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EVALUATION OF THE CANADIAN STUDIES PROGRAM

Office of the Chief Audit and Evaluation Executive
Evaluation Services Directorate

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Acronyms

ACS	Association for Canadian Studies
CEGEP	Collège d'enseignement général et professionnel
CSP	Canadian Studies Program
ESD	Evaluation Services Directorate
FC	Funding Competition
GGCLC	Governor General's Canadian Leadership Conference
ICCSR	Interdepartmental Committee on Canadian Studies Resources
IWGEM	Interdepartmental Working Group on Educational Materials
OCAEE	Office of the Chief Audit and Evaluation Executive
PAA	Program Activity Architecture
PCH	Department of Canadian Heritage
PMF	Performance Measurement Framework
RBAF	Risk-Based Audit Framework
RMAF	Results-Based Management and Accountability Framework
SI	Strategic Initiatives
SP	Strategic Partnerships

Executive Summary

This report presents the findings of the evaluation of the Canadian Studies Program (CSP), which covers the period between April 2004 and March 2009, and was conducted between September 2009 and February 2010. However the Evaluation Framework was developed prior to the new 2009 evaluation policy. The purpose of this evaluation was to acquire information to help strengthen or improve the overall performance and outcomes of the CSP and to follow-up on 2005 Evaluation recommendations.

The CSP is scheduled for renewal in March 2011. This evaluation will inform the renewal process and it also responds to the requirement for full evaluation coverage of all ongoing programs of grants and contributions, as per the Financial Administration Act and Treasury Board's 2009 Policy on Evaluation.

The evaluation was managed by the Evaluation Services Directorate (ESD), Office of the Chief Audit and Evaluation Executive (OCAEE), Department of Canadian Heritage (PCH), and data collection was carried out by EKOS Research Associates Inc. An Evaluation Working Group guided the conduct of the study and was composed of representatives of the OCAEE and the CSP.

Program Description

The Canadian Studies Program was established on a permanent basis in 1984 to “encourage Canadians to learn about Canada”. The Program’s mandate is *to encourage Canadians to gain a better understanding of their country, its history, stories, people and systems of government*. More specifically, the Program supports the development of learning materials and activities that contribute to increasing Canadians' knowledge about Canada.

To achieve this mandate, the CSP had the following objectives during the period under evaluation:

- Ensuring the availability and accessibility of new quality learning materials and activities for use by educators and young Canadians;
- Building partnerships in the area of learning materials and activities on Canada through coordination of the federal government's efforts; and
- Promoting the development of knowledge on current trends and public policy related to learning about Canada.

In 2005, the Program changed significantly by narrowing its target population focus from the general public to Canadian youth.

Within the Department’s Citizenship and Heritage Sector, the CSP is managed by the Youth Participation Directorate, Citizen Participation Branch. In addition to providing

funding to organizations that deliver learning materials and activities relating to the CSP mandate through the **Funding Competition (FC)** and **Strategic Initiatives (SI)** components, the CSP also coordinates strategic partnerships (SP) relating to the Canadian Studies field and develops **internal learning materials**.

Evaluation Methodology and Design

The approach used to evaluate the CSP is based on a non-experimental design and multiple lines of evidence. That is, more than one method was used to answer evaluation questions, thereby strengthening the validity of the findings. When no pre-program measures exist, as with the CSP, and no obvious control group is available (other than some un-funded organizations), a non-experimental design approach becomes the necessary and most feasible approach. With this type of evaluation design the incremental impacts of the program in general, and on end-users, cannot be fully measured.

To that end, the following lines of inquiry were selected:

- Document, file, and data review;
- Key informant interviews (21 interviews including CSP staff (former and current), funded and non-funded organization's representatives and members of the Interdepartmental Committee on Canadian Studies Resources (ICCSR); and
- Case studies (6).

Limitations of the Evaluation

As with any evaluation study, there are a number of limitations associated with this evaluation. The primary weakness of this evaluation is that it is based on a non-experimental design. As mentioned previously, this evaluation design limits the ability of the evaluation to measure the incremental impacts of the program on funding recipients and end-users. Additionally, the reader is encouraged to take the limitations into account when reviewing the findings presented in this report. The main limitations are summarised below.

Impact Measurement

The budget for the evaluation along with the limited data available on the results of projects funded (in terms of program's expected outcomes) as well as the effect on the target group (youth) limit the ability to report on results.

Moreover, it is currently impossible, given the nature of the program, to measure the effect of funding on youth. The CSP largely funds external non-profit organizations and federal partners to develop learning materials and activities. With the exception of *Canadians and Their Government: A Resource Guide*, a publication produced by the

CSP, the dissemination of learning materials and products as well as the organization of learning activities is typically the responsibility of the funding recipient and there is no requirement that contact information on users be collected or supplied to the Program. This limits the ability to collect any data on impacts directly from end users, the last program beneficiaries.

Evaluation Findings

Relevance

The CSP continues to be relevant and consistent with governmental needs and priorities, and is clearly linked to Departmental outcomes.

The ongoing relevance of the CSP to national needs and priorities is supported by public opinion data which indicates that Canadians continue to exhibit low and possibly declining levels of knowledge with regards to Canadian history, politics and culture. Interview respondents concur with this assessment and identify ongoing gaps in knowledge in the Canadian population that remain to be addressed, supporting the continued need for the Program.

This was further emphasized by the fact that unfunded applicants interviewed indicate that their project either did not proceed, or proceeded in a much reduced form in the absence of CSP funding.

Design and Delivery

Program Design and Logic Model

The 2005 Evaluation found that the Program's mandate and objectives were very broad and its outcomes unclear. The CSP responded by narrowing the focus of the Program to youth and by identifying more measurable program outcomes (new logic model). This Program logic model is clearly linked to the Program's Terms and Conditions and the Departmental Strategic outcome outlined in PCH Program Activity Architecture (PAA) in effect during the period under evaluation.

Management and Administrative Systems

Funding recipients express general satisfaction with the support they received from the CSP, both at the proposal development stage and throughout the implementation of their project. However, challenges in current management and administrative systems identified through key informant interviews (internal and external) and document review include:

- The length of the application process and funding decisions and dissatisfaction with feedback received on proposals (interviews with applicants);
- The lack of focus at the proposal review stage on potential project success and outcomes for the Strategic Initiatives component; and
- Inconsistent reporting on project results.

In fact, the evaluation demonstrates that most of the projects funded under the Funding Competition component, which supports the development of learning materials for youth in different formats, reflect in general the Terms and Conditions and the objectives and expected outcomes of the Program. However, there is a disconnect between some of the Strategic Initiatives and the intended outcomes of the CSP. While the logic model closely reflects the activities of the Funding Competition, not all Strategic Initiatives appear to correspond directly to Program expected outcomes.

Given the competitive nature of the Funding Competition, this component provides the most open method of funding for learning materials and opportunities. However, the Program's grants and contributions resources have largely been directed to Strategic Initiatives, and particularly to the Association for Canadian Studies (ACS). It should be noted that the Strategic Initiatives are not subject to the review of external assessors, unlike applications to the annual Funding Competition.

In fact, the 2005 Evaluation also recommended that funding for the ACS and other organizations be more closely aligned to Program priorities and outcomes. While efforts have been made to address this recommendation, the ACS "Liaison activities" for instance, as per the contribution agreement, could be better defined to ensure that these activities support the CSP in achieving its stated ultimate outcomes. In addition, it is not articulated in project reporting how funding for these activities meet program objectives and contribute to Program outcomes.

Operational challenges identified include CSP high employee turnover, limited program resources, the fluctuating nature of the CSP budget, in addition to issues in maintaining focus on stated Program objectives and intended outcomes for Strategic Initiatives.

2005 Evaluation Recommendation in Regard to the Establishment of the ICCSR

Based on the recommendations of the 2005 evaluation, the Interdepartmental Working Group on Educational Materials (IWGEM) was reviewed. Following this review, a decision was made to disband the IWGEM and the Interdepartmental Committee on Canadian Studies Resources (ICCSR) was instituted in its place. While the ICCSR was only established in 2009, this committee is believed to be an effective mechanism for collaboration.

Performance Measurement

The 2005 evaluation recommended that the Program put in place an effective performance monitoring strategy. The CSP responded to this recommendation with the creation of a performance monitoring strategy within an Integrated Results-Based Management and Accountability Framework and Risk-Based Audit Framework (2005 RMAF/RBAF) and further through the CSP Performance Measurement Framework (CSP PMF-2008).

Current performance measurement for the CSP is based on administrative data, project files (including reports from funding recipients), Funding Competition recipient feedback questionnaires, feedback from partners in the ICCSR, and baseline data from public opinion polls and research by national history organizations. However, many potential performance measurement tools identified in these Frameworks have not been developed and implemented. Performance measurement is largely limited to Funding Competition projects; otherwise, there is no clear report on Program performance and no mechanism to ensure that performance measurement data or information is utilized in program decision-making.

Success

Immediate Program Outcomes

The CSP supported projects 1) aimed at developing learning materials and activities on Canada for youth and 2) to provide educators and specialists with opportunities to develop new knowledge related to learning about Canada.

The Funding Competition provided financial support to 23 projects in 2004-05 and 2005-06 to develop a range of products including learning materials (delivered in print and on websites), books and films. All Funding Competition projects link to at least one of the priority areas identified for this component. However, not all Funding Competition projects resulted in the intended materials; two films the development of which was supported by the CSP, failed to secure the necessary production support and funding from broadcasters.

A total of 22 Strategic Initiatives were supported over the period under evaluation, including conferences and forums, learning materials, websites, scholarships and research. Some Strategic Initiatives were funded through resources transferred into the Program (and were not part of budgeted resources). Moreover, it should be noted that a significant proportion of budgeted Strategic Initiatives funding went to the ACS.

In addition to the projects supported through the Funding Competition and Strategic Initiatives, the CSP has also actively disseminated the internally developed resource *Canadians and their Government: A Resource Guide*. This resource is intended to address a gap in educational resources for secondary school teachers and students

Intermediate Program Outcomes

Evidence of success in providing youth with access to learning materials and activities to help them learn about Canada is limited to information available on the target audiences of Funding Competition projects, and to data available for some projects on distribution of materials produced. As a result, the current evaluation could only partially answer these questions.

In the absence of data on access or use, distribution and reach must be used as a proxy. The reach of Funding Competition and Strategic Initiative projects varies significantly. It appears that projects involving learning materials and websites have a much broader reach in terms of total audience; while books and films in general have a more limited distribution. Furthermore, there appears to be significant variation in the longevity of dissemination or availability of products; some are available on an ongoing basis, while others are distributed for a finite period.

Ultimate Program Outcomes

There is little evidence to measure success of the Program in achieving its ultimate outcome: "Youth reached through the Canadian Studies Program increase their knowledge about Canadian stories and governance".

Data available from public opinion research conducted by the Dominion Institute (and highlighted in Section 3.1.2) suggests that there has been an overall decline in knowledge of Canadian history, politics and culture in the last decade. While key informants believe that CSP-funded activities have had discernible impacts in this area, they also acknowledged that the overall impact is likely limited given the small amounts of funding and wide range of activities supported.

Unintended Program Impacts

Key informants report that the CSP had an indirect positive effect on the funded organizations' ability to build capacity. Also, a number of projects funded under the Strategic Initiatives appear to impact on youth engagement in their community and in the democratic process

Cost-Effectiveness

Overlap or Duplication

The role of the CSP in funding externally developed materials and activities is not perceived to duplicate or overlap with other existing efforts. While other federal departments also develop or support the production of learning materials, these efforts are perceived to be complementary. Furthermore, the role of the ICCSR is to mitigate the risk

of duplication and ensure partnership. Only one potential area of duplication has been identified by a small number of respondents concerning the potential overlap between the production of *Canadians and Their Government: A Resource Guide* and the activities of the Library of Parliament.

Use of Resources

The average administrative cost ratio is 30 per cent per year for the period under evaluation. As described later on, the CSP's mandate includes responsibilities beyond the administration of transfer payments and these responsibilities have associated costs. Furthermore, according to staff, given fixed costs and a modest grants and contributions budget, the Program did not benefit from a favorable economy of scale during the evaluation period. Difficulties were encountered when trying to compare the administrative cost ratio of the CSP to other programs.

Alternative Approaches

Interview respondents were unable to identify alternatives to the Program. Since provinces are focused on their own jurisdiction and primarily on school curriculum, the consensus view among respondents is that achieving the objectives of this Program requires national coordination and that the CSP must remain at the federal level.

Recommendations

Recommendation #1: CSP management should identify realistic and measurable expected results that are aligned with the program's objectives and would support effectively the demonstration of the program's attribution to the changes sought by its intervention on the target population.

The evaluation findings show that the logic and the hypothesis underpinned by the links between program activities and expected results are credible and valid. However, significant difficulties associated with the assessment of the real effects of the program in terms of the intermediate and ultimate outcomes, lead to the conclusion that the logic model needs to be revised. The current level of expected results does not allow for a measure of the impacts of the program nor do they permit to conclude adequately on its attribution to the results. For example, it is unrealistic to try to measure the impact on the knowledge of youth, from an educational research project financed by a grants and contributions program that only indirectly reaches its intended target audience.

Recommendation #2: CSP management should take the necessary means to ensure that all funded projects through the Strategic Initiatives component are aligned with the program's objectives and Terms and Conditions, and demonstrate a contribution to the expected results.

Despite a selection review process in place, the evaluation findings reveal that in terms of funding decisions, there is a gap between a number of Strategic Initiatives funded and the intended outcomes of the CSP.

Recommendation #3: CSP management should improve its performance measurement strategy and ensure that adequate data collection and analysis are performed to allow an effective program monitoring and support future evaluations. More specifically, CSP management should:

Develop data collection tools aligned with the expected results for all program components. These tools should include a standardized template to share with all funded recipients for the production of project final reports that would capture relevant data on the results of funded activities.

CSP management has redeveloped and improved the Program theoretical performance measurement strategy several times by identifying themes, indicators and data sources. However, the current evaluation identifies a need to implement an adequate and functional performance measurement strategy.

Besides the feedback questionnaire administered to the Funding Competition recipients, which represents only 7% of the funding allocated during the period under review, there was no data collection tool used to gather information from funding recipients of the Strategic Initiatives or Partnerships components. Furthermore, the project final reports, which are submitted shortly after the funding allocation period, do not provide the required information needed for performance measurement and subsequent evaluation of the program. In addition, the variability of their content and structure makes them challenging to analyse and decreases their usefulness for further reporting.

Recommendation #4: CSP management should explore ways to improve the efficiency of the program, especially with regards to its administrative cost ratio.

Difficulties were encountered while trying to compare the administrative cost ratio of the CSP to other programs. CSP management should explore its level of operating costs to deliver the program to improve efficiency.

1.0 Introduction and Context

The purpose of this report is to present the findings of the evaluation of the Canadian Studies Program (CSP) of the Department of Canadian Heritage (PCH). The CSP is scheduled for renewal in March 2011 and, to inform the renewal process, an evaluation was conducted. This evaluation will also respond to the requirement for full evaluation coverage of all ongoing programs of grants and contributions, as per the Financial Administration Act and Treasury Board's 2009 Policy on Evaluation.

The report is divided into five sections, including this introduction which provides a summary description of the CSP and the context of the evaluation. Section 2 briefly describes the evaluation design and the methods used, including the methodological limitations. Section 3 presents the main findings of the evaluation while Section 4 provides conclusions and Section 5 recommendations.

1.1 Program description

This sub-section provides a description of the Program, including program context, program background, program stakeholders/beneficiaries, and program resources.

A long-standing priority of the federal Government is to encourage a sense of Canadian identity and belonging. To promote the development of an inclusive society made up of an increasingly diverse population, the Government has a role to play in helping its citizens share their stories. The Department of Canadian Heritage strives for a Canada in which Canadians live in a society built on inter-cultural understanding and citizen participation.

The Canadian Studies Program (CSP) was established on a permanent basis in 1984 to "encourage Canadians to learn about Canada". The Program's mandate *is to encourage Canadians to gain a better understanding of their country, its history, stories, people and systems of government*. More specifically, the Program supports the development of learning materials and activities that contribute to increasing Canadians' knowledge about Canada.

To achieve this mandate, the CSP had the following objectives during the period under evaluation:

- Ensuring the availability and accessibility of new quality learning materials and activities for use by educators and young Canadians;
- Building partnerships in the area of learning materials and activities on Canada through coordination of the federal government's efforts; and
- Promoting the development of knowledge on current trends and public policy related to learning about Canada.

In 2005, the Program changed significantly by narrowing its target population focus from the general public to Canadian youth. In 2009, the focus of the Program shifted again to a broader focus on the general public with youth as an important segment within the target audience.

Within the Department's Citizenship and Heritage Sector, the CSP is managed by the Youth Participation Directorate, Citizen Participation Branch. In addition to providing funding to organizations that deliver learning materials and activities relating to the CSP mandate through the **Funding Competition** and **Strategic Initiatives** components, the CSP also coordinates **strategic partnerships** relating to the Canadian Studies field and develops **internal learning materials**. Each of these four CSP components is described in turn below.

