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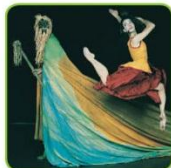
Canada



## Evaluation of Canada's Participation in the 2010 World Exposition in Shanghai, China

Office of the Chief Audit and Evaluation Executive  
Evaluation Services Directorate

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## Acronyms and Symbols

A\$	Australian dollar
ADS	Approved Destination Status
BIE	Bureau international des expositions
C\$	Canadian dollar
CdS	Cirque du Soleil Inc.
CTC	Canadian Tourism Commission
DFAIT	Department of Foreign Affairs and International Trade
€	Euro
ESD	Evaluation Services Directorate
EWG	Evaluation Working Group
IEP	International Expositions Program
MoU	Memorandum of Understanding
NGO	Non-governmental organisation
PCH	Department of Canadian Heritage
PMERS	Performance measurement, evaluation and risk strategy
PWGSC	Public Works and Government Services Canada
RBAF	Risk-based audit framework
RCMP	Royal Canadian Mounted Police
RMAF	Results-based management and accountability framework
£	Sterling pound
US\$	United States dollar

# Executive Summary

## Project Description

From May 1 to October 31, 2010, the city of Shanghai, China, hosted a universal world exposition (“Expo 2010”) under the theme *Better City, Better Life*. Canada was one of 246 participating countries or international organisations, and the theme of its pavilion was *The Living City: inclusive, sustainable, creative*. The goals of Canada’s participation were: to contribute to Canada’s foreign and trade policy objectives and to strengthen economic, diplomatic and cultural ties with China; to shape and strengthen the Canada brand in China; to create a favourable and lasting impression of Canada as a democratically inclusive, culturally diverse, technologically advanced, environmentally aware, bilingual and multicultural country; to share Canada’s expertise in many fields related to sustainable urban development, pluralism, and innovation; and to communicate that Canada’s cities are vibrant, sustainable, peaceful and ideal places in which to visit, study, work and live. To achieve these goals, Canada structured its participation around three main components: a Canada Pavilion in Shanghai; complementary programming delivered in China; and outreach programming delivered in Canada and China.

Canada’s participation was led by the International Expositions Program (IEP) of the Department of Canadian Heritage (PCH) and involved federal and non-federal stakeholders. The IEP called upon SNC-Lavalin Inc. to act as the design-build-operate-maintain-dismantle general contractor for the Canada Pavilion in Shanghai. The IEP also turned to Cirque du Soleil Inc. (CdS) to design the creative concept for the Canada Pavilion, develop the public presentation, deliver a cultural program, and develop strategic corporate alliances in support of the project. Originally approved at C\$45 million, the budget for Canada’s participation in Expo 2010 was increased to C\$58 million in 2009, due to devaluation of the Canadian dollar compared to the Chinese currency, and due to inflation in the Shanghai construction industry. Working collaboratively with the IEP, CdS and SNC-Lavalin delivered the Canada Pavilion ahead of time, for less than the increased budget. During the 184-day expo period, the pavilion greeted 6.4 million visitors. The project ended with the dismantling of the public presentation and the sale of the Canada Pavilion, which was finalised in January 2011.

## Evaluation Design and Methodology

### *Evaluation Context and Purpose*

Expo 2010 was a world exposition like no other, and Canada’s participation unfolded in different circumstances than those observed in prior world fairs. Consequently, the evaluation of Canada’s participation in Expo 2010 had to pay special attention to contextual issues that influenced efforts to achieve the project’s expected results.

The evaluation was conducted between May 2010 and March 2012. Its purpose was to fulfil the obligation of the Minister of Canadian Heritage to report on the results of Canada’s participation in international expositions. The evaluation was managed by

PCH's Evaluation Services Directorate (ESD), Office of the Chief Audit and Evaluation Executive. The ESD carried out the planning phase as well as some of the data collection and analysis. A private consulting firm took on the balance of data collection and handled most analysis and reporting work. An Evaluation Working Group (EWG) led by the ESD oversaw the conduct of the evaluation study.

#### *Evaluation Methodology*

The evaluation included the following methods:

- A **document review** featured an in-depth analysis of documentation supplied early on in the project and later during the evaluation, including a report on the outcome of follow-up interviews carried out by the ESD.
- A **literature review** supplemented the comprehensive document review by examining a series of documents emanating from sources other than PCH or the Government of Canada.
- **Direct observation in China** took place over the course of a six-day field mission in Shanghai, in October 2010, during which two consultants contracted out for the evaluation visited expo facilities in order to collect information and make observations, in support of the evaluation.
- A total of 44 **interviews with key informants** were conducted as part of the evaluation. All but one of these interviews were held over a period of three months, between early September and early December 2010. Nearly two-thirds of the interviews took place in Shanghai during the six-day direct observation mission.
- A **review and analysis of survey data** supplied useful, evidence-based qualitative and quantitative data to inform the evaluative process. The evaluation examined and compared the findings outlined in source reports published by an outside contractor who had been commissioned by the IEP to perform a multiyear research study with selected members of the Chinese public (pre-, mid-, and post-expo).

#### *Constraints and limitations*

- The six-day field mission in China occurred at a time when expo organisers and personnel working in the pavilions, including managers and staff at the Canada Pavilion, were busy preparing closing activities while also tending to other duties. As a result, some discussions with Canadian personnel turned out to be less comprehensive than anticipated, and it proved to be impossible to schedule the originally anticipated interviews with Chinese stakeholders.
- The multiyear research study commissioned by the IEP was helpful to inform the planning, implementation and monitoring of Canada's participation in Expo 2010, but its contribution to the evaluation proved to be limited. The results of the three

phases of the research are not fully comparable as participants in the first phase were not involved in subsequent phases.. Moreover, the impact of limitations associated with the research could not be fully assessed on the sole basis of information found in the source reports published by the outside contractor hired by the IEP.

