

Evaluation Of The Wildlife Habitat Canada Conservation Stamp

June 2005

Audit and Evaluation

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Acronyms used in the report

MNR	Ontario Ministry of Natural Resources
NAWMP	North American Waterfowl Management Plan
NWA	National Wildlife Area
OWHF	Ontario Wetland Habitat Fund
RMAF	Results-based management and accountability framework
WHC	Wildlife Habitat Canada

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1.0 SUMMARY: CONCLUSIONS & RECOMMENDATIONS

This report details a formative evaluation of Wildlife Habitat Canada's delivery on obligations recorded in a Contribution Agreement and annexed Results-Based Management and Accountability Framework (RMAF), co-signed with the Canadian Wildlife Service on January 28, 2003. The existing contribution agreement is scheduled to terminate on March 31, 2007. Treasury Board Secretariat *Policy on Transfer Payments (7.3.7)* states "*Departments must assess, through a formal program evaluation, or similar review, and report back on the effectiveness of the transfer payment¹ when requesting renewal of terms and conditions.*" This evaluation was commissioned at the mid-way point of the current agreement to satisfy this requirement.

The main **conclusions** of this evaluation were as follows:

1. ***Serious deficiencies were found in Wildlife Habitat Canada and the Canadian Wildlife Service's management and oversight of the Wildlife Habitat Conservation Stamp Program, including:***
 - *Wildlife Habitat Canada is not implementing the Results-Based Management and Accountability Framework as intended, and not all terms and conditions of the Contribution Agreement are currently being met by Wildlife Habitat Canada. Since 2001, annual work plans and long-term implementation plans have not been forwarded to Environment Canada for review and comment. Moreover, Wildlife Habitat Canada's Board of Directors is not demonstrating their ultimate accountabilities for delivering on the terms and conditions of the Contribution Agreement. The evaluation found that Board members demonstrated a serious lack of awareness of the organization's obligations under the Contribution Agreement and accompanying RMAF. While Wildlife Habitat Canada has executed the majority of the activities specified in the RMAF, in the absence of performance data, there is no evidence of progress towards the stated outcomes.*
 - *Wildlife Habitat Canada program communications do not provide an appropriate level of transparency and need to be made more representative of actual revenues, transfers, and expenditures, as well as any activities, outputs and results associated with the expenditure of stamp and stamp-related revenues.*
 - *The Canadian Wildlife Service has not taken sufficient action to ensure that the Wildlife Habitat Conservation Stamp Program is delivered in a manner consistent with the Government of Canada's policy framework governing such alternate service delivery arrangements. The Government of Canada policy framework concerning the Habitat Conservation Stamp Program has changed significantly in recent years, prior to and since the signing of the most recent Contribution Agreement. The Contribution Agreement itself is particularly weak in not reflecting this current and strengthened policy framework. The Contribution Agreement fails to address Treasury Board Secretariat policies in areas*

¹ Transfer payments include "grants, contributions, and other transfer payments as defined in Appendix A" of the TBS *Policy on Transfer Payments*.

relating to the collection of fees from hunters, the transfer of funds to Wildlife Habitat Canada, the further contribution to other third parties, the stacking of government assistance, and the reporting on results and expenditures.

- *The Canadian Wildlife Service has not adequately exercised its own accountabilities for implementation of the Contribution Agreement. Work plans and implementation plans are not being requested, reviewed or approved. Wildlife Habitat Canada has not been requested to address shortcomings with respect to its communications and performance measurement and reporting, and the organization has not been asked to justify its limited delivery on other RMAF activities and outputs.*
- 2. The corporate objects of Wildlife Habitat Canada have not changed since the organization's founding in 1984. However, those objects are no longer articulated to key audiences in a consistent manner. As well, there has been a shift away from the initial organization's activities of on-ground habitat conservation projects.**
- *The evaluation identified multiple objective and role statements for Wildlife Habitat Canada. Despite the organization's 20 years of existence, key stakeholders, staff, Board Directors, and Canadian Wildlife Service personnel all demonstrated very limited recall of the organization's mandate and objectives.*
 - *Wildlife Habitat Canada was viewed as having spread itself too thinly and not being strategic in its efforts. Stakeholder support was found to be strongest for Wildlife Habitat Canada's efforts with respect to its external granting program and other elements of its formal, foundational objectives concerning real property. A need was identified for Wildlife Habitat Canada to address its efforts on the initial organization's activities of on-ground habitat conservation projects. Wildlife Habitat Canada's stewardship program and its provision of banking services were also viewed as being well aligned with the organization's mandate. Mixed stakeholder support was offered, however, concerning Wildlife Habitat Canada's policy interventions and its Status of Habitat reporting. Very limited support was provided for Wildlife Habitat Canada's specialized technical/science activities. While being seen as relevant to Government of Canada priorities and of value in contributing to wildlife habitat conservation, Wildlife Habitat Canada efforts in these areas were seen to extend beyond the organization's role and mandate. Moreover, strong objections were voiced concerning the allocation of stamp revenues, derived from mandatory contributions from Canadian waterfowl hunters, to these policy and science related program areas.*
 - *The size and distribution of Wildlife Habitat Canada's allocations to on-the-ground conservation projects are not widely supported. At an average of 28% of Wildlife Habitat Canada expenditures over the evaluation period, allocations to the external (16%) and internal (12%) conservation programs are viewed as unnecessarily small and does not reflect the national distribution of stamp purchases by waterfowl hunters. If one assumes that all WHC on the ground projects are funded exclusively by the stamp program, this percentage would go up to 44%. Moreover, stakeholders perceive a conflict of interest in respecting the 46% of conservation project allocations that are*

directed to the Ontario Wetland Habitat Fund, a program operated directly by Wildlife Habitat Canada.

- *Neither Wildlife Habitat Canada nor the Canadian Wildlife Service are demonstrating accountabilities to the Wildlife Habitat Conservation Stamp Program's paying stakeholders, Canadian waterfowl hunters.* Wildlife Habitat Canada's founding principles clearly stated the need to maintain "a direct relationship between the source of funds and the expenditures." The Government of Canada's *User Fees Act* and related Treasury Board Secretariat policies enshrine this principle as a Government of Canada policy objective, further stating "*it is the policy of the government that those who pay fees for government services are entitled to fundamental information on the services being provided.*" This founding principle and the related Government of Canada policy objectives are not being satisfied.

3. Alternatives to the current delivery approach exist and need to be examined prior to the development of any future contribution agreement. The need and rationale for maintaining mandatory contributions from waterfowl hunters also requires further assessment.

- *The current approach of allocating stamp revenues to Wildlife Habitat Canada is not as cost effective as other models.* From a revenue base that had experienced annual declines of about 4% per annum, stamp revenues are required to provide full logistical and administrative support to an organization with multiple programming areas. Several options for alternate service delivery approaches are identified within this report. These alternatives deserve further consideration prior to the renewal of the agreement.
- *The extent to which Wildlife Habitat Canada has leveraged the stamp revenues was not communicated in support of this evaluation. Leverage that is known to be taking place, however, involves significant contributions from federal and provincial governments of Canada.* The evaluation found that 75% of the total organizational budget is derived from stamp-related revenues. Leveraging does take place though through the 23% of budget allocations made to a small number of projects under the North America Waterfowl Management Plan Habitat Joint Venture initiatives. The Government of Canada, the Provinces, and the United States of America, however, are the primary (majority) sponsors of the North America Waterfowl Management Plan and related Habitat Joint Ventures. The Canadian Wildlife Service needs to ensure that Treasury Board Secretariat policies on the stacking of government assistance are more fully addressed in any future contribution agreement.
- *The need and rationale to maintain mandatory contributions from waterfowl hunters in Canada requires further assessment.* Evidence was not provided to demonstrate why waterfowl hunters continue to be singled out for the requirement to make mandatory contributions to habitat conservation, given that the single greatest threat to biodiversity in Canada is the decline in quantity and quality of habitat.² Moreover, the conservation community in Canada has changed significantly since Wildlife Habitat Canada was formed in 1984. Few organizations of a similar structure, mandate, or funding

² See Environment Canada Habitat Conservation Program Strategy. Also, see Canadian Biodiversity Strategy.

mechanism existed at that time. Presently, a national network of provincially-focused organizations exists and which are funded through mechanisms similar to the Habitat Conservation Stamp (e.g. permit and license surcharges). In 2000, Wildlife Habitat Canada documented more than \$300 million in mandatory contributions by Canadian hunters, over 1985 – 2000, for the purposes of habitat and species conservation. There are also several other national and provincial non-governmental organizations currently operating with similar, although not identical mandates and objectives and which are funded by different means, such as private donations and foundations.

Work undertaken as part of this evaluation leads to a number of **recommendations** for further consideration by parties to the Contribution Agreement:

For Wildlife Habitat Canada:

Immediate Actions

- Take immediate steps (for the 2005/2006 year) to address the perceived conflict of interest respecting the Ontario Wetland Habitat Fund.

During first three months of 2005/2006

- Ensure all Terms and Conditions of the Contribution Agreement with Environment Canada are fulfilled.
- Provide Environment Canada with sufficient information to allow it to fulfil its accountabilities to Treasury Board Secretariat and paying stakeholders.
- Debrief Board of Directors on Evaluation results.

During remainder of 2005/2006

- Implement the RMAF.
- Evaluate and strengthen the role and contributions of the Board of Directors.
- Develop and implement a Communications Plan.

For 2006/2007

- Develop and articulate strategic directions as the basis for a future agreement.

For Environment Canada:

During first 3 months of 2005/2006

- Implement a number of identified actions to ensure greater accountability over the transferred resources.
- Request permission to attend Wildlife Habitat Canada Board of Directors and Committee meetings, on an ongoing basis.

During remainder of 2005/2006

- Consult Environment Canada legal services with respect to the relevance of the *User Fees Act*, and accompanying policies on the collection of permitting fees and the sale of the Habitat Conservation Stamp to migratory game bird hunters in Canada.

- Consult with paying stakeholders and other stakeholders, including the provinces, and make a determination with respect to the continued need and relevance of the Habitat Conservation Stamp.
- Develop service standards for expenditure of the stamp revenues, in accordance with the Departmental and TBS policies, as appropriate.
- Analyze options and identify desired delivery approach.

During 2006/2007

- Clarify federal expectations with respect to any future contribution agreement.

1.1 Management Response

The Director General, Canadian Wildlife Service will:

- Work with WHC to implement recommendations related to deficiencies in meeting the reporting terms and conditions of the current contribution agreement;
- Assign Management Authority to the Director of the Habitat Conservation Branch in CWS for overseeing all aspects of the Contribution Agreement with WHC;
- Attend future WHC Board of Directors and Committee meetings as an observer on an ongoing basis;
- Approve WHC's business plan for year 2005/06 when it satisfies EC's objectives for delivery of the Stamp program;
- Negotiate an amended contribution agreement with WHC for year 2006/07 that clarifies the terms and conditions to ensure that the majority of Stamp revenue goes to habitat restoration projects;
- Examine alternatives to the current delivery of the Habitat Conservation Stamp Program prior to the development of any new contribution agreement, and assess the need and rationale for maintaining mandatory contributions from waterfowl hunters; and
- Review Grants and Contributions agreements for all existing CWS agreements in other program areas as well to ensure that they are sufficiently clear and aligned to program objectives, within the context of an overall departmental review of Grants and Contributions agreements

2.0 INTRODUCTION

2.1 Evaluation Context

In 1985, the *Migratory Birds Regulations* were amended to require that a *Habitat Conservation Stamp* be affixed to all federal migratory bird hunting permits. Since then, all revenues from the sale of these stamps (to hunters and stamp collectors) have been directly transferred to Wildlife Habitat Canada. Wildlife Habitat Canada is a non-profit organization established in 1984 for the purposes of promoting the conservation, restoration and enhancement of wildlife habitat in Canada.

Through 1999, stamp revenues were transferred to Wildlife Habitat Canada by means of a

grant from Environment Canada. Since August 1999, however, transfers have been governed by a series of Contribution Agreements between Environment Canada and Wildlife Habitat Canada. The most recent contribution agreement, signed on January 28, 2003, is scheduled to terminate on March 31, 2007.

Treasury Board Secretariat *Policy on Transfer Payments (7.3.7)* states “Departments must assess, through a formal program evaluation, or similar review, and report back on the effectiveness of the transfer payment³ when requesting renewal of terms and conditions.” This evaluation was commissioned at the mid-way point of the current agreement to satisfy this Treasury Board Secretariat requirement.

2.2 Evaluation Objectives and Scope

The Results-Based Management and Accountability Framework included an evaluation strategy requiring a formative evaluation at about the mid-point of the current Contribution Agreement. That evaluation strategy indicated that the purpose of the formative evaluation would be to “provide useful and timely information to ensure the work of Wildlife Habitat Canada is, and remains, on track to achieve expected outcomes” as documented in the Results-Based Management and Accountability Framework that accompanied the Contribution Agreement.

The evaluation strategy dictated that the objectives of the evaluation would be to:

1. Make a determination of the **continued relevance** of the Wildlife Habitat Canada program with respect to the current mandate and priorities of Environment Canada;
2. Assess Wildlife Habitat Canada **program design** elements and current management, administration, and partnership arrangements for **delivery** of the program;
3. Examine the **success/impact** results of the Wildlife Habitat Canada program with respect to the intended outcomes specified in the program’s Results-based Management Accountability Framework (RMAF);
4. Assess the **efficiency and effectiveness** of the Environment Canada/Wildlife Habitat Canada approach to wildlife habitat conservation, vis-à-vis reasonably viable alternatives.

Since the development of the evaluation strategy, additional requirements were put in place, requiring the evaluation to also reach conclusions with respect to the Wildlife Habitat Canada program and the explicit and overarching Treasury Board Secretariat/Department of Finance **expenditure review tests** relating to:

- a. Public Interest;
- b. Role of Government;
- c. Federalism;
- d. Partnership;
- e. Value for Money;

³ Transfer payments include “grants, contributions, and other transfer payments as defined in Appendix A” of the Treasury Board *Policy on Transfer Payments*.

- f. Efficiency; and
- g. Affordability.

This formative evaluation covered work done at Wildlife Habitat Canada from April 1, 2000 through December 31, 2004. Building on questions proposed in the RMAF evaluation strategy, evaluation criteria capable of meeting the stated objectives were developed. These criteria are detailed in **Appendix A**.

All Wildlife Habitat Canada programs and activities conducted over the evaluation period were included in the scope of this evaluation, with the following exceptions:

- The Ontario Wetland Habitat Fund was excluded, with the exception of the allocation of stamp and stamp-related revenues to this initiative; and
- Revenues received from the Canadian International Development Agency and expended for the purposes of implementing the International Habitat Conservation initiative in Indonesia were also excluded.

2.3 Approach and Methodology

The evaluation of Wildlife Habitat Canada involved multiple lines of inquiry, including:

- A site visit to the Ottawa office to talk to Wildlife Habitat Canada staff and to review existing documents, project outputs, and, management/administrative procedures.
- Consultations with Environment Canada's Audit and Evaluation Branch and the Treasury Board Secretariat to gain insight and advice on interpreting relevant Government of Canada policies and legislation;
- Review and analysis of alternate service delivery options;
- Compilation of information on similarly-funded and mandated organizations in Canada;
- Interviews with a number of key stakeholders, representing multiple perspectives, to gain their insights on progress made to-date and to identify any potential issues. These stakeholder groups included:
 - Wildlife Habitat Canada management and personnel;
 - Wildlife Habitat Canada Directors;
 - Canadian Wildlife Service management and personnel;
 - Representatives of the conservation community;
 - Other Wildlife Habitat Canada funding partners; and
 - Provincial representatives.

Those interviewed provided multiple perspectives through which a determination of progress towards expected outcomes, the continued need/relevance, and the effectiveness of management and financial accountability could be assessed. **Appendix B** provides a listing of the individuals who were interviewed. **Appendix C** includes the interview guides that were employed to facilitate stakeholder input.

The review of documentation (Annual Reports, websites, Audited Financial Statements, internal financial documents, reports and presentations, and Environment Canada documentation, etc) provided evidence of management, financial tracking, performance measurement, reporting structures, and communications processes, and supported the development of findings with respect to achievement of results. Publicly available documentation concerning other similarly structured organizations at the provincial and international level was also collected and reviewed to assist in a comparative analysis and to identify relevant Alternate Service Delivery approaches (see **Appendix D**). A full list of documents and materials that were reviewed can be found in **Appendix E**.

3.0 PROGRAM SUMMARY

3.1 Brief History

Established in 1984 under the *Canada Corporations Act, 1984*, Wildlife Habitat Canada is a national, charitable not-for-profit organization. With the Minister of Environment having the right to appoint 3 Directors to the Board of the organization, the Government of Canada has further described Wildlife Habitat Canada as a “Shared-Governance Corporation”⁴⁵. Wildlife Habitat Canada is located in Ottawa, Ontario.

Under the federal *Migratory Bird Regulations*, Wildlife Habitat Canada has been delegated responsibility for administering revenues occurring from the sale of federal Habitat Conservation Stamps to migratory bird hunters and stamp collectors. Through 1999, all proceeds of stamp sales to hunters and stamp collectors were transferred to Wildlife Habitat Canada by means of a grant from Environment Canada. Since August 1999, however, transfers of stamp revenues have been governed by a series of Contribution Agreements between Environment Canada and Wildlife Habitat Canada. The most recent contribution agreement, signed on January 28, 2003, is scheduled to expire on March 31, 2007.