1.1.1 Funding Competition (FC)

The Funding Competition component of the CSP is a cyclical funding program that supports the research and development of new learning materials for young Canadians. Projects may be developed in print, film, audio-visual, audio or new media. Applicants have included researchers, educators, and authors and producers of digital learning materials both in the for-profit and not-for-profit sectors. The Program's Funding Competition did not take place in 2006-2007 and 2007-2008, due to management decision to focus funding on Strategic Initiatives. For instance, the CSP solicited a number of additional Strategic Initiatives projects, therefore funds previously budgeted for the Funding Competition were redirected to these projects. The Funding Competition did take place in 2008-2009, but as these projects were not yet implemented, they were not included in the evaluation.

The Program, based on consultations with stakeholders and on a 2004 report by the Historica Foundation of Canada¹, which explored gaps in resources available to deliver history and social studies curricula in Canada, identifies priority areas for new learning materials supported under the Funding Competition. The 2004-2005 and 2005-2006 Funding Competition strategic themes were as follows: *Aboriginal Studies, Governance and Citizenship, Canada's Official Languages, Canadian History Interpretation Skills, and Diversity and Multiculturalism in Canada*. The 2008-2009 competition had three additional priority areas to reflect topical issues: *slavery and the abolition movement (to underscore the 175th anniversary of the Slavery Abolition Act in 2008); representative government in Canada; and the Indian residential school system in Canada*.

1.1.2 Strategic Initiatives (SI)

The Strategic Initiatives component supports learning activities and resources that promote the study of Canada and help increase young Canadians' understanding of its history, diverse stories, people and systems of government. Eligible projects under the Strategic Initiatives component include:

¹ Final Report on Gaps in Resources Available to Deliver History and Social Studies Curricula in Canada. Historica, September 2004.

- Simulated democratic exercises and group activities aimed at increasing civic awareness and participation among youth;
- Conferences, workshops for educators, establishments of networks and partnerships between educators and specialists; and
- Large-scale reference and learning tools on Canada, and research and publications on current trends and public policy issues as they relate to learning about Canada.

Applicants during the period under evaluation included national organizations in the field of Canadian Studies, the history sector, publishers, and other non-governmental organizations. National history organizations that have been frequent recipients of Strategic Initiative support include the Association for Canadian Studies (ACS), the Dominion Institute, the Historica Foundation of Canada², and Canada's National History Society.

1.1.3 Strategic Partnerships (SP)

Through the Strategic Partnerships, the CSP pursues its mandate to coordinate federal efforts in the production and distribution of learning materials on Canadian civics and history. The CSP chairs the Interdepartmental Committee on Canadian Studies Resources (ICCSR). This group assists participating departments and agencies to address common issues and to work more effectively to develop and distribute learning materials on Canada.

The ICCSR grew out of the initial Interdepartmental Working Group on Educational Materials (IWGEM). The current ICCSR includes nineteen members, drawn from a number of federal departments (including Citizenship and Immigration, National Defence, Canadian Heritage, Natural Resources, Foreign Affairs and International Trade, Statistics Canada, the Royal Canadian Mounted Police, Justice, Parks Canada and Veterans Affairs); as well as national museums (Canadian Museum of Civilization, Canadian War Museum, Canadian Museum of Nature, National Gallery of Canada, and Canada Science and Technology Museum); the Library of Parliament; Library and Archives Canada, and the National Capital Commission.

The roles and responsibilities of the ICCSR³ state that the Committee is to:

- Be comprised of members from federal organizations whose activities encompass the development and/or distribution of learning resources about Canada;
- Provide a forum for communication with potential for interdepartmental collaboration;
- Identify gaps and duplication in existing materials;
- Share research related to learning about Canada;

² It should be noted that the Historica Foundation and the Dominion Institute have combined operations, effective September 1, 2009, into a single organization, the Historica-Dominion Institute.

³ ICCSR Roles and Responsibilities, March 2009.

- Discuss the potential involvement of the non-governmental and private sectors in federal initiatives; and
- Act as a federal liaison and consult with the Secretariat of the Council of Ministers of Education.

Strategic Partnerships also include projects aligned with CSP objectives. These are transfers of operating funds from the CSP to federal partners, which have included Library and Archives Canada, Library of Parliament and Veteran Affairs Canada⁴

1.1.4 Development of Learning Materials

In addition to funding the development of learning materials by external organizations, the Program produces learning materials in-house for distribution to schools and educators across the country. During the period under evaluation, the CSP updated and disseminated the *Canadians and Their Government* resource guide, which was originally introduced in 2002 to coincide with the 50th Anniversary of Canadian Governors General and the Golden Jubilee of Queen Elizabeth II.

1.2 Key Stakeholders and Beneficiaries

In its function as a grants and contributions program, the CSP works with learning material developers and organizers of learning activities. They are generally not-for-profit organizations, private sector companies or organizations, individuals, or representatives of educational institutions. The Program also works with organizations dedicated to promoting the study of Canada.

Ultimately, the key beneficiary (end-users) of the Program is the Canadian public, namely youth⁵ who directly benefit from the investment in new learning materials and learning activities on Canada.

1.3 Program Activities and Expected Results

A logic model illustrates how the activities of a policy, program or initiative are expected to lead to the achievement of final outcomes. Slight changes were made to the CSP logic model during the development of the Evaluation Framework (based on interview findings at the development stage of the evaluation), to ensure that it reflected all activities and outputs of the Program for the period of 2004-2009. Specifically, the logic model was adjusted to reflect that the Program develops learning materials internally. The CSP activities and outcomes identified in the logic model are listed below and the logic model is provided in Appendix A. It is important to note that the logic model identified youth⁶ as the primary target audience of the Program during the period under evaluation.

Key Program Activities:

⁴ Based on the CSP document review, only two SP were funded toward the end of the period under evaluation and thus not included in this analysis.

⁵ The Program's primary target is youth between 12 and 21 years of age (2005 RMAF/RBAF).

⁶ The logic model will require further revision to reflect changes in the focus of the Program in 2009.

- Management of the Funding Competition;
- Management of the Strategic Initiatives; and
- Coordination of the federal government's efforts and *internal development of material related to learning about Canada.*

Immediate Outcomes:

- Learning materials and/or learning activities on Canada are developed for youth in priority areas;
- Educators and specialists have opportunities to develop new knowledge related to learning about Canada.

Intermediate Outcomes:

- Youth have access to learning materials and/or activities to help them learn about Canada; and
- Educators and specialists use new knowledge to enhance and promote learning about Canada for youth.

Ultimate Outcome:

- Youth reached through the Canadian Studies Program increase their knowledge about Canadian stories and governance.

The logic model is linked to the following **PCH outcomes** outlined in the Departmental Program Activity Architecture (PAA)⁷ that was in effect until March 31, 2009:

- Youth have the desire and capacity to contribute to Canada's communities; and
- Canadians share a sense of civic pride and are engaged in Canada's communities and civic life.

During the period under evaluation, the CSP contributed to the **departmental strategic outcome:**

- Canadians live in an inclusive society built on inter-cultural understanding and citizen participation.⁸

1.4 Program Resources

Budgeted CSP resources for the period of 2004-2005 to 2008-2009 are summarized in Table 1.1. For the 5 years under evaluation, the CSP had a budget of \$1,217,439 per year for a total of \$6,087,195. Resources budgeted for grants and contributions totalled \$465,000 per year (\$200,000 for grants and \$265,000 for contributions) while \$752,439 per year was set aside for salaries and operating costs. It should be noted that the CSP's

⁷ The Program Activity Architecture presents an inventory of all Canadian Heritage programs and activities. The programs and activities are depicted in their relationship to each other and to the Strategic Outcomes to which they contribute.

⁸ In effect until March 31, 2009.

grants and contributions resources were adjusted substantially in 2003-04 – declining from \$890,000 in former years to \$465,000 annually thereafter.

Table 1.1: The Canadian Studies Program - Program Resources

Budget	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	Totals
Salaries and O&M ⁹	752,439	752,439	752,439	752,439	752,439	3,762,195
Grants	200,000	200,000	200,000	200,000	200,000	1,000,000
Contributions	265,000	265,000	265,000	265,000	265,000	1,325,000
Total Grants and Contributions	<u>465,000</u>	<u>465,000</u>	<u>465,000</u>	<u>465,000</u>	<u>465,000</u>	2,325,000
Total	\$1,217,439	\$1,217,439	\$1,217,439	\$1,217,439	\$1,217,439	\$6,087,195

Table 1.2 provides a breakdown of actual spending annually, identifying: expenditures for the Funding Competition and Strategic Initiatives components; total grants and contributions; salaries and operating costs. The Funding Competition provided financial support to 23 projects in 2004-05 and 2005-06 and a total of 22 Strategic Initiatives were supported over the period under evaluation.

Table 1.2 indicates that, over the five year period, 93 per cent of grants and contributions were allocated to Strategic Initiatives and 7 per cent to the Funding Competition.

Table 1.2: CSP Expenditures Annually from 2004-2005 to 2008-2009

Expenditures	Actual Annual Expenditures					
	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	TOTAL
Funding Competition Grants	16,175	19,800	n/a	n/a	n/a	35,975
Funding Competition Contributions	328,860	265,341	286,932	26,614	79,000	986,747
Total Funding Competition	345,035	285,141	286,932	26,614	79,000	1,022,722
Strategic Initiatives Grants	n/a	10,000,000	n/a	n/a	24,000	10,024,000
Strategic Initiatives Contributions	757,000	573,839	809,128	485,960	1,590,783	4,216,710
Total Strategic Initiatives	757,000	10,573,839	809,128	485,960	1,614,783	14,240,710
Total - Grants & Contributions (Vote 5)	1,102,035	10,858,980	1,096,060	512,574	1,693,783	15,263,432
Salaries	401,851	379,393	328,724	410,944	517,260	2,038,172

⁹ Excludes EBP (Employee Benefit Plan) and Accommodation expenses.

Operating	167,321 ¹⁰	100,710 ¹¹	134,862 ¹²	176,244 ¹³	198,404 ¹⁴	777,541
Total – Salary & Operating (Vote 1) ¹⁵	569,172	480,103	463,586	587,188	715,664	2,815,713
Total Expenditures	1,671,207	11,339,083	1,559,646	1,099,762	2,409,447	18,079,145

The difference between planned resources and actual expenditures are attributed to transfers into and out of the Program during the period under evaluation. The most significant transfer into the Program was a Terry Fox Humanitarian Awards endowment fund of \$10,000,000 in 2005-2006 for an annual Terry Fox Humanitarian Awards project funded as a conditional grant in perpetuity under Strategic Initiatives. As well, there were two significant transfers into the Program in 2008-2009 for the Governor General Leadership Conference (\$900,000); and as a result of new funds allocated to the CSP under the Canadian Identity Strategy (\$711,700). Other transfers of funds into and out of the CSP were also made annually over the period under evaluation.

In the case of the CSP, it was called upon during the evaluation period to administer additional transfer payments for projects deemed in line with program objectives, including some projects that had their origins in other PCH programs and/or from other federal departments. The decision to transfer or take on these projects often follows a Cabinet decision. These transfers of additional funds are also initiated by the Program or by PCH/federal partners on an ad-hoc basis (i.e. Juno Beach); or they can arise in the context of ministerial priorities or formal ICCSR discussions. They are typically funded through the Strategic Initiative component of the Program, as these initiatives are intended to have a wide potential reach.

1.5 Evaluation Context, Objectives and Issues

This report presents the findings of the evaluation of the CSP, which covers the period between April 2004 and March 2009, and was conducted between September 2009 and February 2010. However the Evaluation Framework was developed prior to the new 2009 evaluation policy.

The evaluation was managed by the Evaluation Services Directorate (ESD), Office of the Chief Audit and Evaluation Executive (OCAEE), PCH, and data collection carried out by EKOS Research Associates Inc. An Evaluation Working Group guided the conduct of the study and was composed of representatives of the OCAEE and the CSP.

The purpose of this evaluation was to acquire information to help strengthen or improve the overall performance and outcomes of the CSP and to follow-up on 2005 Evaluation recommendations. The issues addressed in the evaluation are:¹⁶

¹⁰ Includes costs associated with the summative evaluation and the 2005 Youth Survey.

¹¹ Includes costs associated with the recipients audit and the translation of the summative evaluation.

¹² Includes costs associated with the recipients audit.

¹³ Includes costs associated with the recipients audit.

¹⁴ Includes costs associated with the recipients audit, and the summative evaluation.

¹⁵ Excludes EBP (Employee Benefit Plan) and accommodation expenses.

Relevance

- Are the program mandate, objectives, activities, outputs and desired outcomes of the CSP still relevant and consistent with departmental and governmental needs and priorities?
- Does the CSP remain relevant to national needs and priorities identified in terms of knowledge of Canadians of their history and democratic institutions?

Design and Delivery

- Does the Program logic model reflect current Program Terms and Conditions and the departmental PAA?
- Are adequate management and administrative systems in place for effective program delivery?
- What (if any) operational challenges have emerged in recent years? What changes to the design and delivery of the program are required to overcome these challenges?
- Have the recommendations from the 2005 evaluation of the CSP been successfully implemented?

Performance Measurement

- Is an adequate performance measurement strategy in place to account for Program results?
- What, if any, changes to performance measurement are required? Can any improvements be made?

Success

- To what extent has the CSP reached its expected immediate outcomes?
 - Learning materials and/or learning activities on Canada are developed for youth in priority areas
 - Educators and specialists have opportunities to develop new knowledge related to learning about Canada
- To what extent has the CSP reached its expected intermediate outcomes?
 - Youth have access to learning materials and/or activities to help them learn about Canada
 - Educators and specialists use new knowledge related to learning about Canada

¹⁶ A matrix identifying the questions addressed by the evaluation, with indicators and data sources/methods is presented in Appendix B.

- To what extent has the CSP reached its expected ultimate outcomes?
 - Youth reached through the Canadian Studies Program increase their knowledge about Canadian stories and governance
- Have there been any unexpected impacts of the Program (positive or negative)?
On youth, educators, partners, non-governmental organizations?

Cost-Effectiveness

- To what extent does the CSP complement or duplicate existing efforts (federally or provincially) to promote learning about Canada?
- Are Program resources being used effectively and efficiently to maximize achievement of results?
- Are there alternative approaches to the CSP that could be more cost-effective for promoting learning about Canada?

2.0 Evaluation Design and Methodology

The approach used to evaluate the CSP is based on a non-experimental design and multiple lines of evidence. That is, more than one method was used to answer evaluation questions, thereby strengthening the validity of the findings. When no pre-program measures exist, as with the CSP, and no obvious control group is available (other than some un-funded organizations), a non-experimental design approach becomes the necessary and most feasible approach. With this type of evaluation design the incremental impacts of the program in general, and on end-users, cannot be fully measured.

To that end, the following lines of inquiry were selected:

- Document, file, and data review;
- Key informant interviews (including interviews with CSP staff (former and current), funded and non-funded organization's representatives and members of the ICCSR); and
- Case studies

The evaluation methodology incorporated multiple lines of evidence and captured key points of view on the CSP. Whenever possible, the opinions and observations expressed by stakeholders were corroborated with evidence from Program documentation and data. While other potential methods were identified (e.g., external review of quality of materials, interviews with external assessors and complete literature review on comparable programs to support the section on cost-effectiveness), these could not be accommodated within the existing budget and timeframe.

Each line of evidence used during the current assignment is described below. The section concludes with a brief description of the general limitations of the entire evaluation.

2.1 Document, File and Data Review

A review of Program documentation served to develop a thorough understanding of the CSP and contributed to the design of methodologies for this evaluation, including the refinement of interview guides.

A review of Program-based and other sources of information was also carried out to contribute to addressing evaluation issues related to relevance, achievement of outcomes, and design and delivery. Furthermore, the effectiveness of current management processes and monitoring practices was partially addressed through the document review. Part of the document review, some relevant literature in the area of public opinion data was consulted in order to address the issue of relevance. A complete list of documentation reviewed is provided in Appendix C. This methodological component also included a review of administrative data maintained and provided by the Program, including results from feedback questionnaires completed by Funding Competition recipients from 2004-2005 and 2005-2006 and project's final reports for both program components (FC and SI).

2.2 Key Informant Interviews

Key informant interviews provide qualitative data based on the perceptions and opinions of individuals who have had a significant role or experience in the CSP, or who have a key stake in it. A total of 21 key informant interviews were conducted with current and former CSP management staff (4), members of the ICCSR (2), and representatives of organizations that received CSP funding (9). While the original design of this component included interviews with external experts, there was a challenge in identifying and contacting candidates with suitable expertise in the program's sphere of activities who were not funding recipients. Outside experts interviewed as part of case studies were familiar with specific projects funded or certain spheres of social research but were not able to comment on the Program specifically. Interview guides were designed to address all of the evaluation issues and were tailored to each respondent group.

Funding recipients were carefully selected to include representation of both the Strategic Initiatives (4) and Funding Competition (5) components, as well as organizations that received funding in different years and for different types of learning materials and activities developed via funded projects (e.g., websites, written materials, audio-visual).

Six interviews were also conducted with representatives of organizations that applied for, but did not receive funding under the Funding Competition component of the Program. These interviews explored the issues of relevance, design and delivery, and looked at whether non-funded projects had proceeded without CSP funding. Every attempt was made to ensure that respondents reflected the different types of material for which they sought funding (e.g., website, books, written material, audio-visual material) and to ensure regional representation.

2.3 Case Studies

Six case studies of a sample of CSP-funded projects were completed as part of this evaluation. Case studies provide a method to examine the outputs, outcomes and impacts of CSP-funded projects and initiatives in greater depth. Case studies were selected to include a number of different types of CSP projects and different streams (2 from Funding Competition and 3 from Strategic Initiatives). As well, *Canadians and Their Government: A Resource Guide* was selected as a case study to examine this sphere of program activity (i.e. learning material internally developed and disseminated).