## **Evaluation Findings**

### *Relevance*

- The decision to accept the invitation to attend the Shanghai world exposition was justified. Canada had a not-to-be-missed opportunity to take part in this milestone event, which demonstrated the strategic importance of China as a rising world power.
- Canada's presence in Shanghai was politically, economically and culturally relevant, given the global relevance of Expo 2010, and taking into consideration the potential costs and benefits associated with participation.
- Canada's participation in Expo 2010 aligned with the strategic objectives of PCH and with the priorities and policy objectives of the Government of Canada.
- The federal government played a relevant, legitimate role in funding and overseeing Canada's participation.
- Canada's approach to public sector involvement in the funding and handling of participation in Expo 2010 was balanced and appropriate. It compared favourably to approaches adopted by other countries.

### *Performance (Effectiveness)*

- Canada's image in China was clearly enhanced by the Canada Pavilion. Programming associated with Canada's participation probably had an impact as well, along with the Commissioner General's personal visibility in China.
- Canada took advantage of its presence in Shanghai to establish a stronger relationship with China and to promote business collaborations involving Canadian and Chinese counterparts.
- Impact of the project on Chinese's travel plans to Canada cannot be quantified at this point. It will prove very difficult to attribute any increase in travel to Canada's participation at Expo 2010 as there are multiple other factors that may influence the decision of Chinese people to visit Canada, such as the Chinese authorities' decision to grant Canada Approved Destination Status, which was announced in December 2009 and officialised in June 2010. No evidence was found of active efforts made in the Canada Pavilion to promote Canada as a travel and/or study



destination, similar to what was seen in numerous other pavilions at Expo 2010, which is perceived as a missed opportunity.

- The IEP sought to modernise the Canada brand by moving away from traditional representations of the country. To communicate the desired vision, CdS used the Canada Pavilion's design, public presentation and complementary programming. As the vast majority of visitors at the Canada Pavilion did not stop to read the explanations supplied in the Founding Memories installation at the entrance of the Pavilion and did not benefit from having a guided tour by hosting staff, indications are that visitors may have found it difficult to fully grasp the theme and messages that Canada tried to convey with its installations.
- The project achieved its anticipated immediate outcomes regarding attendance and participation, dialogue and relationships, and access to theme messages and information. However, little evidence was found demonstrating the impact of the Engaging Canadians program.
- Overall, adequate management and administrative systems were set up to support the project, which faced operational constraints and challenges that did not significantly impede the success of Canada's participation. PCH officials explored the possibility and subsequently succeeded with the sale of the Pavilion, a first for Canada. Canada's participation also built on measures taken to implement recommendations from the evaluation of Canada's participation in Expo 2005 in Aichi, Japan.

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

- In the years preceding Expo 2010, Canada had to scale down the design of its participation and request additional funding in order to cope with rising costs. Ultimately, the net cost of the project was lower than the approved revised budget, partly as a result of savings achieved in various areas.
- The actual net cost of Canada's participation in Expo 2010 was C\$51.2 million, which is less than the revised budgeted cost of C\$58 million (the budget was revised to address the devaluation of the Canadian dollar compared to the Chinese currency, and the inflation in the Shanghai construction industry). On a net cost per visitor basis, Canada did better with this project than it did with its participation in Expo 2005 in Aichi, Japan, and Expo 2000 in Hannover, Germany. In size and cost, the Canada Pavilion rivalled the pavilions of other G8 countries such as France, Australia, the United States and Germany, without being the smallest.
- Parties involved in the project maintained ongoing communication with each other, at times with difficulty. PCH and DFAIT were key players in Canada's participation in Expo 2010, and each department has strengths that could greatly benefit future expo projects.

- Contractual mechanisms were generally considered to be satisfactory. The collaborative agreement signed with CdS resulted in significant leveraging of project resources. CdS's corporate alliance strategy was successful, and PCH collected modest royalties from commercial activities occurring at the Canada Pavilion, which it reinvested in the project.
- Canada's choice of a collaborative agreement approach to achieve participation in Expo 2010 was the product of a planned strategy. Though very successful, this strategy may not be perfectly replicable. Expo projects require customised approaches that build on previous experiences.
- As long as the federal government continues to lead the way, there is room in expo projects for greater contributions from other levels of government and from the private sector.

#### *Other Issues*

- Monitoring/measurement and official languages requirements were properly addressed.

### **Recommendations**

Even though federal responsibility for international expositions clearly rests with PCH, Canada's participation in Expo 2010 has shown that the application of this responsibility requires further dialogue and coordination between concerned federal stakeholders. For instance, because they complement each other with respect to know-how, experience and financial authority, PCH and DFAIT need to play complementary roles in the success of expo projects. While productive, communications between departments have not always been easy, expo projects would stand to gain from a clearer understanding, between federal partners, of the application of ministerial responsibility.

**Recommendation 1: PCH should enhance consultations with other departments, such as DFAIT, to clarify the application of ministerial responsibility for international expositions, and to establish mechanisms that build on complementary strengths of federal stakeholders involved in expo projects.**

#### **Management Response - Accepted**

- Should Canada participate in future Expos, an interdepartmental mechanism would be created to build on complementary strengths of federal stakeholders involved in Expo projects.

#### **Implementation Schedule**

- To be determined.

Canada's participation in Expo 2010 was a ground-breaking effort, and has shown the viability of collaborative agreement approaches. Although the circumstances in which

the project took place were unique and may not necessarily reoccur in the future, the International Expositions Program (IEP) has much to learn from this experience.

Furthermore, by taking the opportunity to work with CdS, the IEP had an opportunity to appreciate the private sector's approach to soliciting sponsors and managing sponsorships. The stage is now set for further participation of Canadian businesses in the development of alliances and commercial activities that may help Canada offset a larger portion of its costs, through the sharing of surpluses and royalties. While continuing to lead and fund expo projects, PCH management could build on this experience and further facilitate alliances and commercial activities by reiterating its support for, and active involvement in, public-private models.

