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## Evaluation of the Lieutenant Governors' Federal Grant Program

Office of the Chief Audit and Evaluation Executive  
Evaluation Services Directorate

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## List of Acronyms

ESD	Evaluation Services Directorate
FAA	<i>Financial Administration Act</i>
LGP	Lieutenant Governors' Federal Grant Program
MEC	Major Events and Celebrations Branch
OCAEE	Office of the Chief Audit and Evaluation Executive
PAA	Program Activity Architecture
PCH	Canadian Heritage
RPP	Report on Plans and Priorities
SCP	State Ceremonial and Protocol

# Executive Summary

## Program Description

Through the Lieutenant Governors' Federal Grant Program (LGP), the Lieutenant Governors in Canada's ten provinces receive funding each year from the Department of Canadian Heritage (PCH). This funding is to be used to help defray administrative, hospitality and travel costs not covered by provincial governments, including travel within the province and Canada related to the duties of the office, and an audience with the Queen upon appointment. Total funding provided to the Lieutenant Governors each year has remained constant at \$836,080 since the 2004-05 fiscal year.

## Evaluation Objective and Methodology

The evaluation was conducted between January and April 2012 and covered program activities during the period April 1, 2004 to March 31, 2012. The study assessed the performance (effectiveness, efficiency and economy) and relevance of the program, including alternative delivery options and improvements. The evaluation responds to requirements of the *Policy and Directives on Transfer Payments* and the Treasury Board of Canada's *Policy on Evaluation*. The evaluation approach was calibrated to ensure a level of effort commensurate with the risk and materiality of the program.

The evaluation included the following research methods:

- A **document review** of program approval documents, relevant legislation, the PCH *Report on Plans and Priorities*, websites of the Lieutenant Governors, the government's Speech from the Throne, public opinion research commissioned by other organizations for other purposes.
- **Key informant interviews** with twelve individuals including three current LGP managers or staff and nine individuals from the Offices of the Lieutenant Governors.

## Limitations

The limitations of the evaluation stem from the context of the LGP program which has a restricted number of federal grant recipients who are not obligated to provide performance reports. Also the size and risk associated with the program did not warrant conducting a survey to obtain the input from other stakeholders such as non-profit organizations and Canadian residents (ultimate beneficiaries). The limitations of the evaluation are: the availability of partial performance data collected by the program, the small number of interviewees, and the existence of few recent surveys undertaken that could provide relevant information on each of the program outcomes.

## **Evaluation Findings**

### ***Performance (Effectiveness)***

The LGP achieved most planned outcomes as defined in the program logic model without any unintended or unexpected results:

- All of the Lieutenant Governors have busy schedules carrying out ceremonial and community outreach activities
- A constitutional monarchy has functioned in each province during the period April 1, 2004 to March 31, 2012
- Lieutenant Governors recognize on a regular basis the outstanding achievement of Canadians
- Lieutenant Governors provide considerable non-financial support to those contributing to their communities by acting as honorary patrons and highlighting those who contribute to their communities
- Lieutenant Governors endeavoured to reinforce the strengths and values shared by Canadians through their activities
- Lieutenant Governors have used their websites and regular events at their official residences to make the Office of the Lieutenant Governor accessible to provincial residents

There is no public opinion research conducted on the perspective of Canadians on the impact of the activities of the Lieutenant Governors. It is therefore not possible to come to a conclusion on the extent to which the activities of Lieutenant Governors increased the knowledge and appreciation for Canada's shared values and history, and resulted in Canadians expressing their Canadian identity at events and ceremonies. Most key informants were of the perspective that the activities of the Lieutenant Governors had a positive impact.

### ***Performance (Efficiency and Economy)***

The administrative costs associated with the Lieutenant Governors' Federal Grant Program were found to be quite low in comparison to many other programs, reflecting its delivery structure and limited number of recipients. No change at this time was seen as being necessary to the design or delivery of the program other than considering if additional funds are warranted for the Lieutenant Governors. The evaluation noted that the funding level for the program has remained at its 2004-05 level, the year it was established. As there are no other programs available to the Lieutenant Governors to cover what is not supplied by provincial jurisdictions, there is risk that its capacity and effectiveness will erode with inflation.

## **Relevance**

The evaluation assessed the extent to which the LGP contribution program is relevant and responds to a continuing need. Findings indicate that it continues to be relevant. Without the funding provided by the federal government, Lieutenant Governors would need to curtail their outreach activities. The optimal level of funding needed to achieve expected results is not known. Also, the federal government has a constitutional responsibility with respect to Lieutenant Governors and thus it is appropriate that it provides operational funding to enable the Lieutenant Governors to execute their responsibilities.