Each case study involved the review of project-related information and documentation. This included interim and final reporting of the project to the CSP, secondary data available including results of completed feedback questionnaires in the case of Funding Competition projects, as well as any other data available (e.g., website use, statistics on participation, etc.). Each case study also included key informant interviews with individuals associated with each project – with organization or the individual(s) who received the funding to undertake the project; with users of the materials or outputs produced by the project; and any other pertinent stakeholders or experts identified by the funding recipient. The number of interviews that were feasible for each case study varied significantly depending on the nature of the project. Between one and six interviews were conducted for each case study.

2.4 Limitations of the Evaluation

As with any evaluation study, there are a number of limitations associated with this evaluation. The primary weakness of this evaluation is that it is based on a non-experimental design. As

mentioned previously, this evaluation design limits the ability of the evaluation to measure the incremental impacts of the program on funding recipients and end-users. Additionally, the reader is encouraged to take the following limitations into account when reviewing the findings presented in this report.

Impact Measurement

The budget for the evaluation along with the limited data available on the results of projects funded (in terms of program's expected outcomes) as well as the effect on the target group (youth) limit the ability to report on results.

While reports are submitted by funding recipients on project results, this is self-reported information and has not been systematically submitted by clients for all projects and activities. In addition, the final project reports usually include very little information on the project's effect because of the short period after completion and lack of direction on reporting.

Since the last evaluation, feedback questionnaires have been added in order to collect additional data on impacts and outcomes but these have only been collected for projects funded under the Funding Competitions during the period under evaluation. Furthermore, feedback questionnaires were not completed for all project proponents supported by the Funding Competition.

Finally, it is currently impossible, given the nature of the program, to measure the effect of funding on youth. The CSP largely funds external non-profit organizations and federal partners to develop materials and activities. With the exception of *Canadians and Their Government: A Resource Guide*, a publication produced by the CSP, the dissemination of learning materials and products as well as the organization of learning activities is typically the responsibility of the funding recipient and there is no requirement that contact information on users be collected or supplied to the Program. This limits the ability to collect any data on impacts directly from end users, the last program beneficiaries.

Limited External Input on Quality

For the Funding Competition component proposals are reviewed by external assessors for quality control and funds are distributed based on a complete review and on the quality of proposals. Beyond project reporting there is no consistent opportunity for subsequent quality control over materials produced or independent evaluation of the quality of materials or activities produced. A review of the quality of products was beyond the scope of this evaluation.

Possible Bias among Interview Respondents

As noted, interviews with key informants/stakeholders did not include any independent respondents or experts with no stake in the Program. There is a possibility, therefore, that interview respondents had a positive bias towards the Program. However, six interviews with rejected (non-funded) applicants were completed.

3.0 Findings

3.1 Relevance

The Evaluation examined the ongoing relevance and consistency of the CSP with both departmental/governmental and public needs and priorities.

3.1.1 *Relevance to Departmental and Governmental Needs and Priorities*

Evaluation Question #1: Are the program mandate, objectives, activities, outputs and desired outcomes of the CSP still relevant and consistent with departmental and governmental needs and priorities?

Key Findings: The CSP continues to be relevant and consistent with governmental needs and priorities, and is clearly linked to departmental outcomes. This is supported by interview findings, by the approval of additional funding under the Canadian Identity Strategy, and by the ongoing interest and engagement of other federal partners in the development of learning materials.

Relevance to Federal Government Priorities

The Canadian Studies Program represents a strategic investment in Canadian communities, and especially in young people, by helping Canadians establish connections to their history and heritage, creating links between them through their differences, and by preparing them to become active citizens throughout their lives.

Program key informants and ICCSR members agree that the CSP continues to be relevant and consistent with departmental and governmental needs and priorities.

“Other federal departments also express a high level of interest in learning materials, which is reflective of an interest of the government more generally in citizenship and identity.”

CSP key informant

The federal government interest in ensuring Canadians’ access to events, activities and learning materials that reinforce knowledge of Canada’s history and institutions is further supported by the approval in 2009 of the Canadian Identity Strategy, which involves a focus on history and civics. This Strategy focuses on new and young Canadians and builds on existing programs, leading up to Canada’s 150th anniversary in 2017. The Government of Canada also announced in the Fall of 2009, in the context of the renewal of the Department of Canadian Heritage’s Youth Programs, additional funding for CSP, as of 2010-2011 for Action Canada.

Additionally, the 2007 Speech from the Throne refers to the importance of highlighting historical events and specific themes emerge from this Speech. As such the 2008-2009 funding competition had three additional priority areas to reflect topical priorities.¹⁷ Moreover, the 2010 Speech from the Throne once again highlighted the value of a shared understanding of Canadian history that unites Canadians.

Relevance to Departmental Priorities

The relevance of the CSP to departmental priorities is also depicted in the Program's logic model, which clearly links the Program to the PCH Program Activity Architecture (PAA) in effect during the period under evaluation (until March 31, 2009). During this period, the CSP was intended to contribute to the following departmental strategic outcome that "Canadians live in an inclusive society built on intercultural understanding and citizen participation".

3.1.2 Relevance of the Program to National Needs and Priorities

Evaluation Question #2: Does the CSP remain relevant to national needs and priorities identified in terms of knowledge of Canadians of their history and democratic institutions? Are there needs or gaps in knowledge that are not yet being addressed?

Key Findings: The ongoing relevance of the CSP to national needs and priorities is supported by public opinion data which indicates that Canadians continue to exhibit low and possibly declining levels of knowledge with regards to Canadian history, politics and culture. Interview respondents concur with this assessment and identify ongoing gaps in knowledge in the Canadian population that remain to be addressed, supporting the continued need for the Program. Furthermore, interview respondents indicate that a pan-Canadian presence in history education is appropriate and desirable and this view is supported by the public as well as educators.

This was also emphasized by the fact that unfunded applicants interviewed indicate that their project either did not proceed, or proceeded in a much reduced form in the absence of CSP funding.

Relevance to National Needs and Priorities

There is a significant amount of public opinion research available that indicates that Canadians continue to exhibit low levels of knowledge with regards to Canadian history, politics and culture. In fact, data from Dominion Institute polls suggests that there has been an overall decline in knowledge over the past 10 years.

¹⁷ As presented previously in the report, these themes are: 1) slavery and the abolition movement (to underscore the 175th anniversary of the Slavery Abolition Act in 2008); 2) representative government in Canada; and the 3) Indian residential school system in Canada.

A 2001, Ipsos Reid poll revealed that 76 per cent of Canadians were embarrassed by the lack of knowledge that Canadians have about their history. Moreover, despite education falling under provincial jurisdiction, 81 per cent of respondents indicated that they would support a “strong role” for the federal government in setting national standards for teaching history.¹⁸

Also in 2001, the Dominion Institute explored five themes related to the teaching of Canadian history in a survey of heads of high school and *Collège d’enseignement général et professionnel (CEGEP)* history departments from across Canada.¹⁹ They found that 91 per cent of surveyed history/social sciences teachers agreed that it is important for students from across Canada to acquire the same body of historical facts and knowledge; 87 per cent of teachers would support their province participation in the development of national guidelines; and 69 per cent said they would be likely to use a voluntary national history exam as an assessment tool.

The 2007 Ipsos Reid / Dominion Institute National Citizenship Exam 10 Year Benchmark Study found that 60 per cent of surveyed Canadians did not have the basic knowledge required to pass a test similar to the one that newcomers are required to take in order to become Canadian citizens.²⁰ Respondents fared worse in 2007 than they had in 1997, when less than half (45 per cent) of Canadians failed the test.²¹

In the area of civics education, many Canadians appear to be unsure of some basic aspects of Canada’s democratic system. In another Ipsos Reid survey undertaken in 2008, Canadians were split on whether the Prime Minister is directly (51 per cent) or indirectly (49 per cent) elected. Four in ten (42 per cent) indicated that the Prime Minister is Canada’s Head of State, and one in three (33 per cent) thought this title belongs to the Governor General. Only one quarter of respondents correctly identified the Queen as Canada’s Head of State.²² As well, a 2009 Dominion Institute poll revealed that many Canadians cannot identify the names of ten iconic Canadians, both past and present, from a picture provided to them.²³

The ongoing relevance of the CSP in addressing needs and priorities in terms of Canadians’ knowledge of their history and democratic institutions is also underscored by interview respondents (CSP key informants, ICCSR members, funding recipients and non-funded organizations). The consensus view among interviewees is that there is a need for a pan-Canadian or national presence in history education. While education is a provincial responsibility and jurisdiction, these respondents state that provinces are generally focused on the history of their own jurisdiction.

¹⁸ Canadians’ Views on History Education, Ipsos Reid, September 10, 2001.

¹⁹ Analysis of Survey Findings, Dominion Institute / Ipsos Reid, Advance Release, October 19, 2001.

²⁰ To pass the test respondents had to correctly answer twelve of twenty-one questions as is required of persons who take the actual citizenship exam.

²¹ National Citizenship Exam, 10 Year Benchmark Study, Ipsos Reid / Dominion Institute, June 29, 2007.

²² In Wake of Constitutional Crisis, New Survey Demonstrates that Canadians Lack Basic Understanding of our Country’s Parliamentary System, Ipsos Reid, December 15, 2008.

²³ Dominion Institute’s new *Canadians Icons* Survey Reveals Some Not-So-Familiar Faces, Ipsos Reid, June 29, 2009.

“There is a need for a national presence. While education is a provincial jurisdiction, provinces do not look at national history as a high priority”.

CSP key informant

Gaps to Address

Interview respondents across all categories agree that there continues to be gaps in Canadians’ knowledge of history and democratic institutions that need to be addressed. These gaps are seen to be widespread and general. In fact, interview respondents suggest that the needs or gaps are so numerous that it is impossible for the CSP to address them all with its limited budget, describing the CSP as “only one part of the solution”.

Funding recipients identify gaps in Canadians’ knowledge in a wide range of subject areas including Aboriginal culture, Canadian historical figures, military history, Canada-US relations, French/English relations, the geographical history of the country, and Canadian history generally. Funding recipients also identify a need for information dissemination through a wide range of media including books, audio-visual materials and online material. Non-funded applicants identify similar gaps.

The CSP has also identified key gaps to address through its funding. It commissioned the 2004 Historica Foundation Report on Gaps in Resources Available to Deliver History and Social Studies Curricula in Canada, which describes the environment for curricula in this area as complex given the variation across jurisdictions, dual languages, and frequent curriculum changes. However, this report does identify core concepts across curricula notably: citizenship, power and governance; change and continuity; culture and community; the land (people and places); individuals, societies and economic decisions; and global connections. The report further notes that skills and processes outcomes for students across Canada are very similar in nature²⁴. The report was used by the CSP to establish themes for the Funding Competitions.

3.2 Design and Delivery

Under the issue of design and delivery, the Evaluation examined the alignment of the Program logic model and the overall design of the Program; the perceived effectiveness of current management and administrative systems; operational challenges; and the implementation of recommendations from the 2005 evaluation. It should be noted that the discussion of this latter issue has been largely incorporated within the sections to which the recommendation pertained.

²⁴ Final report on the Gaps in Resources Available to Deliver History and Social Studies Curricula in Canada, The Historica Foundation, September 2004.

3.2.1 Program Design and Logic Model

Evaluation Question #3: Does the Program logic model reflect current Program Terms and Conditions and the Departmental PAA?

Key Findings: The Program logic model is clearly linked to the Program's Terms and Conditions and the Departmental Strategic Outcome in effect during the period under evaluation.

The 2005 Evaluation found that the Program's mandate and objectives were very broad and its outcomes unclear. The CSP responded by narrowing the focus of the program to youth and by identifying more measurable program outcomes.

Program Logic Model, the Departmental PAA and Program Terms and Conditions

The 2005 evaluation found that the Program's mandate and objectives were very broad and its outcomes unclear. The CSP responded²⁵ by clarifying the program's objectives to focus on the development of learning materials and activities for young Canadians, in part to address their low level of civic literacy. Based on this focus, the Program also worked towards identifying more measurable outcomes in the CSP 2005 RMAF/RBAF. CSP key informants confirm that some effort was made to focus the objectives of the CSP by specifying outcomes; however, they also state that more could be done to focus the objectives of the Program.

The logic model for the period under evaluation includes the support for learning materials and activities on Canada which are intended to lead ultimately to an increased knowledge of Canadian stories and governance among youth between the ages of 12 to 21 as per the 2005 CSP RMAF-RBAF. As presented previously, the Program's mandate is to encourage Canadians to gain a better understanding of their country, its history, stories, people and systems of government.

The only missing element identified by key informants during interviews was an internal Program activity which involves the development of learning materials related to learning about Canada. As noted in Chapter 1, the Program logic model underwent a slight revision during the development of the Evaluation Framework to address this missing activity.

The document review allows the conclusion that the logic and the hypothesis underpinned by the links between program activities and expected results are credible and valid and clearly reflected in the CSP's Terms and Conditions. Furthermore, the logic

²⁵ Follow-up report to the 2005 Evaluation, January 2006.

model describing the CSP is clearly linked to the Departmental PAA in effect during the period under evaluation. Specifically, the CSP is linked to two PCH outcomes from the PAA²⁶ as presented previously.

3.2.2 Management and Administrative Systems

Evaluation Question #4: Are adequate management and administrative systems in place for effective Program delivery?

Key Findings: Funding recipients express general satisfaction with the support they received from the CSP, both at the proposal development stage and throughout the implementation of their project. However, challenges in current management and administrative systems identified through key informant interviews (internal and external) and document review include:

- The length of the application process and funding decisions and dissatisfaction with feedback received on proposals (interviews with applicants);
- The lack of focus at the proposal review stage on potential project success and outcomes for the Strategic Initiatives component and
- Inconsistent reporting on project results.

The document review and interviews reveal that in term of funding decisions, there is a disconnect between some of the Strategic Initiatives funded and the intended outcomes of the CSP. Not all Strategic Initiatives appear to correspond directly to Program expected outcomes.

In fact, the 2005 Evaluation also recommended that funding for the ACS and other organizations be more closely aligned to Program priorities and outcomes. While efforts have been made to address this recommendation, the ACS “Liaison activities” for instance, as per the contribution agreement, could be better defined to ensure that these activities support the CSP in achieving its stated ultimate outcomes. In addition, it is not articulated in project reporting how funding for these activities meet program objectives and contribute to Program outcomes.

A number of aspects of current CSP management and administrative systems for the Funding Competition and Strategic Initiatives were explored through the document review and key informant interviews (CSP former and current staff, funded and non-funded applicants, members of ICCSR), including the communication of information on the Program, application and review processes presented separately for both components, funding decisions and reporting requirements. Each is discussed in turn below.

²⁶ In effect until March 31, 2009.

a) Communication of Information on the Program

The primary vehicle utilized for the communication of information about the Program is the CSP website; as well as a mass e-mail distribution system to potential Funding applicants. The Program also attends conferences such as the annual Learners Conference and the Ontario History and Social Studies Teachers Association, and other teacher learning events to promote its activities.

Most funding recipients and non-funded applicants interviewed are satisfied with communications about the Program. The same is true for CSP key informants, although a few CSP informants and funding recipients note that the two year absence in the Funding Competition²⁷ created a gap in communications for this component, during which it was not known if or when the Funding Competition would resume.

Furthermore, most funding recipients interviewed report satisfaction with the partnership or relationship between their organization and the CSP; although several note that CSP employee turnover has been a challenge to establishing or maintaining the partnership

b) Application and Review Processes

Funding Competitions (FC)

A few key informants (funded and non-funded applicants) further describe the **application forms** and process as “heavy”, “not user-friendly”, “laborious”, and even “hardly worth bothering with for the amount of funding available”. The information requirements are not considered to be “intuitive” and are described as “complex”. One of the CSP employee interviewed notes also that there is a need to review, update and simplify the application process. Most of the applicant organizations (funded and unfunded), however, did indicate satisfaction with the assistance they received from the CSP during the application process.

Interview respondents were also asked to indicate their satisfaction with the priority area (resulting in Funding Competition Strategic themes) identified for funding. As noted previously, the 2004-2005 and 2005-2006 funding competition themes were followed by a second layer of themes in 2008-2009. CSP key informants suggest that this additional layer of priorities was too specific given the small amount of funding available. Furthermore, they reported that funding recipients were reportedly confused by these themes and were uncertain as to whether a project needed to fit into both in order to qualify for funding.

The **review process** for the Funding Competition involves four steps:

²⁷ As noted in the description of the Program (Chapter 1), the Funding Competition took place in 2004-05 and 2005-06, but not in 2006-07 or 2007-08.

- applications are first reviewed for completeness and eligibility;
- program officers then refer eligible applications to outside expert assessors;
- proposals to be recommended are selected by an internal committee based on their compatibility with departmental/governmental priorities; and
- recommendations are made to the Minister for final decision.

Expert external assessors are provided with a form to guide their assessment of proposals; and are asked to consider whether the project meets the CSP's objectives; whether it meets a priority area or strategic theme; the quality of the project; and to provide an overall analysis of the feasibility, budget, timeline, marketing and distribution of the project.

Key informants express a number of concerns with the existing review process. CSP key informants and applicants (funded and unfunded) comment that the process is "far too lengthy"; and are dissatisfied with the delay between proposal submission and funding decision. Delays in funding are identified by some funding recipients interviewed as resulting in delays in project start-up and occasional difficulties in meeting project deadlines.