⁴ A “Shared-Governance Corporation” is colloquially defined as “an entity without share capital for which Canada, either directly or through a Crown corporation, has a right pursuant to statute, articles of incorporation, letters patent, by-law or any contractual agreement (including funding or contribution agreements) to appoint or nominate one or more members to the governing body”. See http://www.tbs-sct.gc.ca/report/CROWN/04/cc-se-04-5_e.asp

⁵ The term “shared Governance Corporation”, however, has no legal standing. The Government of Canada has stated that it does not consider shared governance corporations to be part of government, based on their legal interpretation of the term “agency of government.” The Government of Canada further states that federal appointees (to shared governance corporations) do not represent the department or the government and, like other board directors, they have a fiduciary responsibility to act in the best interests of the corporations. See:

<http://www.oag-bvg.gc.ca/domino/reports.nsf/html/20041107ce.html>;

http://www.parl.gc.ca/38/1/parlbus/chambus/senate/deb-e/033db_2005-02-09-E.htm?Language=E&Parl=38&Ses=1

3.2 Wildlife Habitat Canada Role and Objectives

The objectives of Wildlife Habitat Canada, as stated in the organization's 1984 Letters Patent⁶ are to:

1. Promote the conservation, restoration and enhancement of wildlife habitat in order to retain the diversity, distribution and abundance of wildlife, that is to say all non-domestic species of animals and plants;
2. Provide a funding mechanism for the conservation, restoration and enhancement of wildlife habitat in Canada; and
3. To foster co-ordination and leadership in the conservation, restoration and enhancement of wildlife habitat in Canada and,
4. *Carry-out the forgoing by:*
 - a. Accepting ... grants, contributions, pledges, donations and bequests;
 - b. Accepting, receiving, holding and enjoying gifts, devises and requests of real and personal property...
 - c. Acquiring by purchase, lease, exchange, concession or otherwise any description of real estate and real property, or any interest and rights therein, legal or equitable or otherwise,
 - d. Holding, managing, improving, developing, exchanging, leasing, selling... or otherwise dealing with the real or personal property;
 - e. Entering into arrangements with any individuals, authorities, public or academic or otherwise, or with any corporations... to obtain any rights, privileges and concessions desirable...
 - f. Donating or subscribing money or other real or personal property to individuals, authorities... or corporations ... on condition that such money or property be used entirely and solely for the objects of the Corporation;
 - g. Investing monies not immediately needed
 - h. Making such representations as deemed necessary; and
 - i. Doing all such other things as are incidental or conducive to the attainment of the above objects.

⁶ The organizational objectives as stated in the 2003 Treasury Board Submission and accompanying Contribution Agreement and annexed RMAF remain consistent with the first three formal objectives as stated above, with minor adjustments as follows:

- To promote the conservation, restoration and enhancement for the purpose of retaining diversity, distribution and abundance of wildlife;
- To provide a funding mechanism for conservation, restoration and enhancement projects;
- To foster co-ordination and leadership in the fields of conservation, restoration and enhancement; and
- To develop a co-operative approach to resource management by demonstrating sustainable development in association with major resource sectors such as forestry and agriculture.

The fourth of the formal organizational objectives, as communicated in the 1984 Letters Patent, however, is no longer referenced in organizational documents. The real property activities described therein were no longer being undertaken directly by the organization as of the period covered by this evaluation (2000-2004).

3.3 Program Approach and Audience

A Results-Based Accountability Framework (RMAF) accompanies the current Contribution Agreement. This RMAF specifies expected activities, outputs, and immediate, intermediate and final outcomes that are expected to arise through Wildlife Habitat Canada's application of the Habitat Conservation Stamp revenues across three distinct program elements:

- Habitat conservation/project delivery;
- Partnership development; and
- Communications.

Wildlife Habitat Canada's program delivery structure, however, is distinct from the articulation of the RMAF elements and involves six main components:

1. Delivery of an external project funding program to support "on the ground" habitat conservation and stewardship initiatives;
2. Delivery of an internal conservation program, including the activities of the Ontario Wetland Habitat Fund (OWHF);⁷
3. Delivery of a stewardship program, consisting of:
 - Awards and recognition programs targeting the agricultural, forestry, urban and local community sectors;
 - Application development, maintenance, hosting, and coordination of the [Stewardship Canada](#) website;
 - Development, maintenance, hosting, and coordination of the [Citizen Science](#) network and website;
4. Delivery of a habitat science and policy program, consisting of:
 - Development and publication of status of habitat reports;
 - Research and publication in the area of habitat science;
 - Presentations on habitat science and policy issues to conferences and workshops across Canada;
 - Participation in habitat policy development initiatives; and
 - Participation in various committees concerning habitat science and policy.
5. Provision of "banking" and other corporate services to conservation organizations across Canada; and
6. Delivery of a CIDA-funded International Habitat Conservation initiative in Indonesia. N.B. This 4 year (2001–2005) \$3.1 million initiative is excluded from the scope of this evaluation.

As such, the Wildlife Habitat Canada's primary audience consists of:

- The habitat conservation community and its organizations across Canada;
- Habitat policy makers at the federal, provincial and municipal levels;
- Decision makers within Canada's agricultural and forestry resource sectors;
- Private landowners, especially in Ontario;

⁷ N.B. With the exception of the transfer of stamp revenues between Wildlife Habitat Canada and the Ontario Wetland Habitat Fund, this initiative is excluded from the scope of this evaluation.

- Partners to the Eastern Habitat Joint Venture and Prairie Habitat Joint Venture initiatives under the North America Waterfowl Management Plan; and
- Habitat conservation practitioners and policy and decision makers in Indonesia, the Canadian International Development Agency and the World Conservation Union (aka IUCN).

3.4 Program Management Structures

The bylaws of Wildlife Habitat Canada state the affairs of the organization will be managed by a Board of Directors comprised of a minimum of eight and a maximum of 12 Directors. Presently, the Board consists of 11 members. The Minister of the Environment makes three direct appointments to the Board, one of which is done in consultation with the Minister of Fisheries and Oceans.⁸ The Western Provincial and Territorial Wildlife Directors appoint one Director and another is appointed by the Eastern Provincial Wildlife Directors. Non-governmental national wildlife organizations nominate candidates, one of which is then elected by the Board to sit as a Director. The Board appoints any remaining directors.

Directors' responsibilities include strategic planning, ensuring adherence to strategic plan, fiscal oversight, policy development and management of the President. Directors are appointed for three-year terms, with options for re-election for a further two-year period. The Board elects the Chair of the Board of Directors. The President reports directly to the Board of Directors, as represented by the Chair.

The Board of Directors has authorized the creation of several committees to assist in its management and review functions. The Board Committees include:

Finance and Audit Committee – assists the board in its oversight responsibilities to ensure the financial accounting, management and reporting is reliable and transparent. The committee oversees the independence and performance of the external auditors;

Partnership Development Committee – assesses and evaluates all proposed initiatives, ensures there is compatibility between revenue generation initiatives and assists in the development of new partnerships;

Communications Committee – directs the development, implementation and evaluation of annual and long-term communications strategies;

Nominating Committee – solicits recommendations for Directors to ensure a full Board is constituted in accordance with the bylaw requirements that specify where appointments must originate;

Program Review Committee – reviews and approves decisions under the Wildlife Habitat Canada funding program and provides broader strategic direction on wildlife habitat conservation programming; and

⁸ The "Annual Report to Parliament - Crown Corporations and Other Corporate Interests of Canada" incorrectly identifies the Minister of Environment as having formal authorities to nominate 6 of 12 Directors. This error should be corrected for future reports. See http://www.tbs-sct.gc.ca/report/CROWN/04/cc-se-04-5_e.asp

Executive Committee – provides staff direction between Board meetings, ensures that Wildlife Habitat Canada has adequate staff, ensures annual work plans are developed and that performance evaluation occurs, and salary and benefits are reviewed.

Each Committee is governed by an established mandate and terms of reference, approved by the Board of Directors.

Wildlife Habitat Canada is delivered through the following organizational structure, incorporating 13 positions⁹:

- *Corporate*
 - President (full-time employee)
 - Office Administrator (full-time employee)
 - Controller (full-time employee)
 - Intermediate Accountant (part-time employee)
 - Senior Marketing Advisor (part-time, contract)
 - Coordinator, Product Management and Communications (full time, employee¹⁰)
- *Habitat Science and Policy*
 - Director, Science and Policy (full-time employee)
 - Executive Assistant, Conservation and Science (full-time employee)
 - Eastern Canada EHJV Liaison (part-time, contract)
 - Manager, Indonesia Program¹¹ (part-time, contract)
- *Stewardship and Award Programs*
 - Director, Stewardship (full-time employee)
 - Citizen Science Project Manager (full-time, contract)
 - National Manager, StewardshipCanada.ca (part-time, contract)

Staff positions are funded via the Habitat Conservation Stamp revenues, and through “ear-marked” contributions from partners associated with individual projects, such as the awards and recognition programs, Citizen Science and Stewardship Canada websites.

3.5 Program Funding and Expenditures

Nature of Transfers under the Contribution Agreement

Annual federal migratory bird hunting permits are sold through Canada Post Corporation outlets, provinces, and outfitters at a cost of \$8.50. Permit applicants are also required to purchase the Habitat Conservation Stamp, at a further cost of \$8.50. The federal permit is

⁹ This list excludes the Director and staff of the Ontario Wetland Habitat Fund, which include full-time and part-time contract staff.

¹⁰ As of January 2005, this position is now being executed on a contractual basis, at the equivalent of 4.5 days per week.

¹¹ Via contributions from Canadian International Development Agency.

invalid without an affixed conservation stamp. All revenues from the sale of Habitat Conservation Stamps are transferred from Environment Canada to Wildlife Habitat Canada.

Figures for the most recently published five-year period (1998 through 2003) show total permit sales of approximately 1.1 million¹². Since 1979, sales figures for the Migratory Game Bird Hunting Permit, and accompanying Habitat Conservation Stamp, had been declining at an average annual rate of 4%. Sales stabilized in 2003, however, at 174,794, an increase of 1% over 2002. Most noticeable changes in sales were an increase of 7% in Saskatchewan and declines of 6% and 13% in Nova-Scotia and British-Columbia, respectively.¹³ The distribution of permit and accompanying stamp sales, by province, are shown in **Figure 1**.

All (100%) of gross revenues from the sale of stamps to hunters and stamp collectors are transferred to Wildlife Habitat Canada by Environment Canada.¹⁴ Over the four years of 2000-2004, gross transfers of stamp revenues from Environment Canada to Wildlife Habitat Canada amounted to approximately \$6.9 million. Transfers of a further \$1.8 million were anticipated for the year ending March 31, 2005, representing gross transfers of stamp revenues of approximately \$8.7 million over the five-year evaluation period. All gross revenues arising from the sales of the 'collectable' stamps through Canada Post Corporation outlets are also transferred directly to Wildlife Habitat Canada, averaging approximately \$50,000 per year.

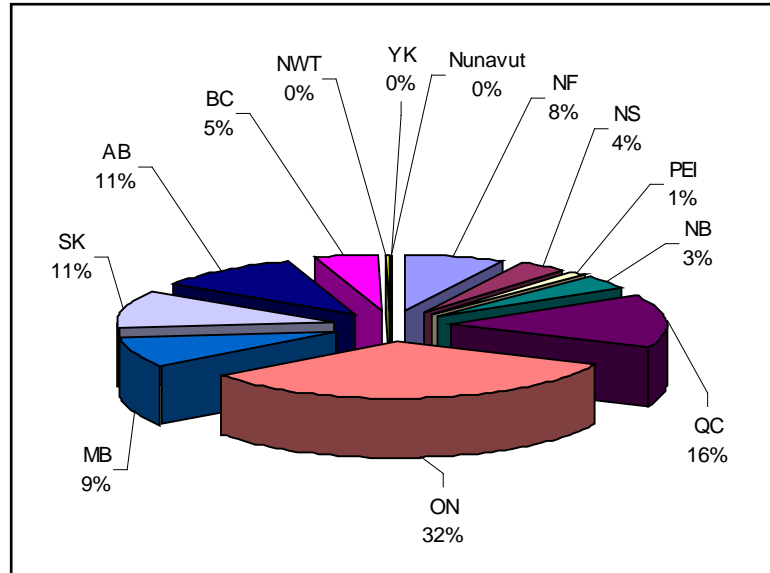
Under the terms and conditions of the Contribution Agreement, Wildlife Habitat Canada must return to Environment Canada the costs incurred by the department in stamp and souvenir booklet production and costs invoiced by Canada Post Corporation for the counter sales of souvenir booklets and stamps. Such recoverable costs range in the area of \$60,000 to \$70,000 per year (about 3% of gross stamp revenues). Wildlife Habitat Canada received net revenues of approximately \$7.8 million from the sale of Habitat Conservation Stamps by Canada Post Corporation over the period April 1, 2000 through March 31, 2005.

¹² Source: Environment Canada: *Proposals to Amend the Canadian Migratory Birds Regulations*, December 2004

¹³ Ibid

¹⁴ The costs for Environment Canada to administer the transfer of stamp revenues to Wildlife Habitat Canada are minimal – amounting to a fraction of a Person Year in effort. These costs are fully born by the Department through the resources provided to it for implementation of the broader *Migratory Birds Regulations*.

Figure 1: Share Of Stamp Sales By Province 1998-2003¹⁵



Overview of Wildlife Habitat Canada Revenues and Expenditures (2000-2005)

Wildlife Habitat Canada's net revenues over the period 2000-2005 totalled approximately \$11.5 million¹⁶. The distribution of revenues is shown in **Figure 2**. Revenues were distributed to Wildlife Habitat Canada program areas in accordance with the breakdown provided in **Figure 3**. More detailed information on revenues and expenditures is also provided in Section 4.4

¹⁵ excludes sales of the Stamp via NF Murre hunters

¹⁶ Excluding contributions towards the CIDA-funded Indonesia project, contributions received for implementation of the Ontario Wetland Habitat Fund, and amounts received via the provision of banking services.

Figure 2: WHC Net Revenues 2000-2005

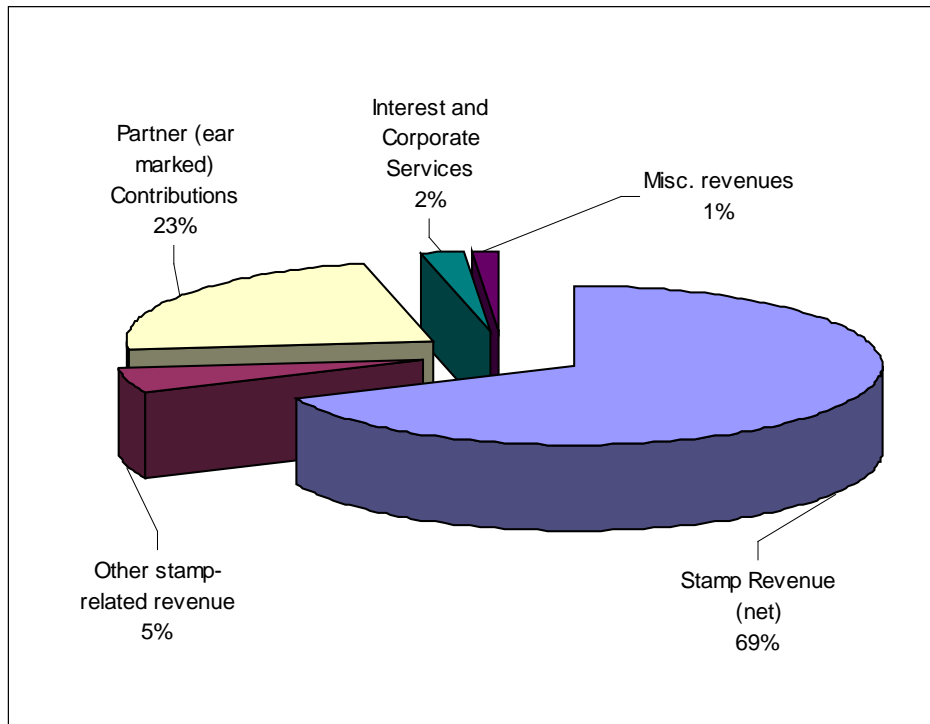
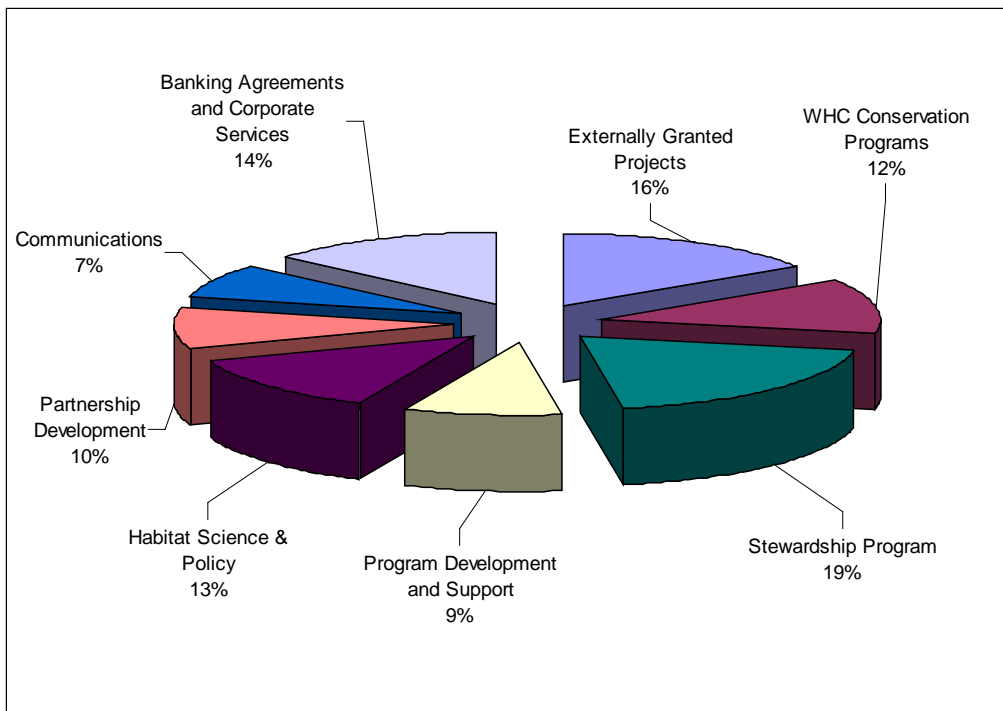


