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September 2010

Formative Evaluation
New Horizons for Seniors Program
Elder Abuse Awareness Component

Final Report
September 2010

Strategic Policy and Research Branch

SP-987-03-11E

Canada

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Evaluation Directorate
Strategic Policy and Research Branch
Human Resources and Skills Development Canada

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List of abbreviations

CA	Capital Assistance
CPL	Community Participation and Leadership
CSGC	Common System for Grants and Contributions
EAA	Elder Abuse Awareness
FEAI	Federal Elder Abuse Awareness Initiative
Gs & Cs	Grants and Contributions
HRSDC	Human Resources and Skills Development Canada
NHQ	National Headquarters
NHSP	New Horizons for Seniors Program
SPSS	Statistical Package for the Social Sciences

Executive Summary

This report presents the findings from the formative evaluation of Elder Abuse Awareness (EAA) component of the New Horizons for Seniors Program (NHSP) of Human Resources and Skills Development Canada (HRSDC). The evaluation field work was conducted from June 2009 to October 2009.

Overview of the EAA Component

The NHSP was announced in the 2004 Budget. Through the Community Participation and Leadership (CPL) component, the program supports a wide range of community-based projects across Canada designed to encourage seniors to contribute to their communities by sharing their skills and experience and helping to reduce isolation. The Capital Assistance (CA) and EAA components were introduced in 2007.

The objective of the EAA component is to help non-profit organizations develop national or provincial/territorial/regional educational and awareness activities to help reduce the incidence of elder abuse and fraud.[1] EAA provides funding for national or regional projects that raise awareness of the abuse of older adults. This program component is delivered by the NHSP at the National Headquarters (NHQ) of HRSDC. The total contribution funding allocated annually is $1.8M. Projects are funded for up to three years, with a maximum contribution of $250,000 per year. As a result of the first call for proposals in 2007, 16 projects were funded, with an average value of $260,169 over either two or three years.

Evaluation Scope and Methodology

The formative evaluation provides evidence on the relevance, design and delivery, performance measurement and monitoring and early success in achieving the intended EAA outcomes. At the time of the data collection for this formative evaluation, there had been only one call for proposals (2007-08) with sixteen approved projects. Therefore, the evaluation focused on early success in achieving the intended EAA outcomes. Sixteen evaluation questions were addressed.

Five sources of information were used to conduct the formative evaluation: a review of program documents, a review of program administrative data and project files, key informant interviews, a survey of funded and unfunded applicants and a review of provincial / territorial government websites to identify programs similar to EAA. This report summarizes the findings for all these lines of evidence.

[1] "Fraud" was initially included as a focus of the EAA component but it was later recognized as one type of elder abuse, and included under the general term elder abuse.

Key Findings

Relevance and Need

The need to build awareness of elder abuse

The evidence from program research and key informants in all groups indicate that awareness of elder abuse lags behind the awareness of other forms of family violence, and as a result elder abuse is an under reported, hidden and less understood societal issue. Awareness of the problem is low among seniors and their families, as well as the public and service providers. Certain groups of service providers who work more closely with older adults or who deal with abuse and neglect situations on a regular basis need increasingly more specialized and sophisticated training in the area. Therefore, comprehensive awareness messages are needed that will reach seniors, the general public and a continuum of service providers.

Based on program research to date, it is estimated that between 4% and 10% of older adults experience some form of abuse. With the projected growth in the Canadian population, it is estimated that the number of seniors affected by elder abuse would almost double to nearly 650,000 by 2026.[2]

Uniqueness of EAA funding

The evidence indicates there is a need for EAA funding, as there are few other provincial/ territorial[3] funding sources to specifically support non-profit organizations in undertaking initiatives to build awareness of elder abuse. The review of provincial/territorial websites identified seven provinces and territories with elder abuse or violence prevention strategies, but none indicated that funding is provided specifically to community-based organizations for initiatives to promote awareness of this issue. EAA's focus on awareness appears to be complementary to the provincial/territorial responsibilities for service delivery concerning elder abuse. At the same time, key informants expressed that the EAA outcome may be compromised if funded organizations delivering services are not sufficiently supported by provinces and territories and so may not have the capacity to effectively use the awareness materials and educational resources developed through EAA. To ensure complementarity, it will be important for the program to revisit its objective of *"helping non-profit organizations develop national or provincial/territorial/regional educational and awareness activities to help reduce the incidence of elder abuse."* Reducing the incidence of elder abuse could be considered to duplicate provincial/territorial responsibilities.

[2] Government of Canada, Human Resources and Skills Development Canada "Elder Abuse in Canada: Preliminary Overview of the Issue" (2007) August.

[3] The review did not include municipalities.

Another source of federal funding that supports elder abuse awareness activities

While there are few other provincial/territorial funding sources that specifically fund non-profit organizations undertaking initiatives to build awareness of elder abuse, there is another federal program within HRSDC that supports elder abuse awareness, namely the Federal Elder Abuse Awareness Initiative (FEAI)**.** This could lead to confusion among prospective applicants, as the overarching objectives of the FEAI are very similar, if not identical, to the EAA: a) to raise awareness of elder abuse throughout society, particularly among seniors, their families, and key professional groups; and b) to provide informational resources and tools to frontline workers so they are able to identify and respond accordingly to cases of elder abuse.

The delivery of EAA is designed to ensure coordination, and minimize duplication, with the FEAI. The FEAI also includes a national awareness advertising campaign, which differentiates it from EAA, as well as measures by a number of federal departments and agencies (Royal Canadian Mounted Police, Public Health Agency of Canada and Justice Canada) including HRSDC, which makes it distinct from the EAA which is not a horizontal initiative. It also funds national professional associations whose members work closely with seniors to deliver awareness sessions. This latter feature is the most similar to the EAA. While the Federal Elder Abuse Awareness Initiative will sunset on March 31, 2011, communication materials need to clarify the differences in the two sources.

Level of demand

The high number of proposals received in Call 1 (134 proposals) indicates that there is interest among not-for-profit organizations in undertaking the kind of activities funded through EAA. Twelve percent of proposals were funded (16 projects). This may point to a need to refine the process for soliciting proposals. It may also be an indication of demand exceeding supply or may speak to the newness of the program. The database which records project proposals codes all unfunded proposals as ineligible whether or not they are initially eligible (met minimum requirements) but were subsequently rejected, or just ineligible. However, a review of a very small sample (10) of hard copy files for unfunded applicants found that eight were ineligible and two were rejected. The majority of those that were considered ineligible were due to various aspects of the proposal in relation to the EAA priority (i.e. limited geographic coverage, limited final product, not adequately addressing the priority) and only a few were ineligible for not having all the required documentation or the organization being ineligible.

Other sources of funding

EAA had some incremental impact in terms of the number and scope of projects funded, given that some of the unfunded projects (29%) went ahead without EAA funding and the large majority of these (86%) were carried out on a smaller scale than planned. That only 29% went ahead without EAA funding supports the idea that there is a need for EAA funding.

Early Success

The early success of the EAA component cannot be assessed as all projects are in the early stages of implementation. Key informants who gave an opinion and applicants surveyed felt the projects would have some or significant impact in relation to the EAA intended outcome. All funded survey respondents felt they would have a significant impact on increasing awareness of elder abuse among frontline service providers who work with seniors. The extent to which projects reach seniors, and the capacity of organizations providing prevention services to use the resources developed, are seen as important factors influencing the impacts of the component.

Profile of Projects

The funded projects appear to be supporting the achievement of the EAA intended outcomes. The majority of applications came from Ontario (38%), Quebec (17%) and British Columbia (16%). The majority are local organizations doing provincial level projects. Most funded projects focus on elder abuse in general and target all seniors and the population at large. Survey applicants addressing specific types of abuse most frequently mentioned physical (56%) and financial abuse (56%). A wide variety of materials and resources are being developed by projects. The dissemination plans include use of various media and in-person events.

Design and Delivery

The EAA objective is clearly defined in program documentation: "to help non-profit organizations develop national or provincial/territorial/regional educational and awareness activities to help reduce the incidence of elder abuse." While, the EAA objective of *"developing educational and awareness activities"* is measurable, measuring the contribution of these activities to "*reducing the incidence of elder abuse"* would be challenging, in terms of attributing any changes in the incidence of elder abuse to EAA.

The multi-year funding of up to three years is appropriate to increase the likelihood of a sustained impact from the funded activities.

Delivery of the EAA component from NHQ is seen as appropriate and efficient by all NHSP NHQ and most Service Canada key informants, given the relatively limited resources allocated for this NHSP component. From a strategic perspective, delivery of the EAA component from NHQ was seen to ensure linkages with other federal entities involved with this issue. It was also seen as helping to ensure there is no overlap into provincial responsibilities for prevention services.

The use of a Review Committee was also seen by NHQ key informants as effective in that it brought the expertise of both community-based organizations and those of provincial and territorial representatives involved with this issue to the process.

The management and administrative systems for the most part support efficient and effective delivery of the EAA component. The operational guidelines are detailed and set out roles as well as procedures for the application process and component administration. A number of forms set out a comprehensive list of criteria to screen and assess proposals.

The exceptions identified through the document review and NHSP NHQ key informants are the departmental administrative database system, which is not adaptable to EAA requirements; and the delays in project approvals where the timeframe from receipt of proposals to issuing decision letters was an average of seven months.

Application Process

Overall, the evidence indicates a need to examine the application process for clarity of eligibility criteria, fairness and timeframes for approvals. Based on the survey of funded applicants, a majority of funded survey applicants were satisfied with many aspects of the application process. Whereas, unfunded survey applicants were less satisfied with most aspects. Almost all respondents in both groups were dissatisfied with the time it took to receive a decision on their application (on average seven months).

Unfunded survey respondents suggested simplifying the proposal requirements and guidelines and clarifying the eligibility criteria. As stated above, the majority were considered ineligible due to various aspects of the proposal in relation to the EAA priority (i.e. limited geographic coverage, limited final product, not adequately addressing the priority) and only a few were ineligible for not having all the required documentation or the organization being ineligible. This evidence indicates a need to more clearly communicate with organizations about the EAA criteria and proposal requirements. Funded survey applicants most frequently suggested reducing the amount of information required in the proposal and improving timelines in the process.

Key informants from all groups also made recommendations related to the program criteria and application process. Through the interviews with Review Committee members it was noted that many organizations have a good understanding of the issue of elder abuse but generally have limited project management experience, and this is a hindrance to them in developing proposals for EAA funding.

It was also observed through the interviews with Review Committee members that there is the risk of funded projects duplicating existing materials on elder abuse rather than generating new materials, as well as a risk of multiple projects being funded unnecessarily to deal with the same aspect of elder abuse. In addition, it was observed that the EAA criteria regarding the requirement for organizations to serve a large geographic area is unclear in terms of whether ethno-cultural organizations servicing large populations in metropolitan areas are eligible for funding.

Communications

The evidence indicates that the promotion of EAA is somewhat effective in informing organizations about the component. However, it may be beneficial to expand communications to an outreach approach to help organizations develop proposals which meet EAA requirements. As previously mentioned, Review Committee members noted that many organizations have a good understanding of the issue of elder abuse but generally have limited project management experience, and this is a hindrance to them in developing proposals for EAA funding. The survey evidence also indicates that unfunded applicants could benefit from better quality follow-up information from HRSDC, especially since the decision letter does not specify why funding was not provided. It states "the project had merit but was not funded." Based on the survey of applicants, unfunded respondents were most likely to rate the assistance provided by HRSDC to understand why their project was not funded as poor (36%).