The proposal guidelines for the Funding Competition state that the CSP aims to announce all funding decisions within eight months of the submission deadline. For example, the 2008-2009 Funding Competition was launched in December of 2008 with February 16, 2009 being the deadline for proposals. Contribution Agreements were prepared in October 2009 and the first payments made in November 2009. This does not represent a delay for this particular funding competition process. However, no other report was reviewed on the processing time of previous funding competitions, from which interviewees were involved in.

Several funded and unfunded applicants interviewed also express dissatisfaction with the **feedback received on proposals**. Many interview respondents have been in the position of both being awarded and refused funding (varying from proposal to proposal) and note that there is little explanation as to why one project is funded and another is not. As well, a few note that no opportunity is provided to modify a proposal to gain acceptance.

Strategic Initiatives (SI)

In term of SI, proposals may be submitted throughout the year and are reviewed by program staff to determine eligibility.

The Terms and Conditions for Strategic Initiatives specify the **review process**: proposals are first reviewed by program employees for completeness/eligibility, then assessed based on the technical excellence/quality of proposals and the extent to which they address the mission and strategic priorities of the Canadian Studies Program as well as the Department of Canadian Heritage. Favourable consideration is given to projects with a greater reach to Canadians. Following eligibility and project assessment, funding recommendations are made to the Minister.

However, most of CSP key informants feel that the review process in practice is not clear enough for Strategic Initiatives nor are specific themes for funding articulated for this component.

“In terms of Strategic Initiatives, the criteria are ok but it is the way that projects are submitted and reviewed that is a concern – there is no regular process – it is murkier, more nebulous”.

CSP key informant

In the view of these CSP key informants, this leaves the Strategic Initiatives open to a drift between the activities funded by Strategic Initiatives and the objectives of the Program. The CSP funds activities that are not always perceived to be clearly linked to the overall objectives of the CSP and its expected outcomes. Examples cited by CSP key informants include the *Terry Fox Humanitarian Awards*, *June Beach* and the *Governor General’s Leadership Conference*.

c) Funding Decisions

The document review demonstrates that most of the projects funded under the Funding Competition component, which supports the development of learning materials for youth in different formats, reflect generally the Terms and Conditions as well as the objectives and expected outcomes of the Program.

However, based on the review of project final reports it is not clear that all of the projects funded under the Strategic Initiatives component correspond directly to CSP expected outcomes identified in the logic model as well as Program objectives and Terms and Conditions. The interview with CSP key informants corroborate this finding as the Strategic Initiatives were not always perceived to fit clearly within the Program logic, or link to the development of new knowledge about Canada among youth.

For example, the 2008 Governor General’s Canadian Leadership Conference (GGCLC) funded under the SI component, focuses on leadership development with adults or individuals in mid-career.

The GGCLC (900 000\$) objective was to broaden the perspective of future leaders in business, unions and public administration so that their decisions are based on the general welfare of the community. Although the GGCLC Conference addressed the objectives of the CSP in providing participants the opportunity to gain knowledge of Canada and an understanding of national issues, it is unclear how the main objective of the GGCLC fits within the CSP mandate and objectives. Moreover, participants of the 2008 GGCLC were between 28 and 40 years of age, of which 72% were over 35 and 36% from the private sector which doesn’t correspond to the CSP’s target of youth between 12 and 21 years of age.

Two other examples are Terry Fox Humanitarian Awards Program (\$10M funding in 2005-06) and Forces Avenir (\$340 000 between 2004-05 and 2006-07) which involve the provision of recognition and awards for youth engagement and academic performance.

- Forces Avenir consisted, among other things, of a high school ceremony under the “Reconnaissance” component. The ceremony acknowledges honors and promotes university students in Quebec who demonstrate dedication to community projects, as well as their commitment to their academics studies. The project and outcomes focuses on a specific province which could be considered as a regional target. CSP’s Terms and Conditions state that the materials and activities developed must have a pan-Canadian focus – that is, they should not be regionally restrictive in scope.
- The Terry Fox Humanitarian Award recognizes the benevolence of young Canadians and encourages them to continue in their humanitarian work while attending college or university in Canada. In the spring of 2006, the Department of Canadian Heritage provided the program with a \$10 000 000 endowment aimed to increase the number of awards granted each year. The student’s award is paid directly to the academic institution in two instalments. Approximately 20 scholarships go to new recipients each year and about 60 are renewals of awards from prior years. Again, referring to the CSP’s logic model the fit between the project’s goal and CSP expected outcomes is not clear.

It should be noted, however, that these activities funded under the SI component do fit within the PCH-wide expected outcomes and PCH strategic outcomes, just not directly to the CSP expected outcomes, objectives and mandate.

The 2005 Evaluation also noted that the ACS (Association for Canadian Studies) received a significant proportion of CSP funds and that funding for this and other organizations should be closely aligned to Program priorities to ensure the Program achieves its expected outcomes. The follow-up report to the evaluation²⁸ notes that through the renewed Terms and Conditions, the CSP has ensured that all future funding to the ACS and other organizations would be directly related to Program objectives and priorities in order to be eligible for funding, and that they be relevant to the focus on youth. CSP key informants believe that this recommendation was addressed.

For the period under evaluation, the ACS received funds under the project titles The Way Ahead (\$650,000 – 2004-05 to 2006-07), Canada West to East (\$50,000 – 2006-07), Whose History for Whose Future (\$184,750 approved, 2007-08 to 2008-09), The Next Generation (749,250 approved, 2007-2008 to 2009-10), Discovery, Settlement and Struggle: Canada-US Forum on Teaching and Learning History and Geography (\$24,000 – 2008-09). Two of these funded projects (The Way Ahead and The Next Generation) can not be considered as projects per say as they represent a group of on-going activities performed by ACS for a period of 3 years.

²⁸ Follow-up report: Internal annual Departmental exercise to follow-up implementation of program’s actions resulting from recommendations of previous evaluation.

Based on the document review, it is unclear how funding for a group of ACS activities that is not project-specific (that could be defined as on-going) such as their website and liaison activities help the CSP achieve its expected outcomes and stated objectives. This finding is further reinforced by the lack of demonstrated results in The Way Ahead's project final report. Funding of the ACS may, however, support the viability of the organization to accomplish Program objectives. In fact, some CSP key informants state that support of non-governmental organizations that could be at risk of collapse without financial support is an additional important benefit of the CSP.

Finally, in terms of overall Program design, the analysis suggests that there is a lack of clarity between the Funding Competition and Strategic Initiatives, in that similar learning materials and activities have been funded under both. For example, both components have funded the development of books (e.g., *La Salle and the Rise of New France* by Canchron Books and *Tools for Historical Understanding* by the Critical Thinking Consortium were supported under the Funding Competition; while *101 Things Canadians Should Know About Canada* by the Dominion Institute was funded under Strategic Initiatives). Both have also funded the development of magazine and web-based learning materials for teachers (*Canadian Studies Learning Materials* by TEACH Magazine under the Funding Competition, and *What is Knowledge, Peace Freedom* by Paton Publishing under the Strategic Initiatives). It is understood that both should lead to the same set of outcomes but it is not clear as to why both components exist in term of mechanisms to fund projects. The review of funded projects did not always demonstrate a distinct mandate for each of them.

d) Reporting Requirements

Interview respondents (internal and external key informants) were provided with the opportunity to comment on their satisfaction with the reporting requirements of the Program. This was primarily meant to address the funding recipients' level of satisfaction with the project report they are required to complete at the end of the agreement, as well as with the feedback questionnaire they are asked to fill in. The questionnaire is addressed to Funding Competition recipients only.

Most CSP key informants interviewed believe that the reporting requirements are "standard" and express no concerns. However, some funding recipients note that reporting requirements or expectations changed several times over the life of their project with changes in CSP employees, and suggest that a consistent template for project final reports would be preferable to maintain consistency.

In fact, no standardized reporting requirements for funded projects are specified in the Program Terms and Conditions of the Funding Competition and/or Strategic Initiatives components. A review of final reports submitted by project proponents under both the Funding Competition and Strategic Initiatives reveals that there is no consistency in the content and format of final reports. Many reports focus closely on funded activities undertaken as part of the project, and place little emphasis on distribution, reach or

impacts. Some final reports address product marketing and distribution, although data is often limited to a description of the approach with little data provided on success (e.g., take-up).

It should be noted that for some projects, especially Funding Competition projects, recipients are not always yet in a position to report on reach, distribution and impact at the end of CSP funding, since CSP funding for the development of educational resources is only available for the development phase. It may take an additional two to three years for resources to be printed and distributed and for impact data to become available, and by this time, the recipients no longer have reporting obligations tied to CSP funding.

The feedback questionnaire developed for the Funding Competition in 2005 does provide a standard reporting measure for up to three years after the completion of projects, although questionnaires were not completed for all projects.

3.2.3 Operational Challenges

Evaluation Question #5: What (if any) operational challenges have emerged in recent years? What changes to the design and delivery of the Program are required to overcome these challenges?

Key Findings: Operational challenges identified include CSP high employee turnover, limited program resources, the fluctuating nature of the CSP budget, in addition to issues in maintaining focus on stated Program objectives and intended outcomes for Strategic Initiatives.

Operational challenges experienced by the Program were identified through interviews with CSP key informants; no additional information on challenges was available from Program documentation. Challenges identified can be grouped in three categories:

- **Turnover:** All key informants interviewed note that turnover, both at the program officer and management levels, was high during the period under evaluation. The CSP was seen to have suffered from a lack of consistency in direction as a result. Furthermore, a couple of key informant respondents believe that management of the Program would benefit from knowledge of the sector and of Canadian history.
- **Issues in maintaining focus on stated Program objectives and intended outcomes for Strategic Initiative:** As mentioned, most CSP key informant interviewed believe that the management of the Program has been burdened by the transfer of funds and some projects to the Strategic Initiatives component that are not perceived to be clearly consistent with the direct objectives and expected outcomes of the CSP.
- **Limited Program resources and fluctuating nature of the CSP budget:** The planned budget for the CSP was relatively small during the period under

evaluation. This situation resulted in the suspension of the Funding Competition for two years. Furthermore, the fluctuating nature of the CSP budget, with unplanned influx funds from other programs, proved to be a challenge.

Suggestions for improvement provided by interview respondents include: 1) ensuring that CSP management is knowledgeable of the sector and of Canadian history, 2) Introducing a clearer funding process for Strategic Initiatives which is perceived to have the potential to improve the focus on the Program and 3) setting and following strategic directions for the Program.

3.2.4 Establishment of the Interdepartmental Committee on Canadian Studies Resources (ICCSR)

Evaluation Question #6: Have the recommendations from the 2005 evaluation of the CSP been successfully implemented?

Findings pertaining to the recommendations of the 2005 evaluation have been inserted where appropriate throughout this report (e.g., under design and performance measurement). This section highlights action taken on the recommendation concerning the former Interdepartmental Working Group on Educational Materials (IWGEM).

Key Findings: Based on the recommendations of the 2005 evaluation, the CSP commissioned a consultant to review the IWGEM. Following this review, a decision was made to disband the IWGEM and the ICCSR was instituted in its place. While there was some delay in its institution (the ICCSR was established in 2009), this committee is believed to be an effective mechanism for collaboration.

The 2005 evaluation identified a number of weaknesses in the IWGEM. As a result of the evaluation recommendation, a review of the Interdepartmental IWGEM was undertaken by an external consultant. The final report from this study was submitted in February 2008. A decision to formally cease the activities of the IWGEM was then made based on the results of the review.

The study recommended that the CSP create a coordinating mechanism exclusively around the theme of learning about Canada, including civic commitment, citizenship and national symbols. As a result, the Interdepartmental Committee on Canadian Studies Resources (ICCSR) was formed. Its mandate was finalized in March 2009.

CSP key informants interviewed note that the new ICCSR has only recently been established, and that it is too soon to comment on its potential outcomes and effectiveness. However, there is a general sense among key informants that the ICCSR responds to the recommendation made in the 2005 evaluation. The ICCSR is perceived

by CSP key informants as to have the potential to be more useful in advancing the goals of the CSP. ICCSR members interviewed concur with this view. The new ICCSR is described by CSP key informants and ICCSR member respondents as a senior group of individuals, which has the potential to “eliminate duplication between players”, “create synergies”, and “undertake high-level strategic planning”.

3.3 Performance Measurement

Evaluation Question #7: Is an adequate performance measurement strategy in place to account for Program results?

Evaluation Question #8: What, if any, changes to performance measurement are required? Can any improvements be made?

Key Findings: The 2005 evaluation recommended that the Program put in place an effective performance monitoring strategy. The CSP responded to this recommendation with the creation of a performance monitoring strategy within an Integrated Results-Based Management and Accountability Framework and Risk-Based Audit Framework (2005 RMAF/RBAF) and further through the CSP Performance Measurement Framework (CSP2008 PMF).

Current performance measurement for the CSP is based on administrative data, project files (including reports from funding recipients), Funding Competition recipient feedback questionnaires, feedback from partners in the ICCSR, and baseline data from public opinion polls and research by national history organizations. However, many potential performance measurement tools identified in these frameworks have not been developed nor implemented. Performance measurement is largely limited to Funding Competition projects (which represents only 7 per cent of the total grants and contributions); and there is no clear report on Program performance and no mechanism to ensure that performance measurement data or information is utilized in program decision-making.

The 2005 evaluation recommended that the Program put in place an effective performance monitoring strategy. The CSP responded to this recommendation with the creation of a performance monitoring strategy within an Integrated Results-Based Management and Accountability Framework and Risk-Based Audit Framework (RMAF/RBAF) and further through the CSP Performance Measurement Framework (PMF) (October 2008). However, there is no evidence that the CSP PMF-2008 has resulted in any specific actions since its inception. The 2008 document stems from a concern that the performance indicators in the 2005 RMAF/RBAF were not clear, and that the methods to measure performance (including data sources) were neither explicit nor in place.

The CSP's performance measurement strategy is based on continuous and active monitoring of contribution agreements and reporting on project activities. The strategy includes the Program's expected outcomes, performance indicators and data sources and a clear description of specific tools to collect information.

The Program Performance Measurement Strategy relies on the following sources to gather data and report on performance:²⁹

- Administrative Data: Internal files and databases are to provide financial data and information concerning the achievement of program outcomes (number of questions and requests from the public about funding or program publications; website hits, etc.);
- Project files: These files contain administrative data and project progress reports from funding recipients;
- Funding recipient questionnaires: Funding Competition recipients are asked to complete this questionnaire annually for three years following the receipt of funding. This questionnaire collects data on project outcomes;
- Feedback from partners in the IWGEM (now replaced by the ICCSR);
- Baseline data from public opinion polls and research by Canada's national history organizations on general trends in the field of education (e.g., Dominion Institute and ACS).

Additional potential performance measurement data sources and tools in the 2005 RMAF/RBAF and CSP PMF-2008 include case studies, focus groups, questionnaires, and long-term impact studies of clients or end-users of products. Furthermore, the performance measurement framework notes that to best measure performance, the CSP should evaluate recipients and partners who have developed materials or activities under all three components of the Program (FC, SI and SP). Potential measurement tools are identified for each component of the CSP, including recipient questionnaires; review of final products by third party assessors; and case studies. In other words, the CSP has a theoretical performance measurement strategy developed, including indicators and data sources.

Data collected on project outcomes is currently limited to project final reports and to feedback questionnaire data collected for the Funding Competition projects only. As mentioned previously, project final reports are not consistent and information available differed from one project to another and little data is available on project impacts related to CSP expected results. Performance indicators for immediate, intermediate and ultimate outcomes of the Program are identified in the RMAF/RBAF. However, this type of outcome and impact information is rarely provided in final project reports; and there is no evidence of analysis by the Program of information available in final project reports.

The feedback questionnaire developed for Funding Competition projects was designed to reflect CSP outcomes identified in the logic model and seeks information on completed

²⁹ Canadian Studies Program: Performance Measurement Framework. October 2008.

projects in terms of: intended and actual audience; accessibility and use of materials by underrepresented groups; priority areas addressed; success of the project; unanticipated outcomes; awards received; challenges experienced; and how materials contributed to increased knowledge of Canada. This questionnaire was completed by representatives from 12 of 14 funded projects in 2004-2005 (but only 7 of them could be considered as complete) and by eight of the nine projects funded in 2005-2006. CSP key informants note, however, that a feedback questionnaire is under development for Strategic Initiatives. Furthermore, research conducted by the Program provides evidence of satisfaction among users with the internally-developed materials “*Canadians and Their Government*”.

While summary reports of data collected were prepared, no conclusions are drawn in these reports on Program performance and no evidence is available as to how this information was utilized by the Program for decision-making.³⁰

The adequacy of this performance measurement strategy was explored in interviews with CSP key informants. They note that efforts have been made to develop an effective strategy, through the development of an RMAF/RBAF, the CSP PMF-2008 and the creation of a feedback questionnaire for Funding Competition recipients. However, interview findings underscore that performance data play a limited role in supporting ongoing management and decision making. Some of the key informants interviewed note that information is put aside as a result of staff turnover; that there is insufficient analysis of data collected; and that data collected is largely limited to the Funding Competition.

Several CSP key informants note that while performance measurement is still “less than perfect” for the CSP, several challenges associated with the measurement of performance of this Program make it difficult to identify improvements. The comments of interview respondents suggest that the Program has experienced some difficulties in implementing performance measurement.