**Recommendation 2: PCH should reflect on Canada's participation in Expo 2010 to identify best practices derived from its experience with the collaborative agreement model. PCH should also continue to make room for business participation in the development of corporate alliances and revenue-generating activities in expo projects, with appropriate support from PCH.**

**Management Response - Accepted**

- PCH has developed a detailed report, *Canada's Participation at the 2010 World Exposition Shanghai, China*. It includes information on best practices for business participation, including corporate alliances and revenue-generating activities.

**Implementation Schedule**

- Completed

Chinese authorities' decision to grant Canada Approved Destination Status was announced by the Prime Minister of Canada, in December 2009, and officialised by the signing of a MoU to facilitate group travel from China to Canada in June 2010, that is a month after the opening of Expo 2010. The adopted approach to promote tourism to the average Canada Pavilion visitor was passive and relied mostly on the demonstration of sustainable practices and the presentation of images that were thought to appeal to the desires of the Chinese. As efforts to involve the Canadian Tourism Commission (CTC) in Canada's participation at Expo 2010 did not materialize, there was a missed opportunity to actively promote Canada as a travel and/or study destination at Expo 2010 by featuring exhibits and providing further information on key aspects of Canadian quality of life such as health care, education systems, etc.

**Recommendation 3: PCH should further explore the possibility of involving the Canadian Tourism Commission in Canada's participation in future international expositions in order to take advantage of the opportunity to actively promote Canada as an ideal place to visit, study, work and live.**

**Management Response - Accepted**

- Should Canada participate in future Expos, PCH will involve the Canadian Tourism Commission (CTC).

**Implementation Schedule**

- To be determined.

Original signed by

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**Richard Willan**

Chief Audit and Evaluation Executive  
Department of Canadian Heritage

# 1. Introduction and Context

This chapter briefly describes the key features of Canada's participation in Expo 2010, explains the context in which the project was evaluated, summarises the evaluation's objectives and key issues, and outlines the structure of this report.

## 1.1 Project Features

In 2002, the General Assembly of the Bureau international des expositions (BIE) decided to grant the City of Shanghai, in China, the right to host a universal world exposition<sup>1</sup> in the summer of 2010. A few years after this decision, which it had formally supported, Canada received an official invitation to attend from the government of the People's Republic of China. Acceptance of this invitation by the Government of Canada, in 2006, signalled the beginning of Canada's participation in Expo 2010, a project that would extend over more than five years and require investments in excess of C\$50 million.

### Theme of Canada's participation

The theme of Expo 2010 was *Better City, Better Life*, a concept that focused on sustainable urban development in the 21st century. With this theme, Expo 2010 planned to have governments and peoples across the world meet in Shanghai to display urban civilisation to its full extent, exchange their experience of urban development, disseminate advanced notions on cities, explore new approaches to human habitat, lifestyle and working conditions in the new century, and learn how to create an eco-friendly society and maintain the sustainable development of humankind.

Building on these ideas, Canada's theme for Expo 2010 was *The Living City: inclusive, sustainable, creative*. Developed following extensive consultations held across the country, this theme sought to demonstrate how Canadian cities reflect history and showcase the Canadian democratic values of social inclusion, sustainability and creativity. Specifically, the *Inclusive Cities* sub-theme carried the message that Canadian cities are inclusive and democratic places where citizens can express themselves and where there is respect for individual freedoms and rights. The *Sustainable Cities* sub-theme focused on the sustainability of Canadian cities that strive to attain balance between the needs of people and the environment, both urban and rural. The *Creative Cities* sub-theme relayed the idea that Canadian cities are modern, democratic hubs of creativity and innovation where talented and knowledgeable people live.

### Goals and logic model

With its *Living City: inclusive, sustainable, creative* theme, Canada's participation had five intended goals, which were: to contribute to Canada's foreign and trade policy objectives and to strengthen economic, diplomatic and cultural ties with China; to shape and strengthen the Canada brand in China; to create a favourable and lasting impression of Canada as a democratically inclusive, culturally diverse, technologically advanced, environmentally aware, bilingual and multicultural country; to share Canada's expertise

in many fields related to sustainable urban development, pluralism, and innovation; and to communicate that Canada's cities are vibrant, sustainable, peaceful and ideal places in which to visit, study, work and live.

A logic model, shown in Appendix A, was developed to serve as a roadmap to achieve these goals. The model identified the following expected results (i.e. outcomes):

- ❖ *Ultimate outcome* – Canada's image relating to shared values, culture, history, achievements and interests is enhanced.
- ❖ *Intermediate outcomes* – Relationships are developed between Canadian government organisations, Canadian entrepreneurs, business partners, the Canadian public and their Expo host country counterparts and there is interest in Canada as a travel and/or study destination; and Canadians, Chinese and the international community visitors have an increased awareness of Canada's shared values around inclusive, sustainable and creative/innovative living cities.
- ❖ *Immediate outcomes* – Expo attendees visit the Canada Pavilion, participate in program activities and attend special events; opportunities for dialogue are provided and relationships between entrepreneurs, business partners, diplomats and Chinese counterparts fostered; and Expo 2010 theme messages and information are accessed by Canadians, Chinese and international community both virtually and by visitors.

The logic model also identified the project's three main components, which were: a Canada Pavilion in Shanghai; complementary programming delivered in China; and outreach programming delivered in Canada and China:

- ❖ The *Canada Pavilion* stood as the flagship of Canada's participation in Expo 2010. Holding a strategic location within the expo site, it served as a primary forum for exchange and as a hub of all Canadian events showcased at expo. The pavilion included presentation areas, a gift shop, a restaurant, and a conference centre and visitors' lounge for VIPs and invited guests (see highlights in Appendix B).
- ❖ *Complementary programming* took place primarily at the Canada Pavilion and formed the thrust of Canada's participation in Expo 2010. This component of the project featured a cultural program, a culinary program, a protocol and special events program, and a partnerships and trade program.
- ❖ *Outreach programming* involved a public affairs and communications program that extended beyond the Canada Pavilion and sought to engage the international community, Chinese hosts and Canadians before, during and after expo. This component of the project also involved internet site programming, as well as promotional activities carried out by Canada's Commissioner General for Expo 2010, a Canadian-born and raised public figure in China who was

appointed in 2009 (on a part-time basis) to represent the Government of Canada before and during the event.