NHSP key informants identified a number of mechanisms that were used to promote EAA, including the HRSDC website, a target mailing list of organizations involved in elder abuse, through the Review Committee, and contacts with the provincial government elder abuse consultants. Funded applicants surveyed most often reported that they learned about EAA through previous involvement with the NHSP (33%), whereas unfunded respondents most often reported they learned about EAA through the NHSP website (32%) or through another organization (31%).

Operational Costs

The proportion of total EAA component funding allocated for operational costs (10%) is consistent with the original program proposal and below what was believed in the NHQ key informant interviews to be the range for most federal programs.

Performance Monitoring and Measurement

Overall, the evidence indicates that the performance information on the EAA component provides limited support for decision-making and departmental accountability requirements including those required for a summative evaluation. The performance measurement indicators capture the outputs but not the intended outcome of the EAA component of increasing awareness of elder abuse and contributing to the reduction of elder abuse. This outcome would, in any event, be difficult to measure and attribute to EAA, given that EAA focuses on education and not prevention.

Recommendations

1. ***Examine ways to improve and streamline the proposal process, including communications with potential and existing applicants. In the project approval processes, ensure that duplication of funded elder abuse awareness materials is minimized.***

   a) Reduce the timeframe from receipt of proposals to issuing decision letters and reducing the amount of information required in the proposal.

   b) Clarify the eligibility criteria regarding the requirement for organizations to serve a large geographic area, given it was unclear as to whether ethno-cultural organizations servicing large populations in metropolitan areas were eligible for funding.

   c) Consider mechanisms to ensure that funded projects fill gaps in the current existing array of resource materials on elder abuse.

2. ***Clarify program outcomes to reflect what the program is specifically trying to achieve and develop a system to collect, monitor and report on program results.***

Management Response

Introduction

The New Horizons for Seniors Program (NHSP) helps to ensure that seniors are able to benefit from and contribute to the quality of life in their community through their social participation and active living. The Elder Abuse Awareness (EAA) component, one of three components within NHSP, provides contribution funding of up to $250,000 per year to NFP organizations for national or regional projects that raise awareness of the abuse of older adults. The Federal Elder Abuse Initiative (FEAI), which sunsets in 2010–2011, is primarily a national social marketing/media campaign, however it also included a small funding component directed at elder abuse awareness materials for front-line professionals.

A formative evaluation of the EAA component was undertaken in parallel with the summative evaluation of the Community Participation and Leadership (CPL) component and the formative evaluation of the Capital Assistance (CA) component. While some areas for review and improvement were identified, generally, the key findings outlined in the formative evaluation are positive and indicate the component is designed in a way that it can realistically attain its stated objectives and outcomes. At the time of the data collection for this evaluation, there had been only one Call for Proposals (2007–2008). As a result, sixteen projects were approved for funding in 2008–2009. Therefore, the funded projects analyzed for the evaluation were in the early stages of their activities.

Two recommendations were provided in the EAA evaluation report which the program area provides a response below. The program area is currently responding to the Budget 2010 commitment of an additional $5 million per year of ongoing funding to support projects that focus on volunteering and mentoring among seniors and that focus on raising awareness of financial abuse of seniors. Consequently, the Program management is examining the overall program design and delivery to respond to this commitment and will also use this opportunity to make any necessary adjustments, stemming from NHSP program evaluations.

Recommendations

1. ***Examine ways to improve and streamline the proposal process including improving communications with potential and existing applicants. In the project approval processes, ensure that duplication of funded elder abuse awareness materials is minimized.***

    a) Reduce the timeframe from receipt of proposals to issuing decision letters and reduce the amount of information required in the proposal.

    b) Clarify the eligibility criteria regarding the requirement for organizations to serve a large geographic area, given it was unclear as to whether ethno-cultural organizations servicing large populations in metropolitan areas were eligible for funding.

c) Consider mechanisms to ensure that funded projects fill gaps in the current existing array of resource materials on elder abuse.

The Department agrees with this recommendation, which is to explore ways in which funding decisions can be made more quickly with transparent and meaningful communications of the results. There were lessons learned from the first Call for Proposals process.

Actions taken

- Lessons learned from the experience of Call 1 resulted in streamlining the internal approval process, more efficiently engaging and convening the National Review Committee for assessment, and improving templates. Also, steps were taken (in 2009) to ensure a transparent decision making process, including tailoring decision letters to the specific reason(s) for rejection and including communications to encourage applicants to contact the Department for a detailed explanation as to why their proposal was not funded. The Program Web site posts descriptions of approved projects.

- An analysis of the application uptake from Call 1 indicated a need for elder abuse awareness products to serve ethnocultural groups, (with 24 proposals originating from ethnocultural organizations and/or proposing to serve ethnocultural groups). This was addressed in the second CFP, where funding priorities included the raising of awareness among ethnocultural communities. From this CFP, 16 proposals were approved for funding including 7 ethnocultural projects (covering 11 different groups).

- The duplication of materials has been minimized. To date, the two Calls for Proposals have resulted in 32 projects which have largely addressed specific populations with various tools in different regions, and established needed networks. Information on these outputs will be captured in a database (work started in 2010) to assist in identifying materials developed, and to inform funding priorities and project assessment in successive calls (e.g. the next CFP will identify existing, credible resource materials for adaptation to target populations). As well, Human Resources and Skills Development Canada is currently working with the Financial Consumer Agency of Canada, which produces credible, baseline information in areas that cover the prevention of financial abuse. A future CFP on financial abuse will identify these other materials as readily available for future adaptation as required, in order to minimize duplication. On the balance; however, there is still work to be done to customize products for various audiences, bringing a value to replication and reinforcement of messages.

Actions proposed

- Calls for Proposals will be clearly framed and National Review Committee members will be asked to promote the CFP through existing collaborative networks.

- To ensure that potential duplication of materials is minimized, the Department will rely on its consultative network consisting of other federal departments addressing elder abuse, the Federal-Provincial/Territorial working group on Safety and Security for

Seniors, the National Review Committee, and other major stakeholders to identify priority information gaps in advance of launching a call for proposals.

2. ***Clarify program outcomes to reflect what the program is specifically trying to achieve and develop a system to collect and report on program results.***

- The Department agrees with this recommendation.
- This recommendation applies to all components. NHSP has evolved since its inception in 2004, adding the two components in 2007. An analysis of the Program's current logic model, which contains the outcomes for the three components, indicates that some "direct" outcomes overlap and outcomes at the "shared" (or intermediate) level, such as community capacity may be difficult to measure. A further challenge is to ensure clarity of the dual purpose of the overall Program; that is, to support the involvement of seniors as contributors and beneficiaries.

Actions taken

- Program officials began revising the program logic model to remove overlap and improve the output and outcome statements to ensure the logic around each component would be clear. This work will continue through the development of a Performance Management (PM) Strategy.
- To counter the limitations in capturing, extracting and managing program-specific performance data, Program officials have developed an interim results reporting data collection tool to capture success indicators from final reports for CPL projects. However, gaps with respect to effective reporting on results remain.

Actions proposed

- By December 31, 2010, a new PM Strategy will be developed to represent the updated outcomes of the NHSP, which stem from the changes related to the Budget 2010 commitments. This Strategy will include program outcomes that are consistent with the program's intent, appropriate performance indicators, and clear roles/responsibilities in regards to data collection and analysis.
- By March 31, 2011, the program's tools and templates will be reviewed and modified to ensure that the appropriate data is being collected to meet the requirements of the new PM Strategy. It is also a program delivery goal to ensure that all forms/tools are client-focused and in plain language.
- Over the next year, appropriate training will be provided to delivery staff to ensure they understand the program's desired outcomes and what requirements will evolve from the PM Strategy.

- Before, during and after the next CFP, the revised Program outcomes and objectives will be articulated to stakeholders through clear communications materials and the Program's Web site.

1. Introduction

This report presents the findings from the formative evaluation of Elder Abuse Awareness (EAA) component of the New Horizons for Seniors Program (NHSP) of Human Resources and Skills Development Canada (HRSDC). The evaluation was conducted from June 2009 to October 2009. The evaluation was conducted concurrently with the formative evaluation of the Capital Assistance (CA) component and the summative evaluation of the Community Participation and Leadership (CPL) component of the NHSP. Similar methods and sources were used in the three evaluations.

1.1 Overview of the Elder Abuse Awareness Component

1.1.1 NHSP Program Structure and Objectives

The NHSP was announced in the 2004 Budget with an overall objective of helping to ensure that seniors are able to both contribute to, and benefit from, the quality of life in their community through social participation and active living. The CA and EAA components were introduced in 2007. At that time, the original NHSP was renamed the Community Participation and Leadership (CPL) component.

The objective of the EAA component is to help non-profit organizations develop national or regional educational and awareness activities to help reduce the incidence of elder abuse and fraud.[4]

The main objective of the CPL component is to encourage seniors to contribute their skills, experience and wisdom in support of social well-being in their communities. Seniors are not a homogeneous group. Therefore, by engaging in this process, a secondary objective of the program is to promote the on-going involvement of seniors in their communities to reduce the risk of social isolation of seniors who may not be in a position to contribute their skills and experience.

The objective of the CA component is to help non-profit organizations maintain their capital infrastructure to support existing community programs and activities that promote active living and social inclusion for seniors.

It is the view of program officials that the three components, although supporting different project activities, are interrelated and reinforce program objectives.

[4] "Fraud" was initially included as a focus of the EAA component but it was later recognized as one type of elder abuse, and included under the general term elder abuse.

1.1.2 Rationale for the EAA component

The EAA component was introduced based on research and consultations carried out by HRSDC on the issue of elder abuse. The research indicated that between 4% and 10% of older adults in Canada experience some type of elder abuse[5] and, that education and awareness materials on the topic of elder abuse had not received wide attention nor reached large audiences.[6] The National Seniors Council on Elder Abuse identified through regional consultations that there was a need to strengthen efforts to increase awareness of elder abuse among professionals, service providers and seniors themselves[7], as well as for the benefit of the general public.

1.1.3 Eligible Recipients and Activities

Eligible applicants include non-profit organizations or coalitions with knowledge and expertise in the field of elder abuse and/or the capacity to promote education and awareness initiatives related to elder abuse. These include Voluntary and non-profit organizations; community based coalitions, networks and ad hoc committees; municipal governments; band/tribal councils and other aboriginal organizations. Post-secondary institutions as well as social service and public health institutions are eligible with the agreement of the provincial or territorial government. Eligible recipients must meet requirements for community involvement and endorsement. This requirement is provided in the form of an endorsement letter or other document which confirms that the community is aware of the project and supports it.

EAA provides funding through contribution agreements for national or regional projects that raise awareness of the abuse of older adults. The priority established for the first call for proposals in 2007-08 was promoting awareness and increasing knowledge of abuse of older adults through the development and dissemination of awareness and educational resources, toolkits, audiovisual materials, communications products, or other media intended for seniors, service providers, professionals, community-based organizations and the public. Proposals were required to be national or regional in scope and aimed at providing educational and awareness activities by:

- promoting awareness of the issue of elder abuse
- developing and disseminating resource materials, communications products and other materials; and
- creating linkages and opportunities to share information and best practices between national, regional and/or community-based organizations.