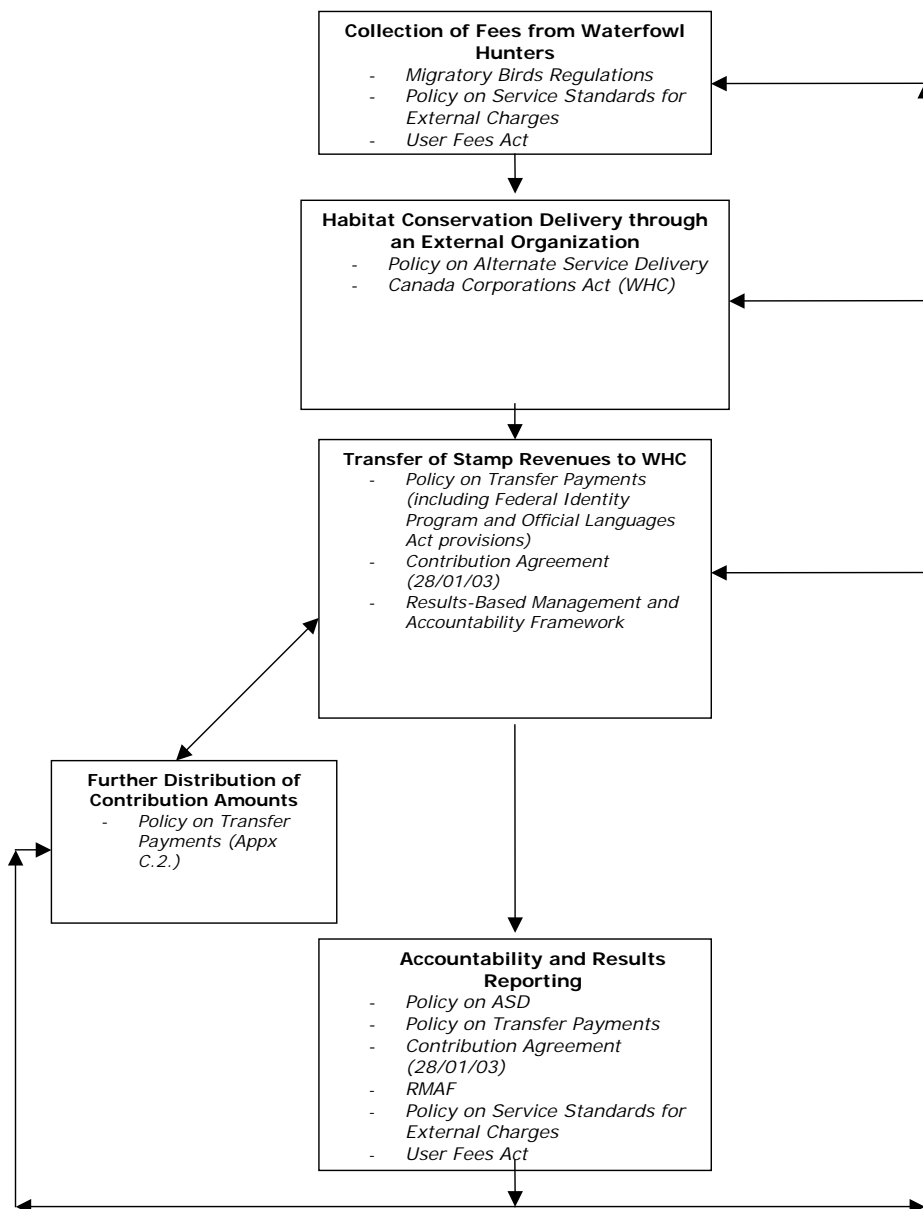
Figure 3: WHC Expenditures 2000-2005



3.6 Policy Environment

Over the last decade, the Office of the Auditor General has played the lead role in bringing attention to shortcomings in the accountability framework for Alternate Service Delivery organizations funded through federal transfers. Parliament and the Treasury Board Secretariat have introduced far-reaching legislative and policy changes in response to the findings of the Auditor General. The current policy environment governing the stamp program is illustrated below:

Figure 4: Overview Of Policy Framework Governing Habitat Conservation Stamp Program



With the introduction, in November 2004, of Bill C-21 “An Act respecting not-for-profit corporations and other corporations without share capital,” Parliament has signalled its intention to further strengthen the financial disclosure and governance regimes for organizations such as Wildlife Habitat Canada. Moreover, the Government of Canada has committed, in response to the February 2005 Report to Parliament by the Auditor General of Canada,¹⁷ to take even further steps to improve the transparency and accountability of its foundations and other corporate interests, including shared governance corporations.

4.0 FINDINGS

4.1 Program Design and Delivery

Accountabilities

Wildlife Habitat Canada staff and management accountabilities are clearly documented. Job descriptions and annual work plans are in place to direct the efforts of Wildlife Habitat Canada personnel. Board-level accountabilities are also well documented within the Wildlife Habitat Canada Handbook for Directors. This handbook describes the roles and responsibilities of the board generally, and named sub-committees more particularly. Minutes of Board and Committee meetings are taken and were made available in support of this evaluation.

The Contribution Agreement and annexed RMAF are the key documents that govern the Conservation Stamp Program in Wildlife Habitat Canada. The Terms and Conditions associated with the Contribution Agreement are being satisfied only in part. Audited financial statements are being submitted to Environment Canada as required, as are Annual Reports. Evidence was not provided to demonstrate that Wildlife Habitat Canada’s long-term business plans and annual work plans are being submitted as required. Board members demonstrated a lack of awareness of the existence, content, and implications of the Contribution Agreement and accompanying RMAF governing stamp revenues, and which they are ultimately accountable for. Environment Canada has not taken steps to ensure that required work plans have been delivered by Wildlife Habitat Canada and reviewed by Canadian Wildlife Service personnel.

Performance Measurement and Reporting

Performance measurement and reporting is not taking place within Wildlife Habitat Canada. Wildlife Habitat Canada Annual reports provided only a narrative summary of organizational activities. The RMAF includes a detailed performance measurement framework, however it is not being used by Wildlife Habitat Canada. Environment Canada has not taken steps to ensure submitted annual reports are capable of satisfying Treasury Board policy directives for outcomes to be “*measured and assessed against stated objectives and reported in an open and transparent manner.*” Current communications do not provide program funders and partners with information on organizational priorities, decisions and results.

¹⁷ See <http://www.oag-bvg.gc.ca/domino/reports.nsf/html/20050204ce.html>

Board Advice

Some of the Board members interviewed expressed a desire for the Board to execute a more strategic/oversight role. These Board members indicated that currently they spend much of their time reacting to staff proposals in a review capacity, and spend limited time in considering and developing strategic directions for the organization. Some Board members were particularly concerned that they had not been adequately consulted on the important decision to act as a deliver agent on the CIDA Indonesia project. Board members also expressed concern that while Board and Committee accountabilities are formally articulated, these accountabilities are not being addressed. Board members demonstrated very limited recall of the organization's current objectives, activities, revenues and expenditures. Board members also thought that the make up of the board lacked adequate representation from the hunting community and from the Canadian Wildlife Service.¹⁸

Lessons- Learned

No evidence was provided of any formal organizational-level learning activities taking place. As well, no evidence was provided to demonstrate that Wildlife Habitat Canada had made efforts to identify and share lessons-learned across the wide number of initiatives it supported prior to 2004. The organization currently works with other partners to identify lesson's learned within Habitat Joint Venture initiatives. Staff did indicate that learning does take place within other individual program areas, but no formal reports were provided to support this evaluation.

Adjustment of Priorities

Wildlife Habitat Canada priorities have been set and adjusted several times within the past five-year period. A long-term implementation plan was developed in 2001. Stakeholders, including Board members expressed support for this plan and questioned why it was not fully implemented. A second long-term implementation plan was developed in 2003, but not fully implemented. An additional strategic visioning exercise is currently underway. During this period annual work plans were developed, but it proved very difficult for the evaluators to line these work plans up with any of the planned activities articulated within either of the two long-term implementation plans or the RMAF itself. Stakeholders, staff, and board members noted that the frequent readjustment of roles and vision for Wildlife Habitat Canada was arduous.

At present, the organization expresses multiple objective statements, including:

- Objectives as stated in the 1984 Letters Patent;
- Mandate and objectives as stated in the 2003 Contribution Agreement and annexed RMAF;
- Mission statements as provided on the organization's website;
- The "Raison d'Être" statement included in the Wildlife Habitat Canada Handbook for Directors.

¹⁸ Treasury Board *Policy on Transfers* indicates that "Departmental officials may be represented on a board established by the recipient... provided such control (is) not seen to be exercising control on the board or the use of the funds". Environment Canada Legal Services has made a determination that managers with direct responsibilities for administering the Contribution Agreement should not be resident on the Wildlife Habitat Canada board.

Wildlife Habitat Canada staff, Directors, and key stakeholders and Canadian Wildlife Service personnel all demonstrated very limited recall of any of these objective statements. The one objective that was consistently attributed to the organization, however, was that of providing a funding mechanism for conservation, enhancement and restoration projects.

Allocation and Tracking of Funds

Wildlife Habitat Canada funding allocations have changed significantly over time, and these reallocations are not necessarily communicated to key funders or other stakeholders. Presently, 28% of annual revenues are allocated to support internal (12%) and external (16%) habitat conservation projects. If one assumes that all WHC on the ground projects are funded exclusively by the stamp program, this percentage would go up to 44%. Most stakeholders expressed concern with respect to the existing allocation structure and suggested that significantly more should be allocated towards the external granting program.

Wildlife Habitat Canada's financial tracking has been an area of consistency over the past five years. Financial statements continue to employ common categories, allowing some degree of tracking over time. Audited financial statements have been submitted to Environment Canada annually, in accordance with the Terms and Conditions of the Contribution Agreement. The basis of the transfer of stamp revenues is incorrectly identified within the audited financials, however as a grant, rather than as a contribution.

The audited financial statements alone, however, are insufficient to allow Environment Canada to execute its own accountabilities and ensure that the Stamp revenues are allocated as intended. The department needs to ensure it has a full understanding of:

- Contribution amounts transferred to other parties, the overhead incurred, and the leverage realized in doing so;
- All government and non-government support for the organization and its programs included those involving the provision of Wildlife Habitat Canada "corporate services";
- Costs incurred under each program element and the degree to which stamp revenues are allocated to each program area; and
- Revenues realized and actual expenditures incurred by the provision of corporate services, so as to ensure that stamp revenues are not being allocated to support unintended, or ineligible activities.

As per clause 4.5 of the Results-Based Management and Accountability Framework, Environment Canada initiated an external, independent audit of Wildlife Habitat Canada's financial reporting systems coincident with the conduct of this evaluation. The findings of that audit, available under separate, agreed that there was a need to increase the scope of Wildlife Habitat Canada's financial reporting to address the shortcomings noted above.

4.2 Implementation of the RMAF

RMAF Implementation

Wildlife Habitat Canada personnel, management, and Board are not using the RMAF as the business planning, implementation and reporting tool it was intended to be. Nevertheless, evidence exists that the majority of the activities specified in the RMAF have been executed (see Table 1). However, in the absence of available performance data, there is no evidence of progress towards the RMAF's stated immediate, intermediate, or final outcomes.

Table 1: Summary of Progress against Results Framework

Planned Outputs	Planned Performance Indicator	Identified Progress	Additional Observations																																																																														
Element 1. Habitat Conservation/ project delivery																																																																																	
<ul style="list-style-type: none"> National habitat funding program in place and projects to conserve, restore, protect and enhance habitat are funded Stewardship activities across Canada are funded Status of Habitat report published Habitat information collected, identified and monitored Conservation landscape practices, tools and protocols are developed Applied habitat research is funded 	<ul style="list-style-type: none"> # and funding provided for habitat protection, enhancement and restoration # and types of habitat protected, restored and enhanced # of conservation activities using new tools, practices, protocols # of voluntary measures being applied # of private owners engaged in Wildlife Habitat Canada stewardship activities committee participation in habitat advisory role # of status of habitat reports generated quantity and type of information collected and analyzed 	<p><u>Funding of conservation projects:</u> Allocated \$2.57 million to 63 habitat conservation, restoration, and enhancement projects as follows:</p> <table border="1"> <thead> <tr> <th></th> <th># of projects</th> <th>Allocations</th> <th>% of allocations</th> </tr> </thead> <tbody> <tr><td>NF</td><td>6</td><td>\$165,000</td><td>5.8%</td></tr> <tr><td>NS</td><td>16</td><td>\$303,000</td><td>10.7%</td></tr> <tr><td>PEI</td><td>7</td><td>\$98,250</td><td>3.5%</td></tr> <tr><td>NB</td><td>9</td><td>\$202,500</td><td>7.2%</td></tr> <tr><td>QC</td><td>7</td><td>\$489,750</td><td>17.3%</td></tr> <tr><td>ON</td><td>10</td><td>\$1,057,100</td><td>37.4%</td></tr> <tr><td>MB</td><td>3</td><td>\$36,500</td><td>1.3%</td></tr> <tr><td>SK</td><td>6</td><td>\$223,000</td><td>7.9%</td></tr> <tr><td>AB</td><td>4</td><td>\$57,300</td><td>2.0%</td></tr> <tr><td>BC</td><td>11</td><td>\$148,922</td><td>5.3%</td></tr> <tr><td>NWT</td><td>1</td><td>\$10,000</td><td>0.4%</td></tr> <tr><td>YK</td><td>0</td><td>\$0</td><td>0.0%</td></tr> <tr><td>Natl Program</td><td>4</td><td>\$37,000</td><td>1.3%</td></tr> <tr><td>Nunavut</td><td>0</td><td>\$0</td><td>0.0%</td></tr> </tbody> </table> <table border="1"> <thead> <tr> <th></th> <th>Number of projects</th> <th>Total funding</th> </tr> </thead> <tbody> <tr><td>Agriculture</td><td>37</td><td>\$1,663,200</td></tr> <tr><td>Coastal</td><td>23</td><td>\$368,750</td></tr> <tr><td>Forested</td><td>11</td><td>\$527,872</td></tr> <tr><td>Northern</td><td>1</td><td>\$10,000</td></tr> <tr><td>Urban</td><td>10</td><td>\$238,500</td></tr> </tbody> </table>		# of projects	Allocations	% of allocations	NF	6	\$165,000	5.8%	NS	16	\$303,000	10.7%	PEI	7	\$98,250	3.5%	NB	9	\$202,500	7.2%	QC	7	\$489,750	17.3%	ON	10	\$1,057,100	37.4%	MB	3	\$36,500	1.3%	SK	6	\$223,000	7.9%	AB	4	\$57,300	2.0%	BC	11	\$148,922	5.3%	NWT	1	\$10,000	0.4%	YK	0	\$0	0.0%	Natl Program	4	\$37,000	1.3%	Nunavut	0	\$0	0.0%		Number of projects	Total funding	Agriculture	37	\$1,663,200	Coastal	23	\$368,750	Forested	11	\$527,872	Northern	1	\$10,000	Urban	10	\$238,500	<ul style="list-style-type: none"> Over the period 2000-present, approximately 28% of total Wildlife Habitat Canada expenditures have been allocated to the funding of habitat conservation, restoration, and enhancement, projects, research, scholarships and education and outreach. As of 2003/2004, Wildlife Habitat Canada made a decision to concentrate funding on 8 external projects, 7 of which are under the Eastern Habitat Joint Venture. Wildlife Habitat Canada is the proponent and delivery agent of the EHJV/NAWMP-funded Ontario Wetland Habitat Fund. In 2003/04 and 04/05, this initiative received approximately 43% of all allocations to conservation projects. No evidence of performance measurement and reporting against the planned performance indicators – outside of \$ and # for external transfers. Evidence was not provided concerning the amount of leverage achieved by Wildlife Habitat Canada through its transfers to external parties. The 2001 long-term
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Planned Outputs	Planned Performance Indicator	Identified Progress	Additional Observations
	<ul style="list-style-type: none"> # and types of habitat conservation tools, practices and protocols developed # of habitat conservation stamps sold quantity of applied habitat research funded quality of information and knowledge generated # \$ and quality of research funded 	<p>Over the same period, Wildlife Habitat Canada funded 3 outreach and education projects, with a value of \$44,500, 12 research projects worth \$147,500 and 3 scholarships worth \$66,000.</p> <p><u>Status of Habitat Reports</u> Major status of habitat reports produced by Wildlife Habitat Canada include:</p> <ul style="list-style-type: none"> Status of Wildlife Habitats in Canada (2001). State of Canadian wetlands (2003) Grasslands: Towards a North American conservation strategy (2003) Peatland and wetland protected areas in Canada (2004) <p><u>Scientific/Technical Papers and reports:</u></p> <ul style="list-style-type: none"> Wildlife Habitat Canada staff have identified approximately 100 additional scientific/technical papers and reports that the organization has prepared over the period April 2000-present. Approximately 10 of these papers have been formally published in peer-reviewed publications. The remaining papers were prepared for presentation at various workshops/conferences, a small number of which were formally published in conference proceedings. A small number of these papers are available on the Wildlife Habitat Canada website. WHC indicates that many such papers are provided to partner websites for communication to broader audiences. 	<p>implementation plan provided a framework for delivering directly on the planned outputs. This plan was not implemented. The identified deliverables were not produced by Wildlife Habitat Canada.</p> <ul style="list-style-type: none"> Stakeholder support was strongest for Wildlife Habitat Canada efforts relating to the project funding program. Most stakeholders expect to see a greater proportion of Wildlife Habitat Canada allocations to this program area. Stakeholder support for Wildlife Habitat Canada Status of Habitat Reports was mixed, but generally favourable. Wildlife Habitat Canada broader habitat science activities were most critically assessed by stakeholders. Many questioned Wildlife Habitat Canada's mandate in this area and felt that the impact and reach from such efforts was not commensurate with the level of effort expended
2. Partnership Development			
<ul style="list-style-type: none"> Increased participation among members of the conservation community including 	<ul style="list-style-type: none"> #, types & \$ of partners and partnerships for habitat conservation 	<p><u>Partnerships with Private Sector, Foundations and Government</u> Wildlife Habitat Canada has developed partnerships in four key areas, through which the mandate of the organization and its goals are directly advanced. These include:</p> <ul style="list-style-type: none"> Wildlife Habitat Canada has developed and implemented 	<ul style="list-style-type: none"> Other (non CWS) funder's direct financial contributions represent 23% Wildlife Habitat Canada total revenues. These revenues are "ear marked" to Wildlife Habitat

Planned Outputs	Planned Performance Indicator	Identified Progress	Additional Observations
<p>private landowners</p> <ul style="list-style-type: none"> Increased number of partnerships with private sector, foundations and government departments and agencies Policies for different resource sectors such as forestry and agriculture are developed List of partners for whom Wildlife Habitat Canada provides Corporate Services is increased 	<p>activities, particularly private landowners</p> <ul style="list-style-type: none"> # of partnerships with the private sector, other government departments and agencies # of partners engaged in monitoring and indicating work, reporting systems and policy analysis # of partners working to establish a mechanisms for ongoing monitoring of habitat status # of partners using Wildlife Habitat Canada corporate services 	<p>stewardship award and recognition programs covering the following sectors:</p> <ol style="list-style-type: none"> Forest – Forest Stewardship Recognition Program; Agriculture – Countryside Canada Recognition Program; Cities – Urban Habitat Stewardship Awards of Excellence <p>Since April 2000, Wildlife Habitat Canada has recognized the contributions of approximately 200 individuals and organizations. These initiatives are funded, external to stamp revenues.</p> <ul style="list-style-type: none"> Wildlife Habitat Canada acts as project manager for the “<i>Citizen Science Project</i>.” The project involves a website envisioned to be <i>the</i> on-line resource for individuals and organizations interested in monitoring. Wildlife Habitat Canada coordinates the <i>StewardshipCanada</i> website on behalf of funders such as Environment Canada, Department of Fisheries and Oceans, OMNR, Natural resources Canada, BC Habitat Conservation Trust and others. The website is designed as an access point to stewardship tools and information that have been developed by practitioners across Canada. <p><u>Other partnership initiatives</u></p> <ul style="list-style-type: none"> Wildlife Habitat Canada has acted as a contractor on a number of other initiatives, most notably for Environment Canada on the Voluntary Initiative Stewardship Workshops (2001/2002). Wildlife Habitat Canada’s Status of Habitat reports are each produced in conjunction with co-funders. Rural landowner surveys have been coordinated and managed by Wildlife Habitat Canada on behalf of Agriculture and Agri-Food Canada. <p><u>Policy Development</u></p> <p>Wildlife Habitat Canada participates in approximately 40 different committees annually. Wildlife Habitat Canada’s efforts</p>	<p>Canada’s Stewardship Program, or elements of its Science/Policy program.</p> <ul style="list-style-type: none"> Approximately 2% of Wildlife Habitat Canada annual revenues are derived from the provision of corporate services (e.g. banking arrangements) for external clients. It is unclear whether these services are provided on a fully “cost-recovery” basis. The resources required to administer the OWHF and NL – EHJV initiatives are not specified. It is unclear whether Wildlife Habitat Canada services are being supplied on a cost-recovery or “in-kind” basis. Stakeholders offered strong support for Wildlife Habitat Canada’s stewardship program, and for the provision of banking services. Mixed levels of support were found for Wildlife Habitat Canada’s policy-level interventions. Only a small minority of stakeholders provided unreserved support for Wildlife Habitat Canada activity in this area. Others saw an identified need, but did not agree that it was Wildlife Habitat Canada’s responsibility to fill this need via the application of stamp revenue.