### **Roles and responsibilities**

The project was planned, coordinated, implemented and delivered by the International Expositions Program (IEP) of the Department of Canadian Heritage (PCH), which exercises overall responsibility for Canada's participation in international expositions, on behalf of the Government of Canada. Several other stakeholders were consulted and/or involved, including the Commissioner General—whose primary role was to serve as a spokesperson for Canada's participation in Expo 2010—, other federal departments and portfolio agencies such as the Department of Foreign Affairs and International Trade (DFAIT), provincial and territorial governments, private sector suppliers and sponsors, non-governmental organisations (NGOs), and individual Canadians.<sup>2</sup> Appendix C shows the structure of the team that was set up to carry out the operations of the Canada Pavilion.

Two key private sector suppliers were called upon to provide specific design, development and/or operational activities, in support of the project. In 2007, the Government of Canada approved a collaborative agreement with Cirque du Soleil Inc. (CdS)—an internationally renowned Canadian company specialising in high-quality artistic entertainment. This agreement featured two components:

- ❖ a Memorandum of Understanding (MoU) that outlined the guiding principles governing the collaborative arrangement between the Government of Canada and CdS, including general principles for working together, CdS's social responsibility principles, and the government's principles for collaborative arrangements to serve the public interest;
- ❖ a non-competitive contract to design the creative concept for the Canada Pavilion, develop the public presentation, deliver the cultural program, develop strategic corporate alliances in support of the project, contribute added value, and, optionally, undertake commercial activities such as the operation of a gift shop and restaurant at the Canada Pavilion.

Moreover, in 2008, at the conclusion of a competitive bidding process, a contract was signed with SNC-Lavalin Inc., a Canadian engineering and construction firm, to act as the design-build-operate-maintain-dismantle general contractor for the Canada Pavilion in Shanghai. It was understood that, in the years and months leading to expo, CdS would be responsible for conceptual design of the pavilion, whereas SNC-Lavalin would handle the latter's overall technical design and construction. During expo, CdS would operate the public presentation, the cultural program and the corporate alliance strategy, in addition to overseeing management of the gift shop and restaurant, whereas SNC-Lavalin would handle daily maintenance operations at the Canada Pavilion. After expo, CdS would organise dismantling of the public presentation, whereas SNC-Lavalin would arrange dismantling of the Canada Pavilion building. All the while, the IEP would lead

the project to ensure that all parties coordinate their efforts and work together at achieving Government of Canada objectives.

### **Budget and timeline**

Originally approved at C\$45 million, the budget for Canada's participation in Expo 2010 was increased to C\$58 million in 2009, due to devaluation of the Canadian dollar compared to the Chinese currency, and due to inflation in the Shanghai construction industry.<sup>3</sup> In spite of these constraints, and although delays were experienced in the early stages of the project, the Canada Pavilion was delivered ahead of time and for less than the increased budget. The pavilion was opened to the public for 13 hours a day, seven days a week, for 184 consecutive days during the expo period, between May 1 and October 31, 2010. During this period, the pavilion greeted 6.4 million visitors, well above the original attendance target of 5.5 million set by the Government of Canada. Canada's participation in Expo 2010 ended with the dismantling of the public presentation and the sale of the Canada Pavilion, which was finalised in January 2011. A summary timeline of the project is attached as Appendix D.

## **1.2 Evaluation Context**

Expo 2010 was a truly distinctive event. For one thing, it was the first international exposition to take place in a “developing” country,<sup>4</sup> as previously the BIE had only sanctioned expositions in Europe, North America or developed Western Pacific countries.<sup>5</sup> China's rapidly growing economic and political influence on the world scene<sup>6</sup> also set the scene for a unique gathering of the world's nations, as it most likely fed competition between participating countries to make a good impression with their Chinese hosts. In addition, the participating countries' motivation to come through with their best effort was probably fuelled by the self-declared intention of China, Shanghai and expo organisers to “set a very high bar for Expo 2010” and to call for “a dynamic and committed cooperation with participants to ensure that this great challenge can be met.”<sup>7</sup>

Other factors conspired to make participation in Expo 2010 very special for Canada. For instance, the project granted the Government of Canada an opportunity to build stronger ties with the government of the People's Republic of China, following a period in which their bilateral dialogue had begun to decline. Moreover, for Canadian project stakeholders, the mechanics of setting up a pavilion and delivering complementary programming in a setting like China involved unique challenges, due to differences with respect to language, culture and modes of organisation. Finally, although the decision to accept the invitation to attend Expo 2010 predated both the global economic downturn that commenced in 2008 and the recession that hit in 2008 and 2009, the IEP had to make adjustments to contain the costs of Canada's offering in Shanghai, among other things by working with CdS and SNC-Lavalin to re-examine some elements of the conceptual design initially envisaged for the Canada Pavilion.<sup>8</sup>

Early on in the evaluation of Canada's participation in Expo 2010, it became clear that the Shanghai exposition was like no other, and that Canada's participation unfolded in different circumstances than those observed in prior world fairs. Consequently, the



evaluation had to pay special attention to contextual issues that influenced efforts to achieve the project's expected results.

### 1.3 Evaluation Objectives and Issues

This evaluation was conducted to fulfil the obligation of the Minister of Canadian Heritage to report on the results of Canada's participation in international expositions. Specifically, the evaluation covered the outcomes of Canada's participation in Expo 2010, and featured a review of project results achieved by the IEP for which the Minister of Canadian Heritage was accountable.