The evaluation also found that the LGP supports Government and Departmental priorities. The program activities support the Departmental strategic outcome *Canadians share, express and appreciate their Canadian identity*. The government in its statements and actions has also strongly supported the PCH operational priority to reinforce Canadians' sense of identity and the importance of the Crown in Canada.

## **Recommendation**

In light of the evaluation findings, there are no recommendations made.

Original signed by

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# **1. Introduction and Context**

## **1.1 The Lieutenant Governors' Federal Grant Program**

Through the Lieutenant Governors' Federal Grant Program (LGP), the Lieutenant Governors in Canada's ten provinces receive funding each year from the Department of Canadian Heritage (PCH) in the form of a federal grant. This funding is to be used primarily to help defray administrative, hospitality and travel costs not covered by provincial governments, including travel within the province and Canada related to the duties of the office, and an audience with the Queen upon appointment. It may also be used to defray administrative costs associated with the Office of the Lieutenant Governor.

### **1.1.1 Program Overview**

The objective of the LGP is to support their Honours in their efforts to represent the Crown in their province and in their evolving mandates to reach out and engage all citizens.

The State Ceremonial and Protocol (SCP) Directorate within the Major Events and Celebrations Branch (MEC) of the Sport, Major Events and Regions Sector is responsible for administering the LGP. A manager and senior program officer oversee the program and interface as required with the Offices of the Lieutenant Governors, with an estimated total level of effort of approximately ten person days a year.

Prior to the commencement of each fiscal year, the Lieutenant Governors submit an annual budgetary proposal to the Minister of Canadian Heritage and Official Languages. Written notification from the Minister is subsequently sent apprising them of their grant levels for the year. Three equal payments are made on April 1, August 1 and December 1. The Lieutenant Governors manage the funds according to their varying priorities. Funds not required in a given year may be carried over from one fiscal year to another. This allows for longer-term planning with regard to costs associated with priorities of the office, especially those surrounding transition (e.g. moving in/out, audience with the Queen upon appointment, etc.).

In keeping with the requirements linked to federal grants Lieutenant Governors are expected to provide on a voluntary basis two financial reporting documents to PCH:

- an interim report on the expenditure of federal grant funds by February 1 in each fiscal year
- a final report on the expenditure of federal grant funds, including a statement on the "right to examine" by the Government of Canada. This information is to be published on the departmental website no later than September 30 of the following fiscal year



The federal government also administers the salary and other compensation and benefits paid to the Lieutenant Governors of each province. Contributions are also paid for Lieutenant Governors' superannuation and supplementary retirement benefits. Provincial governments provide funds to cover administrative and operational costs for the Lieutenant Governor's residence and office, as well as hospitality costs (e.g. salaries and wages of employees, cost of operating the office, car and related expenses, accommodation and maintenance when applicable). Each province determines how much assistance it will provide for the operations of the Office of the Lieutenant Governor.

### **1.1.2 Program Activities and Expected Results**

The following chart provides an overview of the activities, outputs and expected outcomes of the LGP.

<b>Activities</b>	<ul style="list-style-type: none"> <li>• Management of Federal Grant for Lieutenant Governors</li> </ul>
<b>Outputs</b>	<ul style="list-style-type: none"> <li>• Annual funding letters from the Minister of Canadian Heritage and Official Languages to the Lieutenant Governors</li> <li>• Grants allocated to Lieutenant Governors</li> </ul>
<b>Immediate Outcomes</b>	<ul style="list-style-type: none"> <li>• Lieutenant Governors carry out constitutional obligations, ceremonial duties and community outreach functions</li> </ul>
<b>Intermediate Outcomes</b>	<ul style="list-style-type: none"> <li>• Functioning constitutional monarchy</li> <li>• Outstanding achievement of Canadians recognized</li> <li>• Canadians receive support to contribute to their communities</li> <li>• Strengths and values shared by Canadians reinforced</li> <li>• Canadians have access to the Office of the LG which provides knowledge of constitutional monarchy and reinforces sense of Canadian identity</li> </ul>
<b>Ultimate Outcomes</b>	<ul style="list-style-type: none"> <li>• Canadians have increased knowledge and appreciation for Canada's shared values and history</li> <li>• Canadians express their Canadian identity at events and ceremonies</li> </ul>
<b>PCH Strategic Objectives</b>	<p>Canadians share, express and appreciate their Canadian identity</p>

### **1.1.3 Program Resources**

Since 2004-05, \$836,080 has been budgeted annually for the federal grants to the Lieutenant Governors. Other program costs have been estimated at approximately \$5,500 per year plus the cost of an evaluation every five years (see Table 1).