Planned Outputs	Planned Performance Indicator	Identified Progress	Additional Observations																												
		<p>were specifically recognized by external stakeholders with respect to:</p> <ul style="list-style-type: none"> ◦ Development of the National Stewardship Agenda; ◦ Development of the National Forest Strategy; and ◦ Integrated Landscape Management. <p><u>Corporate Services:</u> Wildlife Habitat Canada provides banking services for approximately 10 to 12 external initiatives on annual basis. These banking services are seen as an important means of avoiding the return of lapsed funds to partners and for providing continuity of funding to assist in the delivery of external projects. The list of funds administered in FY 2004 includes:</p> <table border="1" data-bbox="774 734 1432 1268"> <tbody> <tr> <td>NAWMP National Agreement</td> <td>\$149,794.11</td> </tr> <tr> <td>NAWMP - N & W Region</td> <td>\$37,755.01</td> </tr> <tr> <td>Canadian Wildlife Service – NAWMP/NORTH AMERICA BIRD CONSERVATION INITIATIVE Communications</td> <td>\$88,201.08</td> </tr> <tr> <td>C.W.S. – PIF Communications</td> <td>\$22,414.27</td> </tr> <tr> <td>Intervale Conservation & Heritage Assoc</td> <td>\$56,375.00</td> </tr> <tr> <td>Prov. Wildlife Secretariat</td> <td>\$67,900.00</td> </tr> <tr> <td>BC Habitat Trust Fund (Portal)</td> <td>\$36,000.00</td> </tr> <tr> <td>Partners In Flight (PIF) - Imperial Oil</td> <td>\$19,407.98</td> </tr> <tr> <td>P.I.F. - McLean Foundation</td> <td>\$15,000</td> </tr> <tr> <td>P.I.F. – 2003 / 2004</td> <td>\$51,757.22</td> </tr> <tr> <td>P.I.F. - W.H.C</td> <td>\$2,994.27</td> </tr> <tr> <td>P.I.F. -Ont/Bird Studies Canada</td> <td>\$47,000.00</td> </tr> <tr> <td>Integrated Landscape Management Workshop</td> <td>\$15,000.00</td> </tr> <tr> <td style="text-align: right;">Total:</td> <td>\$609,598.94</td> </tr> </tbody> </table> <p>This above list excludes the significant funds administered on behalf of the OWHF and EHJV-NL.</p>	NAWMP National Agreement	\$149,794.11	NAWMP - N & W Region	\$37,755.01	Canadian Wildlife Service – NAWMP/NORTH AMERICA BIRD CONSERVATION INITIATIVE Communications	\$88,201.08	C.W.S. – PIF Communications	\$22,414.27	Intervale Conservation & Heritage Assoc	\$56,375.00	Prov. Wildlife Secretariat	\$67,900.00	BC Habitat Trust Fund (Portal)	\$36,000.00	Partners In Flight (PIF) - Imperial Oil	\$19,407.98	P.I.F. - McLean Foundation	\$15,000	P.I.F. – 2003 / 2004	\$51,757.22	P.I.F. - W.H.C	\$2,994.27	P.I.F. -Ont/Bird Studies Canada	\$47,000.00	Integrated Landscape Management Workshop	\$15,000.00	Total:	\$609,598.94	<p>Most stakeholders were uncomfortable with having stamp revenues being applied towards policy influence.</p> <ul style="list-style-type: none"> • No evidence of performance measurement and reporting against the planned performance indicators
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Planned Outputs	Planned Performance Indicator	Identified Progress	Additional Observations
3. Communications			
<ul style="list-style-type: none"> • Wildlife Habitat Canada Communications Plan developed and implemented • Wildlife Habitat Canada Landscape and Seascape Habitat Status Reports published and distributed • Increased number of presentations at key events to key stakeholder audiences • Expert advice provided to key audiences such as round tables, committees, industry • Web site developed and maintained • Articles on habitat conservation published in professional and scientific journals 	<ul style="list-style-type: none"> • Wildlife Habitat Canada communications activities promote the objectives of the communications plan • # of copies of Wildlife Habitat Canada habitat status reports distributed • # of habitat status presentations made • # of invitations received from and presentations provided to key audiences • website functioning and being utilized • # of articles on habitat conservation published • Increase in funding or other forms of support for Wildlife Habitat Canada initiatives • Website hits 	<ul style="list-style-type: none"> • Over the period April 2000-present, Wildlife Habitat Canada has identified their participation in approximately 75 individual conferences/workshops. Wildlife Habitat Canada made formal presentations to 35 of these events, and acted as host/co-host for another 17 events. • Wildlife Habitat Canada website has been updated and is functional. WHC also uses the StewardshipCanada, Citizen Science and Peat Portal sites to target special aspects of habitat conservation. • Approximately 10 WHC technical/scientific papers have been formally published in peer-reviewed publications since April 2000. • Wildlife Habitat Canada provides expert advice through participation in approximately 40 committees. • Wildlife Habitat Canada produces an annual report, which provides a narrative overview of the organization's activities each year. • The stewardship awards and recognition initiatives are seen as key tools for communicating the need for and benefits of stewardship. Since April 2000, Wildlife Habitat Canada has delivered approximately 200 individual stewardship awards. <ul style="list-style-type: none"> ▪ WHC manages the production and distribution and sale of philatelic and print products related to the annual Wildlife Habitat Conservation Stamp. This entails management and coordination of: <ul style="list-style-type: none"> ▪ The annual art competition and print production ▪ Coordination of souvenir stamp booklets ▪ Contracts / agreements with winning artists ▪ Coordination / management of stamp and print dealers and distributors ▪ Direct sales by WHC ▪ Distribution and promotion of the Conservation Edition print program supporting conservation organizations across Canada by making 800 prints available for the fundraising efforts of conservation and non-profit organizations. 	<ul style="list-style-type: none"> • A communications plan was developed in 2000. The plan was not implemented. • Communications are now generally planned and executed on a project-by-project basis, rather than at the corporate level. • WHC notes that new communications plans were presented to the Board at the December 2004 meeting. These were not submitted in support of this evaluation. • No evidence of performance measurement and reporting against the planned performance indicators. • Annual reports could not be located on the Wildlife Habitat Canada website and are no longer distributed as a "bound" publication.

Habitat Conservation

Wildlife Habitat Canada Habitat Conservation activities are summarized in Table 1, above.

Decision Making Structures

Environment Canada has not ensured that Wildlife Habitat Canada enacts “clear, transparent, and open decision making processes” in instances where Wildlife Habitat Canada further distributes the contribution amounts. The present process employed by Wildlife Habitat Canada does not meet criteria specified in the Treasury Board *Policy on Transfers*:

- Presently, Wildlife Habitat Canada operates a closed process for inviting proposals from specifically identified parties. As of 2003/2004, Wildlife Habitat Canada made a decision to concentrate funding to 7 projects under the NAWMP Eastern Habitat Joint Venture and one project in Saskatchewan under the Prairie Habitat Joint Venture. Evidence indicates that assessment criteria are still employed to ensure that the submitted proposals meet eligibility criteria, although external reviewers are no longer used as the NAWMP process itself incorporates a peer review and vetting process.¹⁹
- Presently, 43% of funding (\$200,000 annually) allocated to internal and external conservation projects is allocated to Wildlife Habitat Canada's own Ontario Wetland Habitat Fund (OWHF) initiative. Stakeholders perceive a conflict of interest respecting the nature and size of the stamp-related revenues allocated to this internal initiative^{20,21}.

¹⁹ Until 2003/ 2004, Wildlife Habitat Canada's Habitat Conservation program used effective and consistent eligibility criteria and project review processes when awarding funding. Annual (open) calls for proposal were issued, a scoring mechanism was employed to evaluate proposals, and an external reviewer was engaged as part of the proposals assessment process.

²⁰ OWHF is a program operated by Wildlife Habitat Canada, in partnership with the Ontario Ministry of Natural Resources (MNR). OWHF is not a legal entity. Wildlife Habitat Canada and MNR are represented on the Steering Committee, and are both identified as partners in the annual North American Wetlands Conservation Act proposals. Wildlife Habitat Canada, however, is the lead organization, named proponent and delivery agent for OWHF. Wildlife Habitat Canada is the signatory to all agreements, contracts, fund-raising proposals, memoranda of understanding, etc., related to the OWHF Program. Wildlife Habitat Canada also acts as the grantee that receives, administers and reports on funds from the U.S. Fish and Wildlife Service, and funds from other supporters. The President of Wildlife Habitat Canada or the Chair of the Wildlife Habitat Canada Board signs such documents. Landowners involved in the OWHF Program sign Conservation Agreements with Wildlife Habitat Canada. Wildlife Habitat Canada is the banker for the program and issues all the cheques for landowners, supplies etc. OWHF is located within Wildlife Habitat Canada's head offices and employs all OWHF staff on an employee/contract basis. Wildlife Habitat Canada has provided corporate services and office space that are considered an in-kind contribution to the Ontario Wetland Habitat Fund in North American Wetlands Conservation Act proposals and reports. The contribution has been estimated at roughly \$20K per year (above and beyond the roughly \$200K of stamp revenues that have been allocated annually to the Program.. The \$20K includes a share of office space/costs, and the time of the administrative and financial staff and of the Wildlife Habitat Canada President.

²¹ This evaluation did not examine the success and impacts of the Ontario Wetland Habitat Fund (OWHF) itself. Observations and commentary are restricted to the point of Wildlife Habitat Canada's internal allocation of stamp and stamp related revenues to OWHF

Engaging Others in Decision Making

Environment Canada is provided the opportunity to engage in the design and implementation of Wildlife Habitat Canada's programs. The Contribution Agreement requires Wildlife Habitat Canada to submit annual work plans and long-term business plans to the Canadian Wildlife Service for purposes of review. It also provides the Minister of the Environment with the right to object to any component of these plans. However, no evidence was found to indicate that Wildlife Habitat Canada had submitted these annual work plans as required, nor was there evidence that Environment Canada had requested such plans.

Environment Canada also has some opportunity to influence Wildlife Habitat Canada through Ministerial appointments to the Board of Directors. The Canadian Wildlife Service has not made attempts to engage those appointed by the Minister and to inform them of Government of Canada, Environment Canada, or Canadian Wildlife Service habitat and waterfowl priorities. Likewise, Department of Fisheries and Oceans personnel reported that they had not made attempts to directly engage Directors appointed upon the advice of the Minister of that Department. Other external stakeholders are engaged in program design efforts via the Board of Directors.

Stakeholders expressed strong views that Wildlife Habitat Canada had accountabilities to primary revenue providers (migratory bird hunters), and that those stakeholders should have a greater say in decision-making over the allocation of stamp revenues. Interviewees perceptions aside, there are two additional pieces of evidence that confirm that Wildlife Habitat Canada and the Canadian Wildlife Service do have obligations to be accountable to those that provide the stamp revenues, and to involve them in the decision-making process:

- At the time of Wildlife Habitat Canada's founding, in 1984, one of the organization's founding principles was that "there should be a direct relationship between the source of the funds and the expenditures".
- In 2003, Treasury Board Secretariat clarified its *External Charging Policy*, strengthening accountability mechanisms for transparency and accountability amongst key stakeholders, including paying users and their associations. This policy was rescinded and replaced with the *User Fees Act*. Within this Act and its related policies²², the Government of Canada has stated "*it is the policy of government that those who pay fees for government services are entitled to fundamental information on the services being provided...*" The Act requires the Minister of Environment to report to Parliament on all user fees in effect, beginning no later than the 2005/2006 Departmental Performance Report. Treasury Board policies developed in support of the Act guide Environment Canada to "*develop, in consultation with paying and non-paying*

²² See TBS *Policy on Service Standards for External Fees*.

stakeholders, service standards that are measurable and relevant at the level of the paying stakeholder.”^{23 24}

Effective Management of Funded Projects

The evaluation was unable to assess whether recipients have demonstrated effective management of funded projects. Wildlife Habitat Canada maintains a tracking system for contractual payments. No evidence of performance measurement and reporting against the planned performance indicators was made available. The evaluation was also unable to determine the relative share of the contribution amount that was directed towards waterfowl habitat, in particular.

The amount of leverage achieved by Wildlife Habitat Canada through its transfers to external parties was not communicated in support of this evaluation. The decision to focus on Habitat Joint Venture initiatives is likely, however, to ensure maximum leverage of funded projects and to ensure that at least the portion of funds allocated under the external granting program are directed to waterfowl and wetland habitat. Treasury Board *Policy on Transfers* though requires Environment Canada to have a full understanding of the “stacking of assistance” from all levels of government, and to include specific limits for Total Government Assistance. This requirement has not been satisfied.

Partnership Development

Wildlife Habitat Canada Partnership Development activities are summarized in **Table 1**, above.

Approach to Partnership Development

Wildlife Habitat Canada’s approach to partnership development at the level of individual initiatives is working well. Non-stamp and non-stamp related sources of funding represent 23% of Wildlife Habitat Canada total revenues. These contributions are ear-marked for support to specific Wildlife Habitat Canada initiatives:

- Special status of habitat reports;

²³ Correspondence with the Treasury Board Secretariat. In the opinion of the Treasury Board Secretariat, the Habitat Conservation Stamp and the Migratory Game Bird Hunting Permit Fee are both within the scope of the *Policy on Service Standards for External Fees*. As such, Environment Canada is guided to “develop service standards for both of these fees in consultation with paying and non-paying stakeholders”, and begin reporting on these in the 2005/2006 Departmental Performance report. Further it was cautioned that this Treasury Board “opinion” however, and that departments are individually responsible for policy implementation. It is up to Environment Canada to seek its legal counsel’s opinion, should it feel that the policy does not apply to any specific fee or charge, for some reason.

²⁴ In addition to the *User Fees Act*’s requirement (S. 7.(1)) for Ministers to report to Parliament on all user fees in effect, the *Act* requires regulating authorities to consult with paying stakeholders (S. 4.(1)) and table a proposal to Parliament (S. 4.(2)) before “fixing, increasing, expanding the application of, or increasing the duration of a user fee.” With the Migratory Game Bird Hunting Permit and associated Habitat Conservation Stamp expiring on December 31st of the year in which they are issued, TBS offered the “opinion” that these requirements of the *User Fees Act* also apply to the Habitat Conservation Stamp. Environment Canada’s position on this TBS opinion and the applicability of the *User Fees Act* with respect to the Habitat Conservation Stamp need to be further clarified.

- Award and recognitions programs,
- The Stewardship Canada web portal and affiliated websites; and
- The Citizen Science website and community-based monitoring project.

Other government departments (Agriculture and Agri-food Canada, Canadian Forest Service)²⁵, industry associations (Canadian Federation of Agriculture, Forest Products Association of Canada), and others have been engaged in the development and delivery of Wildlife Habitat Canada's stewardship initiatives. These stewardship initiatives are viewed as valuable and worthwhile by contributing partners and other stakeholders. Wildlife Habitat Canada's role as a provider of banking services was also assessed as an important contributor to developing partnerships.

Wildlife Habitat Canada's efforts to participate in and influence policy debates on habitat and species issues, such as the National Forest Strategy, received mixed levels of stakeholder support. Only a small minority of stakeholders provided unreserved support for Wildlife Habitat Canada activity in this area. Others saw an identified need, but did not agree that it was Wildlife Habitat Canada's responsibility to fill this need via the application of stamp revenue. Most stakeholders were uncomfortable with having stamp revenues being applied towards policy influence.

The degree to which hunters and their organizations are not identified as primary partners for Wildlife Habitat Canada's activities represents a major weakness in the organization's partnership development activities.

Building Capacity and Expertise

While the intended purposes of the various initiatives involves the building of capacity and expertise, the evaluation was unable to make a determination of the degree to which this is done, or what ultimately has been achieved through these partnerships. Evidence was not made available to indicate that the planned performance measurement and reporting system and identified performance indicators were being used in this area.

Communications

Wildlife Habitat Canada Communications activities are summarized in Table 1, above.

The communications plan discussed within the RMAF was not developed or delivered on. A communications plan was initially developed in 2000, but the plan was not implemented. Communications are now, generally, planned and executed on a project-by-project basis, rather than at the corporate level. No evidence exists of performance measurement and reporting against the planned performance indicators in this area. A Board Committee on Communications exists. The mandate of this committee references accountability for implementing the organization's "5 year communications plan" and "annual work plans" for

²⁵ Fisheries and Oceans Canada also formerly maintained annual contributions of \$50,000 to Wildlife Habitat Canada. The Contribution Agreement between Fisheries and Oceans Canada and Wildlife Habitat Canada expired in 2002 and has not been renewed.

communications. No evidence of such planning documents was made available during the conduct of the evaluation.²⁶

Wildlife Habitat Canada's performance in the area of communications needs the most strengthening of all the three RMAF elements. This has contributed to fundamental misunderstandings about the nature of Wildlife Habitat Canada's revenues, expenditures and activities. Stakeholder views in all areas are especially influenced by the lack of timely, comprehensive and appropriate communications and reporting on Wildlife Habitat Canada and its programs – to its primary funder (Environment Canada), key stakeholders (hunters paying for the conservation stamp), and others – including Board members. Presently, Wildlife Habitat Canada's annual reports and audited financial statements cannot be located on the Wildlife Habitat Canada website. Moreover, the annual reports provide only a narrative overview of the organization and its programs. No details of revenue sources and allocations or program results are provided. Wildlife Habitat Canada's limitations in communications may also have contributed to what stakeholders see as a diminished visibility, nationally and regionally, for the organization.