“The Program can easily measure the number and type of outputs produced. It gets trickier in terms of measuring whether anyone is using what is produced and if they were effective”.

CSP key informant

“Funding such different projects that it is difficult to track impacts, and impossible to combine them into a single set of measures or storyline”.

CSP key informant

3.4 Success

Success measurement of CSP involves measuring the effects of its funding for each expected outcome. The logic model describing the Program consists of immediate, intermediate and ultimate outcomes. It was a challenge to measure the impact of the Program. As stated in the 2005 evaluation, this can be explained by the wide variety of projects and organizations funded and the lack of available Program data on project

³⁰ Decision-making is the process of making a choice between a number of options and committing to a future course of actions.

outcomes and impacts. It is important to note that a lack of data to demonstrate the Program's success results in an inability to draw conclusions on its effect, which does not mean that the Program does not have any impact.

In this section, we highlight activities and materials funded by each component of the CSP, as well as any data available as to the success of the Program in achieving its immediate, intermediate and ultimate outcomes.

3.4.1 Immediate Outcomes

Evaluation Question #9: To what extent has the CSP reached its expected immediate outcomes: a) learning materials and/or learning activities on Canada are developed for youth in priority areas? and

Evaluation Question #10: b) Educators and specialists have opportunities to develop new knowledge related to learning about Canada?

Key Findings: The Funding Competition provided financial support to 23 projects in 2004-05 and 2005-06 to develop a range of products including learning materials (delivered in print and on websites), books and films. All Funding Competition projects link to at least one of the priority areas identified for this component. Not all Funding Competition projects resulted in the intended materials; two films, the development of which was supported by the CSP failed to secure the necessary production support and funding from broadcasters.

A total of 22 Strategic Initiatives were supported over the period under evaluation, including conferences and forums, learning materials, websites, scholarships and research. A significant proportion of budgeted Strategic Initiatives funding went to the ACS. Some Strategic Initiatives were funded through resources transferred into the Program and thus, were not part of budgeted resources.

In addition to the projects supported through the Funding Competition and Strategic Initiatives, the CSP has also actively disseminated the internally developed resource *Canadians and their Government: A Resource Guide*. This resource is intended to address a gap in educational resources for secondary school teachers and students.

Funding Competitions (FC)

The Funding Competition component of the CSP is focused primarily on achieving the first immediate outcome of the CSP (Learning materials and/or learning activities on Canada are developed for youth in priority areas) and funds projects which result in learning materials, activities or tools related to priority areas identified for this component. In 2004-2005, 14 projects were approved out of a total of 37 applications. In 2005-2006, 9 projects were funded from 20 applications.³¹

³¹ Note that there was no Funding Competition in 2006-2007, or 2007-2008 (given lack of resources), and the 2008-2009

Table 3.1 Provides an overview of the number of projects approved each year, as well as the total amount of funding allocated. This table also provides a profile of Funding Competition projects funded in 2004-2005 and 2005-2006, in terms of the amount of funding provided, the province where the funded organization is located, the nature of the activities funded, and the language of materials produced.

Based on Program data³², close to half the projects funded over the two year period involved Ontario-based organizations and roughly one quarter were Quebec-based. Nearly half the projects supported involved some type of web-based component; over four in ten involved the development of educational materials or resources; and roughly one-quarter involved a film or audio-visual component. Finally, over half the projects supported resulted in final products in English; and 35 per cent of final products were available in both official languages. While many projects supported unilingual products, several project proponents responding to the feedback questionnaire indicate that they had intended to have their products translated but had difficulty obtaining funds for translation which limited dissemination.

Table 3.1: Funding Competition: Profile of Approved Projects

	2004-2005 Number of Funded Projects	2005-2006 Number of Funded Projects	Totals
Number of Projects Funded	14	9	23
Total Funding Approved ³³	\$ 567,476	\$ 385,151	\$ 952,627
Amount of Funding Provided Per Project			
Less than \$30,000	5	2	7
Between \$30,000 and \$50,000	4	5	9
Over \$50,000	5	2	7

	2004-2005 Number of Funded Projects	2005-2006 Number of Funded Projects	Totals
Province of Funded Organizations			
Ontario	7	4	11
Quebec	3	3	6
BC	1		1

Competition took place too late to be included in the evaluation.

³² maintained on projects funded in the 2004-2005 and 2005-2006 Funding Competitions, and based on proposals submitted.

³³ Note that some projects are funded over two years.

	2004-2005 Number of Funded Projects	2005-2006 Number of Funded Projects	Totals
Alberta	1	1	2
Nova Scotia	1	1	2
Nunavut	1		1
Type of Project (Each project can fit into more than one category)			
Website	7	4	11
Educational Materials/Resources	4	6	10
Film/Video/DVD	4	2	6
Book	2	1	3
Multimedia/Other	2		2
Language of Materials Produced			
English	10	2	12
French	1		1
Bilingual	3	5	8
English, French and Inuktituk		2	2

More descriptive information on the type of activities and materials supported by the Funding Competition in 2004-2005 and 2005-2006 is available from program documentation, and from the results of key informant interviews and case studies. Projects supported under the Funding Competition in this period focused on development of the following types of materials and products:

- ***Educational materials and resources:*** A range of projects have been supported, many of which have resulted in materials and guides on a range of topics including official languages; cultural diversity; multiculturalism; racism; Inuit culture; and the teaching of music from a multicultural perspective. In some instances, projects included the use of more than one media. For example, some included lesson plans or guides in print as well as on a cd-rom or website.
- ***Websites and web-based products:*** Many Funding Competition projects focused on the web-based delivery of information and materials.
- ***Films and audio-visual products:*** Many film or audio-visual based projects were supported by the Funding Competition. These projects largely supported the research and planning stages of film, television or audio-visual products, including films on Canadian historical figures, on Inuit culture, and a television series on the Charter of Rights and Freedoms.
- ***Books:*** The development of a number of books was supported, including professional resource books for teachers, and the production of one in a series of books on Canadian historical events and figures.

The CSP themes addressed by individual projects were explored in the Funding Competition questionnaire. In this questionnaire, respondents are asked to indicate whether the learning materials produced by the project contributed to their target audience’s learning about Canada in any of the CSP priority theme areas; results are presented in Table 3.2. While data indicates that all priority areas were addressed through the projects funded, no targets were established by the Program for projects by priority area.

Table 3.2: Priority Areas Addressed by Funding Competition Projects Responding to Questionnaire

Priority Areas	2004-2005 ³⁴ # of Projects	2005-2006 # of Projects
Aboriginal Studies	5	6
Canada's Official Languages	3	3
Diversity and Multiculturalism	5	4
Governance and Citizenship	4	3
Canadian History Interpretation Skills	4	6
Total Number of Respondents ³⁵	8	8

Not all Funding Competition projects were able to deliver the materials developed under the CSP funding agreement. In 2004-2005, two Funding Competition projects were not completed. One involved the development of a series of five 60 minute shows (Olive Dickason’s First Nations by Villagers Media Productions) and the other a film (the Race to Ungava by Arcady Films). Both experienced similar obstacles to success: the first project did not proceed as the major broadcaster (Aboriginal Peoples Television Network - APTN) withdrew before the production phase; and the second did not succeed in securing production funding from broadcasters. Decisions by other funding partners are beyond the control of the CSP.

There is also some risk that an organization funded may fail or close doors. One foundation funded in the 2005-2006 Funding Competition (the Heritage Community Foundation)³⁶ has closed its doors permanently (although the project was completed and a final report submitted). Given that not all funded organizations responded to the Funding Competition questionnaire, and that not all projects were included in evaluation interviews and case studies, it is not known if there are any other projects that have not been completed or organizations that no longer exist.

Strategic Initiatives (IS)

³⁴ Note that one project can address more than one priority area; percentages do not add to 100%.

³⁵ Note that one project can address more than one priority area; percentages do not add to 100%.

³⁶ However, the edukit resulting from this project is still online under <http://www.edukits.ca/index2.htm>

A total of 22 Strategic Initiatives projects have been supported during the period under study. A significant proportion of funding has been allocated to projects led by two key partners: the Association for Canadian Studies (ACS) and Historica. The ACS received a total of \$1,447,525 for five projects over this period. The ACS is the only organization receiving ongoing funding from the Program for what can be described as its “core” activities (for its general website, liaison or planning activities, and ongoing research or publications that are not project-specific). In addition to funding for its ongoing activities, the ACS has received funding for discrete projects previously presented in the report.

The following tables provide additional details on Strategic Initiative Funding. Table 3.3 lists the organizations that have received funding from 2004-2005 to 2008-2009, the number of projects funded, and total funding provided by organization.

Table 3.3: Organizations and Projects Receiving Strategic Initiative Funding 2004-2005 to 2008-2009³⁷

Organization	Number of Projects	Total Funding
Association for Canadian Studies	5	\$1,447,525
Historica Foundation	5	\$492,613
Dominion Institute	1	\$29,220
Canada's National History Society	1	\$43,500
Learning Support Council of Canada	2	\$314,700
The Apathy is Boring	1	\$19,500
Terry Fox Humanitarian Awards	1 (conditional grant in perpetuity)	\$10,000,000 (endowment fund)
Juno Beach Centre	1	\$200,000
Paton Publishing	1	\$49,538
Forces Avenir	2	\$470,000
Governor General's Canadian Leadership Conference	1	\$900,000 (occurs every 4 years)
Action Canada	1	\$110,000
Total	22	\$14,076,596

As noted in the presentation of CSP financial resources in Chapter 1, funds for some of these Strategic Initiatives were provided from other sources and were not part of CSP budget resources. These resources were transferred to the Program. These projects include: *the Terry Fox Humanitarian Awards, the Governor General's Leadership Conference (GGLC) and Action Canada.*

Table 3.4 provides a breakdown of Strategic Initiatives based on the nature of the activities funded. Some projects include more than one focus or type of activity (e.g., website and materials).

³⁷ Programme des études Canadiennes – Volet initiatives stratégiques : Liste des organismes et projets financés entre 2004-2005 et 2008-2009.

Table 3.4: Type of Projects Funded Under Strategic Initiatives

Type of Project	Number of Projects Funded (some projects are included in more than one area)
Conferences and Forums	6
Learning Materials	5
Websites	5
Video/Film	1
Research	2
Scholarships and Fellowships	3
Student Election	2
Book	1
Other	3

Strategic Initiatives projects allow the Program to reach its two immediate outcomes. Projects that contribute to the first immediate outcome (learning materials and/or learning activities developed) include projects identified as resulting in learning materials, websites and videos. Strategic Initiatives projects that contribute to the second immediate outcome (provide opportunities for educators and specialists to develop new knowledge related to learning about Canada) appear to have been primarily provided through forums and conferences.

Examples which can be drawn from the case studies conducted include:

- ***ACS Biannual History Conference:*** During the case study of the ACS, it was noted that the CSP has provided support for its biannual conference on history. During the period under evaluation, the CSP provided support to two such conferences; which brought together secondary and elementary teachers with university academics, researchers, government officials, historians, authors and others to share information and resources related to communicating and teaching Canadian history.
- ***Benchmarks of Historical Thinking:*** Although not all work undertaken through this project is directly funded by the CSP, the project provides teachers with opportunities to develop new knowledge and engages them in developing classroom materials and assessment rubrics which are then peer-reviewed and made available to teachers nationally. This project is expected to have broad-based impacts on how history is taught in Canada in the future, which will in turn result in impacts for youth. To date the project has had impacts on curriculum in some provinces and on history and social studies textbooks.

Unfortunately, there is no consistent data available to establish the total number of educators and specialists participating in CSP funded conferences, workshops, networks, one of the most important indicators pertaining to this immediate outcome measurement. Some project final reports provide insight on the reach of their project (i.e. the number of individuals who attended their conferences, etc.). This data will be presented under evaluation question 12 (Table 3.7).

Internal Development of Learning Material

The purpose of *Canadians and their Government: A Resource Guide* was to address a gap in educational resources for secondary school teachers and students. In fact, The Guide was first developed for the Queen's Golden Jubilee and became the responsibility of the CSP on an ongoing basis afterwards.

“In 2002, Canada executed a program of official celebrations for the Queen's Golden Jubilee, including four main elements: celebrations, commemorations, educational material and promotional material. “*Canadians and Their Government: A Resource Guide*” is the educational product that was born out of this program.”
CSP Factsheet 2005

It provides a single national and comprehensive resource for provincial curricula to bridge this gap in a consistent way. Both teachers and students are the target audiences for the resource – which provides teachers' guides and students' activities. *Canadians and their Government* is available free of charge, regardless of the format and is available in both official languages. The activities provided with the Guide use tasks, role-playing, research and discussion-oriented activities to illustrate how government works, encourage responsible citizenship, and challenge youth to understand the many different perspectives that make up Canada.

A process has been started to adapt the existing *Canadians and their Government: a Resource Guide* for primary students, 9 to 11 years of age. The genesis of this project was an identified need for accessible, Canadian-focused, high quality learning materials on Canadian government and constitutional development, which would be useful for elementary level teaching as well as for new Canadians. According to a Departmental scan and needs assessment, teachers have indicated an interest in free, quality civics material provided by the Federal Government to provide an objective and pan-Canadian focus on relevant topics.

Quality of Outputs Produced

CSP key informants interviewed note that they believe the outputs produced as a result of CSP funding are generally of high quality, although there is no formal data to support this view. With respect to the Funding Competition, respondents note that the external peer review process helps to ensure that high quality projects are supported (although this assessment is conducted at the proposal stage only and not of final products). CSP informants note that CSP funded projects or products have won awards in the past, which also suggest that they are of high quality. Endorsements, nominations or awards

identified in feedback questionnaires include: Best Educational Award (professional category) from Digital Alberta; endorsements by the British Columbia Teachers Federation and Saskatchewan Learning; and endorsements from the Assembly of First Nations and the Department of Indian and Northern Affairs Canada. Note that these results pertain only to Funding Competition projects; given the lack of external review or feedback data for Strategic Initiatives.

3.4.2 Intermediate Outcomes

Evaluation Question #11: To what extent has the CSP reached its expected intermediate outcomes: a) Youth have access to learning materials and/or activities to help them learn about Canada?

Evaluation Question #12: b) Educators and specialists use new knowledge related to learning about Canada?

Key Findings: The reach of Funding Competition and Strategic Initiative projects varies significantly. It appears that projects involving learning materials and websites have a much broader reach in terms of total audience; while books and films in general have more limited distribution. Furthermore, there appears to be significant variation in the longevity of dissemination or availability of products; with some being available on an ongoing basis, while others are being distributed for a finite period.

Evidence of the success of the CSP in providing youth with access to learning materials and activities to help them learn about Canada is limited to information available on the target audiences of Funding Competition projects, and to data available for some projects on distribution of materials produced. However, in the absence of data on access or use; distribution and reach must be used as a proxy. As a result, the current evaluation could only partially answer these questions.

Project proponents responding to the feedback questionnaire distributed to Funding Competition funding recipients from 2004-2005 and 2005-2006 were asked to identify their intended and actual audience. Table 3.5 provides an overview of the findings. Elementary and secondary school students and teachers are among the most common targeted audiences for Funding Competition projects, in addition to post secondary professors. While there is a discrepancy between intended and actual audiences for projects in some instances, this difference is not explained in feedback questionnaire responses.

Table 3.5: Intended and Actual Target Audience of Funding Competition Projects

Audience	2004-2005 Funding Competition		2005-2006 Funding Competition	
	Intended # of Projects	Actual # of Projects	Intended # of Projects	Actual # of Projects
Elementary Students	6	5	5	4
Secondary Students	5	5	6	6
Post secondary Students	3	3	4	3
Elementary Teachers	5	5	5	3
Secondary Teachers	5	5	6	5
Post secondary Professors	6	6	6	5
Home-schooled	2	2	3	1
General Public	5	5	3	3
Number of Responses	9		8	

Source: Feedback questionnaires

As presented below, data on the actual reach of projects is available for some, but not all, CSP funded projects under both the Funding Competition and Strategic Initiatives. Table 3.6 provides available information on the reach of Funding Competition projects from 2004-2005 and 2005-2006. This information has been obtained from a number of sources: feedback questionnaires completed by Funding Competition proponents; final project reports; case studies and interviews conducted as part of the evaluation. This data is available for 11 out of the 23 Funding Competition projects. The reach of these projects varies quite significantly. For example, projects targeting schools report reaching anywhere from 8 to over 10,000 schools.