**Table 1: Annual Costs of Delivering the Lieutenant Governors' Fixed Grant Program**

Dollars	Fiscal Year								
	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	Total
Vote 1 (Operating expenditures)									
Total Vote 1 <sup>1</sup>	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000	\$40,000
Vote 5 (Grants and contributions)									
Federal grants	\$836,080	\$836,080	\$836,080	\$836,080	\$836,080	\$836,080	\$836,080	\$836,080	\$6,688,640
Contributions									
Total Vote 5									
Accommodation	\$520	\$520	\$520	\$520	\$520	\$520	\$520	\$520	\$4,160
Total Program	\$841,600	\$841,600	\$841,600	\$841,600	\$841,600	\$841,600	\$841,600	\$841,600	\$6,732,800

## 1.2 Evaluation Context

The evaluation covers the period from 2004-2005 to 2011-12 and was conducted to meet the obligations related to article 42.1 of the *Financial Administration Act*. It only covers funding provided through the LGP and does not include funding provided to cover the cost of salaries and benefits for the Lieutenant Governors.

A multistage approach was used to plan and conduct the evaluation.

An Evaluability Assessment of the Program Activity Architecture (PAA) sub-activity State Ceremonial and Protocol was undertaken by the Evaluation Services Directorate (ESD) of the Office of the Chief Audit and Evaluation Executive (OCAEE) in 2011 that resulted in the identification of the LGP as a distinct program which required an evaluation. The specific approach for the evaluation of the LGP was designed after taking into consideration a calibration exercise carried out by the ESD.

The criteria used to calibrate this evaluation project were:

- Materiality of the Program and resource sustainability
- Background and longevity of the Program and the stability of program governance and management practices
- Program recipients and delivery methods
- Need for information by Department's senior management
- Public/media/parliament interest
- Past evaluations, if any
- Performance measurement framework and soundness of logic model

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<sup>1</sup> The salary and operating and maintenance costs required by the State Ceremonial and Protocol Directorate to support the Lieutenant Governors' Federal Grant Program is drawn from its A-base budget.

The calibration of this evaluation was done by dedicating a level of effort commensurate with the assessed level of risk for each of the five issues identified in the Treasury Board Directive on the Evaluation Function. This level of effort is reflected in the number of lines of evidence used to answer questions for each of the five issues. The evaluation design also takes into account the current limitation on the use of original public opinion research. This limitation impacted the ability to measure the achievement of ultimate outcomes.

The objectives of the evaluation of the LGP are to assess the performance (effectiveness, efficiency and economy) and relevance of the program.

The first phase of the evaluation consisted in developing a logic model, shown in Section 1.1.2, a performance measurement strategy and a matrix of evaluation issues, questions and associated indicators (Appendix A). The evaluation matrix provided the foundation for the conduct of the evaluation and the reporting of results in the second phase of the evaluation.

## **2. Evaluation methodology**

### **2.1 Evaluation design**

Consistent with the calibration exercise for this evaluation by ESD, two lines of evidence (document review and interviews) were used because of the nature of the program—it is a Federal Grant that has arisen due to responsibilities assigned to the federal government under the Constitution. A transfer payment program must be used as the vehicle for transferring the funds. The details of these two lines of evidence are described in this section.

### **2.2 Document Review**

Documents of relevance to the program were reviewed. This included program approval documents, relevant legislation, the PCH RPP, websites of the Lieutenant Governors, the Speech from the Throne, and public opinion research commissioned and/or obtained by PCH. See Appendix B for a list of the documents reviewed.

### **2.3 Key Informant Interviews**

Key informant interviews were held with twelve individuals:

- current management and staff within MEC responsible for delivering LGP (n=3)
- key staff in the Office of the Lieutenant Governors (n=9)

Interviews were conducted by phone, in the official language of choice of the interviewee.

## 2.4 Analytical Techniques

The qualitative data from the interviews and document review were analyzed by evaluation question and issue to identify themes and findings. Throughout the findings section, the terms "a few", "some", "many" and "most" are used to provide a measure of the number of key informants who provided a specific response. Definitions for these terms are provided in Appendix C.

## 2.5 Limits of the Evaluation

There were limitations associated with the methodology used for this evaluation. These include:

- Limited performance data had been collected by the SCP which is responsible for managing the program since, when the terms and conditions for the program were approved in late 2003, the Treasury Board *Policy on Transfer Payments* did not require the monitoring of results achieved by grant recipients. The *Financial Administration Act* (FAA) was changed in 2006. The SCP Evaluability Assessment conducted in 2010-2011 concluded that there was a need to conduct the evaluation. Evaluation tools were created in 2011-2012. .
- The number of interviews with key informants was quite small (12 of the planned 14 interviews were completed). The number of potential interviewees reflects the limited number of individuals who are familiar with the LGP and the outcomes of the program, and who could be easily contacted in a cost effective manner. An extensive survey would have been required to obtain the input from other stakeholders such as non-profit organizations and Canadian residents (ultimate beneficiaries). The cost of undertaking this type of survey was not considered appropriate in light of the total annual expenditures associated with this program (less than one million dollars a year). As a result, a heavy reliance was placed on the input received from the 12 key informants interviewed on the attainment of planned program outcomes. There is a risk that the findings represent only limited points of view.
- There were few recent surveys undertaken or obtained by the Government of Canada that could inform the extent to which LGP expected outcomes were reached. Available public opinion surveys were considered when appropriate. Because the surveys employed different methodologies and were undertaken for different purposes, few had results that have a direct bearing on the intended outcomes of the LGP.