Wildlife Habitat Canada's annual reports and other key communications do not adequately represent the range of the organization's activities. These communications place a primary focus on the provision of funding support for on-the-ground conservation projects. However, over the past 5 years, only 28% of the organization's budget was allocated to this activity.

The lack of appropriate communications to migratory game bird hunters represents a significant weakness in Wildlife Habitat Canada's communications. Examples of better communications to primary stakeholders can be found for many of the similarly funded trust/fund organizations at the provincial level (see Appendix D). The availability of contact details for hunters who have provided permission for Wildlife Habitat Canada to communicate with them provides the opportunity for Wildlife Habitat Canada to address shortcomings in this area.

Presently, Environment Canada is not collecting sufficient information from Wildlife Habitat Canada to address its accountabilities under relevant Treasury Board Secretariat policies.

The role and contribution of Environment Canada and the Canadian Wildlife Service is not adequately acknowledged, at all times, within Wildlife Habitat Canada communications and marketing materials as required under Clause 16 of the Contribution Agreement. Any future Contribution Agreement should reference the *Federal Identity Program*, whose requirements are explicit and significantly more detailed and demanding than those presently imposed on Wildlife Habitat Canada.

4.3 Success / Impact

Activities have been performed in all three areas of the RMAF (see Table 1), but not all planned activities and outputs have materialized. Performance measurement and reporting is not taking

²⁶ Wildlife Habitat Canada notes that communications plans were submitted for Board consideration in December 2004. These plans were not made available in support of the evaluation.

place, however, and as a result it is not possible to assess the impacts of Wildlife Habitat Canada's individual activities and programs or to assess the degree to which intermediate outcomes, as specified in the RMAF or otherwise, are being attained. Moreover, significant differences of opinion were found with respect to the relative level of effort that should be applied in each RMAF area to realize the expected impacts. These differences of opinion are influenced by the following factors:

- The expected impacts/outcomes of the Wildlife Habitat Canada program are clearly documented in the RMAF, but are not reflected in the organization's communications and activities. Expectations with respect to percentage allocations across Wildlife Habitat Canada's program areas are not well articulated within the RMAF, however.
- Multiple objective, role, mission and mandate statements are in existence. This contributed to stakeholders, including board members, exhibiting very limited recall of the organization's objectives. Every stakeholder, however, did mention that Wildlife Habitat Canada's main goal has always been to provide financial support for on-the-ground conservation activities. For most stakeholders, the objectives of Wildlife Habitat Canada have not changed overtime, but there is a strong perception that the organization's activities are no longer reflective of the organizational objectives. In the view of the significant majority of stakeholders, there is an expectation that Wildlife Habitat Canada will operate in a similar manner to other similarly funded trusts/funds that have been established via mandatory contributions from hunters and anglers in Canada, as well as in other jurisdictions (see Appendix D).
- Stakeholders view the most positive and direct impacts on the environment occurring in those areas where Wildlife Habitat Canada has targeted its support for on the ground conservation activities. In addition, these on-the-ground activities were seen to provide opportunities to modify behaviours, especially amongst private landowners. Wildlife Habitat Canada's awards and recognition programs, and its status of habitat reports were identified as playing a role in increasing awareness of habitat issues in Canada. Wildlife Habitat Canada's contributions to national policy debates (e.g. the Canada's Stewardship Agenda, The National Forest Strategy, Integrated Landscape Management) were also seen as having the potential to generate awareness and contribute to behavioural changes.

In terms of factors contributing to the organizations success, the most often cited factors included:

- The organization's steady source of revenue through sales of the stamp;
- The credibility of Wildlife Habitat Canada staff;
- Experienced management;
- Ability to provide "banking services" for other conservation partners; and
- Wildlife Habitat Canada's balanced and objective approach to its work.

Identified barriers to success included:

- Lack of clarity on organization's role, vision. Over the past five years the organization has undertaken three strategic visioning exercises. In terms of one board member "the organization is still trying to figure out what it wants to be when it grows up";
- Decreasing hunting activities have led to decreased revenues for Wildlife Habitat Canada;
- Limited and ineffective communications, resulting in decreased visibility across Canada. Key government, industry and NGO stakeholders (Wildlife Habitat Canada's intended audience) do not recognize the organization as having an influence on policy.

Sufficiency of stamp revenues

It is difficult to assess whether the stamp revenue is sufficient to have an impact. Wildlife Habitat Canada demonstrated that it is not in agreement with, and not managing to the expected impacts identified in the Results-based Management and Accountability Framework. At the same time, the organization provided no evidence that it is employing and managing towards any other set of expected outcomes. Presently, the expected impacts of the organization's numerous program efforts are undefined, making it difficult to assess the sufficiency of available resources.

Stakeholders generally felt, however, that the overall stamp revenues were sufficient to have an impact, but were concerned that impacts did not occur as the organization spread its resources across too many program areas. Stakeholders did, however, see clear results from on-the-ground conservation projects and this contributed to the perception that this portion of Wildlife Habitat Canada's program should entail the majority (70%+) of program expenditures. There was also general agreement with the decision to focus Wildlife Habitat Canada allocations on initiatives under the NAWMP Habitat Joint Ventures, as these provided for maximum leveraging opportunities. There was not agreement, however, in focussing only on projects under the Eastern Habitat Joint Venture. This decision was seen to reduce Wildlife Habitat Canada's visibility and credibility nationally, and to diminish the accountability of the organization to western-based hunters.

From other perspectives, Wildlife Habitat Canada's contribution was viewed as relatively small:

- Wildlife Habitat Canada's own report in 2000 documented nearly \$300 million in mandatory contributions to habitat conservation by the nation's hunting community (see **Appendix D**);
- Over the period 1986-2003, total NAWMP and North American Wetlands Conservation Act contributions to Canada totalled more than \$960 million;
- Ducks Unlimited Canada has an annual budget of approximately \$90 million;
- WWF Canada has an annual budget of approximately \$17 million; and
- The US Federal Duck Stamp program has annual revenues of approximately \$30 million.

4.4 Cost-effectiveness / Alternatives

Program Cost by Thematic Area

Wildlife Habitat Canada's expenditures over the period 2000-2005 were expended across the following areas²⁷:

Table 2: Expenditures By Program Area (2000–2005)

Expenditures	2004/2005 (budgeted)	2003/2004	2002/2003	2001/2002	2000/2001	totals
Externally Granted Projects	\$278,500	\$347,346	\$419,827	\$460,563	\$420,942	\$1,927,178
WHC Conservation Programs	\$360,000	\$253,432	\$306,516	\$266,842	\$334,827	\$1,521,617
Stewardship Program	\$339,635	\$393,483	\$684,422	\$628,187	\$305,755	\$2,351,482
Program Development and Support	\$178,658	\$187,593	\$212,845	\$87,422	\$482,851	\$1,149,369
Habitat Science & Policy	\$264,775	\$248,431	\$269,506	\$476,240	\$290,364	\$1,549,316
Partnership Development	\$345,295	\$209,401	\$238,582	\$262,228	\$107,267	\$1,162,773
Communications	\$142,893	\$70,409	\$95,636	\$181,485	\$419,008	\$909,431
Banking Agreements and Corporate Services	\$314,694	\$341,371	\$375,929	\$354,652	\$279,934	\$1,666,580
Totals	\$2,224,450	\$2,051,466	\$2,603,263	\$2,717,619	\$2,640,948	\$12,237,746

A graphical distribution of these expenditures was provided in **Figure 3** above.

Information was not made available on how these allocations have changed over time. However, interview results suggest that until approximately 1997/98 Wildlife Habitat Canada acted primarily as a “funder” of external initiatives. At that time, the organization took a decision to be a more active “performer” of conservation and stewardship initiatives. In the views of stakeholders, this transition has occurred gradually overtime, without the benefit of an open and transparent discussion of the relative merits of this approach and there is broad agreement that a larger share of the allocations should be made to the external granting program.²⁸

The present policy of soliciting proposals from targeted parties has resulted in a significant change to the regional distribution of allocations. Stakeholders in Western Canada are particularly concerned by the present pattern of allocations (see figures 5 and 6) and do not believe that these allocations are equitable, given the contributions of stamp revenues from those hunting waterfowl in the western provinces (see Figure 1).

²⁷ Excludes CIDA-funded Indonesia project, expenditures by Ontario Wetland Habitat Fund, and expenditures associated with external projects through which Wildlife Habitat Canada provides “banking services”.

²⁸ The decision, in 2003, to focus future allocations under the external granting program towards NAWMP Habitat Joint Venture initiatives was communicated to the conservation community.

Figure 5: Allocations to Conservation Projects (2000-2004)

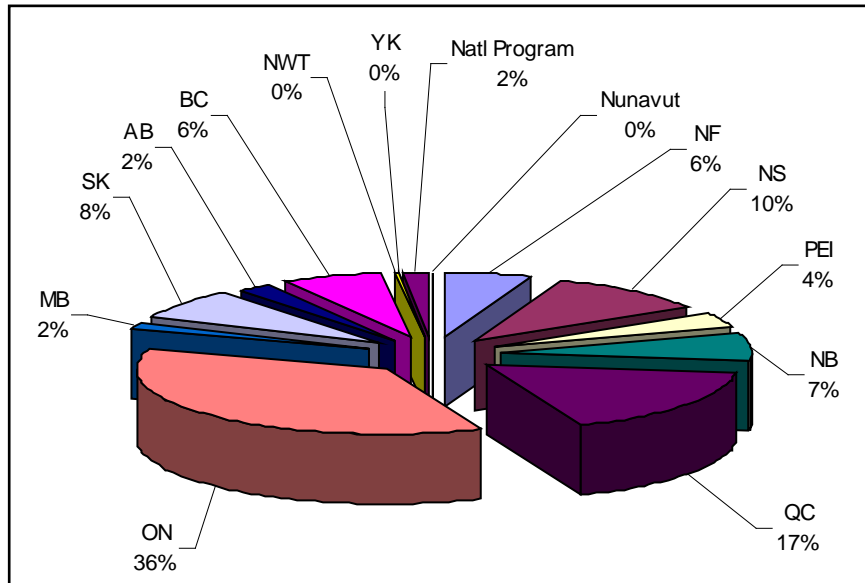
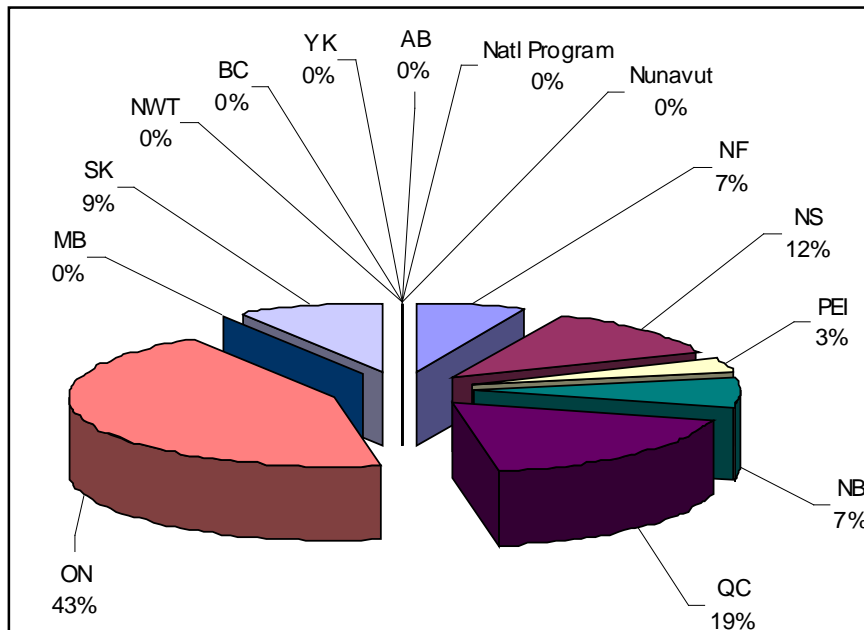


Figure 6: Allocations to Conservation Projects (2004-2006)



Program Revenues by Source

Wildlife Habitat Canada's revenues over the period 2000-2005 were sourced as follows:

Table 3: Revenues By Source (2000–2005)

Revenues	2004/2005 (budgeted)	2003/2004	2002/2003	2001/2002	2000/2001	totals
Stamp Revenue (net)	\$1,373,579	\$1,491,518	\$1,602,038	\$1,588,967	\$1,758,481	\$7,814,583
Other stamp-related revenue	\$101,245	\$179,576	\$79,209	\$114,080	\$115,877	\$589,987
Partner (ear marked) Contributions	\$339,635	\$393,483	\$672,996	\$726,987	\$517,968	\$2,651,069
Interest and Corporate Services	\$32,000	\$20,132	\$50,091	\$64,347	\$82,515	\$249,085
Misc. revenues	\$6,000	\$11,039	\$46,186	\$24,464	\$78,274	\$165,963
Totals	\$1,852,459	\$2,095,748	\$2,450,520	\$2,518,845	\$2,553,115	\$11,470,687

A graphical distribution of these revenues was provided in **Figure 2** above.

Other stamp-related revenue arises from Wildlife Habitat Canada's production and distribution and sale of philatelic and print products related to the annual Wildlife Habitat Conservation Stamp. This entails management and coordination of:

- The annual art competition
- Annual print production
- Coordination of souvenir stamp booklets
- Contracts and management of agreements with winning artists
- Coordination and management of distribution channels (stamp and print dealers and distributors)
- Direct sales by WHC
- Distribution and promotion of the Conservation Edition (CE) print program supporting conservation organizations across Canada by making 800 CE prints available for the fundraising efforts of conservation and non-profit organizations

Leveraging

Leveraging rates achieved through the transfer of stamp revenues to Wildlife Habitat Canada were not provided in support of this evaluation. Moreover, Environment Canada's expectations for leveraging were not explicitly communicated within the Contribution Agreement or RMAF. The Department's expectations should be made explicit in any future contribution agreement and the Department should also ensure that it addresses the Treasury Board Secretariat Policy on Transfer's expectations with respect to limiting the "stacking of government assistance". This will require the department to have a more comprehensive understanding of all financial transactions entered into by Wildlife Habitat Canada.

Cost-effectiveness

The current model is not as cost-effective in comparison to some of the readily identifiable alternatives (see below). From a relatively small and declining revenue source (stamp program)

Wildlife Habitat Canada must provide for all the personnel and overhead to support the organization. As a result, relatively limited resources are available to directly support on the ground activities of external partners, or the activities of Wildlife Habitat Canada personnel in their own programming areas. In comparison to similarly funded organizations (see **Appendix D**), Wildlife Habitat Canada does not appear to be as cost effective as others. For instance, the US Duck Stamp Program (the most comparable initiative from the perspective of the migratory game bird hunter) states “95 cents of every dollar collected goes directly to the purchase or lease of land in support of US National Wildlife Refuge Areas.” Meanwhile, a general rule of thumb employed by the Treasury Board leads to expectations that costs to administer granting programs will be kept well below 15% of total program costs. This rule of thumb is explicitly referenced by other similar granting organizations (see **Appendix D**).

Alternate Service Delivery Options

This evaluation has identified six alternate service delivery (ASD) options to the current method of delivery, to provide a basis for comparison and to stimulate thought on how the Wildlife Habitat Conservation Stamp program could evolve. These options include:

1. Maintain a single national organization (Wildlife Habitat Canada or other) for allocation of stamp revenues;
2. Deliver stamp revenues via the provinces (through Provincial Governments or to relevant provincial habitat trusts / funds);
3. Redirect stamp revenues to support the Government of Canada’s National Wildlife Area program;
4. Redirect stamp revenues to support NAWMP initiatives (via general Government of Canada contributions, or directed support to priority projects);
5. Redirect stamp revenues to support the purchase of nationally important and unique/threatened waterfowl/wetland habitat, consistent with the US Duck Stamp program (via the Canadian Wildlife Service or an external organization); or
6. Eliminate the Habitat Conservation Stamp.

These options are analysed within **Table 4**, against criteria such as relevance, cost-effectiveness and accountability. Each of the proposed options includes strengths and weaknesses. No option is recommended in this evaluation. Rather, information on alternate delivery options is provided to assist the Canadian Wildlife Service in considering future options for the Habitat Conservation Stamp Program. Further analysis should, however, give careful consideration to the fact that the revenues accruing from the Habitat Conservation Stamp have declined at a rate of about 4% per annum – though there are signs of stabilization and slight increases since 2002.