Table 3.6: Data on the Reach of Funding Competition Projects

Project	Year Funded	Type of Project	Data on Reach*
Teach Magazine: Canadian Studies Learning Materials	2004-2005	Learning materials and website	Magazine Distribution: 9,889 elementary schools; 4,972 secondary and 36 post-secondary Website hits: 1,172,069
Critical Thinking Consortium: Tools for Historical Understanding	2004-2005	Book	90 secondary schools, 6 post-secondary
Goldi Productions: The Story of Canada's First Peoples	2004-2005	Website, video and learning materials	Distributed to 50 boards of education
Canchron books: La Salle and the Rise of New France	2004-2005	Book	8 elementary schools, 22 book stores

Project	Year Funded	Type of Project	Data on Reach*
Editions 3D: The Hockey Sweater	2004-2005	Multimedia	500+ elementary schools; 500+ secondary schools 10 book stores 4, 544 web visits
New Federation House: The Native Leaders of Canada	2005-2006	Book, teacher's guide, website	600 elementary schools 1,000 libraries Sales in 6 stores
The Dominion Institute: Lafontaine Baldwin	2005-2006	Public symposium, website, learning materials	800 attendance at symposium 20,000 visits to website; 7,500 viewed materials
Green Lion Productions: Being Innu	2005-2006	Film	1 secondary school, 11 post-secondary, 4 libraries 5 TV channels
Music Research Associates: A World in Music	2005-2006	Learning materials	10,000 elementary schools; 128 post-secondary libraries
Via Musique: Sur les traces de Champlain	2005-2006	CD, Teacher's guide	90 elementary schools, 130 secondary, 22 post-secondary, 25 book stores, 40 libraries
Maroon Films: Little Black School House	2005-2006	Film	8 secondary schools; 18 post-secondary, 14 libraries

Most of the data on reach for the 2004-05 and 2005-06 funding competitions come from the 2008 and 2009 feedback questionnaires respectively

Table 3.7 provides similar data available on the reach of 9 of the 22 Strategic Initiatives funded from 2004-2005 to 2008-2009. This information has been taken from final project reports submitted by funded organizations and from data maintained by the Program on funded projects.

Table 3.7: Data on the Reach of Strategic Initiatives Projects

Project	Year Funded	Type of Project	Data on Reach
The Dominion Institute: The Democracy Project	2004-2005	Guide and website	63 Town Hall meetings involving over 23,000 youth in discussions with 240 different candidates for office A thousand copies of the educational resources guides were distributed to schools, and 1,216 were downloaded from the website Estimated that 66,000 students used the guide 550,204 website hits, with 39,300 distinct users
Apathy is Boring – Youth Friendly Guide Project	2005-2006	Website and workshop	240 people attended the workshop. Other information provided on reach are estimates and not base on actual reach

Project	Year Funded	Type of Project	Data on Reach
ACS: Canada West to East	2006-2007	Conference	450 individuals attended the conference, including 240 teachers
Learning Support Council of Canada: Student Vote	2005-2006	Practice election	2504 schools with 468,753 students who voted
Terry Fox Humanitarian Awards	2005-2006 and ongoing	Scholarships	Up to 80 awarded annually
Paton Publishing: What is knowledge? Peace? Freedom?	2006-2007	Learning materials/lesson plans and website	Distributed to 2,693 elementary schools and 8,079 classrooms. A survey of teachers in the POP! Magazine database revealed that 30 per cent of teachers downloaded the articles and lesson plans; and of these, 70 per cent used all three units
Dominion Institute: 101 Things Canadians Should Know About Canada	2007-2008	Book and website	Media campaign estimated to have reached 2.5 million Website visits: 70,000 6,000 books sold
Forces Avenir	2007-2008	Student awards and media campaign	- 13 student award recipients - Advertising vignettes aired 600 times; estimated reach 2.1 million weekly - The special section was published in daily newspapers with more than 600,000 copies - 12 secondary schools participated in the "testimony and recognition service" in 2007-2008
Governor General's Canadian Leadership Conference	2008-2009	Conference	225 participants

Case studies undertaken as part of this evaluation have supplemented the readily available data on the success of certain projects. While specific reach data (website hits) is not available from the Benchmarks of Historical Thinking project to date, 100 teachers have contributed materials to the Benchmarks website. Teachers have subsequently had the opportunity to put these materials into use in their own classrooms. As these materials become available, impacts on teachers are expected to become much more broad-based. The case study also provides evidence of impacts on provincial curriculum, educational textbook publishers and ministries of education. While this project is expected to potentially have broad-based impacts on how history is taught in Canada in the future, the current impacts are at the level of curriculum and publishing.

Information collected through the case study of *Canadians and Their Government* indicates that between August 2003 and July 2004, 6,735 requests were received for *Canadians and Their Government* material – 4,208 for the English binder, 1,738 for the French binder and 789 for the CD-Rom. As of April 2009, 2,400 copies of the second edition had been distributed. Furthermore, research conducted by the Program indicates that this resource has been well received by users.

As a whole, there is a great deal of variation in the number of people benefiting from the various CSP funded projects. Data available on reach suggest that projects involving learning materials and websites have a much broader reach in terms of total audience than other type of projects as conferences. In particular, some of the projects based on materials distributed electronically as well as in print (e.g., Teach Magazine and Paton Publishing) appear to have the broadest reach in terms of numbers. Books and films in general appear to have a much more limited distribution. However, reach is only one component and is not an indication of the product's quality and impact on youth's knowledge about Canadian stories and governance. These issues will be addressed later in the document.

Finally, many funding recipients note that distribution of products or materials developed through their projects is ongoing (e.g., ongoing distribution or electronic downloading of materials, ongoing sales of books). However, there is significant variation not only in the reach of products resulting from CSP-funded projects, but also in terms of the length of period over which products are distributed or available. Some materials are available in an ongoing manner following completion of a project. Examples include lesson plans developed by TEACH magazine (2005-2006 Funding Competition), and peer-reviewed materials developed through the Benchmarks Project (Strategic Initiatives). Other materials are only available for a discrete time frame, including lesson plans developed by Paton Publishing (2006-2007 Strategic Initiatives), and on-line tools and educational guide developed by the Dominion Institute as part of the Lafontaine-Baldwin Symposium, an event-based project (Funding Competition 2005-2006).

3.4.3 Ultimate Outcomes

Evaluation Question #13: To what extent has the CSP reached its expected ultimate outcome: Youth reached through the Canadian Studies Program increase their knowledge about Canadian stories and governance?

Key Findings: There is little evidence to measure success of the Program in achieving the ultimate outcome which involves increasing knowledge of youth.

Data available from public opinion research conducted by the Dominion Institute (and highlighted in Section 3.1.2) suggests that there has been an overall decline in knowledge of Canadian history, politics and culture in the last decade.

While key informants believe that CSP-funded activities have had discernible impacts in this area, it is also acknowledged that the overall impact is likely limited given the small amounts of funding and wide range of activities supported.

Key informants (from CSP and funding recipients) note that there is no direct evidence of this outcome. CSP projects do reach youth, albeit indirectly. No measures of impacts on

knowledge are available. While these key informants also believe that CSP-funded activities have had discernible impacts, CSP key informants interviewed also note that the overall impact is likely limited given the small amounts of funding and wide range in activities supported.

In the feedback questionnaire distributed to Funding Competition recipients, respondents are asked to demonstrate how materials produced contribute to the target audience's increased knowledge of Canada. Examples of areas where projects are perceived to have increased knowledge of target audiences, based on both interviews conducted and responses to the Funding Competition questionnaires (from the 2004-2005 and 2005-2006 Funding Competitions) include the following:

- Knowledge of First Nations people and Aboriginal culture;
- Increased appreciation of official languages;
- Increased appreciation of cultural diversity;
- Facilitating approaches to teaching English and French as a second language;
- Understanding of democracy in Canada;
- Knowledge of early Canadian history, and our beginning as a country.

It is important to note that these impact areas do correspond closely to the themes identified for the Funding Competition.

Only one of the case studies conducted provided some evidence of impacts of learning among youth. In the *What is Knowledge? Peace? Freedom?* project funded through Paton Publishing, pre and post on-line test surveys were conducted by the project proponent, in order to try and measure the impact of the message in the magazine articles. While the methodology was limited and the response rate unknown, results suggest an improvement in key knowledge areas addressed, i.e. meaning of November 11 and remembrance, key battles, Canada's role in Afghanistan and the role and importance of Canada's veterans.

Student Vote is another example of a project that provides evidence of impacts on youth. This program provides students under the voting age with an opportunity to participate in a non-partisan parallel election experience, during an official election period. Feedback from telephone interviews and data from pre and post participation surveys offer insight on the success of the project. The results of this research indicate that the project was successful in raising the awareness, the interest and the knowledge of the Canadian electoral process and political issues among youth.

However, it should be noted that data available from public opinion research conducted by the Dominion Institute (and highlighted in Section 3.1.2) suggests that there has been an overall decline in knowledge of Canadian history, politics and culture in the last decade. Although this survey was not intended to show causality between knowledge levels of Canadians and CSP funding, it did suggest that the current funding in this area does not have a significant impact on Canadians' level of knowledge about Canada. The CSP is only one player among several jurisdictions, organizations and programs involved

in the development of new quality learning materials and promoting knowledge about Canada. As such, the Dominion Institute poll could not demonstrate whether the situation had actually changed due to the CSP finding or if results might have been worse in its absence.

3.4.4 Unintended Program Impacts

Evaluation Question #14: Have there been any unexpected impacts of the Program (positive or negative)? On youth, educators, partners, non-governmental organizations?

Key Findings: Key informants report that the CSP had an indirect effect on the funded organizations' capacity building.

A number of projects funded under Strategic Initiatives also appear to have impacts on youth's engagement in their community and in the democratic process.

In key informant interviews, a few funding recipients identified unexpected positive impacts that CSP funding had on their organization. One notes that their CSP-funded project has given their organization greater exposure nationally; another states that it has spurred them to develop sources of revenue generation (given that the CSP will not fund 100% of a project's costs). As well, one project proponent was successful in being selected to participate in a four day development program supporting viable start-up companies producing innovative cultural and entertainment works, as a result of the project developed with CSP funds.

A number of projects funded under Strategic Initiatives also appear to have impacts on youth engagement in their community and in the democratic process. For example, projects like Student Vote are intended to engage youth in the electoral process. As well, the Apathy is Boring Project provides non-governmental organizations with tools to help them engage youth in their operations and objectives.

3.5 Cost-Effectiveness

Under the issue of cost-effectiveness, the evaluation examined potential duplication between CSP and other initiatives; the administrative cost ratio of the CSP and potential alternatives. The issue of cost-effectiveness was addressed based on available Program documentation and on key informant interviews. A lack of available data on costs and outcomes associated with similar or comparable programs limits the analysis of cost-effectiveness.

3.5.1 *Overlap or Duplication*

Evaluation Question #15: To what extent does the CSP complement or duplicate existing efforts (federally or provincially) to promote learning about Canada? Does the CSP duplicate or complement existing programs/initiatives?

Key Findings: The role of the CSP in funding externally developed materials and activities is not perceived to duplicate or overlap with other existing efforts. While other federal departments also develop or support the production of learning materials, these efforts are perceived to be complementary. Furthermore, the role of the ICCSR is to mitigate the risk of duplication and ensure partnership. Only one potential area of duplication is identified by a small number of respondents concerning the potential overlap between Canadians and Their Government and the activities of the Library of Parliament.

Key informant interview respondents in all categories were asked to comment on whether the CSP complements or duplicates existing efforts federally or in other jurisdictions to promote learning about Canada. Overall, CSP key informants, ICCSR members and CSP applicants – both funded and unfunded – agree that there is no direct overlap between CSP and other federal or provincial efforts in terms of the external funding of activities and materials on learning about Canada targeting youth. They globally describe CSP as being the only source of funding of its nature.

“The program is unique in funding projects focused on Canadian heritage and history, without being linked to a specific medium (e.g., film, books).”

Key informant

While interview respondents did not identify any direct overlap in terms of the funding activities of the CSP, they nevertheless note that other federal departments do develop materials or have initiatives related to educating Canadians on their history (e.g., the Understanding Canada Program³⁸ located in Foreign Affairs, education of new Canadians by Citizenship and Immigration Canada). These activities were described as complementary however because they do not focus on the same type of beneficiaries. Key informants note that the role of the ICCSR is to mitigate the risk of duplication and ensure partnership through information sharing and strategic planning. However, it should be noted that the ICCRS was at its inception phase during the period under evaluation.

³⁸ Through the Understanding Canada Program, the Department of Foreign Affairs and International Trade fosters a greater knowledge and understanding of Canada, its values and its culture among scholars and other influential groups abroad. The Program consists of a comprehensive set of grants designed to enable foreign international academics to develop and teach courses about Canada, or to undertake research in their own discipline about an aspect of Canada, leading to publication in Canadian and foreign scholarly presses.

Only one area of potential duplication was identified by one ICCSR member and CSP key informants, which concerns the internal publication *Canadians and Their Government: A Resource Guide*. These respondents note that the development and production of this document overlaps with the mandate of the Library of Parliament. The Library of Parliament, with an advisory body composed of teachers, has reportedly been creating classroom materials on this topic for many years.

Alternative sources of funding (in addition to the CSP) were examined in the project case studies. In most instances, additional sources were based on in-kind or matching funds from the project proponent organization (e.g., the ACS, Pillars of Freedom). Other sources of funding included Veterans Affairs (What is Knowledge, Peace, Freedom?) and, for one project, a combination of indirect and in-kind funding from school boards, teachers and ministries of education, as well as cash funding from the Canadian Council on Learning (Benchmarks of Historical Thinking). An environmental scan to identify alternative sources of funding for projects of the type funded by the CSP was beyond the scope of this evaluation. Other sources of funding do however exist; one source of funding identified in the 2005 evaluation is that of the Canada Council for the Arts grants for book publishing and for film and video.

3.5.2 Use of Resources

Evaluation Question #16: Are Program resources being used effectively and efficiently to maximize achievement of results?

Key Findings: The average administrative cost ratio is 30 per cent per year for the period under evaluation. As described later on, the CSP's mandate includes responsibilities beyond the administration of transfer payments and these responsibilities have associated costs. Furthermore, according to staff, given fixed costs and a modest grants and contributions budget, the Program did not benefit from a favourable economy of scale during the evaluation period.

Table 3.8 describes the CSP Expenditures annually for the period under evaluation and administrative cost ratio related to operation costs.

There was a great deal of fluctuation in the administrative cost ratio for the Program during the five year period under evaluation. The administrative cost ratio for the CSP varied from a high of 53 per cent in 2007-2008, to a low of 4 per cent in 2005-2006, the year the Program was tasked with administering the \$10 million endowment fund for the Terry Fox Humanitarian Awards. The average administrative cost ratio per year is 30 per cent.

Table 3.8: CSP Expenditures Annually from 2004-2005 to 2008-2009

Expenditures	Actual Annual Expenditures					
	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	Average
Totals - Grants & Contributions (Vote 5)	1,102,035	10,858,980	1,096,060	512,574	1,693,783	
Totals - Operating (Vote 1) ³⁹	569,172	480,103	463,586	587,188	715,664	
Total Expenditures	1,671,207	11,339,083	1,559,646	1,099,762	2,409,447	
Administrative cost Ratio	34%	4%	30%	53%	30%	30%

* The administrative cost ratio includes expenditures on all CSP activities, including those outside the scope of transfer payment administration as described below.

In general all project-based funding programs have administrative expenses associated with project solicitation and selection process (e.g., coordination of assessment committees, quality analyses), management of contribution agreements, and monitoring and reporting requirements. In addition to these, the Program staff describe additional roles and responsibilities of the CSP, along with associated expenses, that could be summarized as:

1. Interdepartmental coordination (Strategic Partnerships), (associated costs relate to administering the activities of the Interdepartmental Committee on Canadian Studies Resources, as well as facilitating projects emanating from member departments),
2. Production and distribution of resources to Canadians (*Canadians and Their Government*), (associated costs include: printing, storage, distribution, promotion, updates, Web Site, etc.),
3. Departmental support on issues related to civics, history and education (i.e. preparations for a History Summit, relations with Council of Ministers of Education, Canada, production of gap analyses on educational materials, etc.),
4. Maintenance of the evaluators network to review proposals and,
5. Administration of transfers to and from other federal departments.

In term of solicitation and selection process, the document review reveals that the CSP's Funding Competition received 37 proposals in 2004-05 and 20 proposals in 2005-06, of which respectively 14 and 9 projects were funded. Over the 5 year period under evaluation a total of 22 Strategic Initiative projects and 2 Strategic Partnerships were funded.

³⁹ Includes costs associated with the recipients audit, the summative evaluation and the 2005 youth survey but excludes EBP (Employee Benefit Plan) and accommodation costs.

Furthermore, as noted previously, the activities of the initial Interdepartmental Working Group on Educational Materials (IWGEM) were suspended following the 2005 evaluation and a formal decision to disband the group was made in February 2008. The ICCSR was instituted in its place but its mandate was not finalized until March 2009.

Based on interview findings, the CSP work pertaining to *Canadians and Their Government* mainly focused on the printing, promotion and distribution of the guide that was developed prior to the evaluation period, although some work has been started to adapt the existing the material for primary students, 9 to 11 years of age. The Guide was updated in 2007-08 and sections were expanded (i.e. Activity 4 was expanded from “First Women in Provincial and Territorial Legislatures” to encompass more broadly “First Women in Government”.)

There is no perfect comparison possible and some Program’s specificities lead to different level of operating costs. Nevertheless, for information purposes, the administrative cost ratios for some other funding programs during the period under study were:

- *2009: Canadian Arts and Heritage Sustainability Program (CAHSP): 16 per cent.*⁴⁰

The CAHSP provides grants and contributions to help strengthen the organizational, administrative and financial effectiveness of cultural, arts and heritage organizations, and to celebrate and support Canadian communities’ achievements in arts and culture. This program’s average yearly budget is close to \$23M/year larger than the CSP budget.

- *2007: Celebration, Commemoration and Learning Program (renamed the Celebration and Commemoration Program); 31 per cent for the Canada Celebrates! Component.*⁴¹

This program provides Canadians with opportunities to learn and understand more about each other, to involve them in nation building and to recognize Canadian achievement through celebrations and commemorative events. Under its Learning component, the program makes educational materials and resource guides available to teachers to stimulate learning about Canada’s history. The 2007 CCLP evaluation states that currently, the Program incorporates a learning focus to the extent possible in the activities under its Celebration and Commemoration components.