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[5] Government of Canada, Human Resources and Skills Development Canada "Elder Abuse in Canada: Preliminary Overview of the Issue" (2007) August.

[6] *Ibid*.

[7] *Ibid*.

For the second call for proposals in 2009-10, two funding priorities were established:

- networking and information sharing for organizations and others active in the prevention of elder abuse to facilitate greater collaboration and transfer of knowledge
- raising awareness among ethno-cultural communities through the development of innovative and culturally appropriate approaches to raising awareness of elder abuse.

Projects funded in Call 2 had to be regional in scope and it was anticipated that two projects per province or territory would be funded through this call.

While projects are required to be national or regional in scope, all funded organizations are expected to create links between national, provincial/territorial/regional and community networks to enable the exchange of information and best practices. This gives this component its national character.

1.1.4 Funding Allocation

The total contribution funding allocated annually is $1.8M. Projects can be funded for up to three years, with a maximum contribution of $250,000 per year. Seventeen projects were funded as a result of the first call for proposals in 2007-08.

1.1.5 Management Structure

The EAA component is delivered by the NHSP at HRSDC National Headquarters (NHQ). Management responsibilities include all aspects of EAA component design, delivery and communications, including providing assistance to prospective applicants, the negotiation and monitoring of contribution agreements with project sponsors and overall monitoring. A National Review Committee assists in the review and selection of proposals. The Review Committee is comprised of representatives of federal and provincial governments and the not-for-profit sector who have a knowledge of elder abuse and of the organizations involved with this issue.

Proposals in response to each call are screened by NHSP NHQ staff for completeness and to ensure that they meet eligibility criteria. Eligible proposals are reviewed by the Review Committee using an assessment tool covering various elements of project design and delivery to identify projects that have the best potential for achieving the specific funding objectives of that particular call for proposals. The review process may include consultation with other representatives from HRSDC, other government departments and external organizations to obtain additional expertise, as necessary. Projects recommended by the Review Committee are forwarded for Ministerial approval.

1.2 Elder Abuse Awareness Resources

The annual allocation of EAA resources is presented in Table 1.1.

Table 1.1 NHSP Resources – EAA	
Type of Funding	**Annual Allocation**
EAA Contribution Funding	$1,800,000
NHQ Program Management	$200,000
Total Funds	**$2,000,000**
Source: NHSP program documents	

1.3 Evaluation Context

1.3.1 Evaluation Objectives, Issues and Questions

The goal of the EAA evaluation is to provide decision makers with evidence related mainly to design and delivery and performance measurement and monitoring systems. It also addressed relevance, early impacts and operational costs of the EAA component. At the time of the data collection for this formative evaluation, only one round of EAA projects had been approved (2007-08) and all were in the early stages of implementation. Therefore the evaluation report focuses on the delivery of the EAA component associated with the first call for proposals and the early success in achieving the intended EAA outcomes.

The following evaluation issues and questions were addressed:

Relevance

- Is there a need for greater awareness of elder abuse?
- Is there a need for EAA program funding?

Design and Delivery

- Does the organizational structure support the achievement of the goals and objectives for the EAA component?
- Are adequate management and administrative systems in place for efficient and effective delivery of this component?
- Are the objectives and expected outcomes of this new component clear and measurable? Does the logic model still accurately reflect the component's expected outcomes?
- Is this component being implemented as intended?
- How effective are communications regarding the EAA component?
- Is the EAA application process efficient?

- Is the EAA application process effective?
- Could delivery of the EAA component be changed in any way to improve efficiency and effectiveness?
- Are the types of projects funded under the EAA component supporting the achievement of the NHSP intended program outcomes?

Operational Costs

- What is the percentage of operational costs (operation and maintenance) relative to the total annual budget of this component and is this in line with the departmental standards for Grants and Contributions (Gs & Cs)?

Performance Monitoring and Measurement

- Are the performance measurement indicators that have been set for the EAA component adequate and appropriate?
- What is the quality of the available performance data for the EAA component?
- Is the data needed for a summative evaluation being collected? Are there gaps?

Early Success

- To what extent has the EAA component reached its expected immediate outcome: Canadian society has knowledge and awareness of elder abuse?
- Have there been any unintended impacts - positive or negative?

2. Evaluation Methods

2.1 Overview of Methods

The formative evaluation was structured to collect information on each of the evaluation issues using multiple lines of evidence. Where possible, there was a balance between quantitative and qualitative methods, with qualitative methods providing further description and explanation for quantitative information. Both primary and secondary data sources were used.

The methods used included a document review, administrative data and file review, key informant interviews, a telephone survey of applicants, and a review of provincial government websites to identify programs similar to the EAA component. Appendix B sets out the evaluation matrix showing the evaluation issues and questions addressed by each method.

2.2 Document Review

The document review was conducted to answer evaluation questions related mainly to design and delivery, as well as questions pertaining to performance measurement and monitoring, and operational costs. A preliminary review of documents assisted the evaluation team in developing their understanding of the component and in designing the data collection instruments.

The evaluation team reviewed a wide range of documents that provided information for various evaluation questions. These documents related to EAA design and management and included the Treasury Board submission, Results-Based Management and Accountability Framework (RMAF) and Risk-Based Audit Framework (RMAF) for the New Horizons for Seniors Program, Resource Allocation Model, and Performance Measurement Framework. Tools, forms and letters used by NHSP NHQ to promote and deliver the EAA component were also reviewed.

A scan of the websites of provincial and territorial government websites was also conducted to identify any initiatives focused on promoting awareness of elder abuse that might complement or duplicate the Elder Abuse Awareness component of the NHSP.

2.3 Administrative Data and File Review

The EAA administrative data and project files contain various information on the applicants, types of projects, and progress in the implementation of projects, as well as on the administration of the EAA component. This information was reviewed to address questions related mainly to performance measurement and monitoring but also questions related to design and delivery and early success. Three tasks were involved:

Administrative data review – Data from the Common System for Grants and Contributions (CSGC) database[8] that was relevant to specific evaluation questions was extracted and analyzed using Statistical Package for the Social Sciences (SPSS). Examples of the data extracted include status of the application, amount requested and amount funded and organization type.

Project file review – A random sample of 20 EAA projects (10 funded and 10 unfunded) was selected for review from the 130[9] proposals received in the first call. Because the EAA component is delivered centrally by NHSP NHQ, 20 files was considered to be a suitable sample to identify any systemic problems with the processing of applications. However it was recognized that this sample would not allow for reliable estimation of errors in data capture in the data quality review. The paper project files were obtained from the NHSP NHQ. The files contained the funding proposal, forms and letters related to the application process and the progress reports for approved projects. Data relevant to specific evaluation questions was extracted, recorded in a review template and analyzed using SPSS. Examples include dates of acknowledgement and decision letters, objectives of the projects, dissemination plan for materials to be produced and progress with implementation of the projects. Qualitative information was coded prior to being entered in the template.

Data quality review – This review assessed the accuracy and quality of the data in the CSGC by mapping 10 fields of the 56 in the CSGC against information in the sample of project files. The intent of this element of the review was not to allow precise estimation of error rates and completeness (sample sizes are insufficient for this) but rather to identify any systemic problems or major inadequacies with the administrative data and files. Examples of data compared include organization type, application received date, funding requested, and funding approved.

Data from the paper project files was entered into a template pre-populated with administrative data from the CSGC. An analysis of this data was then conducted on each field of the database noting percentage of missing data, irrelevant[10] and significant differences.[11]

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[8] The CSGC is the database that contains most of the pertinent information related to the grants funded projects, contribution agreements, and payments. It follows a project from the submission of an application/proposal to the close-out of the grant or agreement. For CPL and CA proposals, regional project and financial officers are responsible for ongoing input into the CSGC, and for EAA proposals, national project and financial officers are responsible for ongoing input into the CSGC. The hard copy project file contains more details, such as supporting documents for the application package and the detailed final report and/or deliverables.

[9] This is the total number of proposals, once duplicates and withdrawn proposals were removed from the database.

[10] Irrelevant differences are differences that are not substantially different from the information on the project file. (i.e. spelling error).

[11] Significant differences are differences that are substantially different from the information on the project file. (i.e. an inaccurate project status).

2.4 Key Informant Interviews

The purpose of the key informant interviews was to gather in-depth information, including views, explanations, examples and factual information to address most evaluation questions. The key informant interviews complemented the quantitative evidence gathered as part of this evaluation by providing supporting information from informants with varied roles and involvement with the EAA component and the issue of elder abuse. In the methodology design phase, it was decided that a total of 60 key informants, allocated across the groups identified below would provide an appropriate range of input for the evaluation of the three different components. Of these, 36 key informants were asked questions about the EAA component of which 19 were government officials directly involved in managing or delivering the NHSP. Most of these interviews also gathered information for the other two components of the NHSP. All interviews but one were conducted by telephone. The numbers by category and the purpose for interviewing each group are as follows.

Senior government officials (2 interviews): This group was comprised of two representatives of senior HRSDC management. They were asked selected questions to obtain their strategic-level (versus operational) perspective on the design and delivery of the NHSP.

NHSP staff and managers (National Headquarters) (6 interviews): The purpose was to obtain the perspectives of those who have varied responsibilities for program administration at the national level. One respondent was asked only the questions related to performance measurement and monitoring.

NHSP managers (Service Canada Regional Offices) (9 interviews): Regions did not have a role in the delivery of the first call for EAA but the majority of projects funded were regional in scope. Regional managers were asked a few questions on the EAA delivery structure and relevance of the design of the component. (Thirteen interviews were targeted [one per province and territory] but four could not be arranged and completed within the timeframe for this task.)

National EAA Review Committee members (2 interviews): Two members of the committee from non-government sectors were selected to provide the perspective of this committee on the EAA component.

Representatives from the stakeholder groups (14 interviews, including 3 national groups, 7 regional groups and 4 provincial government representatives): The purpose was to obtain the perspectives of non-government organizations on the relevance, design and delivery of the EAA component – rather than on specific EAA projects. The stakeholders were selected to ensure representation from both national and regional organizations with an involvement in seniors' issues and services and with perspectives on the specific issues addressed by, and objectives of the NHSP, as well as provincial government departments with a mandate for seniors' issues. Stakeholders were also selected to ensure the gathering of perspectives from specific populations of seniors (i.e. organizations serving Aboriginal people, the Official Language Minority Communities, immigrants).

Experts (3 interviews): Experts are defined as individuals in Canada who have done significant research related to seniors' issues or who have worked extensively on seniors' issues, in particular regarding social inclusion and community engagement and elder abuse. They were asked questions related to the strategic aspects of the EAA funding and component design. The list of experts was identified through a search of organizations conducting research on seniors' issues and by requesting recommendations from individuals in this field.

Interview process

The interview guide was sent to key informants in advance of the interview. It was recognized that this approach might present the risk of bias (respondents saying what they felt the interviewer wanted to hear). However, as the interview guides were lengthy (covering the three NHSP components in the majority of cases) it was felt that the interviews would gather more informed opinions if key informants had the opportunity to review the questions in advance and that the benefits of this approach outweighed the risk of bias.