Table 4: Overview Of Alternate Service Delivery Options

Delivery Approach	Delivery Mechanism	Relevance		Cost-effectiveness			Accountabilities		Comments
		Contribution to Environment Canada Habitat, Species and Stewardship objectives	Contribution to migratory bird (waterfowl) conservation	Administrative Burden (Overhead)	Administrative Burden (Environment Canada internal)	Leveraging Opportunities	Linkage / Accountability to source of revenue	Accountability to Minister	
1. Maintain Single National Delivery Approach									
1a	Enhanced delivery through existing mechanism	Medium (currently)	Medium (currently)	High	No change	Medium	Medium	Medium	<ul style="list-style-type: none"> Wildlife Habitat Canada could cease operations if stamp revenues are redirected.
1b.	Delivery (centralized) through other existing external org.	Medium	Medium	Low / Medium	No change	Medium / High	Medium	Medium	<ul style="list-style-type: none"> Environment Canada would need to expend better control or oversight to avoid outcomes of current approach and mechanism.
2. Deliver through provinces									
2a.	Transfer stamp revenues to originating provinces	High	High	Variable – generally lower	Increased – would need to manage multiple CAs	High	High	Low	<ul style="list-style-type: none"> Formal agreements would need to be established with each province. Eastern provinces may not favour this approach as current allocations would be reduced
2b	Transfer stamp revenues to provincial habitat trusts / funds	High	High	Lower	Variable - High if multiple agreements; Low if an omnibus fed / prov agreement	High	Medium / High	Low	<ul style="list-style-type: none"> Stamp revenues, through Wildlife Habitat Canada were instrumental in establishing many of these organizations. This option could be considered as an evolution of the assistance provided

Delivery Approach	Delivery Mechanism	Relevance		Cost-effectiveness			Accountabilities		Comments
		Contribution to Environment Canada Habitat, Species and Stewardship objectives	Contribution to migratory bird (waterfowl) conservation	Administrative Burden (Overhead)	Administrative Burden (Environment Canada internal)	Leveraging Opportunities	Linkage / Accountability to source of revenue	Accountability to Minister	
									through stamp revenues.
3. Redirect stamp revenues to support Environment Canada National Wildlife Area program									
3a	Delivery through internal Environment Canada allocation	Medium	Variable - Would need to assign to NWAs with migratory bird populations	Lower	Decreased	Low	Low	High	<ul style="list-style-type: none"> • Would mirror US duck stamp program – 98% of stamp revenues to purchase, lease and maintain national refuges. • Would be of no additional benefit of it replaced, rather than enhanced existing NWA allocations.
3b	Delivery through Wildlife Habitat Canada	Medium	As above	High	No change	Medium	Medium	Medium	<ul style="list-style-type: none"> • Could act as contractor to facilitate the establishment of new NWAs.
3c	Delivery through other existing external org.	Medium / High	As above	Low / Medium	No change	Medium - High	Medium	Medium	<ul style="list-style-type: none"> • Could act as contractor to facilitate the establishment of new NWAs.
4. Redirect stamp revenues to support NAWMP									
4a	Stamp revenues applied directly to GoC NWAMP contributions	High	Mixed / high	Lowest	Lowest	Highest	Medium	High	<ul style="list-style-type: none"> • Would be of no additional benefit of it replaced, rather than enhanced existing NWAMP contributions.
4b	Stamp revenues transferred directly to priority NAWAMP JV projects	High	Mixed - would need to target projects that focus on waterfowl habitat	Medium	High - would need to manage multiple CAs	Highest	High	Medium	<ul style="list-style-type: none"> • Priority setting mechanism currently in place for making choices amongst competing opportunities.

Delivery Approach	Delivery Mechanism	Relevance		Cost-effectiveness			Accountabilities		Comments
		Contribution to Environment Canada Habitat, Species and Stewardship objectives	Contribution to migratory bird (waterfowl) conservation	Administrative Burden (Overhead)	Administrative Burden (Environment Canada internal)	Leveraging Opportunities	Linkage / Accountability to source of revenue	Accountability to Minister	
5. Redirect stamp revenues to support the purchase of nationally important and unique/threatened waterfowl/wetland habitat									
5.	Purchases managed directly by CWS	High	Mixed / high	High	High	Low	Medium	High	•
	Purchases managed by external, experienced organization	High	Mixed / high	Low / Medium	Low / Medium	High	Medium	Medium	• Several experienced organizations exist and which could manage such purchases on behalf of the Government of Canada.
6. Eliminate Stamp Program									
6. Program	Eliminate Stamp Program	Lowest	Lowest	Eliminated	Eliminated	None	N/A	N/A	<ul style="list-style-type: none"> Hunters now make direct financial contributions to habitat conservation through mandate fees / surcharges for provincial conservation trusts / funds. Hunters are major direct financial contributors to conservation organizations Hunters make extensive non-financial contributions to habitat conservation through local organizations.

Partners' Ongoing Commitment

Program recipients remain committed to enhancing wildlife habitat, independent of funding via the Habitat Conservation Stamp and Wildlife Habitat Canada. Wildlife Habitat Canada has, historically, played an important role in providing seed funding to new organizations attempting to establish themselves as players in the field of habitat conservation. Through Wildlife Habitat Canada contributions these organizations have matured and have become well established, demonstrating a commitment to continuing their efforts even after Wildlife Habitat Canada contributions have sun-setted.

Key program beneficiaries indicated, however, that much of their own program activity and success over the past few years would have materialized independently of Wildlife Habitat Canada's efforts. Sponsors of award programs indicated that they could and would have identified alternate delivery partners, although they admit that this would be challenging. As identified priorities under the NAWMP Joint Ventures, recipients of Wildlife Habitat Canada's granting program remain committed to and would be willing to continue their activities in the absence of Wildlife Habitat Canada contributions. One area of vulnerability could be the Ontario Wetland Habitat Fund. Wildlife Habitat Canada makes relatively modest contributions (generally \$15 k to \$40k) to the other internal and external conservation projects. Its \$200k per annum allocation to OWHF, and the provision of office space and related support services, represent core funding for OWHF, however. As such, OWHF might experience difficulties in continuing its efforts absent the contributions from Wildlife Habitat Canada.

Value for Money

Determining value for money is especially complicated where there is a lack of performance information at a results/outcome level, where there is some disagreement on the nature of the activities undertaken by the organization, and where expectations for the relative level of effort in different program areas have not been clearly articulated.

Interviewed stakeholders expressed the view that Wildlife Habitat Canada provided good value for money through allocations to conservation projects and provided a degree of value for money through its internal stewardship program, especially as this is well supported by other partners. Views on the value provided through Wildlife Habitat Canada's policy interventions were mixed. Many stakeholders viewed the interventions as having some value, but questioned whether it was appropriate to support these via stamp revenues. A minority of stakeholders viewed these policy interventions as having low value and explicitly questioned the legitimacy of Wildlife Habitat Canada's role in policy debates. Stakeholder views on the value of Wildlife Habitat Canada's science and habitat policy activities were also mixed. The 2001 Status of Habitat Report was widely recognized, but its impact and influence were questioned. Many stakeholders commented that this was a role for the Government of Canada's State of the Environment Reporting program to fill, not necessarily Wildlife Habitat Canada. Support was much more limited for Wildlife Habitat Canada's more specialized technical, scientific, and reporting activities. Most stakeholders were of the view that these activities should only be continued in instances where they are fully supported by external supporters, without reliance on support from stamp revenues.

Ultimately, however, Wildlife Habitat Canada is funded largely by mandatory contributions from migratory bird hunters in Canada. These individuals and their organizations are those that can best assess whether the initiative is providing value for money. The current Treasury Board Policy on Service Standards for External Charges explicitly recognizes this, noting *“it is the policy of government that those who pay fees for government services are entitled to fundamental information on the services being provided...”* These stakeholders were excluded from the evaluation exercise, thus their views on the issue are largely unknown.

4.5 Relevance and On-Going Need

Serving the Public Interest

All the roles and activities undertaken by Wildlife Habitat Canada seem to be of value and contribute to wildlife habitat conservation. There is no question that there is a need for ongoing and additional activities in the area of habitat conservation generally, and waterfowl habitat in particular. These needs are well documented in the context of the trilateral NAWMP initiative. It is not clear, however, that these needs are best served by Wildlife Habitat Canada's current programming structure. As noted, the organization's activities have changed and presently, even some Board members question whether Wildlife Habitat Canada should continue to function in all the areas in which the organization is currently involved.

The rationale for continuing to impose mandatory fees on waterfowl hunters for the purposes of supporting habitat conservation requires further assessment. At the time Wildlife Habitat Canada was initiated in 1984, there were few similar organizations in Canada that were funded through mandatory contributions from hunters and anglers. A noted exception was the BC Habitat Conservation Fund, which was founded in 1981. Since that time, however, a network of similar organizations with similar funding structures and mandates has been established at the provincial level across the country. Wildlife Habitat Canada's own work identified that Canadian hunters made mandatory contributions of more than \$300 million over the period 1985-2000 to this national network of funds and trusts. These contributions continue to this day. This raises the question of whether waterfowl hunters should be required to provide additional, nationally-mandated support to habitat conservation activities, or whether it is now time for such contributions to come from other parties with measurable impacts on habitat and overall species populations (e.g. agriculturalists, industry, developers, etc.).

Other Organizations

There are other organizations that deliver on similar, but not the same, objectives to that of Wildlife Habitat Canada. Wildlife Habitat Canada is seen to occupy a somewhat unique niche in that it is a national organization, addressing habitat and stewardship issues on a broad scale (e.g., not strictly concerned with a specific habitat, conservation approach or protected species). However, other organizations exist that deliver on similar habitat conservation objectives including the network of provincially-sanctioned conservations trusts and funds, national NGOs such as Ducks Unlimited, Nature Canada, and others. Similar objectives are also delivered on via programs such as the North American Waterfowl Management Plan, which is supported by Wildlife Habitat Canada.

Relevance to Government of Canada Priorities

Wildlife Habitat Canada objectives and programs are generally relevant to Government of Canada priorities. Wildlife Habitat Canada is seen to make both direct and indirect contributions to the following Government of Canada policies and initiatives:

- The Canadian Wildlife Service Habitat Conservation Strategy:
 - Strategy 2 – Demonstrate and enhance the stewardship of habitat for migratory birds and species at risk; and
 - Strategy 3 - Advance and communicate the science of habitat conservation
- Canada's Stewardship Agenda:
 - Goal 1: Investing in Stewardship;
 - Goal 2: Strengthen the application of knowledge;
 - Goal 3: Strengthen Policy and Legislative Support for Stewards; and
 - Goal 4: Connect Stewardship Programs
- Strategic Directions within the Canadian Wildlife Service Strategic Plan 2000
- North America Bird Conservation Initiative “pillars”, including NAWMP and Partners in Flight

Changing Focus Over Time

In the view of Canadian Wildlife Service staff, as well as other stakeholders, the Wildlife Habitat Canada program has changed over time, in response to Wildlife Habitat Canada's own assessment of what is needed for habitat conservation. The majority of Canadian Wildlife Service staff interviewed expressed the view that Wildlife Habitat Canada no longer reflects the funding intent that was in place when the organization was established, or that was reiterated in the context of the current contribution agreement and RMAF.

Environment Canada is ultimately responsible for the degree to which Wildlife Habitat Canada's expenditure of stamp and stamp related revenues align with Environment Canada priorities. As noted, the Contribution Agreement is vague with respect to how the funds provided will be allocated. However, the agreement does have built in accountability mechanisms, requiring Wildlife Habitat Canada to submit long-term business plans and annual work plans for the Department's review and ultimate approval. These terms and conditions further provide the Minister of Environment the opportunity to object to any elements of such plans. This evaluation found no evidence, however, that such long-term business plans and annual work plans had been submitted by Wildlife Habitat Canada or that the department had requested such plans when they were not provided. Evidence was found, however, to indicate that neither Canadian Wildlife Service nor Wildlife Habitat Canada have a fulsome understanding of the nature of the Government of Canada's policy framework governing the current funding arrangements.

Using Wildlife Habitat Canada Outputs

Most stakeholders cited the Status of Habitat Report (2001) and the Stewardship Award and Recognition program as the most relevant Wildlife Habitat Canada outputs. Many of the other outputs produced by Wildlife Habitat Canada were not cited and many stakeholders acknowledged they did not use Wildlife Habitat Canada outputs within their own decision-making processes. With respect to its input to relevant policy debates, Wildlife Habitat Canada's contributions to the National Forest Strategy, Canada's Stewardship Agenda, and

Integrated Landscape Management were acknowledged. However, federal, provincial, industry and other NGO stakeholders all noted that Wildlife Habitat Canada was not a major influence and in many instances, they also noted that Wildlife Habitat Canada was not present during key recent policy debates concerning habitat and species.

Need for Ongoing Support

Without ongoing contributions from stamp revenues it is uncertain whether Wildlife Habitat Canada could continue to exist. To the degree to which Environment Canada and other stakeholders believe the organization can play a bigger role in habitat conservation they will need to provide ongoing funding, through stamp revenues or other mechanisms.

5.0 RECOMMENDATIONS

Work undertaken as part of this evaluation leads to a number of recommendations for further consideration by parties to the Contribution Agreement between Wildlife Habitat Canada and the Government of Canada. These recommendations are intended to address a number of issues identified in the implementation and oversight of the present agreement.

For Wildlife Habitat Canada:

Immediate Actions

- **Take immediate steps (for the 2005-2006 year) to address the perceived conflict of interest regarding the Ontario Wetland Habitat Fund.** Allocations to this initiative should be reported (to internal and external audiences) as expenditures within Wildlife Habitat Canada's own internal conservation program. Also, Wildlife Habitat Canada should ensure all financial and program-level reporting includes the full scope of resources, expenditures and activities of the Ontario Wetland Habitat Fund.

During First Three months of 2005/2006

- **Ensure ALL Terms and Conditions of the Contribution Agreement with Environment Canada are fulfilled.** Wildlife Habitat Canada should ensure that its current long-term implementation plan and annual work plan are forwarded immediately to the Canadian Wildlife Service. Wildlife Habitat Canada should be familiar with all other terms and conditions and ensure that these will be satisfied.
- **Provide Environment Canada with sufficient information to allow it to fulfil its accountabilities to Treasury Board and paying stakeholders.** The terms and conditions of the contribution agreement do not specify the nature of annual and financial reporting. Existing reporting mechanisms are insufficient, however, to allow the Department to satisfy its accountabilities to Treasury Board, and paying stakeholders. Wildlife Habitat Canada should produce an annual report 2004/2005 which provides sufficient degrees of transparency and accountability over the source of revenues and nature of expenditures. The type of information included in Wildlife Habitat Canada's Board briefings should be sufficient to meet many of these expectations. In addition, however, Wildlife Habitat Canada will need to disclose to Environment Canada:

- Details on any amounts (partner contributions or banking services) received from other parties,
- The intended application of those receipts;
- Wildlife Habitat Canada costs in applying/transferring those receipts; and
- Any cost recovery amounts associated with the transferring of receipted funds.

This annual report, and audited financial statement, should be made readily available on the Wildlife Habitat Canada website.

- **Debrief Board of Directors on evaluation results.** The full Board of Directors should be presented with an independent debrief on the results of the evaluation at the earliest possible convenience. A representative of the Canadian Wildlife Service should be invited to observe the presentation of findings. Recommendations and advice arising from the presentation of evaluation findings should be documented and formally forwarded to the Canadian Wildlife Service, for reference.

During remainder of 2005/2006

- **Implement the RMAF.** Contribution amounts have been forwarded to Wildlife Habitat Canada for the purposes of implementing the articulated RMAF. Any extension to the existing agreement will be based on the extent to which the RMAF has been implemented as intended. Wildlife Habitat Canada's efforts over the remainder of the contribution agreement should focus on ensuring that the RMAF is used for its intended purposes as a business planning and tracking tool. Identified outputs should be delivered on, and performance measurement and reporting should be enacted to clearly communicate the outcomes of Wildlife Habitat Canada activities.
- **Evaluate Board role and contributions.** The Wildlife Habitat Board of Directors holds ultimate accountabilities for delivering on the terms and conditions of the Contribution Agreement. This evaluation provided evidence that some Wildlife Habitat Canada Board members may not be fully aware of their accountabilities for the organization. It also provided evidence that some Board members are dissatisfied with the Board's current role. Wildlife Habitat Canada should undertake an independent and formal survey of the full Board, to clearly articulate Board accountabilities, clarify expectations, and identify areas of weakness. This review could also include an examination of Board operations in a small number of other organizations, for the purpose of identifying best practices and opportunities for improvement.
- **Develop and implement a Communications Plan.** Wildlife Habitat Canada needs to develop and implement a communications plan that takes into account the different needs and interests of its different audiences. This should include the development of a concise and consistent set of communications tools, which can be used by the Board, and others, to extend Wildlife Habitat Canada's reach. A priority needs to be placed on communicating program objectives, strategic directions, performance and relevance to the following stakeholder groups (in descending order of priority):
 - Canadian Wildlife Service

- Paying stakeholders;
- Provinces;
- Senior decision makers (i.e. program funders) within industry
- Other ENGO Conservation organizations and
- Other Government Departments.

During 2006/2007

- **Develop and articulate future Strategic Directions.** Wildlife Habitat Canada should, prior to the ending of the current agreement, work with its key stakeholders to articulate its mission and mandate, vision and role, and future strategic directions. These strategic directions should be accompanied by a long-term implementation plan, signed-off at the Board level. This plan should include proposed relative allocations to various program areas and explicitly communicate Wildlife Habitat Canada's expected activities, outputs and outcomes over the next three to five-year period. This plan should then form the basis of any proposal for continued receipt of stamp revenues.

For Environment Canada:

During first 3 months of 2005/2006

- **Environment Canada must exercise greater accountability over the transfer of stamp revenues.** This evaluation has identified a number of instances where Environment Canada has not adequately ensured that Wildlife Habitat Canada practices and procedures are in accordance with expectations documented within the Treasury Board *Policy on Transfer Payments*. In particular, Environment Canada should:
 - Assign internal accountabilities for overseeing all aspects of the Contribution Agreement with Wildlife Habitat Canada;
 - Ensure that Wildlife Habitat Canada's implementation plans and annual work plans are received and critically reviewed;
 - Ensure that Wildlife Habitat Canada's (financial and performance) reporting is sufficient for the Department to demonstrate its accountabilities over the transferred amounts;
 - Request permission to attend Wildlife Habitat Canada Board and Committee meetings on an observer status basis, on an ongoing basis. This will allow the Department to have a better appreciation for the degree to which the recommendations in this evaluation are being acted upon.

During remainder of 2005/2006

- **The Canadian Wildlife Service should consult departmental legal counsel as to how the *User Fees Act*, and related policies, might impact on the collection of permitting fees and the sale of Habitat Conservation Stamps to migratory waterfowl hunters in Canada.** Advice provided by legal counsel will have a significant impact on any further activities and analysis undertaken by the Canadian Wildlife Service with respect to with respect to the Habitat Conservation Stamp and related programs. .

- **Environment Canada should consult with paying stakeholders and other stakeholders, including the provinces, and make a determination with respect to the continued need and relevance of the Habitat Conservation Stamp.** It is recommended that this exercise be conducted independently of Wildlife Habitat Canada, though the organization may wish to attend such consultations on an observer basis. Service standards, consistent with TB policy should be developed to guide the collection and application of stamp fees should a determination of ongoing need and relevance be made. Such standards should be explicitly referenced in any future contribution agreement.
- **Identify Desired Delivery Approach.** If a determination is made suggesting an ongoing need to continue sales of the Habitat Conservation Stamp, Environment Canada should more closely analyze the identified alternate service delivery options and make a choice on the approach it intends to take at the completion of the existing contribution agreement. This decision should be clearly and formally communicated to Wildlife Habitat Canada as soon as feasible and prior to March 31, 2006.