## **3. Key Findings**

### **3.1 Performance (Effectiveness)**

#### **3.1.1 Immediate Outcomes**

*All of the Lieutenant Governors have busy schedules carrying out ceremonial and community outreach activities.*

All of the Lieutenant Governors were reported as having busy schedules, with most averaging more than an activity a day. Typical activities include:

##### Ceremonial duties

- swearing in new Cabinet ministers
- periodic meetings with the Premier
- signing Orders in Council, and proclamations, and providing Royal Assent for every provincial Bill that passes into law
- travel for ceremonial and administrative duties, e.g. travel to the United Kingdom upon taking office for an audience with the Queen, and attendance at the annual meeting of the Governor General, Lieutenant Governors and Commissioners.

##### Community outreach activities

- attendance at events such as award ceremonies, meetings and openings, especially for non-profit and volunteer organizations
- receiving courtesy calls from diplomats
- media interviews
- hosting dinners, teas and receptions either at Government House if the province has one or at the Provincial Legislature where the Lieutenant Governor may have a suite of rooms
- supporting federal programs such as Canada Day, Veterans Day, the Queen's Diamond Jubilee
- hosting members of the Royal family when they are in the province
- responding to telephone calls and correspondence. One Lieutenant Governor and his wife were reported as spending up to eight hours a day at their desk dealing with correspondence when not attending functions
- signing congratulatory messages
- travelling throughout the province to meet with residents and travelling internationally for example, to support a provincial trade mission
- acting as patrons for not-for-profit organizations

#### **3.1.2 Intermediate Outcomes**

*A constitutional monarchy has functioned in each province.*

All of the Lieutenant Governors are well aware of their constitutional role. A description of this role is available on each of their websites. Since 2004 there have been no occasions where the Lieutenant Governor did not carry out his or her responsibilities to ensure that a functioning constitutional monarchy was in place.

***Lieutenant Governors recognize the outstanding achievements of Canadians.***

All of the Lieutenant Governors are involved with approximately twenty different awards recognizing the outstanding achievements of Canadians. A number have been established in the name of the position or specific Lieutenant Governor. Other awards that Lieutenant Governors are involved in presenting include provincial honour awards, the Duke of Edinburgh Awards, awards for high achieving Scouts or Girl Guides, academic achievement awards, and the Queen's Diamond Jubilee awards.

The Lieutenant Governors typically attend thirty to fifty awards ceremonies a year. In 2012 this number will increase significantly due to the need to present the Queen's Diamond Jubilee medal. The number of individual Canadians recognized each year in each province for their achievement and/or contribution as a volunteer ranges from about 500 to 3,500.

***The Lieutenant Governors provide considerable non-financial support to those contributing to their community.***

The Lieutenant Governors act as the honorary patron from twenty to over one hundred different organizations. While there is no maximum number, most have tried to ensure that there is a "fit" between the activities of the organization and the Lieutenant Governor's personal mandate and the ability to attend one or more events a year hosted by the organization. There are more requests for patronage than can be accepted. Some of the Lieutenant Governors were also reported as refusing to accept any new requests for patronage in the latter years of their term of office.

The Lieutenant Governors also try to highlight those who are contributing to their communities by:

- attending or hosting events for organizations to increase the public profile of the office
- participating in recognition events for volunteers
- issuing press releases
- participating in photo opportunities
- highlighting the achievements in their speeches

***Lieutenant Governors have endeavoured to reinforce the strengths and values shared by Canadians through their activities.***

Lieutenant Governors utilize every opportunity they can to reinforce the strengths and values shared by Canadians. Examples cited included:

- the good work and excellence of citizens is consistently mentioned at celebration events
- as the Chancellor for a provincial honours program, the Lieutenant Governor is at the forefront of recognizing good citizenship, bravery and outstanding accomplishments
- values of respect and responsibility, freedom and multiculturalism are key elements in many speeches and public comments
- public visibility at events such as Canada Day, Remembrance Day, Flag Day, New Year's Eve
- as the Crown's representative, the Lieutenant Governor provides a message of stability to the province
- promoting arts and culture by displaying work in Government House or in offices in the provincial Legislature building
- subtly through his/her regular lifestyle. While a figurehead in the province, the Lieutenant Governor can still walk around without an armed guard, he/she can go out for dinner in a local restaurant, and generally lead a normal life.