In terms of comparison to other PCH programs, CSP is probably most similar to the Celebration, Commemoration and Learning Program; which had several funding components (including for learning materials), an external review process for one component, and an interdepartmental advisory committee.

⁴⁰ <http://www.pch.gc.ca/pgm/em-cr/evaltn/2009/2009-03/index-eng.cfm>

- *2007: Canada Music Fund, administered by PCH and third-party administrators: 15 per cent; ⁴²*

Funds music artists, entrepreneurs and non-for-profit organizations that are involved in the creation, publishing, production, promotion, distribution and preservation of Canadian musical sound recordings. The program also undertakes monitoring and analysis of major trends likely to affect the performance of Canada's sound recording industry. For the period 2006-2007 to 2009-2010, the annual budget of the CMF is \$27.75 million. However, It is should be noted that this Program is administered by PCH and third-party administrators.

- *2007: National Arts Training Contribution Program (renamed the Canada Arts Training Fund - CATF): approximately 4 per cent.⁴³*

This Program supports independent, non-profit, incorporated, Canadian organizations that specialize in training artists. The program provides support on a multi-year or annual basis for the ongoing operational activities of the professional arts programs.

There are some similarities between the CSP and the CATF in that both rely upon external assessors and have similar staff structures. However, the CATF grants and contribution resources (\$22.7M for 2010-2011) are substantially higher than that of the CSP.

The opinions of CSP and ICCSR member respondents is that overall, the Program is cost-effective. However, they also state that this area merits attention. Respondents note that factors that have undermined efficiency of the program are:

- The relatively limited grants and contribution resources of the Program – smaller budget (smaller per project funding) programs are often more costly in administrative terms compared to programs that administer larger funding amounts due to base overhead costs associated with management and monitoring of the funding process (regardless of the size of the agreement). Given fixed costs and a modest grants and contributions budget, the Program did not benefit from a favorable economy of scale during the evaluation period; and
- A need to sharpen the application process to optimize the funding cycle for the Funding Competition program and focus the funding decisions for Strategic Initiatives on Program expectations.

The current analysis corroborates the 2005 evaluation findings. The design of the Program seems complex and the Program's grants and contributions budget is modest for

⁴¹ <http://www.pch.gc.ca/pgm/em-cr/evaltn/2007/2007-05/index-eng.cfm>

⁴² <http://www.pch.gc.ca/pgm/em-cr/evaltn/2007/2007-04/index-eng.cfm>

⁴³ <http://www.pch.gc.ca/pgm/em-cr/evaltn/2007/2007-03/106-eng.cfm>

a program with three funding components (Funding Competitions, Strategic Initiatives and Strategic Partnerships).

3.5.3 Alternative Approaches/Improvements

Evaluation Question #17 Are there alternative approaches to the CSP that could be more cost-effective for promoting learning about Canada?

Key Findings: Interview respondents were unable to identify alternatives to the Program. Since provinces are focused on their own jurisdiction and primarily on school curriculum, the consensus view among respondents is that achieving the objectives of this Program requires national coordination and that the CSP must remain at the federal level.

The question of whether there are potential alternative approaches to the CSP that would be more cost-effective to promote learning about Canada was explored with interview respondents. Respondents across all categories, however, could not identify any alternatives to the Program, describing this Program as “important” or “essential”. Funding recipients interviewed were asked specifically about the potential to transfer this Program to the provincial jurisdiction, private sector or non-profit sector. Interview respondents across all categories agreed that achieving the Program outcomes requires national coordination and, therefore, must remain at the federal level. Several interview respondents note that provinces are focused on their own jurisdiction and primarily on school curriculum. They further note that it would not be appropriate for them to fulfill this role nor would they be willing to. The non-profit sector is seen as being the only source for “getting the work done”, but lacking the financial resources and capacity to achieve CSP objectives.

Rather than identifying alternatives, funding recipients and non-funded applicants interviewed identified a number of potential improvements or suggestions to increase the effectiveness of the CSP. These are:

- **Increased funding:** Several funding recipients and non-funded applicants note that CSP funding is limited or has declined in recent years. Several funding recipients suggest that an increase in overall funding for projects as well as an increase in the amount available per project would lead to “better and more substantive project proposals”.

“It is important for government programs to recognize the potential to kick-start things and look for innovation. However, the CSP does not have enough money at the present time to attract innovative projects”.
Key informant interview

- ***Focus on external funding:*** Several CSP key informants believe that the CSP and PCH lack internal resources to successfully develop and disseminate materials internally; suggesting that this is not an efficient use of CSP resources. As well, *Canadians and Their Government: A Resource Guide* is perceived to be a potential source of overlap with the Library of Parliament. As a result, some interview respondents believe that this type of publication should be the responsibility of the Library of Parliament and not CSP.
- ***Increased focus on funding of innovative internet-based approaches:*** A small number of respondents suggest an increased focus on funding projects which make innovative use of new technologies and the Internet to increase the impact and reach of the CSP.

“We need to make sure that quality content is available electronically on Canadian history, civics and culture as this is the “way of the future” in learning”. Key informant interview

4.0 Conclusions

4.1 Relevance

The CSP continues to be relevant and consistent with governmental needs and priorities, and is clearly linked to Departmental outcomes.

The ongoing relevance of the CSP to national needs and priorities is supported by public opinion data which indicates that Canadians continue to exhibit low and possibly declining levels of knowledge with regards to Canadian history, politics and culture. Interview respondents concur with this assessment and in knowledge in the Canadian population that remain to be addressed, supporting the continued need for the Program.

This was further emphasized by the fact that unfunded applicants interviewed indicate that their project either did not proceed, or proceeded in a much reduced form in the absence of CSP funding.

4.2 Design and Delivery

Program Design and Logic Model

The 2005 Evaluation found that the Program's mandate and objectives were very broad and its outcomes unclear. The CSP responded by narrowing the focus of the Program to youth and by identifying more measurable program outcomes (new logic model). This Program logic model is clearly linked to the Program's Terms and Conditions and the Departmental Strategic outcome outlined in PCH Program Activity Architecture (PAA) in effect during the period under evaluation.

Management and Administrative Systems

Funding recipients express general satisfaction with the support they received from the CSP, both at the proposal development stage and throughout the implementation of their project. However, challenges in current management and administrative systems identified through key informant interviews (internal and external) and document review include:

- The length of the application process and funding decisions and dissatisfaction with feedback received on proposals (interviews with applicants);
- The lack of focus at the proposal review stage on potential project success and outcomes for the Strategic Initiatives component and
- Inconsistent reporting on project results.

In fact, the evaluation demonstrates that most of the projects funded under the Funding Competition component, which supports the development of learning materials for youth in different formats, reflect in general the Terms and Conditions and the objectives and expected outcomes of the Program. However, there is a disconnect between some of the

Strategic Initiatives and the intended outcomes of the CSP. While the logic model closely reflects the activities of the Funding Competition, not all Strategic Initiatives appear to correspond directly to Program expected outcomes.

Given the competitive nature of the Funding Competition, this component provides the most open method of funding for learning materials and opportunities. However, the Program's grants and contributions resources have largely been directed to Strategic Initiatives, and particularly to the ACS. It should be noted that the Strategic Initiatives are not subject to the review of external assessors, unlike applications to the annual Funding Competition.

In fact, the 2005 Evaluation also recommended that funding for the ACS and other organizations be more closely aligned to Program priorities and outcomes. While efforts have been made to address this recommendation, the ACS "Liaison activities" for instance, as per the contribution agreement, could be better defined to ensure that these activities support the CSP in achieving its stated ultimate outcomes. In addition, it is not articulated in project reporting how funding for these activities meet program objectives and contribute to Program outcomes.

Operational challenges identified include CSP high employee turnover, limited program resources, the fluctuating nature of the CSP budget, in addition to issues in maintaining focus on stated Program objectives and intended outcomes for Strategic Initiatives.

2005 Evaluation Recommendation in Regard to the Establishment of the ICCSR

Based on the recommendations of the 2005 evaluation, the IWGEM was reviewed. Following this review, a decision was made to disband the IWGEM and the ICCSR was instituted in its place. While the ICCSR was only established in 2009, this committee is believed to be an effective mechanism for collaboration.

4.3 Performance Measurement

The 2005 evaluation recommended that the Program put in place an effective performance monitoring strategy. The CSP responded to this recommendation with the creation of a performance monitoring strategy within an Integrated Results-Based Management and Accountability Framework and Risk-Based Audit Framework (2005 RMAF/RBAF) and further through the CSP Performance Measurement Framework (CSP PMF-2008).

Current performance measurement for the CSP is based on administrative data, project files (including reports from funding recipients), Funding Competition recipient feedback questionnaires, feedback from partners in the ICCSR, and baseline data from public opinion polls and research by national history organizations. However, many potential performance measurement tools identified in these Frameworks have not been developed and implemented. Performance measurement is largely limited to Funding Competition

projects; otherwise there is no clear report on Program performance and no mechanism to ensure that performance measurement data or information is utilized in program decision-making.

4.4 Success

Immediate Program Outcomes

The CSP supported projects 1) aimed at developing learning materials and activities on Canada for youth and 2) to provide educators and specialists with opportunities to develop new knowledge related to learning about Canada.

The Funding Competition provided financial support to 23 projects in 2004-05 and 2005-06 to develop a range of products including learning materials (delivered in print and on websites), books and films. All Funding Competition projects link to at least one of the priority areas identified for this component. However, not all Funding Competition projects resulted in the intended materials; two films the development of which was supported by the CSP, failed to secure the necessary production support and funding from broadcasters.

A total of 22 Strategic Initiatives were supported over the period under evaluation, including conferences and forums, learning materials, websites, scholarships and research. Some Strategic Initiatives were funded through resources transferred into the Program (and were not part of budgeted resources). Moreover, it should be noted that a significant proportion of budgeted Strategic Initiatives funding went to the ACS.

In addition to the projects supported through the Funding Competition and Strategic Initiatives, the CSP has also actively disseminated the internally developed resource *Canadians and their Government: A Resource Guide*. This resource is intended to address a gap in educational resources for secondary school teachers and students.

Intermediate Program Outcomes

Evidence of success in providing youth with access to learning materials and activities to help them learn about Canada is limited to information available on the target audiences of Funding Competition projects, and to data available for some projects on distribution of materials produced. As a result, the current evaluation could only partially answer these questions.

In the absence of data on access or use, distribution and reach must be used as a proxy. The reach of Funding Competition and Strategic Initiative projects varies significantly. It appears that projects involving learning materials and websites have a much broader reach in terms of total audience; while books and films in general have a more limited distribution. Furthermore, there appears to be significant variation in the longevity of dissemination or availability of products; some are available on an ongoing basis, while others are distributed for a finite period.

Ultimate Program Outcome

There is little direct evidence to measure success of the Program in achieving its ultimate outcome "Youth reached through the Canadian Studies Program increase their knowledge about Canadian stories and governance".

Data available from public opinion research conducted by the Dominion Institute (and highlighted in Section 3.1.2) suggests that there has been an overall decline in knowledge of Canadian history, politics and culture in the last decade. While key informants believe that CSP-funded activities have had discernible impacts in this area, they also acknowledge that the overall impact is likely limited given the small amounts of funding and wide range of activities supported.

Unintended Program Impacts

Key informants report that the CSP had an indirect positive effect on the funded organizations' ability to build capacity. Also, a number of projects funded under the Strategic Initiatives appear to impact on youth engagement in their community and in the democratic process.

4.5 Cost-Effectiveness

Overlap or Duplication

The role of the CSP in funding externally developed materials and activities is not perceived to duplicate or overlap with other existing efforts. While other federal departments also develop or support the production of learning materials, these efforts are perceived to be complementary. Furthermore, the role of the ICCSR is to mitigate the risk of duplication and ensure partnership. Only one potential area of duplication has been identified by a small number of respondents concerning the potential overlap between the production of *Canadians and Their Government: A Resource Guide* and the activities of the Library of Parliament.

Use of Resources

The average administrative cost ratio is 30 per cent per year for the period under evaluation. As described, the CSP's mandate includes responsibilities beyond the administration of transfer payments and these responsibilities have associated costs. Furthermore, according to staff, given fixed costs and a modest grants and contributions budget, the Program did not benefit from a favorable economy of scale during the evaluation period. Difficulties were encountered when trying to compare the administrative cost ratio of the CSP to other programs.

Alternative Approaches

Interview respondents were unable to identify alternatives to the Program. Since provinces are focused on their own jurisdiction and primarily on school curriculum, the

consensus view among respondents is that achieving the objectives of this Program requires national coordination and that the CSP must remain at the federal level.

5.0 Recommendations, Management Response and Action Plan

Recommendation #1: CSP management should identify realistic and measurable expected results that are aligned with the program's objectives and would support effectively the demonstration of the program's attribution to the changes sought by its intervention on the target population.

The evaluation findings show that the logic and the hypothesis underpinned by the links between program activities and expected results are credible and valid. However, significant difficulties associated with the assessment of the real effects of the program in terms of the intermediate and ultimate outcomes, lead to the conclusion that the logic model needs to be revised. The current level of expected results does not allow for a measure of the impacts of the program nor do they permit to conclude adequately on its attribution to the results. For example, it is unrealistic to try to measure the impact on the knowledge of youth, from an educational research project financed by a grants and contributions program that only indirectly reaches its intended target audience.

Management response — Accepted

The Program is preparing for the renewal of its authorities by March 31, 2011 and has already initiated a systematic review, revision and refocusing of its terms and conditions (Ts&Cs), component structure, assessment tools, logic model and associated performance measurement framework. As part of the process, the Program will revise its Performance Measurement, Evaluation and Risk Strategy (PMERS), in collaboration with PCH Evaluation Services.

Implementation date:

- 2010-2011 – Review of existing program Ts&Cs and PMERS
- 2011-2012 – Implementation of revised Ts&Cs / PMERS as of April 1, 2011 – subject to authority being granted.

Responsibility:

Director General, Citizen Participation Branch

Recommendation #2: CSP management should take the necessary means to ensure that all funded projects through the Strategic Initiatives component are aligned with the program's objectives and Terms and Conditions, and demonstrate a contribution to the expected results.

Despite a selection review process in place, the evaluation findings reveal that in terms of funding decisions, there is a gap between a number of Strategic Initiatives funded and the intended outcomes of the CSP.

Management response — Accepted

The Program is preparing for the renewal of its authorities by March 31, 2011 and has already initiated a systematic review, revision and refocusing of its terms and conditions (Ts&Cs), component structure, assessment tools, logic model and associated performance measurement framework.

The Program has reviewed and enhanced its processes to more clearly align projects with program objectives and results, including the revision of its Funding Applicants' Guides.

Implementation date:

- 2010-2011 – Revisions to Funding Applicants' Guides (Completed)
- 2010-2011 – Review of existing program Ts&Cs and PMERS
- 2011-2012 – Implementation of revised Ts&Cs / PMERS as of April 1, 2011 – subject to authority being granted.

Responsibility:

Director General, Citizen Participation Branch

Recommendation #3: CSP management should improve its performance measurement strategy and ensure that adequate data collection and analysis are performed to allow an effective program monitoring and support future evaluations. More specifically, CSP management should:

Develop data collection tools aligned with the expected results for all program components. These tools should include a standardized template to share with all funded recipients for the production of project final reports that would capture relevant data on the results of funded activities.

CSP management has redeveloped and improved the Program theoretical performance measurement strategy several times by identifying themes, indicators and data sources.

However, the current evaluation identifies a need to implement an adequate and functional performance measurement strategy.

Besides the feedback questionnaire administered to the Funding Competition recipients, which represents only 7% of the funding allocated during the period under review, there was no data collection tool used to gather information from funding recipients of the Strategic Initiatives or Partnerships components. Furthermore, the project final reports, which are submitted shortly after the funding allocation period, do not provide the required information needed for performance measurement and subsequent evaluation of the program. In addition, the variability of their content and structure makes them challenging to analyse and decreases their usefulness for further reporting.

Management response — Accepted

Because of the time-lag between the Program's investments in projects and their deployment, data collection and analysis can be a challenge. To address this limitation, the Program implemented in 2008 a three-year follow-up questionnaire for Funding Competition recipients. In 2009, a similar questionnaire was developed and implemented for Strategic Initiatives recipients. Furthermore, the Program incorporates since 2009 enhanced performance measurement and project results data collection in its agreements with recipients. The Program is developing and will implement a standardized final reporting template to be used by Program funding recipients to capture relevant data on investment results and their link to Program expected results.

The Program is preparing for the renewal of its authorities by March 31, 2011 and has already initiated a systematic review, revision and refocusing of its terms and conditions (Ts&Cs), component structure, assessment tools, logic model and associated performance measurement framework. As part of the process, the Program will revise its Performance Measurement, Evaluation and Risk Strategy (PMERS), in collaboration with PCH Evaluation Services.

Implementation date:

- 2008-2009 and 2009-2010– Development and implementation of follow-up questionnaire for Funding Competition recipients and Strategic Initiatives recipients (Completed)
- 2009-2010 – Funding agreements incorporate enhanced performance measurement and project results data collection (Completed)
- 2010-2011 – Review of assessment processes and redesign to improve accountability, including the development and implementation of standardized final reporting template
- 2010-2011 – Review of existing program Ts&Cs and PMERS
- 2011-2012 – Implementation of revised Ts&Cs / PMERS as of April 1, 2011 – subject to authority being granted.
- 2010-2011 and ongoing – annual analysis of program investment results

Responsibility:

Director General, Citizen Participation Branch

Recommendation #4: CSP management should explore ways to improve the efficiency of the program, especially with regards to its administrative cost ratio.