Taking into consideration core issues that need to be addressed in Government of Canada evaluations, as per the requirements spelled out in the *Policy on Evaluation* (2009),<sup>9</sup> the evaluation focused on the following key issues (see evaluation matrix in Appendix E):

- ❖ *Relevance* – Extent to which Canada's participation in Expo 2010 was relevant and responded to the needs of Canadians; extent to which Canada's participation in Expo 2010 aligned with PCH strategic priorities and federal government priorities; existence of a legitimate role (and responsibility) for the federal government to participate in international expositions.
- ❖ *Performance (effectiveness)* – Extent to which Canada's participation in Expo 2010 achieved its expected ultimate, intermediate and immediate outcomes; existence of adequate management and administrative systems for effective project delivery to meet the project's expected outcomes; implementation of recommendations of the evaluation of Canada's participation in Expo 2005 in Aichi, Japan, to maximise the impact from Canada's participation in Expo 2010; existence of operational constraints that impinged upon the ability of the project to achieve its expected results; options for changing the design and delivery of the project to improve the operational effectiveness of future international expositions; existence of positive or negative unexpected outcomes and impacts from Canada's participation in Expo 2010.
- ❖ *Performance (efficiency and economy)* – Effectiveness and efficiency seen in the utilisation of the resources dedicated to the project to maximise the achievement of outcomes; existence of a more effective approach to achieving Expo 2010 objectives; feasibility of transferring certain aspects/components of the project to other levels of government or other organisations (i.e. private or public sector).
- ❖ *Other issues* – Adequacy of the IEP's performance monitoring and measurement activities to support results reporting and evaluation; satisfaction of all requirements associated with official languages.

The evaluation was conducted between May 2010 and March 2012 and was managed by PCH's Evaluation Services Directorate (ESD), Office of the Chief Audit and Evaluation Executive. The ESD carried out the planning phase as well as some of the data collection

and analysis. A private consulting firm took on the balance of data collection and handled most analysis and reporting work. An Evaluation Working Group (EWG) led by the ESD oversaw the conduct of the evaluation study.

## **1.4 Report Structure**

In the chapters that follow, this report explains how the evaluation was carried out, reviews findings for each key evaluation issue—i.e. relevance, performance (effectiveness and efficiency/economy) and other issues—and discusses the conclusions drawn by the evaluation, as well as recommendations made for Canada’s participation in future international expositions. Supporting information is supplied in appendices found at the end of the report. Endnotes are located just before the appendices.

# **2. Evaluation Design and Methodology**

This chapter describes the design that was used for this evaluation. It outlines the five lines of enquiry through which the evaluation study gathered and analysed data to review Canada’s participation in Expo 2010. The chapter also provides a brief discussion of limitations of the evaluation.

## **2.1 Evaluation Design**

The evaluation study combined non-experimental and multi-method approaches to review Canada’s participation in Expo 2010:

- ❖ For the largest part, the study dealt with project achievements and was non-experimental in nature, as it relied extensively on data collected after the fact.
- ❖ The study also relied on a multi-method design that blended qualitative and quantitative data and strategies, in an effort to enhance the validity of evaluation findings (see Section 2.2).

## **2.2 Lines of Enquiry**

Because the measurement of evaluation indicators through multiple lines of enquiry—including qualitative and quantitative approaches—strengthens the validity of findings, the following five lines of enquiry were carried out to address the evaluation’s key issues: a comprehensive document review; a literature review; direct observation in China; interviews with key informants; and a review and analysis of survey data.

### **Comprehensive document review**

To develop a thorough understanding of Canada’s participation in Expo 2010, an in-depth analysis of documentation supplied early on in the project and later during the evaluation was conducted (see list of documentary sources in Appendix F). This line of enquiry embraced a wide range of material developed by the IEP and other project stakeholders,

including: key governmental and ministerial documents prepared by PCH, DFAIT and other federal sources; program-related documents assembled by the EWG; post-expo project reports submitted by SNC-Lavalin, CdS and the IEP; the evaluation and audit reports of Canada's participation in Expo 2005 in Aichi, Japan; communication papers issued by concerned government agencies and partner organisations; topical information extracted from relevant Expo 2010 websites; attendance records maintained for the Canada Pavilion in Shanghai; analyses of media coverage associated with Canada's participation in Expo 2010; and program records regarding Expo 2010 outreach and communication efforts.

The comprehensive document review also examined a report on the outcome of follow-up interviews that were carried out by the ESD and that dealt with the collaborative agreement approach to Expo 2010, the involvement of CdS in the project, and the revenue-sharing arrangement developed for Canada's participation in Expo 2010.<sup>10</sup>

### **Literature review**

To supplement the comprehensive document review, a series of documents emanating from sources other than PCH or the Government of Canada were examined, including: independent research papers and academic papers; industry papers, magazines and online resources; research papers published by the Canadian Tourism Commission; and papers prepared or published by the BIE (see list in Appendix F). This literature review sought to provide an external perspective on international expositions and Canada's participation in past world fairs. It was also designed to allow a more holistic approach to understanding international expositions and Canada's role, both historically and in recent years, thus bringing added value to the evaluation study.

### **Direct observation in China**

Over the course of a six-day field mission in Shanghai, in October 2010, two consultants contracted out for the evaluation visited expo facilities in order to collect information and make observations, in support of the evaluation study. The purpose of this field mission was: to provide a direct examination of the Canada Pavilion and its public presentation, along with relevant outreach programming and complementary programming activities; to appreciate the visitors' experience at the Canada Pavilion and at expo; and to get a precise sense of operations that could be observed at the pavilion.