Interview notes were captured in an electronic database for analysis. The responses to questions were matched to specific evaluation questions and indicators and synthesized by respondent group. The relative weight of responses within each group was recorded using a rating scale (see section 2.7). The evidence was then analyzed and summarized for each evaluation question and indicator, then rolled up to analyze and summarize for each evaluation question, noting differences or similarities in the opinions across key informant groups.

2.5 Survey of EAA Funding Applicants

2.5.1 Survey Purpose and Design

The survey of EAA funding applicants was designed to obtain input on the following:

- The effectiveness and appropriateness of the application process including program promotion; proposal requirements and information; processing time; communication of decisions; and, feedback available and received. This was addressed with all applicants.
- The effectiveness of EAA component delivery after project approval. This was addressed with funded applicants.
- Preliminary information on the anticipated achievements of the approved projects in relation to the intended outcomes of the EAA component. This was addressed with funded applicants.

The survey was conducted as a Census of applicants in Call 1. The survey was conducted by telephone, using Computer Assisted Telephone Interviewer (CATI) software. The survey started on July 30, 2009 and concluded on September 21, 2009. The survey population and responses are illustrated in Table 2.1.

Table 2.1
EAA Survey of Applicants – Survey Population and Responses

Survey Population	Population Size	Respondents	Response Rate	95% Confidence Interval
Approved Applicants	16	9	56.2%	+/- 2.3%
Unfunded Applicants (Ineligible and Rejected)[12]	117	64	56.1%	+/- 8.2
Total	**134**	**73**		
Source: Survey of funded applicants; Survey of unfunded applicants				

The survey questionnaire was developed based on the specific evaluation questions to be addressed for the EAA component. Separate questionnaires (using mainly similar questions) were developed for funded applicants and unfunded applicants. Unfunded applicants included those that were ineligible as the proposal did not meet program criteria and those that met program criteria but were not approved for funding (rejected) following further assessment by the Review Committee. The individual respondents were those identified on the CSGC as the contact person for the organization.

Several strategies were used to improve response rates including: sending pre-notification letters on HRSDC letterhead to encourage voluntary participation in the survey and to explain the process that would be followed to ensure confidentiality; call back procedures (including follow up by e-mail) to ensure the response rate was as high as possible; identification of replacement contacts where needed; and, a disciplined approach to questionnaire design to keep the length of the interviews to the minimum while allowing time to address all the evaluation issues using plain language.

The data were extracted to SPSS for analysis. Prior to analysis, data were cleaned and coded. Coding was completed for open-ended questions including "other" categories.

2.5.2 Analysis

Much of the analysis compares the survey responses from funded projects to unfunded projects. Due to the small number of respondents, it was deemed inappropriate to conduct a test for the statistical significance of observed differences in these respondent groups.

[12] The CSGC database coded all unfunded applicants as ineligible, so the distinction between eligible and rejected applicants could not be made.

2.5.3 Profile of Survey Respondents

The demographic characteristics of funded and unfunded survey respondents varied slightly. Note that the differences in profile should be regarded with caution, given the small number of survey respondents:

- *Area served:* The majority of funded respondents (67%) and unfunded respondents (64%) carried out activities in various communities in one province, while few respondents (11% funded and 17% unfunded) carried out activities across Canada and few (22% funded and 2% unfunded) were international organizations. None of the funded respondents and few (17%) of the unfunded respondents carried out activities in only one location.

- *Population served:* The large majority of funded and unfunded respondents (78% and 83% respectively) served both seniors and non-seniors, while a few in both groups (22% funded and 14% unfunded respondents) served only seniors. None of the funded respondents and only a few (3%) of unfunded respondents served primarily non-seniors.

- *Staffing:* Funded and unfunded respondents both reported most frequently that they had from 1-5 staff (44% in both cases). Some funded respondents (33%) and a few unfunded respondents (14%) had from 6-10 staff, while few respondents (22% funded and 31% unfunded) had more than 10 staff.

- *Volunteer base:* The funded survey respondents had a slightly larger volunteer base than unfunded respondents. Some funded respondents and unfunded respondents (44% and 34% respectively) had 50 or more regular volunteers; some funded and unfunded respondents had 20-49 regular volunteers (33% and 31% respectively); while a few funded respondents (22%) and some unfunded respondents (32%) had less than 20 regular volunteers.

2.6 Interpretation of Findings

Throughout the text, finding from qualitative and quantitative methods are presented using the following "scale" which corresponds to the proportion of respondents that held similar views.

- "**All/almost all**" – findings reflect the views and opinions of 90% or more of the key informants in the group

- "**Large majority/most**" – findings reflect the views and opinions of at least 75% but less than 90% of key informants in the group

- "**Majority**" – findings reflect the views and opinions of at least 51% but less than 75% of key informants in the group

- **"Half"** – findings reflect the views and opinions of 50% of the respondents in the group

- "**Some**" – findings reflect the views and opinions of at least 25% but less than 50% of key informants in the group
- "A **few**" – findings reflect the views and opinions of at least two respondents but less than 25% of key informants in the group.

2.7 Challenges and Limitations

The main challenges and limitations that the evaluation encountered related to the key informant interviews:

Conducting simultaneous formative and summative evaluations: Since the formative evaluation of the EAA component was conducted concurrently with the formative evaluation of the CA component and the summative evaluation of the CPL component, most key informants were asked questions about all three components. While this resulted in collecting opinions on a wide range of questions, it also meant the interviews were lengthy and there was limited time to probe for more in-depth responses.

Balance of informants: Given that there are three NHSP program components and both headquarters and regional staff are involved, it was necessary to include a sufficient number of departmental key informants to provide coverage of the evaluation issues and questions. It was recognized that key informants from an organization that is responsible for a program may be reluctant to provide opinions that are critical of the program. The methodology controlled for this potential bias by including more external key informants (40) than departmental key informants (17).

*Awareness of EAA among key informan*ts: The EAA component was in its first year at the time of the interviews and there were only 16 projects funded in the first round. Respondents had varied levels of awareness of the EAA design and delivery and few could comment on potential outcomes. Key informants were asked to rate their awareness of the EAA component and this self-rating was taken into consideration in the analysis and reporting.

Challenges were also experienced with the quality and availability of administrative data:

The CSGC database provided for the evaluation showed the status of all unfunded projects as ineligible. However, NHSP documents indicated that a number had been deemed eligible and then rejected in the assessment process. Consequently it was not possible to do analysis of the survey results for these two sub-groups of unfunded projects. Some limited analysis was done of the reasons for non-funding based on the project file review.

3. Relevance

The need to build awareness of elder abuse

The document review, project file review and key informant interviews provided corroborating evidence regarding the need to build awareness of elder abuse. The most comprehensive evidence of the need for building awareness of elder abuse was drawn from a paper provided by NHSP NHQ that synthesized research on the topic.[13] (Other program documents reviewed drew on this same research.) The paper highlights a number of factors that indicate efforts to increase awareness of elder abuse are needed:

- Based on known cases, it is estimated that between 4% and 10% of older adults experience some form of abuse. Most cases of abuse against older adults go unreported. With the projected growth in the Canadian population, plus the aging of baby boomers, it is estimated that the number of seniors affected by elder abuse would almost double to nearly 650,000 by 2026.[14]

- Awareness of elder abuse is decades behind that of other types of family violence, which contributes to under-reporting and the abuse of older adults remaining a hidden issue.

- Awareness of the problem is low among seniors and their families as well as the public and service providers.

- Certain groups of service providers who work more closely with older adults, or who deal with abuse and neglect situations on a regular basis, need increasingly more specialized and sophisticated training in the area.

- While some education and awareness materials are currently available, they have not received wide attention nor have reached large audiences. To be comprehensive, awareness messages must reach several audiences (seniors, the general public, different types of service providers working with seniors) and be targeted to a specific group (e.g. awareness of financial abuse for bank employees).

- Because issues are similar across jurisdictions, there is also a recognized need to coordinate awareness building efforts. Federal/Provincial/Territorial Ministers responsible for seniors have, in recent years, commissioned work aimed at prioritizing their joint efforts in this area. In 2007, the National Seniors Council on Elder Abuse reported, based on a series of regional meetings, that there was a need to focus greater attention on the issue of elder abuse among the general public as well as professionals, service providers and seniors.[15]

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[13] Government of Canada, Human Resources and Skills Development Canada "Elder Abuse in Canada: Preliminary Overview of the Issue" (2007) August.

[14] Ibid.

[15] Government of Canada, The National Seniors Council "Report of the National Seniors Council on Elder Abuse" (2007) November, page 6.

All key informants in all groups agreed that efforts to build awareness of elder abuse are needed, for similar reasons as those identified in the research. They also identified the need for information on the problem, as well as on the root causes and ways of preventing elder abuse. Some NHSP NHQ and Service Canada key informants noted that the seniors' population is becoming more diverse and awareness building efforts must reach and be relevant to the issues faced by specific sub-groups of seniors, in particular ethno-cultural and Aboriginal seniors, those with disabilities, and seniors in rural areas.

A few stakeholder key informants and one Review Committee informant stressed that the current need is for educational materials that treat the more complex aspects of elder abuse and which can build on the general information produced through provincial governments over recent years. It was also noted by one stakeholder key informant that the educational resources will continually need updating as the issue evolves and as more becomes known about effective prevention measures. A few stakeholder key informants and one Review Committee informant stressed that audiences need advice on how to use the information produced.

The project file review provides evidence on the needs identified by non-profit organizations applying for funding that corroborates evidence from the above research and key informants. Applicants for funding identified a general need for elder abuse awareness, most commonly citing the following reasons: this issue has not received the same level of attention as other forms of family violence; it appears to be a growing but under-reported issue; there is a need for a coordinated effort to deal with this issue, including more resources for seniors to deal with abuse; and, the growing trend towards families caring for the elderly at home has the potential to increase the risk of abuse. Applicants also identified more specific needs including increasing awareness among more isolated seniors and those with disabilities as these groups are particularly vulnerable to abuse; the need to train seniors to teach their peers about abuse; and increasing awareness among professionals who deal with seniors and providing them with the tools to manage elder abuse situations.

Uniqueness of EAA funding

The review of provincial/territorial websites identified seven provinces and territories with elder abuse or violence prevention strategies, but none indicated that funding is provided specifically to community-based organizations for initiatives to promote awareness of this issue. Therefore, what makes the EAA unique is that funding is provided to community-based organizations.

Based on interviews with all key informant groups, the EAA component is considered to be necessary and is seen as a good first step in addressing this issue on a national scale and a catalyst for other initiatives. While projects have to be regional in scope, materials are intended to be shared with other regions thereby giving the program a national character. Documents reviewed noted that the Minister of State (Seniors) identified elder abuse as a priority that is being addressed through federal initiatives focused on family violence and crime prevention by means of the Federal Elder Abuse Awareness Initiative (discussed more below) involving HRSDC, the Royal Canadian Mounted Police, Public Health Agency

of Canada and Justice Canada. Documents and some NHSP NHQ key informants identified that production of high quality elder abuse awareness materials would be appropriate to support these federal initiatives.

All key informants in all groups felt that it is appropriate for the federal government to fund elder abuse awareness initiatives. In addition, they consider the provinces and territories to be the appropriate source for funding elder abuse prevention activities of organizations (i.e. operations) in the social, health, legal and law enforcement sectors.