***Lieutenant Governors employ several mechanisms to make their Office accessible to provincial residents.***

All of the Lieutenant Governors have a website that provides information on their constitutional and ceremonial role, how to contact the Lieutenant Governor, copies of speeches and media releases. Complete websites in the minority official language are only provided in those instances where it is mandated by law (Manitoba, Ontario, Quebec). The site of the Lieutenant Governor of New Brunswick, which is an officially bilingual province, is also available in French and English.

The websites have become key vehicles for making information available. Several Lieutenant Governors also make use of social media such as Facebook, Twitter, and Flickr. Other mechanisms used to convey information include sending it out through members of the provincial legislature, and press releases.

All of the Lieutenant Governors host regular events either at the Government House, or in a suite of rooms in the provincial legislature building. Where there is a Government House, the grounds of the building are open to the public and regular guided tours of the building are available by appointment. Annual garden parties, when hosted, are open to any member of the public.

### **3.1.3 Ultimate Outcomes**

No public opinion research was identified on the perspective of Canadians (the ultimate beneficiaries of the program) with respect to the impact of the program. Even if such research did exist, it would be difficult to attribute any impact of the LGP on these results. Notwithstanding these difficulties, input was obtained from key stakeholders in the delivery of the LGP on the impact of the Lieutenant Governors' activities.

***Most key informants were of the perspective that the activities of Lieutenant Governors increased Canadians knowledge and appreciation for Canada's shared values and history.***

Activities that contributed to increasing Canadians knowledge and appreciation for Canada's shared values and history included:

- Interactions of LGs with people as they traveled throughout the province provided opportunities to highlight elements of Canadian identity and to convey information on Canada's shared values and history.
- Presenting temporary displays at Government House or in the Lieutenant Governors' offices in the provincial legislature. Government House as a historical building can also serve as a "physical teaching aid."
- Creation and maintenance of a website by each Lieutenant Governor to share information.
- Hosting events to support major historical milestones (e.g. Red River Settlement, province's 100th anniversary of joining Canada; War of 1812, Québec City's 400th anniversary, the Queen's Diamond Jubilee, 100th anniversary of the Grey Cup).
- Hosting events to recognize the military and police.
- Hosting of citizenship ceremonies

The Association for Canadian Studies found that most Canadians find learning more about the history of Canada contributes the most to strengthening their attachment to the country<sup>2</sup>. Activities such as participating in Canada Day festivities are seen as having less impact.

***Most key informants were of the perspective that Canadians expressed their Canadian identity at events and ceremonies involving Lieutenant Governors.***

Many KIs noted that Lieutenant Governors act as a figure-head for Canadians on occasions such as Canada Day, Flag Day and other major events and holidays or at events such as the New Year's levee. When the Lieutenant Governor attends an event or a ceremony, the national anthem is sung. According to one key informant, people feel passionate about the country when attending such events.

## **3.2 Performance (Efficiency and Economy)**

### **3.2.1 Cost Effectiveness**

***The administrative costs associated with the Lieutenant Governors' Federal Grant Program are low in comparison to many other programs, reflecting its delivery structure and limited number of recipients.***

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<sup>2</sup> *Attaching Canadians: What Things Do Canadians Believe Most Reinforce Attachment to their Country?*, Association for Canadian Studies, June 13, 2011



For the purpose of the evaluation, the cost to PCH of administering the program was established from the program budget (Table 1) and the cost of the evaluation broken down over the period evaluated (2004-05 to 2010-11). It is estimated to be less than \$10,000 a year on average. Roughly half the expenditures are associated with the evaluation which must be undertaken on a five year cycle. The balance of the costs are associated primarily with salary costs for reviewing the annual proposals, drafting the annual grant approval letter, reviewing reports from the Lieutenant Governors on their expenditures, and for processing payments.

PCH's cost of administering the program is just over one percent of total expenditures on the LGP. (See Table 1 for total program costs.) The level of administrative expenditures is low in comparison to many other transfer payment programs (10 to 20 percent is not unusual for a contribution program; some programs have had administrative expenses capped at eight percent of the aggregate value of the programming). Administrative expenses are a function of the type of transfer payment (a grant will generally have a lower cost than a contribution program), how a program is delivered (centrally or regionally), the complexity of the criteria that need to be considered when determining the amount of the transfer, and the number of applications received for funding. Funding from the LGP flows to a limited number of specific recipients, resulting in the low administrative expenses.

### ***Opportunities for improving program delivery***

In response to recommendations from an audit conducted by the Auditor General of Canada on the spending of the former Lieutenant Governor of Québec during the period 1997-2007, a number of steps have been taken to modify elements of program delivery. Specific instructions and recommendations as to how the federal grant can be used have increased as a result.