During 2006/2007

- **Clarify federal expectations with respect to any future contribution agreement.** For its own part, and to avoid potential disagreements over intended outcomes with Wildlife Habitat Canada or any other delivery partner, the federal government needs to ensure it develops transparent expectations for the transfer and expenditure of stamp revenues in any future years. Expectations with respect to overall leveraging, and leveraging and participation from provinces, industry sub-sectors, NGOs, and industry associations should be made explicit. Government expectations with respect to revenue allocations across program areas should be made explicit and incorporated into the strategic plan. Expectations with respect to decision making and communications involving waterfowl hunters and the Canadian Wildlife Service should also be made explicit. Finally, the federal government should begin to articulate the scope of future evaluation activities under any new contribution agreement.

Appendix A: Evaluation Criteria²⁹

A. Program Design and Delivery

1. Is the Wildlife Habitat Canada management structure effective and appropriate?
 - Are accountabilities clear, documented, and acted upon?
 - Is the advice of the Board used appropriately?
 - Is there appropriate staff/management expertise to meet objectives?
 - Is there an effective performance monitoring and reporting system in place? Is it used? Are program priorities, decisions and results effectively communicated to partners and funders?
 - Has there been any assessment and strategic use of lessons learned? Are priorities set and adjusted accordingly?
 - Is there appropriate allocation and tracking of funds, including any required adjustments, as required to meet objectives?

B. From the 3 Result Areas of the RMAF

1. Has Wildlife Habitat Canada been structured and managed in a manner that will lend itself to delivering on intended objectives? Is the program on track and well focused?
2. Have expected **Habitat Conservation** outputs been delivered?
 - Is decision-making with respect to the funding of external programs conducted in a transparent and consistent manner?
 - How are Environment Canada and external stakeholders engaged in the design and implementation of Wildlife Habitat Canada programs?
 - Does Wildlife Habitat Canada's Habitat Conservation program use effective and consistent eligibility criteria and project review processes when awarding funding? If not why not?
 - Are non-selected applicants provided feedback and guidance to strengthen future bids?
 - Have recipients demonstrated effective management of funded projects?
3. Have expected **partnership development** outputs been delivered?
 - Is Wildlife Habitat Canada's approach to partnership development working?
 - What new partnerships have been developed?
 - What expertise/capacity has been built?
 - What has been the achieved by these partnerships?
4. Have expected **communications** outputs been delivered?
 - Have clear priorities been established for Wildlife Habitat Canada Communications activities?
 - Who is the target audience for Wildlife Habitat Canada communications?

²⁹ Development of these evaluation criteria was informed by the objective statements and questions proposed in the RMAF Evaluation Strategy.

- Are they being reached? How is this tracked?
- How have their information needs been assessed? Responded to?

C. Success / Impact

1. Have expected outcomes in the 3 program elements discussed in the RMAF materialized? If not, why not?
 - What intended and unintended impacts (positive or otherwise) have resulted?
 - Has the program had a positive and measurable impact on the environment?
 - Does the program generate awareness of stewardship/habitat and conservation issues?
 - Have the behaviours of target audiences been modified as a result of Wildlife Habitat Canada programs?
 - What factors have contributed to the achievement of outcomes?
 - What barriers have inhibited the achievement of outcomes?
2. Is the stamp revenue sufficient to realize intended results?

D. Relevance/Rationale

1. Is the Wildlife Habitat Canada program still needed?
 - Does the program serve the public interest and habitat conservation needs?
 - Could the program objectives be accomplished through other mechanisms? Are other organizations doing similar work?
 - Do program decisions balance habitat priorities with partnership priorities effectively?
2. Are Wildlife Habitat Canada's objectives/ programs still relevant to Government of Canada (GoC) priorities?
 - Has the focus of Wildlife Habitat Canada's programs changed over time? If so, do they still reflect the GoC needs and intent of the funding mandate?
 - How are Environment Canada priorities and outputs reflected in Wildlife Habitat Canada decision making processes and programming?
 - Have Wildlife Habitat Canada outputs (e.g. *Status of Habitat* reports) been used in GoC decision-making processes?
 - Is there an ongoing need for GoC support to the program?

E. Cost-effectiveness

1. What is the total cost of the program, by theme? How has this changed over time? Are funds being allocated to the most appropriate and highest priorities? How is this decided?
2. Has the program leveraged resources effectively? How does this leverage rate compare to other programs with related objectives and similar structures?
3. Is the program model a cost-effective approach to wildlife habitat protection? What other methods such as regulation, expropriation, direct funding, etc., might be more

effective? What are the costs (financial, administrative, social) of using alternative interventions?

4. Are program recipients and partners committed to enhancing wildlife habitat as a result of the program activity, independent of program funding?
5. Are the costs of Wildlife Habitat Canada justified in light of the results achieved? Are appropriate results being achieved for the resources expended in all program elements?

Appendix B: Interviewees

- **Wildlife Habitat Canada**
 1. Jean Cinq-Mars
 2. Ed Wiken
 3. Dave Spooner
 4. Claudia Latsch
 5. Lynn McIntyre
 6. Mark Stabb
 7. Dave Neave - Former employee
 8. Dana Imbeault - Former employee

- **Current and Past Board Members**
 1. David Brackett - former Board member
 2. Mike Sullivan
 3. Mike Apsey - Chair, National Forest Strategy Coalition
 4. Howard Paish

- **Canadian Wildlife Service**
 1. Karen Brown - Assistant Deputy Minister, Environmental Conservation Service
 2. Trevor Swerdfager - Director General, Canadian Wildlife Service
 3. Robert McLean - Director General, Conservation Strategies
 4. Paul Kluckner - Pacific and Yukon Region
 5. Albin Tremblay - Quebec Region
 6. Ken Harris - Chief, Habitat Conservation Division
 7. Steve Wendt - A/Director, Migratory Birds Branch
 8. Greg Thompson - Chief, Stewardship Division
 9. Danielle Bridgett - NAWMP Coordinator
 10. Clayton Rubec - Environment Canada Stewardship

- **Other Contributing Partners**
 1. Pat MacGregor -Agriculture & Agri-Food Canada
 2. Andrew Devries - Forest Products Association of Canada
 3. Patrice Leblanc - Fisheries and Oceans Canada – Fish Habitat Management Directorate

- **Other Stakeholders**
 1. Michel Damphousse - Province of Québec
 2. Cam Mack - Ontario Ministry of Natural Resources, Fish & Wildlife
 3. Bob Carles - Saskatchewan Watershed Authority
 4. Rod Silver - B.C. Habitat Conservation Trust Fund (retired in 2004)
 5. Jack Dubois - Director, Wildlife and Ecosystem Protection Branch, Manitoba Conservation
 6. Reg Melanson - North American Wetlands Conservation Council (Canada)
 7. Claude Grondin- Fondation de la Faune du Québec

8. Brian Gray - Ducks Unlimited
9. David Gauthier - Canadian Plains Research Centre, Saskatchewan
10. Colin Maxwell - Canadian Wildlife Federation

Appendix C: Interview Guide

Questions for Board Members

1. What has been your involvement with Wildlife Habitat Canada? Has your role been clear and your involvement effective? Are you playing a continuing role?
2. What do you see as Wildlife Habitat Canada's main objectives? How have these evolved since the program was enacted? Have they evolved further since the 2001 Business Plan?
3. How is Wildlife Habitat Canada different from other habitat conservation efforts? What makes it unique and of value?
4. Is Wildlife Habitat Canada being strategic in its efforts?
5. What do you consider to be the main achievements of Wildlife Habitat Canada, over the past 5 years?
6. Is the program on course to deliver the ultimate objectives that were proposed in the 2001 Business Plan and the Contribution Agreement with the Government of Canada? Is the program well-focused? Is Wildlife Habitat Canada active in areas that were not intended/desired?
7. Who has been supported/reached through Wildlife Habitat Canada programs? Have the right groups/ individuals been supported/reached?
8. How effective has Wildlife Habitat Canada been in communicating the need for, nature of, and results from its activities? Do you receive Wildlife Habitat Canada's communication products? Which ones? Which are the most effective? Least effective? What additional communication products can you recommend?
9. How has Wildlife Habitat Canada demonstrated that it has sufficient capacities and is effective in its overall management and of the program, including
 - Board relations,
 - Habitat conservation
 - Partnership development; and
 - Communications?
10. What are management's key strengths and accomplishments? What areas need improvement? Have they delivered value for money?
11. Is the Wildlife Habitat Canada program an appropriate mechanism for the delivery of federal funds for habitat conservation? Should federal contributions to Wildlife Habitat Canada continue beyond the current duration of the contribution agreement?

Questions for Canadian Wildlife Service Sr. Management

1. What has been your involvement with Wildlife Habitat Canada?
2. What do you understand the Wildlife Habitat Canada program's main objectives to be? Have these evolved since the program was enacted? Since the signing of the most recent Contribution Agreement? Is Wildlife Habitat Canada being strategic in its efforts?
3. How is Wildlife Habitat Canada different from other habitat conservation efforts? What makes it unique and of value?
4. What do you consider to be the main achievements of Wildlife Habitat Canada, over the past 5 years?
5. Is the program on course to deliver the ultimate objectives that were proposed in the 2001 Business Plan and the Contribution Agreement with the Government of Canada? Is the program well-focused? Is Wildlife Habitat Canada active in areas that were not intended/desired?
6. Have communications and reporting been regular and sufficient? Has it been clear what will be done, why, and what impacts have resulted?
7. How has Wildlife Habitat Canada demonstrated that it has sufficient capacities and is effective in its overall management and of the program, including
 - Board relations;
 - Habitat conservation;
 - Partnership development; and
 - communications?
8. What are management's key strengths and accomplishments? What areas need improvement? Have they delivered value for money?
9. Based on evolving national circumstances and priorities in relation to species and habitat, and based on the capacities of Wildlife Habitat Canada demonstrated to date, does this remain an appropriate mechanism for the delivery of federal funds for the coordination and delivery of habitat conservation activities? Explain.
10. Other thoughts?

Questions for Canadian Wildlife Service Habitat Personnel

1. What do you understand the programs main objectives to be? Have these evolved since the program was enacted? Since the signing of the most recent Contribution Agreement? Is Wildlife Habitat Canada being strategic in its efforts?
2. How is Wildlife Habitat Canada different from other habitat conservation efforts? What makes it unique and of value?
3. What do you consider to be the main achievements of Wildlife Habitat Canada, over the past 5 years?
4. Is the program on course to deliver the ultimate objectives that were proposed in the 2001 Business Plan and the Contribution Agreement with the Government of Canada? Is the program well-focused? Is Wildlife Habitat Canada active in areas that were not intended/desired?
5. Are programs and activities being funded sufficiently to have an impact?
6. Have communications and reporting from Wildlife Habitat Canada to Environment Canada regular and sufficient? Has it been clear what will be done, why, and what impacts have resulted?
7. How has Wildlife Habitat Canada demonstrated that it has sufficient capacities and is effective in its overall management and of the program, including
 - a. Board relations,
 - b. Habitat conservation
 - c. Partnership development; and
 - d. communications?
8. What are management's key strengths and accomplishments? What areas need improvement? Have they delivered value for money? Are there other methods or organizations that might be more cost-effective?
9. Based on evolving national circumstances and priorities in relation to species and habitat, and based on the capacities of Wildlife Habitat Canada demonstrated to date, does this remain an appropriate mechanism for the delivery of federal funds for the coordination and delivery of habitat conservation activities? Explain.
10. Other thoughts?

Questions for External Stakeholders

1. What has been your involvement with Wildlife Habitat Canada?
2. What do you understand Wildlife Habitat Canada main objectives to be?
3. How is Wildlife Habitat Canada different from other habitat conservation efforts? What makes it unique and of value? How much of what is expected to materialize would happen regardless of the program?
4. Is Wildlife Habitat Canada being strategic in its efforts? Does the Wildlife Habitat Canada program link or effectively compliment other existing conservation programs? Are they realizing the greatest possible results, given the resources provided? If not, how could they make better use of available resources?
5. What do you consider to be the main achievements of Wildlife Habitat Canada to date, especially in the past five years? Is the program well-focused? Is Wildlife Habitat Canada active in areas that were not intended/ desired?
6. Has Wildlife Habitat Canada demonstrated that it has sufficient capacities and capabilities to effectively manage a program of this magnitude and importance?
7. How would you describe Wildlife Habitat Canada's profile/visibility? Who has been reached by the program? Is this the right audience?
8. How effective has Wildlife Habitat Canada been in communicating the need for, nature of, and results from its activities? Do you receive Wildlife Habitat Canada's communication products? Which ones? Which are the most effective? Least effective? What additional communication products can you recommend?
9. Is the Wildlife Habitat Canada program an appropriate mechanism for the delivery of federal funds for the coordination and delivery of habitat conservation activities? Why?
10. Should federal contributions to Wildlife Habitat Canada continue beyond the duration of the current contribution agreements?
11. Other thoughts?

Questions for Wildlife Habitat Canada Management

General

1. How would you describe Wildlife Habitat Canada's role?
2. What is the nature of its activities? Who are the main funders and what do they expect?
3. Who else funds these activities, at what levels?
4. What do you see as Wildlife Habitat Canada's main objectives? Have these evolved since the development of the 2001 Business Plan and the signing of the Contribution Agreement? How do all the activities fit together to contribute to these objectives (roadmap)?
5. How is Wildlife Habitat Canada different from other habitat conservation efforts? What makes it unique and of value?
6. What do you consider to be the main achievements of Wildlife Habitat Canada to date, over the past five years?
7. What have been the key challenges and limitations? How are these being addressed?
8. Is the program on course to deliver the ultimate objectives that were assigned to it in the Contribution Agreement? Which of the three program areas are showing particular promise? Which areas are proving more difficult to make progress in?
9. How is progress towards Wildlife Habitat Canada goals and objectives being measured and reported?
10. Who has been reached through Wildlife Habitat Canada's conservation, partnership and communication activities?
11. How effective has Wildlife Habitat Canada been in communicating the need for, nature of, and results from its research activities? What are the key communications products? Is there a communications plan?
12. Have communications and reporting been regular and sufficient? Has it been clear what will be done, why, and what impacts have resulted?
13. How has Wildlife Habitat Canada demonstrated that it has sufficient capacities and is effective in its overall management and of the program, including:
 - Board relations,
 - Habitat conservation
 - Partnership development; and
 - Communications?
14. What are management's key strengths and accomplishments? What areas need improvement? How have you provided value for money?

15. Is the Wildlife Habitat Canada program an appropriate mechanism for the delivery of federal funds for the coordination and delivery of habitat conservation? Should federal contributions to Wildlife Habitat Canada continue beyond the duration of the current contribution agreement?

Relationship with Funders

1. What has been the nature of your involvement with the Government of Canada partners to the Contribution Agreement? What are the strengths of this relationship? What are the challenges and limitations?
2. Has the GoC been clear in its expectations with respect to your activities and reporting schedule? Has the GoC kept to the initial terms and conditions of the contribution agreement, or has it imposed new requirements on Wildlife Habitat Canada?
3. What role does the GoC have in funding and programming decisions made by Wildlife Habitat Canada?
4. Are two-way communications taking place on a regular basis? Have government partners been prompt in returning calls and in answering correspondence?
5. What actions on behalf of the Government of Canada have reinforced your efforts and strengthened the program?
6. Which actions on behalf of the Government of Canada have limited your ability to effectively manage and deliver the program?
7. What efforts have been made to communicate and interact with hunters, who must purchase the stamp? Is there a need to strengthen interactions in this area?

Relationship with Board

1. What has been the nature of your involvement with Board?
2. What are the strengths of these relationships? What are the challenges and limitations?
3. Are two-way communications taking place on a regular basis?
4. Have Board and Board Committee meetings taken place on a regular basis as scheduled? Have attendance rates been measured? What can be said about participation rates? Are the Committees functioning as intended?
5. Has the Board been effective in its oversight function? What are its strengths? Where is there room for improvement?
6. How are potential conflicts of interest on the Board managed?

Relationship with Partners

1. How would you describe Wildlife Habitat Canada's relationships with partners? What are the strengths of these relationships? What are the challenges and limitations?
2. Are two-way communications taking place on a regular basis?
3. Are funding guidelines and decision making procedures clear and transparent for the external allocation of Wildlife Habitat Canada resources?
4. Is there a common reporting framework in place? Is conformance with this framework being measured and managed? How?
5. What conditions does Wildlife Habitat Canada place on recipients? Is there a common reporting framework in place? Is conformance with this framework being measured and managed? How? Do recipients keep formal, audited financial statements? Are these submitted to Wildlife Habitat Canada? What actions has Wildlife Habitat Canada initiated in instances where these requirements are not being fulfilled?

Relationship with Other Stakeholders

1. One objective of the RMAF was to develop new tools and approaches and disseminate these throughout the conservation community? Has this been done? What has been achieved and how has it helped achieve Wildlife Habitat Canada's objectives?
2. Another objective of the RMAF was to develop and joint partnerships with the conservation community? Has this been done? What has been achieved and how has it helped achieve Wildlife Habitat Canada's objectives?
3. A third key objective involved developing and implementing a communications plan. Has this been done? What has been achieved and how has it helped achieve Wildlife Habitat Canada's objectives?

Relationship with Staff

1. What are the roles of each Wildlife Habitat Canada staff?
2. What is the role of Wildlife Habitat Canada consultants?
3. Is staff expertise appropriate to tasks required? What are the key skills required?
4. Has performance been satisfactory?

Questions for Wildlife Habitat Canada Staff

1. What do you see as Wildlife Habitat Canada's main objectives? Have these evolved since the program was enacted? Since the development of the 2001 business plan and the signing of the contribution agreement?
2. How is Wildlife Habitat Canada different from other conservation efforts? What makes it unique and of value?
3. What is your role in Wildlife Habitat Canada? Has your role evolved? Do you have a formal job description that is accurate and useful? Are you able to meet its requirements?
4. How is work planning done? Are work plans clear and relevant? Has work adhered to plans? Have expected outputs been delivered?
5. What have been the key accomplishments to-date? Where are the most significant challenges?
6. How would you describe Wildlife Habitat Canada management's relationships with staff? What are the strengths of these relationships? What are the challenges and limitations? What key skills are required in managing Wildlife Habitat Canada?
7. Are two-way communications taking place on a regular basis?
8. Has there been any assessment and strategic use of lessons learned?

Questions for Finance Staff:

1. What systems are used to track and allocate funds against different project areas (including salary, phones, internet, travel etc.)? How are adjustments handled?
2. What is the allocation of funds to work areas? How are decisions made? How were funds expended (salary, O&M, capital, projects, etc.)? How does this correlate with budgets?
3. What is the percent of funds allocated to administration?
4. How much funding has been received from others? How much in-kind support has been received? How much leverage has been achieved? How have these other funds been used?
5. Have options been considered to increase effectiveness or efficiency?