Other sources of federal funding that supports elder abuse awareness activities

Another federal funding source was identified through documents and the input of an NHSP NHQ key informant that support elder abuse awareness initiatives – the Federal Elder Abuse Awareness Initiative (FEAI).

Documents and an NHSP NHQ key informant indicate that the FEAI was introduced in 2008 to provide momentum to federal efforts to promote awareness of elder abuse. Funded at $13M, the overarching objectives of the FEAI are:

- To raise awareness of elder abuse throughout society, particularly among seniors, their families, and key professional groups; and
- To provide informational resources and tools to frontline workers so they are able to identify and respond accordingly to cases of elder abuse.

These objectives are similar to that of the EAA, and the EAA priority established for Call 1. This could lead to some overlap in the two funding sources and confusion among prospective project applicants. A review of the NHSP website and documents do not describe the two sources of funding and their different purposes. It would be helpful to add this information to the NHSP website to ensure prospective applicants are appropriately informed about the two sources of funding.

Based on the evidence gathered, the approach to delivery of FEAI and the EAA is designed to ensure complementarity and to minimize duplication. Specifically, the FEAI includes a national awareness campaign, as well as measures by a number of federal departments and agencies whose programs and activities reach out to seniors or those who work with them. The FEAI allocated $1.6M to fund national professional associations, whose members work closely with seniors, to deliver awareness sessions using federally-developed elder abuse awareness materials. The EAA component was used as the vehicle to deliver this component of FEAI funding to ensure coordination of funding decisions with those for EAA. A dedicated call for FEAI proposals was announced in 2009.

The CPL component of NHSP also includes criteria for funding local projects focused on elder abuse awareness. In comparison to EAA, which supports projects that are regional or national in scope, CPL projects are small, having a $25,000 limit.

In summary, the EAA is part of a coordinated federal approach to elder abuse awareness and does not duplicate other federal funding sources. While the Federal Elder Abuse Awareness Initiative will sunset on March 31, 2011, communication materials need to clarify the differences between that program and EAA.

Level of demand

There was a relatively high number of proposals (134) in the first call even though the promotion of the EAA component was low key. This indicates there is an interest among not-for-profit organizations in undertaking the kind of activities funded through EAA. However, only 16 (12%) proposals were approved. It is difficult to indicate the reason for the large number of unfunded proposals. The administrative data review used CSGC data which does not differentiate between ineligible (did not meet criteria) and rejected (met criteria but not funded) proposals. Rather it coded all non-funded proposals as ineligible. The evidence from the file review does provide some insight. However, it was a very small sample size (10 hard copy files). It indicated that 8 proposals (80%) were ineligible and 2 proposals (20%) were eligible but rejected. The review indicated that the majority of projects deemed ineligible were in relation to the EAA priority (i.e. limited geographic coverage, limited final product, not adequately addressing the priority). Overall, it appears that a substantial proportion of the proposals did not meet EAA requirements.

Table 3.1 shows the distribution and status of EAA proposals by province and territory. The first call for proposals was issued on a national basis to fund both national and regional projects. While there was no target number of projects per region established, proposals were received from all provinces and territories except the Yukon, with the highest proportion (38%) being from organizations in Ontario, followed by Quebec (17%) and British Columbia (16%). A majority of NHSP NHQ key informants commented that 134 was a high number of proposals given that there are relatively few organizations involved in addressing elder abuse.

Projects were funded with organizations based in nine provinces. The highest proportion of funded projects by province were in Ontario (25%), followed by Quebec (19%) and British Columbia and Manitoba, each with 13% of the funded projects. None were funded with organizations in the territories.

Table 3.1 Distribution and status of EAA proposals by province and territory				
Province / Territory	**Total Applications**	**% of Total Applications**	**Total Funded**	**% of Total funded**
Ontario	51	38%	4	25%
Quebec	23	17%	3	19%
British Columbia	21	16%	2	13%
Saskatchewan	5	4%	2	13%
New Brunswick	6	4%	1	6%
Newfoundland and Labrador	5	4%	1	6%
Nova Scotia	5	4%	1	6%
Prince Edward Island	2	1%	1	6%
Alberta	9	7%	1	6%
Manitoba	5	4%	0	0%
Northwest Territories	1	1%	0	0%
Nunavut	1	1%	0	0%
Yukon Territory	0	0%	0	0%
Total	**134**	**100%**	**16**	**100%**

A majority of key informants in all groups felt that EAA funding is needed as there are currently no (or limited) sources of funding to assist non-profit organizations in undertaking elder abuse awareness initiatives and, more specifically, the development and dissemination of information and educational resources on elder abuse which was the priority in the first call for EAA proposals.

Other sources of funding

The evidence from the survey of applicants indicates that EAA funding was needed for the majority of projects to proceed and that the funding had some incremental impact. Most funded respondents (78%) felt their projects would have been postponed without funding while few (22%) would have proceeded on a smaller scale with other resources. Similarly, some (29%) of the unfunded applicants surveyed went ahead with their projects without EAA funding and most of these (86%) were implemented on a smaller scale than planned, while a few (14%) were implemented as planned. Most of these unfunded projects used volunteer resources and few accessed other provincial government (13%) or federal (7%) funding.

The capacity of organizations to proceed without EAA funding, albeit the majority on a smaller scale, is notable given the relatively significant resources allocated to funded projects (average of $260,169 over two or three years) to develop and disseminate resources and materials. The evidence shows that, through the process of developing proposals, unfunded applicants may have developed partners or other sources of support to enable them to carry through with their planned activities. Indeed, the EAA criteria encourage proponents to partner with other organizations in designing and implementing their projects, and the strengthening of linkages among organizations to share information, was one of the priorities for the first call for proposals. In this sense, EAA may have had an incremental impact in creating momentum among organizations to collaborate on elder abuse awareness activities.

4. Design, Delivery and Communications

4.1 Design

Program documents and the key informant interviews provide corroborating evidence on the extent of clarity in the EAA design and the measurability of its objective. According to program design documentation, the objective of the EAA component is "[t]o help non-profit organizations develop national or provincial/territorial/regional educational and awareness activities to help reduce the incidence of elder abuse and fraud."[16]

In terms of measurability, *"developing educational and awareness activities"* is measurable. However, some NHSP NHQ key informants and one stakeholder key informant felt that measuring the contribution of these activities to *"reducing the incidence of elder abuse"* would be more challenging, as elder abuse is under reported. There would also be challenges to attributing any changes in awareness or the incidence of elder abuse to EAA. The component has relatively modest funding for education (not prevention) activities, plus there are other federal initiatives focused on elder abuse and many other factors that affect this issue. Similarly it would be difficult to measure and attribute the intended EAA outcome to this NHSP component.

The logic model (Appendix A) is a generic one for NHSP as it was decided by HRSDC to take this approach rather than develop logic models for each component of the program. The logic model does not explicitly set out the EAA outputs and link them to the intended outcome for this component. Rather all NHSP outputs as a whole are linked to all the NHSP intended outcomes. This limits the usefulness of this tool for understanding the design and intent of each individual NHSP component.

All NHSP NHQ key informants[17] felt that the generic logic model links EAA activities to outcomes but noted that there are limitations in clearly depicting this linkage.

Multi-year funding

Program design documentation states that the multi-year funding of up to three years for projects is intended to ensure a sustained impact of funded activities. The majority of expert key informants agreed this was a positive aspect of the component, given that the intent is to develop and then disseminate resource materials. The early progress reports from EAA funded projects indicates that half (5 of 10 reviewed) had experienced start up delays due to staffing and other issues. This has resulted in timelines being pushed ahead, providing a further indication that the longer funding period is relevant to support these projects.

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[16] Government of Canada, Human Resources and Skills Development Canada "Amended Terms and Conditions for Class Grants and Contributions, New Horizons for Seniors Program" (2007) Annex B, August 21, page 3; Government of Canada, Human Resources and Skills Development Canada "Risk-based Audit Framework for New Horizons for Seniors Program" (2007) Annex E, August 23, page 9.

[17] Other key informant groups were not asked this question.

Views on whether the design would contribute to the intended outcome

Some key informants in all groups felt the EAA component, as designed, would contribute to the intended outcome. Some Service Canada and stakeholder key informants could not comment, either because they had limited knowledge of the component or because they felt it was too early in the process. Most key informants who commented noted caveats to their opinion or factors that will influence results. It was observed that projects need to reach seniors in order to achieve results. Some felt that organizations need to have the capacity to move beyond creating awareness to doing prevention work in order to have an impact on elder abuse. Some key informants were concerned that organizations are now underfunded to do this work and consequently would have limited capacity to make full use of the materials and resources produced with EAA funding. Overall, the key informants identified a number of factors that may influence the achievement of the EAA intended outcome. These factors may be helpful to consider in monitoring approved projects and in making decisions on future projects.

NHQ delivery of EAA

The document review, all NHSP NHQ and most Service Canada key informants identified that EAA is appropriately delivered from NHSP NHQ.[18] This structure is seen as ensuring that strategic linkages are made with other federal entities involved in this horizontal policy 'file'. Positioning EAA as a national HRSDC initiative that is part of a federal horizontal effort is also seen as helping to clearly define the federal role as being to promote awareness of elder abuse and reducing the risk of overlapping with the responsibilities of the provinces for the prevention services. Also, delivery from the NHQ level helps ensure that EAA delivery is coordinated with that for the FEAI.

Given the relatively small budget and few funded projects, some NHSP NHQ key informants observed that national level delivery is the most efficient approach.

While delivery from NHQ is deemed appropriate, most Service Canada key informants suggested that regions could play a role in ensuring the materials proposed are relevant to their regions and that they are reaching the intended audiences. The project file review indicates that 80% of the funded projects in Call 1 were provincial or regional in scope. The second call for proposals funded regional projects only.

[18] Other key informant groups were not asked this question.

Management and administrative systems

The document review and all NHSP NHQ and Review Committee key informants identified that, for the most part, the management and administrative systems support efficient and effective delivery of EAA.[19] The operational guidelines are detailed and set out roles as well as procedures for the application process and component administration. A number of forms set out a comprehensive list of criteria to screen and assess proposals. The required screening and assessment forms were found in all the project files reviewed, indicating the required steps are being taken and documented.

Exceptions

Weaknesses in program management and administration identified through the document review and by NHSP NHQ key informants include: the departmental administrative database system, which is not adaptable to EAA requirements; and delays in project approvals where the timeframe from receipt of proposals to issuing decision letters was an average of seven month. A need was also identified for project approval and monitoring procedures to minimize the risk of inappropriate duplication of existing elder abuse awareness resource materials.

The evidence from the key informant interviews is that the current need is for high quality materials that deal with the more complex aspects of elder abuse and which will meet the needs of a variety of audiences. It was also observed that, from and effectiveness perspective, there is the risk of projects duplicating existing materials on elder abuse rather than generating new materials, as well as a risk of multiple projects being funded unnecessarily to deal with the same aspect of elder abuse. The proposal guide refers applicants to a national clearing house of awareness materials and requires proposals to demonstrate how the project will build on existing awareness resources. However, additional assessment may be needed to ensure that projects fill gaps in the current array of resource materials. Another consideration for the NHSP NHQ is whether the call for proposals should target the gaps to be filled by resource materials or leave it to proponents to identify these gaps and then select projects from those proposed. The former process would seem more effective and efficient but could, in practice, be more time consuming to implement.