PCH staff are very satisfied with the way in which the program is currently managed. The principle issue other key informants would like to see addressed is the amount of funding that is provided. Many commented on how the amount has remained constant since 2004 while costs have risen and the expectations on what Lieutenant Governors will do to support federal initiatives has increased.

### ***3.2.2 Program Design Alternatives***

No fundamental program design alternatives were identified by key informants that could achieve the same result.

### ***3.2.3 Other Programs***

The LGP complements provincial support, the level of which varies from province to province. The funding provided through the federal grant is to be used for expenses incurred by the Lieutenant Governor in carrying out official duties that are not covered by the provinces. Provinces are currently covering approximately 85 percent of the costs of operating the Office of the Lieutenant Governor (e.g., salary of staff, telephone, office

supplies, etc.) and the federal government also pays the Lieutenant Governors' salary and benefits.

### **3.3 Relevance**

#### **3.3.1 Continuing Need**

***Without the financial support provided by the federal government, Lieutenant Governors would need to curtail their outreach activities.***

The last increase in support provided to the Lieutenant Governors became effective in 2004-2005. The increase was deemed necessary at that time as the Lieutenant Governors could not count on the provincial governments to provide them with all of the support needed in the exercise of their duties. Incremental support was provided so key stakeholders (e.g., the federal and provincial governments, communities, non-profit volunteer organizations and citizens) would continue to benefit from the activities of the Lieutenant Governors.

Many of the key informants from the Offices of Lieutenant Governors commented on how it would not be possible for Lieutenant Governors to travel outside the provincial capital to fulfill their responsibilities or to provide hospitality to Canadians at events without the financial support provided by the federal government. It was also noted that the support provided covers less than it once did. The Consumer Price Index has risen from 104.0 in April 2004 to 121.5 in February 2012<sup>3</sup>, an increase of 16.8 percent.

#### **3.3.2 Alignment with Government and Departmental Priorities**

***The LGP supports the Government priority to reinforce Canadians' sense of identity and belonging, and the importance of the Crown in Canada, and Departmental strategic outcome Canadians share, express and appreciate their Canadian identity.***

The LGP is one of several programs and activities that fall under the program sub activity "State ceremonial and Protocol" within the PCH PAA supporting the program activity *Promotion of and attachment to Canada* which it turn supports the strategic outcome *Canadians share, express and appreciate their Canadian identity*. As described in the 2011-12 RPP, this strategic outcome "supports the mandate of fostering a stronger Canadian identity through active, engaged, inclusive citizenship, and the recognition of the importance of both linguistic duality and a shared civic identity."

According to the 2011-12 RPP, one of PCH's operational priorities is to "ensure programs, policies and legislative frameworks reinforce Canadians' sense of identity through knowledge and experiences that build shared values." This operational priority supports efforts to increase Canadians' knowledge of Canada relating to our history, symbols institutions,

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<sup>3</sup> Statistics Canada, CANSIM Table 326-0022

cultures, language and fundamental principles. It also supports efforts to provide Canadians with opportunities to experience their country through community engagement, civic participation, as well as national and community-based celebrations and commemorations.

The government in its statements and actions has also strongly supported the PCH operational priority to reinforce Canadians' sense of identity and belonging and the importance of the Crown in Canada.

As stated in the June 3, 2011 *Speech from the Throne*, "Canadians are united by core values, a shared history and a sense of common purpose. Our Government will join Canadians in celebrating our heritage, in promoting our values and in standing for what is right on the world stage." The Government in its March 3, 2010 *Speech from the Throne* noted that "Our values as Canadians are rooted in our history and in our institutions."

### **3.3.3 Justification for Federal Government Intervention**

*The federal government has a constitutional responsibility with respect to Lieutenant Governors.*

The *Constitution Act*, 1897 prescribes that Executive Government and Authority of and over Canada is vested in the Crown. This authority is exercised in a province by the Lieutenant Governor who is appointed by the Governor General in Council. The *Constitution Act* further prescribes that the salaries of the Lieutenant Governors shall be fixed and provided by the Parliament of Canada. While the federal government is responsible for providing for the Lieutenant Governors salaries, they are nonetheless, provincial government employees.

## **4. Conclusions**

### **4.1 Performance (Effectiveness)**

The LGP achieved most planned outcomes as defined in the program logic model without any unintended or unexpected results. A constitutional monarchy has functioned in each province during the period of April 1, 2004 to March 31, 2012, and Lieutenant Governors endeavoured to reinforce the strengths and values shared by Canadians through their activities. Lieutenant Governors carried out ceremonial and community outreach activities, recognition events, acted as honorary patrons and highlighted those who contribute to their communities. Moreover, the Offices of the Lieutenant Governors have been accessible to provincial residents through regular events and the use of websites.

