disagree, Strongly disagree, Don't know [Q2]
17. Do you have any suggestions for changes in how funding is distributed under the Fund? Yes, No In your response please specify how the suggested change would benefit the funded project or your organization. [Q2]

Respondents who respond None to Q2 (unsuccessful applicants) skip to Q24.

18. Did your organization request any additional support from HSS staff once your project received funding from the Anti-Poverty Fund? Yes, No, Don't know
19. (If yes to Q18) What support did your organization receive? [Q3]
 - a. None
 - b. Assistance with annual reporting
 - c. Assistance with financial reporting
 - d. Other
 - e. Don't know
20. (If yes to Q18 and not none to Q19) Were you satisfied with the support received? Very satisfied, Satisfied, Unsatisfied, Very unsatisfied, Don't know [Q3]
21. (If Unsatisfied or Very unsatisfied to Q20) What support did you need that you did not receive? [Q3]
22. How satisfied were you with the annual reporting process in terms of [Q3]

Scale: Very satisfied, Satisfied, Unsatisfied, Very unsatisfied, Don't know

- a. Templates for reporting
- b. Instructions for reporting
- c. Level of detail required in the annual reports
- d. The type of performance information your organization was requested to gather/report on
- e. Overall level of effort required to prepare annual reports

23. (For Q22 where response is Unsatisfied or Very unsatisfied) Please provide specific suggestions for improvement. [Q3]
24. Beyond any suggestions you have already mentioned, are there any other changes that you would suggest to strengthen or improve the Anti-Poverty Fund? [Q1-Q3]

Effectiveness and efficiency

25. How would you describe the Fund's overall impact on the following: [Q4]

Scale: Large impact, Moderate impact, Small impact, No impact, Negative impact, Don't know

- a. Encouraging community participation
 - b. Facilitating partnerships among social service organizations in your community
 - c. Funding activities to give people better information and resource tools to reduce the impact of poverty
 - d. Encouraging solutions to poverty that build on the strength of the people and communities of the Northwest Territories
26. (Skip if No impact or don't know) For <recall response to Q25 if large, moderate or small impact>, you said that the Fund had an impact. Can you provide an example of this impact? [Q4]

Respondents who respond None to Q2 (unsuccessful applicants) skip to Q35.

(For Questions 27 to 34) For the next several questions, please answer for your most recently funded project.

27. Which priorities of the Anti-Poverty Fund has your project addressed? Check all that apply. [Q4]

Supporting children and families
Healthy living and reaching our potential
Safe and affordable housing
Sustainable communities
Integrated continuum of service

28. Has your project contributed to addressing the priorities identified in your Community Wellness Plan? Yes, all; Yes, most; Yes, some; Yes, a few; No; Not applicable [Q5]

29. What are the success stories for your project in terms of how it has impacted your community? Consider how your project might have done the following: [Q4]

Encouraged community participation
Facilitated partnerships among social service organizations in your community
Provided people with better information and resource tools to reduce the impact of poverty
Built on the strength of the people and communities of the Northwest Territories

30. Did your project encounter any challenges in achieving its expected results? Yes, No, Don't know [Q4]

31. (If yes to Q30) What were the main challenges in achieving its expected results? [Q4]

32. Was your organization able to leverage the funds to receive additional monetary or in-kind contributions? Yes, No, Don't know [Q5]

33. Did the funding from the Anti-Poverty Fund create any opportunities for your organization in terms of the following? Check all that apply. [Q5]

No additional opportunities created for my organization
Enhancing existing partnerships
Creating new partnerships
Building a sustainable intervention or resource for the community
Other
Don't know

[Q5]

34. If your organization had not received funding from the Anti-Poverty Fund, how would that have affected its ability to undertake the project? [Q5]

The project would have gone forward as planned
The project would have been modified
The project would not have proceeded
Don't know [Q5]

35. Do you have any other comments regarding the Fund that you would like to share?

Thank you for your participation.