To review the scene at the Canada Pavilion, the consultants made three visits at different times of day: firstly, an independent visit to look at public installations and check out the flow of visitors; secondly, a guided visit to gather data on some of the messages conveyed by the pavilion's hosting staff; thirdly, a visit to review how much displayed written information visitors took in, how visitors reacted to the various exhibits, and how interested visitors appeared to be overall. The consultants also had informal, spontaneous discussions with Canadians who had just seen the Canada Pavilion and who volunteered to share their impressions about the latter.

Over a period of three days (October 8-10, 2010), the consultants also reviewed other pavilions in order to draw comparisons with Canada's offering. In all, 12 pavilions — Chile, Australia, the United States, France, Germany, Japan, Denmark, the Netherlands, Italy, Mexico, Spain and New Zealand—were visited,<sup>11</sup> with a view to assessing their approach to the expo theme and identifying noteworthy features and/or issues. To supplement this process, the consultants interviewed senior members of staff attached to the United States, France and Australia pavilions.

### **Interviews with key informants**

To develop a thorough understanding of Canada's participation in Expo 2010, and to validate early findings from the comprehensive document review and the literature review, eight different categories of key informants were interviewed. These are: senior Government of Canada officials; managers and staff working at the Canada Pavilion; partners from other federal departments; officials from Canadian municipal or provincial governments; delegates from the project's corporate funding partners; representatives of organisations involved in creating or operating the Canada Pavilion; delegates of other pavilions at Expo 2010; and world-class Canadian experts on the subject of world fairs.

In all, 44 informants took part in the interviews. All but one of the latter were held over a period of three months, between early September and early December 2010. All interviews were conducted in person or over the phone, in Canada or in China. Nearly two-thirds of the interviews took place in Shanghai during the aforementioned six-day field mission by the consultants.

### **Review and analysis of survey data**

In 2008, the IEP commissioned an outside contractor to perform a multiyear research study with selected members of the Chinese public, in order to provide information that would help in the planning, implementation, monitoring and evaluation of Canada's participation in Expo 2010. The specific objectives of this study were: to investigate current levels of knowledge and perceptions of Canada and Canadians; to probe interests and expectations concerning a Canada Pavilion design and presentation; to measure the gap between perceptions of Canada and Canadians and the messages and images the Government of Canada wished to promote in China; to identify to what extent and how the Canada Pavilion could present and communicate its theme messages in a culturally appropriate and memorable way to visitors with prior expectations and misconceptions; to identify opportunities for programs associated with Canada's participation in Expo 2010; and to identify possible legacies resulting from Canadian participation.

As part of this multiyear research study, four separate public opinion research activities were carried out at different points in time between 2008 and 2010, in an attempt to gauge the success of Canada's participation at the Expo 2010. These are: qualitative research featuring pre-expo focus groups with Chinese parents, youth and teachers and one-on-one interviews with representatives of the Chinese media; a pre-expo telephone survey conducted with 1,500 members of the Chinese general population; a mid-expo on-site intercept survey conducted with 2,843 Chinese and 325 non-Chinese visitors of the

Canada Pavilion; and a post-expo telephone survey conducted with 907 Chinese respondents of the on-site intercept survey who agreed to be re-contacted. Appendix G provides details about these research activities, which were conducted with the approval of the IEP.

To gather useful, evidence-based qualitative and quantitative data to inform the evaluation of Canada's participation in Expo 2010, the evaluation study thoroughly examined and compared the findings outlined in source reports published by the contractor in charge of the research activities. Specifically, the evaluation study used a number of indicators from research reports that supplied separate measurements of: the perceptions of an all-Chinese group of individuals before Expo; the perceptions of a mostly Chinese group of fairgoers during Expo;<sup>12</sup> and the perceptions of an all-Chinese subset of fairgoers a few months after Expo. Some of these indicators measured visitor perceptions at all three points in time, whereas others measured visitor perceptions at two points in time (i.e. during and after Expo).

### **2.3 Constraints and Limitations of the Evaluation**

On the whole, with respect to the relevance and performance of Canada's participation in Expo 2010, the evaluation drew consistent findings from its five lines of enquiry. Nevertheless, when examining the contents of this report, readers should keep in mind a number of challenges that were encountered over the course of the evaluation study:

First of all, challenges occurred during the six-day field mission. While in China, the consultants spent most of their time conducting interviews with key informants. Unfortunately, the mission occurred at a time (i.e. mid-October) when expo organisers and personnel working in the pavilions, including managers and staff at the Canada Pavilion, were busy preparing closing activities while also tending to other duties. Accordingly, a number of interviews had to be rescheduled one or several times to accommodate the needs of informants. In some cases, interviews even had to be shortened or spread out over a couple of days (e.g. 30 minutes at a time at lunchtime), making it very difficult to follow interview guides that had been prepared beforehand. To gather as much information as possible under these circumstances, the consultants tried to remain very flexible throughout their stay in Shanghai. In spite of these efforts, some discussions with Canadian personnel turned out to be less comprehensive than anticipated, and it proved to be impossible to schedule the originally anticipated interviews with Chinese stakeholders. Nevertheless, interviews were most helpful in providing insight into various issues addressed in the evaluation, including the challenges faced daily by Canadian project managers and project staff involved in world fairs in general, and Expo 2010 in particular.

With respect to the review and analysis of survey data, the multiyear research study commissioned by the IEP was helpful to inform the planning, implementation and monitoring of Canada's participation in Expo 2010, as per its intended purpose. However, this research study should be recognised as being just one of several sources of evaluation information, and as having its own limitations. For instance, as participants in the survey prior to, during and after Expo 2010 were not the same persons interviewed on the three

occasions, the results of the three phases of the research are not fully comparable, thus its contribution to the evaluation proved to be limited. Moreover, as the impact of limitations associated with the surveys could not be fully assessed on the sole basis of information found in the source reports published by the outside contractor hired by the IEP,<sup>13</sup> the evaluation could make no definite statement on the robustness of findings derived from the multiyear research activities. Consequently, readers are advised to base their opinion of Canada's participation in Expo 2010 not only on the outcome of the latter activities, but also on the outcome of other lines of enquiry reported herein.