EAA Review Committee

Only three of six NHSP NHQ key informants could comment on the use of Review Committee resources. All three plus one Review Committee key informant felt that effective use is being made of the expertise and perspectives of the members of the Review Committee.[20] The use of a Review Committee was seen by informants as bringing the expertise of both community-based organizations and those of provincial and territorial representatives involved with this issue to the process. They also felt that the NHSP staff

[19] Other key informant groups were not asked this question.
[20] Other key informant groups were not asked this question.

and other supports provided to the Review Committee were either quite good or excellent. Two areas for improvement were identified by a Review Committee member. It was observed that in the first call for proposals, a number of sub-groups of the Review Committee were formed to do the initial ranking of a number of proposals. Some sub-groups were comprised of government only and not community representatives. This structure was seen as limiting the range of expertise that was applied in this phase of the review process. However, it must be noted that all proposals were vetted by the Review Committee as a whole.

4.2 Communications

The evidence indicates that the promotion of EAA is somewhat effective in informing organizations about the component. However, communications needs to be expanded to an outreach approach to help organizations develop proposals which meet EAA requirements.

The key informant interviews and the survey of applicants provided corroborating evidence regarding the effectiveness of communications of the EAA component. NHSP key informants identified a number of mechanisms that were used to promote EAA including the website, a target mailing list of organizations involved in elder abuse, through the Review Committee, and contacts with the provincial government elder abuse consultants. The majority of NHSP NHQ key informants felt the communications were somewhat effective given the low key approach used for call one and the high number of proposals received from across the country. Both Review Committee key informants felt that communications could be improved. Most stakeholder key informants were not aware of how EAA was communicated and could not comment on this aspect of delivery.[21]

Funded applicants surveyed most often reported that they learned about EAA through previous involvement with the NHSP (33%), whereas unfunded respondents most often reported they learned about EAA through the NHSP website (32%) or through another organization (31%) (see Table 4.1). While the nature of the involvement with NHSP was not explored in the survey, it may be that some of these organizations had previously sponsored CPL projects, and through this, developed their capacity to prepare project proposals and to undertake the more comprehensive EAA projects.

[21] Other key informant groups were not asked this question.

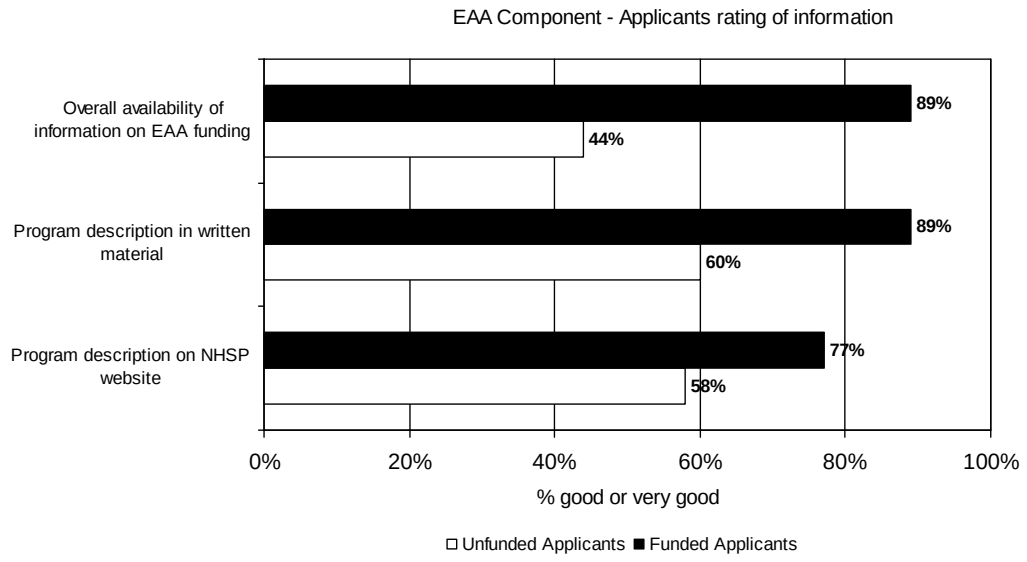
Table 4.1 How Organizations Learned About the EAA Component (multiple response)		
	Funded Projects	**Unfunded Projects**
Previous involvement with NHSP	33%	10%
Another organization	22%	31%
Information package received in the mail or email	11%	12%
Word of Mouth (Review Committee)	11%	7%
Public notice/Newspaper/TV/Radio	11%	3%
Contacted directly by NHSP staff	11%	2%
Telephone	11%	0%
Other	11%	0%
New Horizons for Seniors Program website	0%	32%
Government Referrals	0%	5%
E-mail	0%	3%
Presentation by NHSP staff	0%	2%
Brochure or poster	0%	2%
Member of Parliament (MP)	0%	2%
Do not know/No response	0%	2%
Total number of respondents	**9**	**59**
Source: Survey of funded applicants; Survey of unfunded applicants		

Respondents were also asked the best way to reach them with information. Email is the preferred method of communication by most funded (89%) and a majority (59%) of unfunded applicants surveyed.

Some NHSP NHQ and both Review Committee key informants felt that the promotion of EAA needs to expand into an outreach that would involve consulting with community-based organizations to identify regional needs and priorities for elder abuse awareness, informing them of EAA requirements, and bringing organizations together to collaborate on the development of proposals that would meet EAA requirements. These key informants felt this approach would help NHSP NHQ to better understand the existing networks of organizations, how groups now work together and how partnerships could be better facilitated. In turn, this would help NHSP NHQ in facilitating the development of proposals by organizations. It was noted that many organizations have a good understanding of the issue of elder abuse but have limited project management experience, and this is a hindrance to them in developing proposals for EAA funding. Given the focus on regional projects in Call 2, the regions might also play a role in this outreach.

Survey respondents were asked to rate the information provided on the EAA component and Figure 4.1 sets out the responses.

Figure 4.1
Applicant rating of various EAA program components



Source: Survey of funded applicants; Survey of unfunded applicants

Funded applicants gave high ratings (good or very good) to all aspects of the information provided on EAA, including the overall availability of information, and the program description in written material and on the website. Unfunded applicants gave substantially less positive ratings to all three aspects of the information provided.

4.3 Application Process

A majority of funded applicants were satisfied with most aspects of the application process, whereas unfunded applicants were less satisfied with most aspects. Almost all respondents in both groups were dissatisfied with the time it took to receive a decision on their application. Overall, the evidence indicates a need to examine the application process for clarity, fairness and timeframes for approvals.

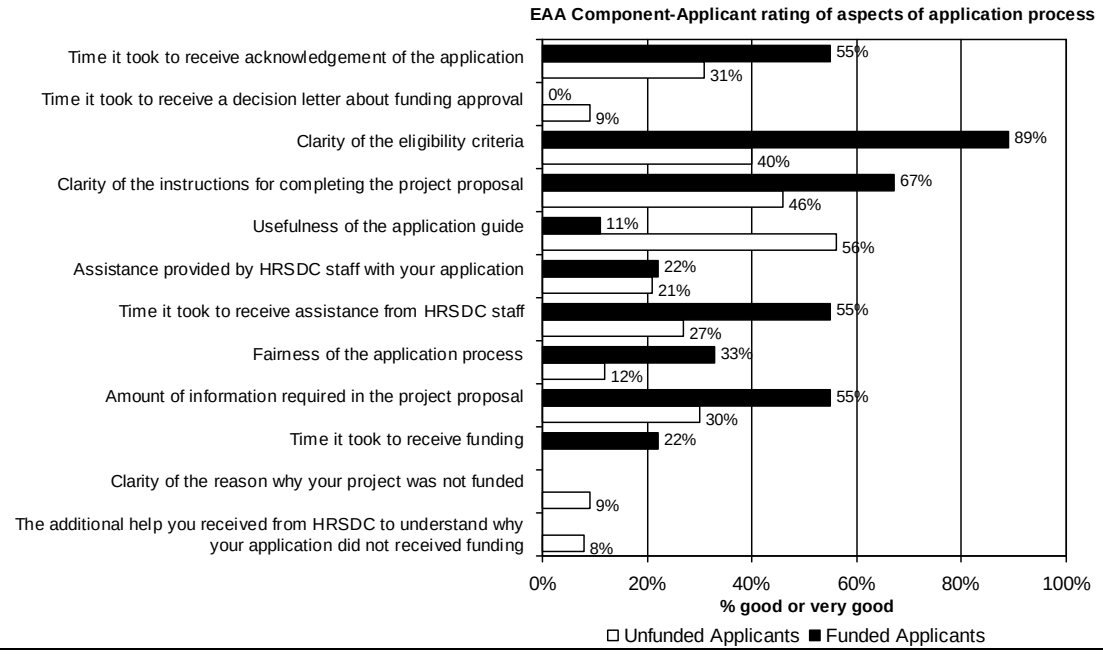
Unfunded survey applicants suggested simplifying the proposal requirements and guidelines and clarifying the eligibility criteria. The survey evidence also indicates that unfunded applicants could benefit from better quality follow-up information from HRSDC, especially since the decision letter does not specify why funded was not provided. Funded applicants who responded to the survey most frequently suggested reducing the amount of information required in the proposal and improving timelines in the process. Key informants from all groups made recommendations related to program administration, the program criteria and application process and outreach.

The majority (67%) of funded applicants surveyed were either satisfied or very satisfied with the application process overall, while few (21%) of unfunded applicants gave this rating. The responses indicate that a significant proportion of both groups were not satisfied with the process.

The survey asked applicants about the timeframes for processing proposals, and various aspects of the information and assistance provided as part of the application process. Funded applicants rated all these aspects higher than did unfunded applicants. However, even among funded applicants, most aspects of the process received positive ratings by just over half of the respondents.

Figure 4.2 below presents the aspects of the proposal process covered and the survey responses.

Figure 4.2
Applicant rating of various EAA program components



Source: Survey of funded applicants; Survey of unfunded applicants

Time to receive acknowledgement of application: The majority of funded (55%) and some unfunded (31%) respondents rated the time to receive an acknowledge letter of the proposal as good or very good.

Time to receive a decision on funding: No funded respondents and few (9%) of the unfunded respondents rated the time to receive a decision letter on their proposal as good or very good. The NHSP standard for turnaround for decisions on proposals is five months – the same as for the CA and CPL components. The CSGC data indicates that in Call 1 the average timeframe from the receipt of proposals to approval of proposals was seven months. Agreements were signed an average of 11 months after NHSP NHQ receipt of the proposals. Adequate information was not provided in the project files reviewed to determine the turnaround time for decisions on funding as dates were included on only 2 of 20 letters of notification.