Department of Health & Social Services
Process Evaluation of the Anti-Poverty Fund Allocation

Document review template

| Data gathered | Response categories |
|--|---|
| Application result | Successful; Unsuccessful |
| Fiscal year | 2014-2015; 2015-2016; 2016-2017; 2017-2018 |
| Anti-Poverty Fund grant received in other years? | Yes; No |
| Number of years grant has been received (total) | 0; 1; 2; 3; 4 |
| Project status | Completed; Ongoing |
| Project name | *Text field |
| Organization name | *Text field |
| Type of organization | Indigenous government; Community governing authority; Community or not-for-profit organization; Other |
| Evidence of partnership | Yes; No; Unclear |
| Who were the partners? | *Text field |
| Type of partner | Indigenous government; Community governing authority; Community or not-for-profit organization; Private company; Regional hospital; Research and education institution; Multiple partners; Other; Unclear |
| Was the application form complete? | Yes; No |
| Incomplete section(s) in the application form | Areas linked with Strategic Framework; Objectives and activities; Other source of funding; Project start date; Project end date; Project goals; Multiple sections missing |
| Funding amount requested | *Text field |
| Funding amount received | *Text field |
| Were non-Fund resources received? | No; Financial only; In-kind only; Both financial and in-kind |
| Source and amount of other funding | *Text field |
| Total project budget | *Text field |
| Total project spending | *Text field |
| Alignment with Strategic Framework Pillar 1: Children and Family Support | Yes; No; Incomplete form or unclear |
| Evidence of alignment with Pillar 1 | *Text field |
| Alignment with Strategic Framework Pillar 2: Healthy Living and Reaching Our Potential | Yes; No; Incomplete form or unclear |
| Evidence of alignment with Pillar 2 | *Text field |
| Alignment with Strategic Framework Pillar 3: Safe and Affordable Housing | Yes; No; Incomplete form or unclear |
| Evidence of alignment with Pillar 3 | *Text field |
| Alignment with Strategic Framework Pillar 4: Sustainable Communities | Yes; No; Incomplete form or unclear |
| Evidence of alignment with Pillar 4 | *Text field |
| Alignment with Strategic Framework Pillar 5: Integrated Continuum of Services | Yes; No; Incomplete form or unclear |
| Evidence of alignment with Pillar 5 | *Text field |
| Key project activities | *Text field |
| Were these activities conducted? | Yes; In part; No |
| Location (name of city/community) | *Text field |
| Region | Beaufort Delta; Dehcho; Sahtu; South Slave; Tlicho; Yellowknife; Multiple regions/territory-wide |
| Type of community | Capital; Regional center; Smaller community; Multiple communities |
| Number of people reached | *Text field |
| Number of staff and/or volunteers | *Text field |
| Target group | *Text field |
| Was the target group reached? | Yes; Partially; No |
| Anticipated results | *Text field |
| Annual report available? | Yes; No |
| Were the anticipated results achieved? | Yes; In progress; No |

| Data gathered | Response categories |
|--|--|
| What results were achieved? | *Text field |
| Is the project aligned with encouraging community participation? | Yes; No; Unclear |
| Evidence of alignment with encouraging community participation | *Text field |
| Is the project aligned with the objective of facilitating partnerships among social service organizations in the community? | Yes; No; Unclear |
| Evidence of alignment with the objective of facilitating partnerships among social service organizations in the community | *Text field |
| Is the project aligned with the objective of funding activities to give people better information and resource tools to reduce the impact of poverty? | Yes; No; Unclear |
| Evidence of alignment with the objective of funding activities to give people better information and resource tools to reduce the impact of poverty | *Text field |
| Is the project aligned with the objective of encouraging solutions to poverty that build on the strength of the people and communities of the Northwest Territories? | Yes; No; Unclear |
| Evidence of alignment with the objective of encouraging solutions to poverty that build on the strength of the people and communities of the Northwest Territories | *Text field |
| Does the project seek to build a sustainable intervention or resource for the community? | Yes; No; Unclear |
| Evidence of attempt to build a sustainable intervention or resource for the community | *Text field |
| Does the project contribute to the Community Wellness Plan? | Yes; No; Unclear |
| Evidence of contribution to the Community Wellness Plan | *Text field |
| Challenges encountered by the program | *Text field |
| Challenges encountered in analysis of performance information | Application form was missing, incomplete or unclear; No financial report; No final report; Other (*Text field) |