### 3. Findings

This chapter summarises key evaluation findings regarding the relevance and performance (effectiveness and efficiency/economy) of Canada's participation in Expo 2010. All these findings are supported by triangulated evidence that was collected by means of five lines of enquiry, as described in Section 2.2.

#### 3.1 Relevance

This section of the report examines the relevance of Canada's participation in Expo 2010. Consideration is given to: Canada's decision to attend or not; the project's political, economic and cultural relevance; responsiveness to the needs of Canadians; alignment with the strategic objectives of PCH and the priorities and policy objectives of the Government of Canada; legitimacy of the latter's involvement in the project; and approaches adopted by other participating countries.

##### 3.1.1 *Canada's Decision to Participate in Expo 2010*

According to sources in the literature, countries that receive an invitation to attend a world fair tend to base their decision to accept or not on two criteria: an assessment of the exposition's global relevance; and a review of potential costs and benefits associated with participation:

- ❖ *Global relevance* – Literature claims that international expositions are currently experiencing a phase of renewed interest in various parts of the world, partly as a result of globalisation and growing concerns for finding timely, adequate responses to changes that affect populations all over the globe. Literature also claims that, in this context of renewed interest, individual expos may appear more or less appealing to potential participating countries, depending on correctness of the “mix” they offer between an important location (host city and host country), a good idea and an important theme—all sufficient factors to encourage a reasonable number of nations to participate in their own self-interest. Based on this premise, the document review found that China's emergence as a new economic powerhouse, Shanghai's role as major pole of attraction within that country, and the significance of the *Better City, Better Life* theme in light of the numerous challenges raised by rapid, world-wide urbanisation all proved to be strong draws for Expo 2010.

- ❖ Regarding the second decision criterion, *potential costs and benefits*, the document review observed that the Government of Canada expected its participation in Expo 2010 to yield a number of anticipated benefits, including: advancement of foreign and trade policy goals; strengthening of economic, diplomatic, and cultural ties with China; shaping and strengthening of the Canada brand in China; and creation of a favourable and lasting impression of Canada as a democratic, culturally diverse, technologically advanced, environmentally aware, bilingual and multicultural country, with much to showcase in the arts and culture of its cities. Such anticipated benefits closely mirrored the goals of Canada's participation (listed in Section 1.1).

Similar views were voiced in the interviews. According to key informants:

- ❖ The relevance of Canada's participation in world expos rests on the context and strategic importance of the host country.
- ❖ The relevance of a country's participation in international expositions depends, among other things, on potential benefits that may ensue at the political, economic and/or cultural level.
- ❖ On both these accounts, Expo 2010 was perhaps the most appropriate international exposition to ever command Canada's presence. Expo 2010 was a unique platform to promote Canada as a key stakeholder to Chinese public officials while putting forward the Canada "brand." In this context, Canada's participation promised to contribute to enhancing bilateral relationships between Canada and China while facilitating interactions at the political, economic and cultural level. The same might not have been true of other expos that did not bear as much strategic importance.

All in all, key informants agreed that Canada had a lot to gain from attending—and perhaps even more to lose from *not* attending—Expo 2010. In the interviews, the most conveyed message regarding relevance of the project was that Canada had a not-to-be-missed opportunity to take part in an event that demonstrated the importance of China as a rising world power.<sup>14</sup> According to key informants, there was clear interest from senior government stakeholders at the federal, provincial or municipal level to strengthen relationships with China. Conversely, Canada's absence would have been regarded as a diplomatic blunder. To quote one world-class Canadian exposition expert, with Expo 2010, "Canada was present at a milestone event of China's history." A similar point was made by representatives of other pavilions consulted in the evaluation. China being a rising world power, none of these informants would entertain the thought of their country not being represented at Expo 2010.

### **3.1.2 Political, Economic and Cultural Relevance of Canada's Participation**

From a *political* point of view, the evaluation found that it made good sense for Canada to participate in Expo 2010:

- ❖ As indicated in the document review, world expositions are unique forums in which Canada can exercise its influence on the international scene, as they provide a means of strengthening ties with other countries.
- ❖ The project's political relevance also transpired from the interviews. To quote one Canada Pavilion manager/staff consulted in the evaluation, Expo 2010 was "a tool kit to showcase Canada and address many political issues," as all important political stakeholders in Canada and China had an occasion "to meet over there." As well, key informants associated expo with an opportunity for Canada to share information with other countries and to demonstrate goodwill as a member of the community of nations. In their opinion, by being represented in Shanghai, Canada could build capital for future openings on the political, economic or cultural scene. In other words, at Expo 2010, public diplomacy could "pave the way to future bilateral and multilateral cooperation."

The evaluation found that Canada's participation in Expo 2010 was also justified from an *economic* point of view:

- ❖ According to sources in the literature, China's status as a growing market for goods and services and Shanghai's position as a key commercial hub in China made it interesting for countries like Canada to participate in Expo 2010. China already is Canada's second-largest trading partner after the United States, with Canadian exports to China and Canadian imports from China reaching C\$11.2 billion and C\$39.6 billion in value, respectively, in 2009. With its strong economic growth, China offers a host of trade and investment opportunities for Canadian exporters, as well as solid prospects for Canadian companies in sectors like oil and gas services, mining equipment and services, telecommunications, energy, automotive, aerospace, power, and environmental applications.
- ❖ The document review observed that participation in the Shanghai world fair was consistent with the priority commitment made by DFAIT to "contribute to economic recovery and opportunity by implementing Global Commerce Strategy to boost Canadian commercial engagement in the world with focus on China, India and Brazil,"<sup>15</sup> in a bid to achieve greater economic opportunity for Canada, with emphasis on growing/emerging markets.
- ❖ In the interviews, key informants pointed out that participation in Expo 2010 would help Canada strengthen existing links and/or create new links with Chinese counterparts. The project would also help Canada improve its branding and showcase its expertise in a range of export goods, resulting in a multiplication of business or investment opportunities. In addition, Canada's



participation in Shanghai would have an “overflow” effect on trade agreements and business negotiations occurring during the expo period, although time would be needed to measure the economic impact of such an outcome.