It is not possible to conclusively report on whether or not the activities of Lieutenant Governors increased Canadians' knowledge and appreciation for Canada's shared values and history, due to the lack of public opinion research. This also holds true for whether or not the activities of the Lieutenant Governors resulted in Canadians expressing their Canadian identity at events and ceremonies. Most key informants held the opinion that the activities of the Lieutenant Governors had a positive impact.

## **4.2 Performance (Efficiency and Economy)**

The administrative costs associated with the Lieutenant Governors' Federal Grant Program are quite low in comparison to many other programs, reflecting its delivery structure and limited number of recipients. The evaluation noted that the funding level for the program has remained at its 2004-05 level, the year it was established. As there are no other programs available to the Lieutenant Governors to cover what is not supplied by provincial jurisdictions, there is risk that its capacity and effectiveness will erode with inflation.

## **4.3 Relevance**

The LGP continues to be relevant. Without the funding provided by the federal government, Lieutenant Governors would need to curtail their outreach activities. The optimal level of funding to achieve expected results is not known. Determining the optimal level is difficult and may be most easily and cost effectively determined when it becomes evident that the funding is too low.

The LGP supports Government and Departmental priorities. The program activities support the Departmental strategic outcome *Canadians share, express and appreciate their Canadian identity*. The government in its statements and actions has also strongly supported the PCH operational priority to reinforce Canadians' sense of identity and the importance of the Crown in Canada.

The federal government has a constitutional responsibility with respect to Lieutenant Governors and thus it is appropriate that it provide operational funding to enable the Lieutenant Governors to execute their responsibilities.

## **5. Recommendations and Management Response**

In light of the evaluation findings, there are no recommendations made.

# Appendices

## Appendix A: Evaluation Issues and Questions

Issues/Questions	Indicators	Document Review	Key Informant Interviews
<b>Relevance</b>			
Does the LGP continue to address a demonstrable need?	<ul style="list-style-type: none"> <li>Evidence of a continued need for the federal government to provide financial support to the Lieutenant Governors expenses</li> </ul>	√	
Is the LGP still consistent with federal government priorities and with the Department's strategic objectives?	<ul style="list-style-type: none"> <li>Alignment of the LGP's mandate and objectives with the federal government's current priorities</li> <li>Alignment of the LGP's mandate and objectives with Canadian Heritage's strategic objectives</li> </ul>	√	
Is delivering the LGP aligned with the federal government's roles and responsibilities?	<ul style="list-style-type: none"> <li>Need for federal government to provide funding to Lieutenant Governors to cover some of their expenses</li> </ul>	√	
<b>Performance: Achievement of Expected Outcomes</b>			
<i>To what extent has LGP achieved its expected results?</i>			
<b>Immediate Outcomes</b>			
To what extent have Lieutenant Governors carried out ceremonial and community outreach functions?	<ul style="list-style-type: none"> <li>Range of functions carried out by Lieutenant Governors over the course of the year.</li> <li># of functions in a typical week the Lieutenant Governors participate in</li> </ul>		√
<b>Intermediate Outcomes</b>			
To what extent has there been a functioning constitutional monarchy in the province?	<ul style="list-style-type: none"> <li>Provincial government and cabinet in place, legislation signed after passed by the provincial legislature</li> <li>Stakeholders' views</li> </ul>	√	√
To what extent has the outstanding achievement of Canadians been recognized?	<ul style="list-style-type: none"> <li># of different awards that the Lieutenant Governors are involved with handing out</li> <li># of award ceremonies that the Lieutenant Governors typically participate in annually</li> <li># of Canadians whose achievement is typically recognized annually by the Lieutenant Governors in the ceremonies they participates in</li> </ul>	√	√
To what extent has non-financial support been provided to those contributing to their communities?	<ul style="list-style-type: none"> <li># of organizations for which the Lieutenant Governors act as an honorary patron</li> <li>Lieutenant Governors highlight activities of those contributing to their communities in speeches (including provincial Speech from the Throne), media releases, etc.</li> </ul>	√	√