Appendix D: Overview of Similarly-Funded Organizations

Name of Fund/ Trust	Start Date	Mandate	Funding Mechanism	Revenues	Revenues Details	Allocations Details	Website
US. Federal Duck Stamp Program	1934	Purchase or lease wetland habitat for protection	Sales of Federal Migratory Bird Hunting and Conservation Stamps, commonly known as "Ducks Stamps"	2003-2004 \$24,241,395	The purchase price of \$15 generates revenue for the Department of the Interior, USFWS to buy or save wetlands.	95% of every dollar has gone directly to buying and saving wetlands.	http://www.duckstamp.com/webapp/wcs/stores/servlet/AboutFdsView?catalogId=10051&storeId=10051&langId=-1 http://www.duckstamp.com/webapp/wcs/stores/servlet/StoreCatalogDisplay?langId=-1&catalogId=10051&storeId=10051 http://duckstamps.fws.gov/federal/sales/sales.htm
BC Habitat Conservation Trust Fund	1981 / 1996	Provide funds to proponents to assist in maintaining the health of natural ecosystems and the productivity and richness of species within these ecosystems, by preventing and mitigating the loss of habitat and native species of freshwater fish and wildlife in BC, for the benefits of all.	Licence surcharges; Annual allocation from the Crown Land Account; Voluntary contributions; Proceeds from the sale of education materials; Court awards provide additional revenue.		On average, 30% of BC Ministry of Water, Land & Air Protection licence fees goes to HCTF	BC' HCFT is a grant-giving organization (proposal-driven). HCFT is striving to keep admin. cost at 10%.	http://www.hctf.ca/hctf.htm Site show geographical distribution of projects, but not \$ (http://wlapwww.gov.bc.ca/wld/pub/permreg/permreg.htm) http://www.hctf.ca/newsrel/newsrel.htm

Name of Fund/ Trust	Start Date	Mandate	Funding Mechanism	Revenues	Revenues Details	Allocations Details	Website
Alberta Conservation Association	1997	ACA is a non-profit, non government association working collaboratively to conserve and enhance Alberta's wildlife, fisheries and habitat	The majority of ACA funding is generated from levies on angling and hunting licenses; Donations; Partner contributions; Interest compiled from long-term investments (\$10,165,000 in 2003-04);	2003-2004 \$7,055,600	The levy revenue is forecast to remain constant at approximately \$7 million per year over the next three years. Expenditures however are forecast to increase at a rate of approximately 5% per year through inflation.	2003-2004 Annual Operating Plan Grants: 18% Fish: 23% Wildlife: 21% Habitat: 24% Corporate: 14% *Their "Financial Perspective" states that they want to maintain admin. expenses at or below 15%.	http://www.ab-conservation.com http://www.ab-conservation.com/about_us/reports_publications/2004-2007%20SBP_low%20res.pdf http://www.ab-conservation.com/about_us/reports_publications/2003-2004Annual_Operating_Plan_.pdf http://www.ab-conservation.com/about_us/reports_publications/Annual%20Operating%20Plan%202004-2005.pdf
Sask. Fish and Wildlife Development Fund		Special purpose fund used by department to support habitat protection and management throughout the province	A portion of the revenue of every hunting and trapping licence and wildlife habitat certificate goes into the FWDF, to fund habitat conservation programs	2003-2004 \$4,040,000	The FWDF receives 30 per cent of the revenue generated from all fur, angling and hunting licenses sold in the province.	2003-2004 Fish: 38% Habitat: 45% Grants: 7% 10% is excess of revenues carried forward	http://www.se.gov.sk.ca/fishwild/FWDFfactSheet220031.pdf (source of 2004 budget and allocation) http://www.se.gov.sk.ca/fishwild/2004%20-%20Fisheries%20Component%20web%20june%202%202004.pdf http://www.se.gov.sk.ca/corporate/2004Annual_Report.pdf

Name of Fund/ Trust	Start Date	Mandate	Funding Mechanism	Revenues	Revenues Details	Allocations Details	Website
Manitoba Conservation Wildlife Branch			\$5 surcharge on licenses (approx. 90,000 annual license sales)	Approx \$450,000 per annum	The provincial government administers itself.	Approx. 45% of this is directed to habitat conservation projects, remainder for disease control	
Community Fisheries and Wildlife Involvement Program (CFWIP)	1984		Province of ON Average Hunters Annual Contribution (1984-1999) ~\$4,385,800			Nest boxes for kestrels, flying squirrels and wood ducks; planting projects and wildlife surveys	http://www.mnr.gov.on.ca/MNR/fishing/cfwip.html
Fondation de la Faune du Québec	1985	Non-profit organization promoting conservation and "mise en valeur" of fauna and habitats	Licenses Foundation Visa credit card Membership Sales of collection stamps	2003-2004 \$6.25M	2003-2004 Licenses: 48% Gvt contributions: 29.1% Fund Raising: 12.2% Other contr.: 8.8% Interests: 1.7%	2003-2004 Habitat: 51.7% Job creation: 30.9% Fund raising: 8.8% Admin.: 8.6%	www.fondationdelafaune.qc.ca http://www.fondationdelafaune.qc.ca/html/Fpublications.html

Name of Fund/ Trust	Start Date	Mandate	Funding Mechanism	Revenues	Revenues Details	Allocations Details	Website
New Brunswick Wildlife Trust Fund	1997	The New Brunswick Wildlife Trust Fund has been established to fund a range of programs for the enhancement of New Brunswick's wildlife, fish and their habitats	License surcharges 'Conservation license plate' program Donations	1997-2002 \$5,499,199	2003-2004 Hunting: 52.61% Fishing: 35.28% License plates: 7.59% Interests: 3.52% Other: 0.98%	2003-2004 Fisheries: 28.83% Wildlife: 6.67% Trapping: 0.84% Biodiversity: 19.84% Education: 22.77% MRDC Funds: 4.22% Admin.: 12.37% Promotion: 4.46% Admin avg for 5 years: 11.75%	http://www.nbwtf.ca/index.asp http://www.nbwtf.ca/docs/newsletter-2004fall.pdf
PEI Wildlife Conservation Fund	1998	Assist non-government wildlife conservation groups on PEI with their work.	Money for the fund comes from a \$13 contribution made once per year by each licensed angler, hunter and trapper	2003-2004 \$129,900	2003-2004 Fish: 41.84% Research: 3.16% Wetland: 2.69% Hatchery: 46.19% Education: 2.96% Other Wildlife: 3.16% Total: 100%* *Rosanne MacFarlane from PEI explained 100% re-invested, but as of 2004-2005 10% admin. expenses have been added	http://www.gov.pe.ca/infopei/onestating.php3?number=18642 http://www.gov.pe.ca/photos/original/ee_wcf_report04.pdf	

Appendix E: Documentation Reviewed

1. Mandate (role) of Wildlife Habitat Canada (1984)
2. Letter from Ron Renault, Chief, Management Services, Canadian Wildlife Service (CWS) to Dave Spooner, Wildlife Habitat Canada (WHC), re chargeable costs to be recovered from WHC for the Conservation Stamp Program (2002), June 7, 2004
3. Letter from Ron Renault, Chief, Management Services, Canadian Wildlife Service (CWS) to Glen Stewart, KPMG, re 2001/2002 revenues and Non Revenue Statement, May 22, 2002
4. Letter from Ron Renault, Chief, Management Services, Canadian Wildlife Service (CWS) to Dana Imbeault, WHC, re chargeable costs to be recovered from WHC for the Conservation Stamp Program (2001), November 25, 2002
5. Letter from Ron Renault, Chief, Management Services, Canadian Wildlife Service (CWS) to Dana Imbeault, WHC, re chargeable costs to be recovered from WHC for the Conservation Stamp Program (2000), November 6, 2001
6. Letter from Ron Renault, A/Chief, Management Services, Canadian Wildlife Service (CWS) to Glen Stewart, KPMG, re 1999/2000 revenues, April 26, 2000
7. Letter from Ron Renault, A/Chief, Management Services, Canadian Wildlife Service (CWS) to Dana Imbeault, WHC, re chargeable costs to increase the size of the year 2000 Migratory Game Bird Hunting Permit, March 28, 2000
8. Environment Canada transfers to WHC (4 tables): 1998 - 2004
9. Pages from Department of Justice web site, Laws section, *Migratory Bird Convention Act 1994, Schedule 1*. Accessed January 12, 2005: <http://laws.justice.gc.ca/en/M-7.01/C.R.C.-c.1035/144713.html>
10. Environment Canada, 2004: Proposals to amend the Canadian Migratory Bird Regulations.
11. Treasury Board document re Transfer of WHC stamps to WHC and approval of continuation of annual contribution for delivery of Habitat Conservation Stamp Program up to March 2007
12. Contribution Agreement between Environment Canada and Wildlife Habitat Canada, January 28, 2003
13. Results-based Management and Accountability Framework (RMAF) and Risk-based Audit Framework (RBAF) for WHC (not dated)
14. 2004 WHC Annual Report
15. 2003 WHC Annual Report
16. 2002 WHC Annual Report
17. 2001 WHC Annual Report
18. 2000 WHC Annual Report
19. WHC Letters Patent, February 24, 1984
20. Letter from Richard Shaw, Director General, Corporate Directorate, Industry Canada, to Dana Imbeault, WHC, re By-law Amendments (Ministerial approval as of February 19, 2003), March 17, 2003
21. WHC's participation in the North American Waterfowl Management Plan (NAWMP): Ten Years of Wetland Commitment (1996 - not dated)
22. WHC Financial statements, year ended March 31, 2004
23. WHC Financial statements, year ended March 31, 2002

24. WHC Financial statements, year ended March 31, 2001
25. WHC Draft 2000/2001, and 1999/2000 Budget, and Financial Statements to March 30, 2000
26. WHC Draft 2001/2002, and 2000/2001 Budget, and Financial Statements to March 30, 2001
27. WHC Draft 2002/2003 Budget, and Financial Statements to March 30, 2002
28. WHC Draft 2003/2004 Budget, and Financial Statements to March 30, 2003
29. WHC Draft 2004/2005 Budget, and Financial Statements to March 30, 2004
30. WHC Statement of Revenues and Expenditures, April 1, 1995 to March 31, 1999
31. WHC Project Commitments 1999/2000 – 2003/2004
32. WHC Board Decisions re Funding Approval of Spring 1997 to Fall 2003 Project Proposals
33. WHC Project Information sheet (filing/color codes, numbering system)
34. WHC Business Plan (Long Term Perspective), May 2001
35. WHC Work Plan (2003/2004) for Macro Program, February 11, 2004
36. WHC Work Plan (2003/2004 and 2004/2005), September 25, 2003
37. Stewardship Canada Work Plan, April 2004 – March 2005 (updated August 2004)
38. WHC Long-Term Implementation Plan, January 4, 2002
39. WHC Long-Term Implementation Plan, November 8, 2001
40. WHC Work Plan (2004/2005) for Macro Program, February 11, 2004
41. WHC Partnership Development (2004/2005) for Macro Program, February 11, 2004
42. Letter from Jean Cinq-Mars, President, WHC, to Bob Masterson, Stratos Inc., re transmission of document for Program Evaluation, December 10, 2004
43. Memo from Trevor Swerdfager to Group, re WHC Program Evaluation by Stratos Inc., December 21, 2004
44. WHC Three Year Communications Plan, Revised September 2000
45. WHC's Revised Messages, July 2000
46. WHC Science Report *Peatland and Wetland Protected Areas in Canada*, May 6, 2004
47. WHC Background Paper *The State of Canadian Wetlands*, prepared for the National Conference on Canadian Wetlands Stewardship: Setting a Course Together, February 3-5, 2003, Ottawa, Ontario
48. WHC Project Proposal Review and Program Review Committee Meeting Preparation Process, Revised October 2003
49. WHC Project Submission Guidelines, July 2000
50. WHC Project Submission Guidelines for Funding in 2002/2003
51. WHC Project Submission Guidelines for Funding in 2003/2004
52. WHC Project Funding Application form for NAWMP Partners, Fall 2003
53. Templates for Letters of Agreement (grants), 2000 to 2004
54. WHC's Funding Priorities for Fall 2003 Project Submissions
55. Proposals Evaluation Forms (for WHC Staff), Fall 2000 to Fall 2002
56. Tracking of Project Agreements for 2000/2001 to 2004/2005
57. Tracking of Conditions Associated with WHC Funded Projects 2000/2001
58. Tracking of Products Associated with WHC Funded Project 2001/2002 to 2004/2005
59. *Canadian Habitat Matters*, 2004
60. CWS Strategic Plan 2000
61. Canada's Stewardship Agenda *Naturally Connecting Canadians*, 2002
62. CWS Habitat Conservation Program Strategy, CWS Habitat Program Committee, May 17, 2000

63. Specimen of a Migratory game bird hunting permit 2004
64. Specimen of a Migratory game bird hunting permit 2005
65. Memo from Mark Stabb, CWS, to Alison Kerry, Environmental and Management Consultant, re question on Ontario Wetland Habitat Fund Program
66. Memo from North American Bird Conservation Initiative Canada to Steve Wendt re Priority List of Canadian Proposals Submitted for Funding under the North American Wetlands Conservation Act Window (2005-3, 2005-1, and 2004-1)
67. WHC: An Overview of Products and Results Covering 2000/2001 to 2004/2005
68. Pages from StewardshipCanada.ca, Accessed November 19, 2004:
www.whc.org/StewardshipCanada.ca.htm
69. Ontario Wetland Habitat Fund brochure on financial assistance for private landowners
70. Reporting on the Status of Wildlife Habitats in Canada sheet
71. WHC Organization Chart, December 2004
72. WHC brochure
73. Pages from Countryside Canada web site, *Stewardship Recognition Awards*, Accessed January 25, 2005: www.countrysidecanada.com/award.htm
74. Pages from The Leading Edge *Stewardship & Conservation in Canada 2003* web site, Administration, Accessed January 25, 2005: www.stewardship2003.ca/steering.asp
75. Pages from WHC web site, *USAE Goals and Objectives*, Accessed January 25, 2005: www.whc.org/USAE-Goalsandobjectives.htm
76. Pages from WHC web site, *Publications -Newsletter*, Accessed January 25, 2005: www.whc.org/publications.htm
77. Introduction to the Provincial/Territorial Voluntary Sector Initiative (VSI) Stewardship Workshop Reports and Summaries (November 2001 to January 2002)
78. Achievements in Habitat Status Reporting, November 2004
79. Investors in Habitat: Hunter Contribution to Wildlife Habitat Conservation in Canada, 2000
80. WHC's *The Status of Wildlife Habitats in Canada 2001*
81. Pages from Department of Justice web site, Laws section, *User Fees Act 2004*, Accessed February 1, 2005: <http://laws.justice.gc.ca/en/U-3.7/108118.html>
82. Pages from Treasury Board of Canada Secretariat web site, *Services Standards: A Guide to the Initiative*, Accessed February 1, 2005: http://www.tbs-sct.gc.ca/pubs_pol/opepubs/TB_D3/guid1_e.asp
83. Memo from Bob Masterson, Stratos Inc., to V Neimanis, re WHC and the TBS Policy on Service Standards for External Fees, February 4, 2005
84. Pages from Treasury Board of Canada Secretariat web site, *Policy on Transfer Payments*, Accessed January 26, 2005: http://www.tbs-sct.gc.ca/pubs_pol/dcgpubs/tbm_142/ptpl_e.asp
85. Pages from Treasury Board of Canada Secretariat web site, *Federal Identity Program*, Accessed January 26, 2005: http://www.tbs-sct.gc.ca/fip-pcim/index_e.asp
86. Pages from Treasury Board of Canada Secretariat web site, *Alternative Service Delivery Policy Guide*, Accessed January 26, 2005: http://www.tbs-sct.gc.ca/pubs_pol/opepubs/TB_B4/pg-gs/pg-gs-1_e.asp
87. Pages from Treasury Board of Canada Secretariat web site, *Policy on Alternative Service Delivery*, Accessed January 26, 2005: http://www.tbs-sct.gc.ca/pubs_pol/opepubs/TB_b4/asd-dmps1_e.asp
88. Pages from Industry Canada web site, *Bill C-21 – An Act respecting not-for-profit corporations and other corporations without share capital – Questions and Answers*,

- Accessed February 17, 2005: <http://strategis.ic.gc.ca/epic/internet/incd-dgc.nsf/en/cs02684e.html>
89. McMillan Binch *Corporate Bulletin*, December 2004 re Federal Not-for-profit Corporations Face Radical Change (Bill C-21)
 90. Pages from Treasury Board of Canada Secretariat web site, *Policy on Service Standards for External Fees*, Accessed February 1, 2005: http://www.tbs-sct.gc.ca/pubs_pol/opepubs/TB_H/crpl_e.asp
 91. Chapter 4 of the Report of the Auditor General of Canada: *Accountability of Foundations*, February 2005
 92. WHC Handbook for Directors, June 2003
 93. WHC 2004 Board of Directors list
 94. WHC Slate of Officers and Committee List, October 2004
 95. WHC Board of Directors Status of Appointments, November 2004
 96. Minutes: June 2000 Nominating and Credentials Committee Meeting
 97. Minutes: March 2001 Executive Committee Meeting
 98. Minutes: January 2001 Program Review Committee Meeting
 99. Minutes: May 2002 Finance and Audit Committee Meeting
 100. Minutes: December 2002 Partnership Development Committee Meeting
 101. Minutes: December 2002 Communications Committee Meeting
 102. Minutes: July 2003 Nominating Committee Meeting
 103. Minutes: July 2003 Partnership Development Committee Meeting
 104. Minutes: June 2004 Program Review Committee Meeting
 105. Minutes: June 2004 Communications Committee Meeting
 106. Minutes: June 2004 Board of Directors Meeting
 107. WHC Evaluation Opening Meeting Agenda and notes, November 8, 2004
 108. Environment Canada Solicitation K1800-04-0135, *Evaluation of the Wildlife Habitat Canada Conservation Stamp Program*, September 13, 2004
 109. Publicly available documentation on other similarly structured organizations at the provincial and international level. See Appendix D.
 110. Letter, Jean Cinq-Mars to Conservation Community (August 6, 2003), informing of WHC decision to suspend receipt of unsolicited project funding proposals.
 111. Note WHC to Bob Masterson (March 2005), describing activities undertaken in support and sale of collectible stamps and related prints
 112. Letter from Larry O'Grady, Program Manager, Eastern Habitat Joint Venture, Ontario, to participants of February 25, 1997 Wetland Habitat Fund Program Workshop (incl. Meeting notes)
 113. Letters Patent (1984)