The majority of NHSP NHQ key informants and one Review Committee key informant also felt the timeframe for decisions on proposals was lengthy, and that this was influenced by the more complex review and approval process needed for the EAA component compared to the other two NHSP components.[22]

Clarity of criteria: Most funded respondents (89%) and some (40%) of the unfunded respondents rated the clarity of the eligibility criteria as good or very good. The criteria appear to be clearly stated in the guide for applicants, but survey responses indicate a need to revise these for clarity. The project file review for unfunded applicants found that the majority were considered ineligible due to various aspects of the quality of the proposal in relation to the EAA priority (i.e. limited geographic coverage, limited final product, not adequately addressing the priority) and only a few were ineligible for not having all the required documentation or the organization being deemed ineligible. This evidence indicates a need to more clearly communicate with organizations the EAA criteria and proposal requirements. Key informants had mixed views on the clarity of the EAA criteria and application process. The majority of NHSP key informants felt the process is clear and understood while one Review Committee informant felt that the eligibility criteria related to the requirement for organizations to serve large geographic areas is unclear in terms of whether ethno-cultural organizations servicing large populations in metropolitan areas were eligible for funding.[23]

The lack of clarity of the EAA criteria may also be due to this being the first call for proposals dealing with a complex topic and activity. As the NHSP NHQ and Review Committee gain experience with the assessment process and as learning occurs as projects are implemented, there should naturally be better understanding of criteria.

Clarity of instructions for completing the application: The majority of funded respondents (67%) and some unfunded respondents (46%) rated the clarity of application instructions as good or very good. The guide for applicants is detailed and requires proposals to include a significant amount of information. This is to be expected, given the complexity and scope of the activities being funded through EAA and the requirements of agreements for contribution funding. However, the survey responses indicate a need to revise this guide in light of the proposals received in Call 1 to ensure any topics that were not covered appropriately in proposals are better explained.

Usefulness of the application guide: Few funded respondents (11%) and the majority of the unfunded respondents (56%) rated the usefulness of the application guide as good or very good. The very low rating by funded applicants seems inconsistent with their rating of the instructions for completing the application. There is no clear explanation for this difference in ratings.

[22] Other key informant groups were not asked this question.
[23] Other key informant groups were not asked this question.

Assistance provided by HRSDC with project proposal: All funded respondents and the majority (61%) of unfunded respondents had received assistance from HRSDC with their project proposal. Few funded and unfunded respondents (22% and 21% respectively) rated the assistance provided by HRSDC as good or very good. Funded applicants were most likely to rate the assistance provided as acceptable (44%), whereas the ratings of unfunded respondents were dispersed across the range.

Time it took to receive assistance: The majority of funded respondents (55%) and some unfunded respondents (27%) rated the time it took to receive assistance as good or very good.

Fairness of the application process: Survey respondents gave dispersed ratings of the fairness of the application process. Funded respondents were most likely to rate the fairness of the process as acceptable (33%) while unfunded respondents were most likely to rate the fairness as poor (25%). All NHSP key informants felt the application process was fair. One Review Committee informant felt there were weaknesses, noting that the priority established for Call 2 to fund a maximum of two projects in each region will be unfair to organizations in Ontario which has 40% of the seniors' population. Also, as noted above, the requirement for organizations to serve large geographic areas was considered unfair to organizations serving large populations in metropolitan areas (such as those serving specific ethnocultural groups). [24]

Amount of information required in the application: The majority of funded respondents (55%) and some (27%) of the unfunded respondents rated the amount of information required in the proposal as good or very good. Unfunded applicants were most likely to rate the requirements as acceptable (42%).

Time it took to receive funding: Funded respondents gave dispersed ratings across the range regarding the time it took to receive funding with only a few (22%) giving a rating of good or very good. Adequate information was not provided in the project files reviewed to determine the timeframe for disbursement of funding as no requisitions for payment were included in the files provided.

Clarity of the reason why the project was not funded: Only a few unfunded respondents (9%) rated the clarity of the information provided on the reasons they were not funded as good or very good; they were most likely to rate this aspect as poor (42%). The project file review shows that the same letter is sent to both ineligible and rejected EAA applicants and this states that "the project had merit but was not funded". The letter does provide the name and number of an officer who may be contacted for further information on this decision. In the case of ineligible applicants it would be more helpful to state the aspects of the proposal that did not meet requirements.

Additional help provided by HRSDC to understand why the project was not funded: Few unfunded respondents (8%) rated the additional help provided by HRSDC to understand why their project was not approved as good or very good; they were most likely to rate the assistance provided as poor (36%).

[24] Other key informant groups were not asked this question.

In regards to potential improvements in the application process, funded applicants who responded to the survey most frequently suggested reducing the amount of information required in the proposal and improving timelines in the process. Unfunded applicants most frequently suggested more and clearer information on the eligibility criteria. A variety of recommendations were made by key informants in all groups regarding the application process, in most cases by one informant only per group. These focused mainly on addressing the issues identified above with the clarification of program criteria, the application process and the outreach aspect of communications.

4.4 Profile of Projects

The funded projects appear to support the achievement of the EAA objective. The majority are sponsored by provincial organizations doing local level projects. Most funded projects focus on elder abuse in general and target all seniors and the population at large. A wide variety of materials and resources are being developed by projects. The dissemination plans include use of various media and in-person events.

Program documents set out the objective of the EAA component as being "to help non-profit organizations develop national or provincial/territorial/regional educational and awareness activities to help reduce the incidence of elder abuse and fraud."

The 2007 Guide to Applicants states that the funding would support projects that responded to the following priority: "Promoting awareness and increasing knowledge of abuse of older adults through the development and dissemination of awareness and educational resources, toolkits, audiovisual materials, communications products, or other media intended for seniors, service providers, professionals, community-based organizations and the public". Projects were required to be national or provincial/regional in scope.

The administrative data review indicates that the funded projects are consistent with these guidelines.

Location: In the first EAA call, proposals were received from all provinces and territories except the Yukon.

Type of organization: The majority of applicants (60%) were local non-profit organizations, which is of note since the Guide to Applicants required projects to be regional or national in scope. Of the 16 funded projects, a majority (75%) were sponsored by provincial non-profit organizations, few (19%) by national organizations and few (6%) by a local organization.

The majority of funded organizations (56%) were seniors' organizations – two of these were national and seven provincial organizations. The remaining organizations were from diverse sectors – two aboriginal, two legal information, two health, and one social work.

Project scope: The majority of projects (60%) were provincial in scope, few (20%) were national and few (20%) were regional within a province.

Target population: Based on the project file review, funded projects are most frequently targeting the general population (30%) or seniors in general (20%) while few (10% or less) are targeting various specific populations or service providers (Table 4.2).

Table 4.2
Number and Percent of EAA Funded Projects by Target Group (multiple responses)

Target Group	Number of Projects	Percent[25]
General population	6	30%
Seniors in general	4	20%
Seniors with any type of disability	2	10%
Community groups	2	10%
Front-line care workers	2	10%
Senior volunteers	2	10%
Female seniors	1	5%
Seniors at a particular healthcare centre	1	5%
Francophone seniors	1	5%
Total Number of respondents	9	

Source: EAA Project Files

Type of elder abuse addressed (see Table 4.3)*:* The review of project files and the survey of respondents indicate that the highest proportion of projects is focusing on awareness of all types of elder abuse. The survey of funded applicants asked explicitly which types of elder abuse were addressed in the project. Among funded applicants surveyed, some (44%) were addressing all types of elder abuse, while those addressing specific types of abuse most frequently mentioned physical (56%) and financial abuse (56%).

Table 4.3
EAA Funded Projects - Types of Elder Abuse Addressed (multiple response)

	Funded Projects
Physical Abuse (Includes Sexual Abuse)	56%
Financial Abuse	56%
Psychological Abuse (Includes Cultural and Spiritual)	33%
Emotional Abuse	33%
Verbal Abuse	11%
Violation of Rights	11%
Neglect	11%
Other	11%
All of the Above	44%
Total Number of respondents	9

Source: Survey of funded applicants

[25] Exceeds 100% due to some projects having more than one target group.

The project file review indicates that projects were planning to develop various materials and resources, with toolkits, training manuals and models being the most commonly mentioned (by some [30%] of respondents in each case) (Table 4.4).

Table 4.4
Resource Materials to be Developed by Funded Projects (multiple responses)

Resource	Number of Projects	Percent
Toolkit	3	30%
Detection, Intervention or Prevention Tools/Strategy/Course	3	30%
Training Manual or Model	3	30%
Awareness Campaign	2	20%
Legal Information/Information Packages/ Educational Materials/Fact Sheets	1	10%
Video	1	10%
Handbook	1	10%
Presentation Templates	1	10%
Displays, Leaflets, Posters or Calendar	1	10%
Source: EAA Project Files		

The project file review indicates that organizations planned to use a wide variety of media and in-person methods to disseminate the resources materials produced, with no one method dominating (see Table 4.5).

Table 4.5
Dissemination Method by Number and Percent of Projects (multiple responses)

Dissemination Method	Number of Projects	Percent
Mail/Email/Fax/Courier	4	40%
Websites	4	40%
Press/Media Releases	4	40%
Presentations	4	40%
Newspaper/Radio/Magazine Ads (Media Campaign)	3	30%
Community events	3	30%
Flyers/Brochures/Leaflets/Information Packages	3	30%
Peer-to-Peer/Face-to-Face	2	20%
Training Forums	2	20%
Professional/Network Meetings or Provincial Summit	1	10%
Conferences/Teleconferences	1	10%
Newsletters	1	10%
Journal Article	1	10%
Source: EAA Project Files		

5. Operational Costs

The Resource Allocation Model documents state that 10% of EAA component funding is allocated for operational costs. This is consistent with the 10% that was set out in the original program proposal, and below the 12-15% that an NHQ key informant estimated as the range for most federal programs.

6. Performance Monitoring and Measurement

Appropriateness of performance indicators

EAA component level:

Based on a review of program documents there are 17 performance indicators for EAA. All these measure outputs rather than the outcome of EAA (e.g. # of proposals that reflect the communities of interest, # of tools developed and disseminated, # of target groups addressed).

The EAA intended outcome is that "Canadian society has knowledge and awareness of elder abuse…which will help reduce the incidence of elder abuse." It would be difficult to measure changes in societal knowledge and awareness of elder abuse and the extent this has led to a reduced incidence of elder abuse, and then attribute any change to the EAA component. The issue of elder abuse is complex, there is a relatively modest level of funding for EAA, and the component focuses only on education – not prevention. It would appear to be appropriate to revise the EAA intended outcome to one that is more relevant to the focus and scope of this component and which sets out more immediate outcomes. For example, the identification and reach of key target populations and the appropriateness of awareness raising activities for these target populations.

Project level:

In the earlier discussion of EAA design, the need to develop an EAA logic model was identified. Similarly, since the EAA projects are diverse in terms of the needs identified, activities and intended outcomes, it will be important for each project to develop a logic that can guide project monitoring and ensure that appropriate performance indicators are defined and the necessary information is gathered and reported to contribute to the summative evaluation of EAA. As with the EAA component overall, it will be important that projects develop indicators of outcomes that are realistic and measurable.

Organizations are required to describe their evaluation plan in their project proposal and if the project is approved, to submit a detailed evaluation plan in the initial stage of the project. The project applications reviewed did indicate that a variety of methods were planned for conducting evaluations through the use of internal and external resources (Table 6.1). However, no detailed plans above and beyond the general indication in the table were found in the project files reviewed. It will be important that any further guidance from NHSP NHQ on the design of these evaluation plans include the requirement to explain the logic as a first step. This will help the NHSP NHQ in ensuring that the design of the funded projects is sound. In addition, the EAA final project report form does not require organizations to submit the results of their evaluations to HRSDC. These reports should be submitted, as they will be an important source of information for a summative evaluation.