Issues/Questions	Indicators	Document Review	Key Informant Interviews
To what extent have the strengths and values shared by Canadians been reinforced through the activities of the Lieutenant Governors?	<ul style="list-style-type: none"> <li>Lieutenant Governors highlight the strengths and values shared by Canadians in speeches (including provincial Speech from the Throne), media releases, etc.</li> <li>Lieutenant Governors attends events</li> <li>Recognition for those achieving major milestones (age, number of years married)</li> </ul>	√	√
To what extent do Canadians have access to the Office of the Lieutenant Governor which provides knowledge of constitutional monarchy and reinforces sense of Canadian identity?	<ul style="list-style-type: none"> <li>Website available in both official languages</li> <li>Contact information readily available for those who wish to contact the Office of the Lieutenant Governor (e.g., white pages of telephone book, website)</li> <li>Website provides information on constitutional monarchy and reinforces sense of Canadian identity</li> </ul>	√	√
Ultimate Outcome			
To what extent have the activities of the Lieutenant Governor increased Canadians knowledge and appreciation for Canada's shared values and history?	<ul style="list-style-type: none"> <li>Stakeholders' views</li> <li>Public opinion research</li> </ul>	√	√
To what extent have Canadians expressed their Canadian identity at events and ceremonies involving Lieutenant Governors?	<ul style="list-style-type: none"> <li>Stakeholders' views</li> </ul>		√
Unexpected Outcomes			
Were there any unexpected outcomes as a result of the Lieutenant Governors activities?	<ul style="list-style-type: none"> <li>Stakeholders' views</li> </ul>	√	√
<b>Performance: Efficiency and Economy</b>			
To what extent is the delivery of the LGP efficient and economical?	<ul style="list-style-type: none"> <li>Cost of delivering the program in relation to the funds provided</li> <li>Opportunities for improving delivery</li> </ul>		√
Are there more effective alternatives which could achieve the same result?	<ul style="list-style-type: none"> <li>Stakeholders' views</li> </ul>	√	√
Does the program duplicate or complement other similar programs?	<ul style="list-style-type: none"> <li>Stakeholders' views</li> <li># of other PCH programs that support the Queen and her representatives and their efforts to reach out and engage citizens</li> </ul>	√	√

## **Appendix B: Documents Reviewed**

### ***Background***

- Program approval documents
- PCH Website ([www.pch.gc.ca](http://www.pch.gc.ca))

### ***Performance (Effectiveness)***

#### Websites of the Lieutenant Governors

- British Columbia ([www.ltgov.bc.ca](http://www.ltgov.bc.ca))
- Alberta ([www.lieutenantgovernor.ab.ca](http://www.lieutenantgovernor.ab.ca))
- Saskatchewan ([www.ltgov.sk.ca](http://www.ltgov.sk.ca))
- Manitoba ([www.manitobalg.ca/](http://www.manitobalg.ca/))
- Ontario ([www.lt.gov.on.ca/](http://www.lt.gov.on.ca/))
- Quebec ([www.lieutenant-gouverneur.qc.ca](http://www.lieutenant-gouverneur.qc.ca))
- New Brunswick ([www.gnb.ca/lg](http://www.gnb.ca/lg))
- Prince Edward Island ([www.gov.pe.ca/olg](http://www.gov.pe.ca/olg))
- Nova Scotia ([lt.gov.ns.ca](http://lt.gov.ns.ca))
- Newfoundland and Labrador ([www.govhouse.nl.ca](http://www.govhouse.nl.ca))

#### Public opinion research

- *Qualitative Investigation of Attitudes Towards Civic Practice and Barriers to Civic Participation*, Sage Research Corporation for Citizenship and Immigration Canada, January 18, 2008
- *The 101 Things That Define Canada*, Ipsos Reid for Citizenship and Immigration Canada, June 2008
- *Teaching Canadian History in the Era of Diversity*, Association for Canadian Studies, October 20, 2008
- *Discrimination in Canada and Europe: Perceptions, Experiences and Attitudes*, Association for Canadian Studies, November 6, 2008
- *Annual Tracking Survey--Winter 2010*, Ekos Research Associates Inc. for Citizenship and Immigration Canada, April 2010
- *Attaching Canadians: What Things Do Canadians Believe Most Reinforce Attachment to their Country?*, Association for Canadian Studies, June 13, 2011

### ***Performance (Efficiency and economy)***

October 2011 Follow-up Audit on the Lieutenant Governors Federal Grant Program  
Lieutenant Governors' Federal Grant Final Reports for 2010-2011 from all Lieutenant Governors.

### ***Relevance***

- *Constitution Act, 1867*

- *Department of Canadian Heritage Act*
- Canadian Heritage Report on Plans and Priorities
- Speech from the Throne (June 2011, March 3, 2010)
- Public comments made by the Minister of Canadian Heritage and Official Languages and other government Ministers
- Statistics Canada, CANSIM Table 326-0022, accessed March 29, 2012
- Media articles



## Appendix C: Term Definitions

When using terms such as “a few”, “some” or “most”, the following definitions were used for reporting:

Few	<i>Few</i> is used when less than 20% of interviewees have responded with similar answers.
Some	<i>Some</i> is used when more than 20% but fewer than 50% of interviewees responded with similar answers.
Many	<i>Many</i> is used when 50% but fewer than 75% of interviewees responded with similar answers.
Most	<i>Most</i> is used when more than 75% of interviewees responded with similar answers.