Difficulties were encountered while trying to compare the administrative cost ratio of the CSP to other programs. CSP management should explore its level of operating costs to deliver the program to improve efficiency

Management response — Accepted

The CSP differs in many ways from other federal funding programs whose sole business is the administration of grants and contributions. The Program's mandate includes responsibilities beyond the administration of transfer payments and these have associated costs. The Program uses a significant amount of operating funds as "project funds" in direct pursuit of its objectives to build partnerships in the area of learning materials and activities on Canada.

The Program accepts that there are additional efficiencies to be found within the existing program delivery structure. Due to an important infusion of new program funds in the fall of 2009 and administrative efficiencies sought, the administrative ratio of direct operating costs of the Program will decrease to roughly 13% in 2010-11.

Program management will take the opportunity presented by the renewal of its program authorities in 2011-2012 to examine program delivery in order to identify opportunities for further savings while maintaining accountability, attaining program results and providing an adequate level of services to clients.

Implementation date:

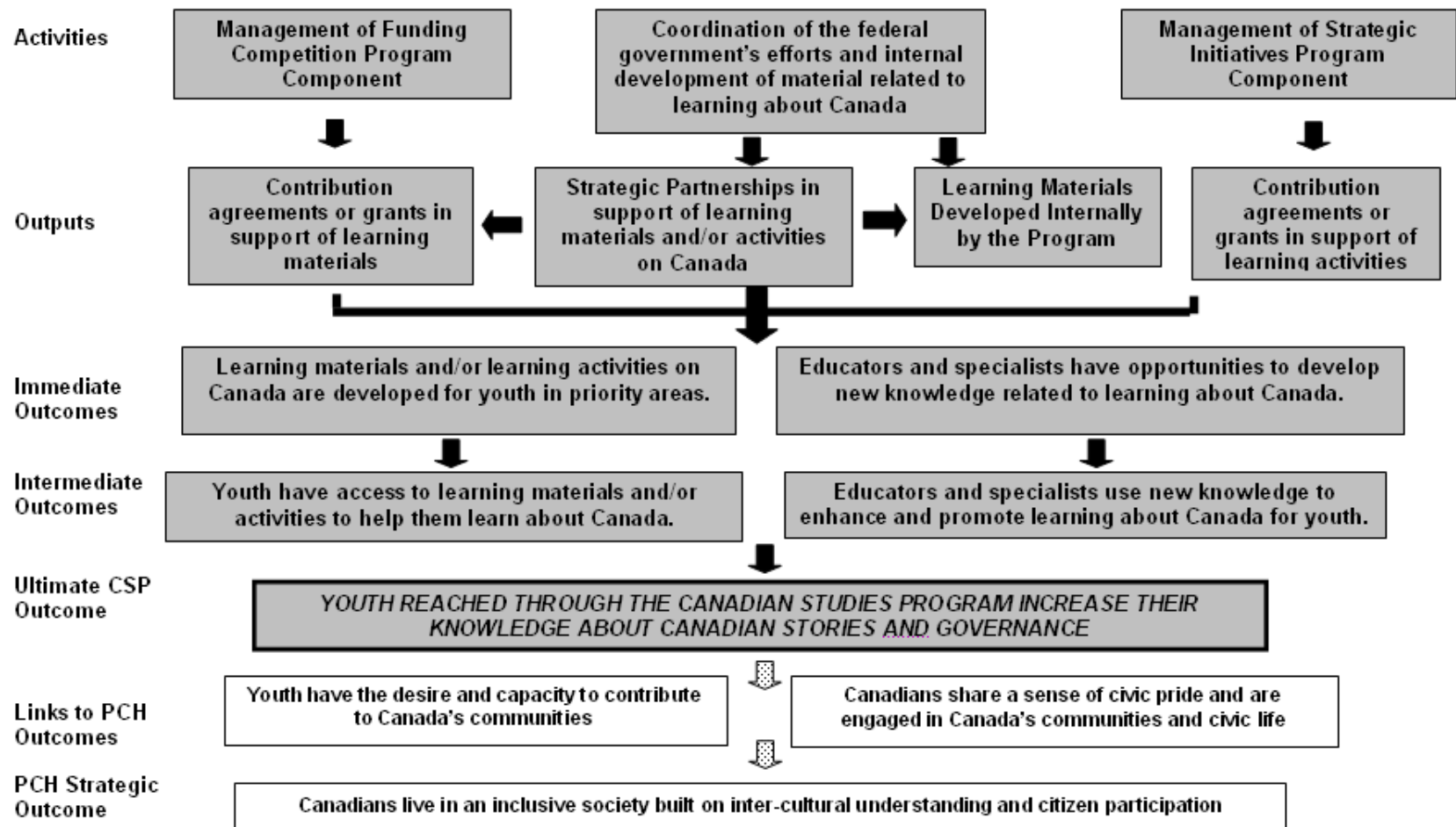
- 2010-2011 and ongoing - annual analysis of direct operating costs.

Responsibility:

Director General, Citizen Participation Branch

Appendix A – Logic model

Canadian Studies Program Logic Model: 2004/2005 to 2008/2009



Appendix B – Evaluation Matrix

Table 3.1: Evaluation of the Canadian Studies Program – Matrix of Issues, Questions, Indicators and Methods

Evaluation Issue	Performance Indicator	Methods
Relevance		
1. Are the program mandate, objectives, activities, outputs and desired outcomes of the CSP still relevant and consistent with departmental and governmental needs and priorities?	<ul style="list-style-type: none"> › The level of consistency between CSP objectives, activities, outputs and desired outcomes and departmental, public policy needs and priorities, as identified by program and departmental documents › Views of key informants regarding whether the CSP's objectives, activity areas, outputs and desired outcomes are consistent with departmental and governmental needs and priorities 	<ul style="list-style-type: none"> › Key informant interviews (CSP management, ICCSR members) › Document review
2. Does the CSP remain relevant to national needs and priorities identified in terms of knowledge of Canadians of their history and democratic institutions? Are there needs or gaps in knowledge that are not yet being addressed?	<ul style="list-style-type: none"> › The level of consistency between CSP objectives, activities, outputs and desired outcomes and national needs and priorities, as identified by available literature and statistics › Views of key informants regarding whether the CSP's objectives, activity areas, outputs and desired outcomes are consistent with needs and priorities › Perception of the appropriate federal role in this program area, including federal role in the internal production and dissemination of learning materials › Views regarding any needs or gaps which have not yet been addressed 	<ul style="list-style-type: none"> › Key informant interviews (CSP management, funding recipients, partners, ICCSR members, experts) › Literature review › Case studies › Interviews with non-funded organizations from the Funding Competition
Design and Delivery		
3. Does the Program logic model reflect current Program Terms and Conditions and the departmental PAA?	<ul style="list-style-type: none"> › Program Terms and Conditions relative to the expected outcomes – need for modifications to the logic model/outcomes for the Program 	<ul style="list-style-type: none"> › Document, file and internal data review

Evaluation Issue	Performance Indicator	Methods
4. Are adequate management and administrative systems in place for effective program delivery?	<ul style="list-style-type: none"> › Perceptions of extent to which the program is delivered effectively including application process, review process, funding decisions, administrative structures, selection criteria, etc. › Identification of potential improvements to the delivery process 	<ul style="list-style-type: none"> › Key informant interviews (CSP management, funding recipients, partners, ICCSR members, experts) › Document, file and internal data review › Case studies › Interviews with non-funded organizations from the Funding Competition
5. What (if any) operational challenges have emerged in recent years? What changes to the design and delivery of the program are required to overcome these challenges?	<ul style="list-style-type: none"> › Operational constraints identified, and perceived impact of operational constraints › Views on how constraints have or could be addressed 	<ul style="list-style-type: none"> › Key informant interviews (CSP management, partners)
6. Have the recommendations from the 2005 evaluation of the CSP been successfully implemented?	<ul style="list-style-type: none"> › Evidence of the implementation or action on conclusions and recommendations from the 2005 Evaluation › Perceived effectiveness of new ICCSR in terms of composition and functioning › Anticipated impacts and outcomes of the ICCSR › Extent to which the ICCSR is perceived to have addressed concerns/weaknesses identified in the IWGEM identified by the 2005 evaluation 	<ul style="list-style-type: none"> › Document review › Key informant interviews (CSP management, ICCSR members)

Performance Monitoring and Measurement

7. Is an adequate performance measurement strategy in place to account for Program results?	<ul style="list-style-type: none"> › Current monitoring processes › Adequacy of performance measurement mechanisms and system in place: <ul style="list-style-type: none"> ☒ Extent to which the performance indicators accurately reflect outputs and results (Accuracy) ☒ Extent to which ECP data capture and reporting capacity (including external measurement project reporting) correspond to expectations outlined in the performance measurement framework (Accuracy) ☒ Extent to which the performance data being collected is accurate and complete (Quality) ☒ Extent to which information and data can be collected (Availability) › Extent to which the performance data supports decision-making and departmental accountability requirements (Usefulness) 	<ul style="list-style-type: none"> › Document, file and internal data review › Key informant interviews (CSP management)
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Evaluation Issue	Performance Indicator	Methods
8. What, if any, changes to performance measurement are required? Can any improvements be made?	<ul style="list-style-type: none"> › Identification of potential changes and improvements to CSP performance measurement 	<ul style="list-style-type: none"> › Document, file and internal data review › Key informant interviews (CSP management)
<p>Success</p> <ul style="list-style-type: none"> ▪ <i>To what extent has the CSP reached its expected immediate outcomes:</i> 		
9. Learning materials and/or learning activities on Canada are developed for youth in priority areas	<ul style="list-style-type: none"> › Number and type of activities and materials (e.g., websites, learning materials, books, conferences, etc.) developed or supported by the CSP. › Extent to which activities and materials developed or supported by the CSP are perceived to match CSP identified priorities › Perceived quality of learning activities and materials, developed by the CSP and by CSP funding recipients 	<ul style="list-style-type: none"> › Key informant interviews (CSP management, partners, ICCSR members, funding recipients, experts) › Document, file and internal data review › Case studies of funded projects
10. Educators and specialists have opportunities to develop new knowledge related to learning about Canada	<ul style="list-style-type: none"> › Number of conferences, workshops, networks supported (through funding organizations) or offered by the CSP to support the development of new knowledge › Number of educators and specialists participating in CSP funded conferences, workshops, networks › Extent to which CSP outputs are perceived to provide opportunities to develop new knowledge related to learning about Canada › Evidence of new knowledge related to learning about Canada for youth by educators and specialists (funding recipients) 	<ul style="list-style-type: none"> › Key informant interviews (CSP management, partners, ICCSR members, funding recipients) › Document, file and internal data review (e.g., project reports, etc) › Case studies of funded projects
<ul style="list-style-type: none"> ▪ <i>To what extent has the CSP reached its expected intermediate outcomes</i> 		
11. Youth have access to learning materials and/or activities to help them learn about Canada	<ul style="list-style-type: none"> › Number/quantity of learning materials, tools, activities offered and distributed in both official languages as a result of CSP › Evidence of dissemination of various outputs supported under each stream of CSP activity to Canadian youth (e.g., reaching different segments including urban/rural, French/English, all regions, Aboriginal youth) › Evidence of reach to youth across Canada by CSP outputs: <ul style="list-style-type: none"> ▫ Number of youth with access to activities, tools, materials ▫ Breadth of dissemination and reach of activities and materials 	<ul style="list-style-type: none"> › Document, file and internal data review › Key informant interviews (CSP management, partners, funding recipients) › Case studies of funded projects

Evaluation Issue	Performance Indicator	Methods
12. Educators and specialists use new knowledge related to learning about Canada	<ul style="list-style-type: none"> › Evidence of dissemination and reach of CSP materials and activities and CSP funded materials and activities to educators and specialists nationally › Evidence of use of materials and of new knowledge to promote learning about Canada for youth by educators and specialists › Evidence and perceptions that CSP materials and activities and CSP funded materials and activities have enabled educators and specialists to enhance and promote learning about Canada for youth › Perceived strengths and weaknesses of different activities and materials 	<ul style="list-style-type: none"> › Document, file and internal data review (e.g., project files and reports, etc.) › Key informant interviews (CSP management, partners, funding recipients) › Case studies of funded projects
▪ To what extent has the CSP reached its expected ultimate outcomes?		
13. Youth reached through the Canadian Studies Program increase their knowledge about Canadian stories and governance	<ul style="list-style-type: none"> › Perceived impacts of the CSP and funded activities on knowledge levels of youth reached › Perceived impacts of different types of activities and materials 	<ul style="list-style-type: none"> › Key informant interviews (CSP management, partners, ICCSR members, funding recipients) › Case studies › Document review
14. Have there been any unexpected impacts of the Program (positive or negative)? On youth, educators, partners, non-governmental organizations?	<ul style="list-style-type: none"> › Unexpected impacts of the Program as identified by interview respondents › Outputs, and outcomes of non-funded organizations 	<ul style="list-style-type: none"> › Key informant interviews (CSP management, partners, ICCSR members, funding recipients) › Case studies › Interviews with non-funded organizations
Cost Effectiveness and Alternatives		
15. To what extent does the CSP complement or duplicate existing efforts to promote learning about Canada? Does the CSP duplicate or complement existing programs/initiatives?	<ul style="list-style-type: none"> › Evidence and opinions of overlap or duplication with provincial, federal or non-governmental efforts › Evidence/examples and opinions of complementarity 	<ul style="list-style-type: none"> › Key informant interviews (CSP management, partners, ICCSR members, funding recipients) › Document review › Case studies › Interviews with non-funded organizations
16. Are Program resources being used effectively and efficiently to maximize achievement of results?	<ul style="list-style-type: none"> › Allocation of Program resources › Opinions on the cost-effectiveness of the Program › Perceptions and evidence of the most appropriate allocation of resources to program activities (e.g., grants and contributions, internal materials) 	<ul style="list-style-type: none"> › Key informant interviews (CSP management, partners, ICCSR members, funding recipients) › Document review › Case studies

Evaluation Issue	Performance Indicator	Methods
17. Are there alternative approaches to the CSP that could be more cost effective for promoting learning about Canada?	<ul style="list-style-type: none"> › Identification of alternative mechanisms or approaches to the CSP › Perceived need for federal role › Extent to which resources are perceived to be used as cost-effectively as possible to obtain Program results and outcomes 	<ul style="list-style-type: none"> › Key informant interviews (CSP management, partners, ICCSR members, funding recipients) › Document review

Appendix C – List of Documents and Literature Reviewed

Program Documentation

Citizen Participation Branch. 2009-10/2011-12 Integrated Business Plan. December 8, 2008

Final Report – Interdepartmental Working Group on Educational Materials (IWGEM). Document Analysis and Consultant Conclusions. February 27, 2008

Final Report on Gaps in Resources Available to Deliver History and Social Studies Curricula in Canada. Historica, September 2004

A Concise History of the Canadian Studies Program. Department of Canadian Heritage, Canadian Studies Program, September 2008

Canadian Studies Program, Terms and Conditions

CSP Application Guidelines, 2008-2009 Funding Competition

Final reports submitted by CSP project proponents

2005 Evaluation of the Canadian Studies Program and Management Response

ICCSR/CIREC Mandate

List of funded projects and non-funded applicants. Funding Competition 2004-05

List of funded projects and non-funded applicants. Funding Competition 2005-06

Strategic Initiatives Projects Synopsis from 2005-2010

Compilation of 2004 Questionnaire Responses from Funding Competition projects

Compilation of 2005 Questionnaire Responses from Funding Competition projects

Review of Previously Funded Organizations: 2004 Funding Competition

CPB Business Plan 2009

CSP Performance Measurement Framework

CSP Budget Data submitted by Program

Other Documentation Reviewed

Teaching and Research in Canadian Studies in the Changing Academic World, ICCS Forum on Canadian Studies, International Council for Canadian Studies, May 2007

Analysis of Survey Findings, Dominion Institute / Ipsos Reid, Advance Release, October 19, 2001

Historical Knowledge, National Identity and the Role of the State: Assessing the Impact of Celebrations of the 400th Anniversary of the Founding of Quebec City, Jack Jedwab, Executive Director, Association for Canadian Studies, October 2009

Dominion Institute's new Canadians Icons Survey Reveals Some Not-So-Familiar Faces, Ipsos Reid, June 29, 2009

In Wake of Constitutional Crisis, New Survey Demonstrates that Canadians Lack Basic Understanding of our Country's Parliamentary System, Ipsos Reid, December 15, 2008

O Canada: Our Home and Naïve Land , Ipsos Reid/Dominion Institute History Quiz Reveals Canadians Know More about American History Than They do about Canadian History, Ipsos Reid, July 1, 2008

National Citizen Exam, 10 Year Benchmark Study, Ipsos Reid / Dominion Institute, June 29, 2007

What Do Young Adults Know About Canadian History?, 10 Year Benchmark Study, Ipsos Reid / Dominion Institute, November 9, 2007

Canadians' Views on History Education, Ipsos Reid, September 10, 2001

The state of Canadian Studies at the year 2000: Some observations, TH.B. Symons, Journal of Canadian Studies, Spring 2000