Table 6.1 EAA Funded Projects - planned data collection and evaluation methods (multiple responses)		
Evaluation Method	**Number of Projects**	**Percent**
Administrative Data	5	50%
Surveys	5	50%
Participant Feedback	3	30%
Focus Groups	3	30%
External Statistics	2	20%
Pre and Post Tests	2	20%
Interviews	1	10%
Internal Reports/Document Review	1	10%
Case Studies	1	10%
Source: EAA Project Files		

Accessibility of performance information

Twelve of the 17 EAA performance indicators are captured in the CSGC. Of the remaining five, two performance indicators (#/% of final reports, # OLMC projects) were not found in the CSGC database provided and are only captured in project files. Data for the other three EAA output indicators (number of tools developed, number of target groups addressed, number of tools disseminated) is not captured in project final reports. These data are not available for performance monitoring and the summative evaluation.

Quality of performance information

In regard to data quality, the administrative data and file review indicates that there are some inaccuracies in the data in CSGC compared to that in project files, most notably for the total project value, inaccurate coding of rejected project files as ineligible, and missing information on unfunded proposals.

Overall, 66% of the data in the CSGC accurately matched the information in the 20 EAA project files reviewed. There were small differences between the database and file information in 8% of cases while there were large differences in the two sources in 9% of cases.[26] There was missing data in the CSGC in 18% of the data elements mapped. The data most accurately recorded in the CSGC were the organization type (95%), the amount of funding approved (95%) and the date when the application was received (95%). The data that was inaccurately recorded in CSGC most frequently was the total project value, for which 50% of cases showed large differences from the paper project files. As well, there were no projects recorded as 'rejected' in CSGC yet 20% of the project files reviewed were rejected. Several CSGC data fields had missing information in 40% of the cases. This was primarily a result of fields being left blank for unapproved projects.

[26] Small differences are differences that are not substantially different from the information on the project files. (i.e. spelling error). Large differences are differences that are substantially different from the information on the project files. (i.e. an inaccurate project status).

Most NHSP NHQ key informants could not comment on questions related to performance measurement of EAA, given that the component is in the early stages and no final reports have been received from projects.[27] As noted above, the challenges faced in measuring the EAA outcome is not unique to this NHSP component. It was observed in the NHQ key informant interviews that work is underway to examine ways of measuring the longer term outcomes of HRSDC social programs given the more complex context for these programs and the challenges in attributing societal changes to programs.

[27] Other key informant groups were not asked these questions.

7. Early Success

The early success of the EAA component could not be assessed as all projects were in the early stages of implementation at the time of the evaluation and none had concluded. Key informants who gave an opinion and applicants surveyed felt the projects would have some or significant impact in relation to the EAA intended outcome.

Survey respondents as well as key informants were asked what level of impact they envisioned the projects having in regard to various potential outcomes which expanded on the broad EAA intended outcome of "Canadian society has knowledge and awareness of elder abuse…which will help reduce the incidence of elder abuse." Table 7.1 sets out the survey responses. Response percentages should be interpreted with caution given the small population of both funded and unfunded respondents.

Table 7.1
Expected immediate outcomes

	Funded Projects				Unfunded Projects (that went ahead with their project)			
	n	Limited impact	Some impact	Significant impact	n	Limited impact	Some impact	Significant impact
Developing and disseminating educational awareness raising tools	9	11%	0%	89%	15	13%	27%	60%
Creating linkages between organizations to share information and best practices about elder abuse	9	0%	0%	100%	15	27%	20%	53%
Increasing awareness of elder abuse among front-line service providers who work with seniors	9	0%	0%	100%	15	13%	20%	60%
Increasing awareness of elder abuse among seniors	9	0%	0%	100%	15	7%	13%	80%
Improving the ability of professional organizations to raise awareness of elder abuse	9	0%	22%	78%	15	13%	27%	60%
Increasing awareness of elder abuse among families	9	0%	11%	89%	15	20%	27%	53%
Increasing knowledge of what can be done to prevent elder abuse	9	0%	11%	89%	15	20%	20%	60%
Reducing incidence of abuse in older adults	9	0%	33%	67%	15	7%	40%	40%
Reaching seniors who are isolated or more vulnerable to abuse	9	11%	44%	44%	15	27%	13%	60%
Increasing elder abuse awareness among ethno-cultural or immigrant communities	9	11%	56%	33%	15	33%	20%	40%
Total	9	3%	18%	79%	15	18%	23%	57%

Source: Survey of funded applicants; Survey of unfunded applicants

Overall, the funded respondents were very positive about the expected impacts of their projects, while unfunded respondents were slightly less positive about these expected impacts.

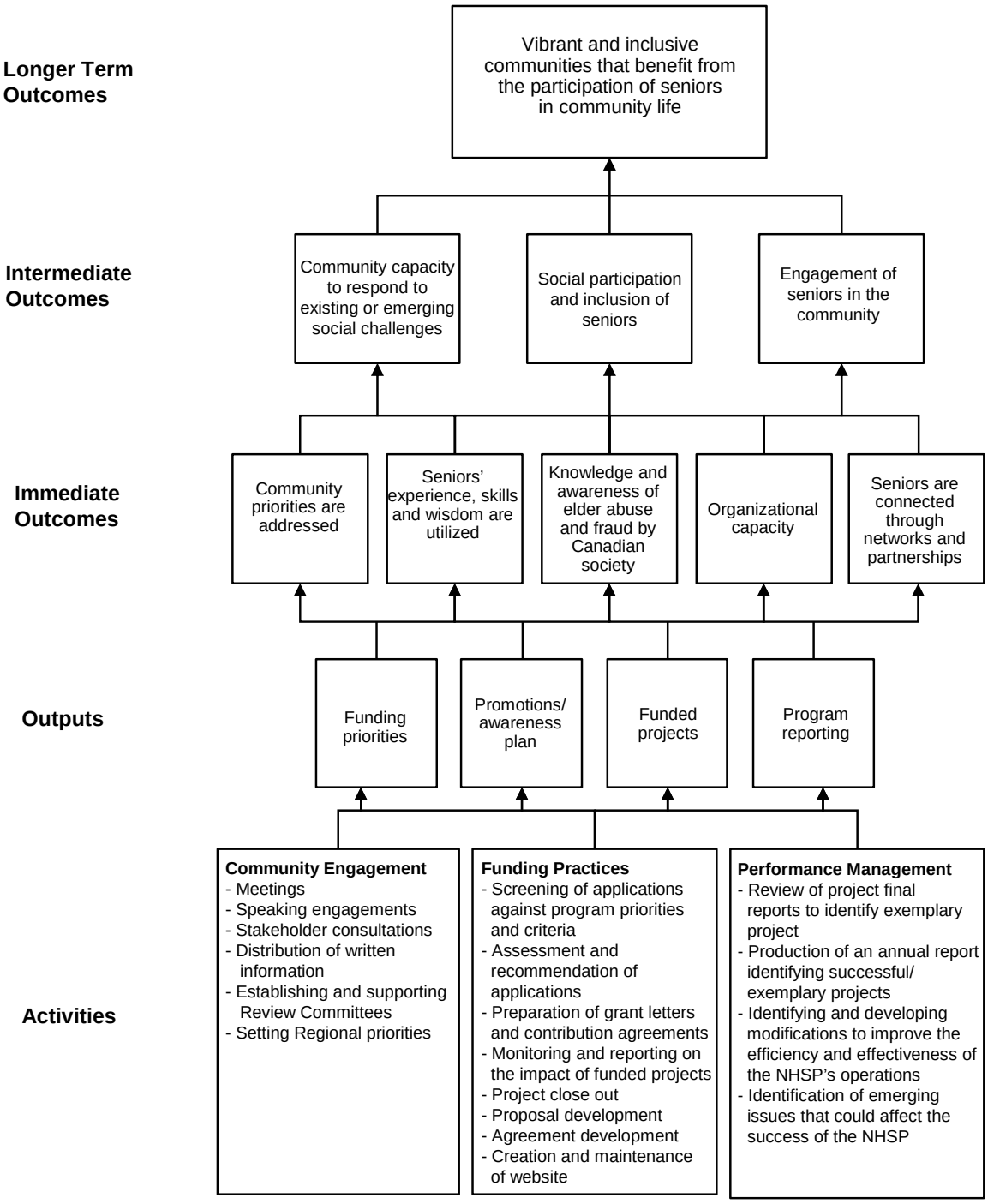
In regard to the two outcomes related directly to the priorities for EAA Call 1, all funded respondents felt their projects would have a significant impact on creating linkages between organizations to share information and best practices about elder abuse and most (89%) felt they would have a significant impact on developing and disseminating educational awareness raising tools. A majority of unfunded respondents who went ahead with their projects felt they would have a significant impact on these two expected outcomes (60% and 53% respectively).

All funded respondents and a large majority (80%) of unfunded respondents who went ahead with their projects felt they would have a significant impact in increasing awareness of elder abuse among seniors. All funded respondents and a majority of unfunded respondents (60%) felt they would have a significant impact on increasing awareness of elder abuse among frontline service providers who work with seniors.

The majority of key informants in all groups could not comment on the anticipated impacts of EAA projects, given the early stage of the component. Of those who gave an opinion, most felt there would be some or significant impacts, depending on the capacity of organizations to utilize the awareness materials and resources developed.

Appendix A – NHSP Logic Model

New Horizons for Seniors Program – Logic Model



Appendix B – EAA Evaluation Matrix

Evaluation Issues and Questions	Methods			
	Document Review	Admin Data and File Review	KI Interviews	Survey of Applicants
1. Relevance				
1.1 Is there a need for greater awareness of elder abuse?	✓	✓	✓	✓
1.2 Is there a need for EAA program funding?	✓	✓	✓	✓
2. Design, Delivery and Communications (including management)				
2.1 Does the organizational structure support the achievement of the goals and objectives for the EAA component?	✓		✓	
2.2 Are adequate management and administrative systems in place for efficient and effective delivery of the EAA component?	✓	✓	✓	
2.3 Are the objectives and expected outcomes of the EAA component clear and measurable? Does the logic model still accurately reflect the components expected outcomes?	✓		✓	
2.4 Is the EAA component being implemented as intended?	✓	✓	✓	
2.5 How effective are communications regarding the EAA component?	✓		✓	✓
2.6 Is the application process efficient?	✓	✓	✓	✓
2.7 Is the application process effective?	✓	✓	✓	✓
2.8 Could delivery of the EAA component be changed in any way to improve efficiency and effectiveness?			✓	✓
2.9 Are the types of projects funded supporting the achievement of the NHSP intended program outcomes?		✓	✓	✓
3. Operational costs				
3.1 What is the percentage of operational costs (i.e. operations and maintenance) relative to the total annual budget of this component and is this in line with the departmental standards for Gs & Cs?	✓	✓	✓	
4. Performance Monitoring and Measurement				
4.1 Are the performance measurement indicators that have been set for the EAA component adequate and appropriate?	✓	✓	✓	
4.2 What is the quality of the available performance data?	✓	✓	✓	
4.3 Is the data needed for a summative evaluation being collected? Are there gaps to be closed?	✓	✓	✓	
5. Early Success				
5.1 To what extent has the EAA component reached its expected immediate outcomes?		✓	✓	✓
5.2 To what extent are funded EAA projects supporting the expected achievement of outcomes established for this new component?		✓	✓	
5.3 Have there been any unintended impacts - positive or negative – from the EAA program component?			✓	