With respect to *cultural* relevance, the evaluation also found evidence suggesting that Canada’s participation in Expo 2010 was a sensible idea:

- ❖ Literature contends that international expositions act as forums for new or emerging countries to exhibit their culture and express their identity, as they bring people from diverse backgrounds and cultures together to discover the resources, innovations, and cultural legacies every country brings to the world.
- ❖ The document review observed that, for Canada, Expo 2010 could serve as a platform to promote Canadian arts and culture and share the Canadian model of openness, equality, and respect for diversity. This opportunity was all the more relevant, seeing that China’s culture is on the verge of internationalisation and that major cities like Shanghai are emerging as important global centres of arts and culture. Indeed, strong economic growth and the rise of an urban middle class are fuelling the development of a larger, more diverse and sophisticated arts and cultural sector in China—a trend that creates exciting prospects for artists, arts institutions, and culture-related companies through channels such as participation in Expo 2010.
- ❖ The interviews confirmed the importance of cultural benefits in justifying the project’s significance. A few key informants pointed out that, by attending the world fair, Canada would get a chance to introduce new talent, promote emerging performers and increase their exposure on the world stage. This opportunity to showcase Canadian arts and culture would help lay the foundations for future collaborations with the rest of the world. Ultimately, Canada’s efforts would involve far more than the mere promotion of Canadian culture, as participation in Expo 2010 would showcase “who we are as a country,” to quote one Canada Pavilion manager/staff. In the words of another Canada Pavilion manager/staff, the exposition was “a chance to show what Canadians are made of and present export-ready artist so that they could be recognised.” This occasion to make Chinese and foreign visitors more aware of what defines Canada would yield other cultural benefits by helping Canada refine its own idea of culture and what it means to be Canadian.

### **3.1.3 Responsiveness to the Needs of Canadians**

The interviews found that Expo 2010 was expected to have little direct impact on Canadians, except those few who would attend as visitors<sup>16</sup> or as project stakeholders, including artists involved in the project’s cultural program. A few key informants insisted on the fact that Expo 2010 did not target Canadians as key audience, but rather the Chinese, and that “responsiveness to needs” may not be the best of indicators to sustain the rationale of Canada’s participation in world expositions. According to these informants, Expo 2010 would act primarily as a platform to showcase Canadian culture

and society, promote the Canadian way of life, and prompt greater pride of being Canadian as a result of Canada's image being presented to the world. Only indirectly would people in Canada benefit, by realising they are part of a society whose characteristics and values they can cherish.

Although Expo 2010 was not primarily targeted at them, opportunities would still be provided for Canadians to join in. As indicated in the document review, at the initiative of PCH, extensive consultations took place in 2006 with individuals and organisations from across the country—including some of Chinese origin—to ensure that the Canada Pavilion and the complementary activities in Shanghai would adequately reflect the interests, viewpoints and concerns of Canadians, as well as the priorities of the Government of Canada. In addition, Canada's participation would feature an "Engaging Canadians" program (discussed in Section 3.2.2) that brings forward initiatives and events designed to enable people at home to share the rich and meaningful experience of Expo 2010 and "what it means to be Canadian."

### **3.1.4 Alignment with PCH Strategic Objectives**

In the 2010-2011 Program Activity Architecture of PCH, effective April 1, 2010, Canada's participation in Expo 2010 tied into Program Sub-activity 4.3, "International Expositions" of Program Activity 4, "Promotion of and Attachment to Canada," which related to Strategic Objective 2, "Canadians share, express and appreciate their Canadian identity." The interviews confirmed the validity of this connection. As well, many key informants underlined the significance of the project to PCH. According to these informants, Canada's participation in Expo 2010 was consistent with PCH priorities and strategic objectives, not only because it could promote the sharing and expression of Canadian identity—as witnessed in the cultural programming offered to millions of fairgoers—but also because it could promote Canada's culture and values.

### **3.1.5 Alignment with Federal Government Priorities and Policy Objectives**

The document review found participation in Expo 2010 to be consistent with the federal government's interest in advancing commerce and strengthening ties with China. Indications of this interest were given in official statements or events like the 2006 Speech from the Throne, the press release announcing Canada's decision to participate in Expo 2010, and declarations made by officials from Canada.<sup>17</sup>

The interviews confirmed that participation in Expo 2010 distinctly aligned with federal government priorities to promote Canada's interest and values. According to key informants:

- ❖ Canada's participation in Expo 2010 would play a part in the strengthening of bilateral economic relations with China and in the development of partnerships in a wide range of sectors, thus helping Canada build stronger political, economic and diplomatic ties with one of its key trading partners.

- ❖ Participation in Expo 2010 would give Canada a unique opportunity to promote its arts, its culture and its model of a democratic society abroad.
- ❖ Through its public presentation, the Canada Pavilion would convey Canadian values such as human rights, multiculturalism and inclusiveness, in addition to introducing Canada's urban-rural links, green technologies and best practices—all in line with the government's interest in fostering democratic cultural values with the Chinese and in presenting China with an urban side of Canada that focuses on innovations and people and that showcases a country with a dynamic, cultural, artistically-inclined society, in the context of cities that address social inclusion and democratic values.

### **3.1.6 *Legitimacy of the Federal Government's Participation***

The document review found no evidence of a law dealing specifically with Canada's participation in world fairs. The Government of Canada gave official form to its involvement in such events by creating the IEP, in 1972, within was what then the Department of Foreign Affairs. Over the years, policy instruments were developed to guide Canada's efforts in the area, including a Federal Policy Framework for International Expositions in 1995 and a draft International Expositions Policy in 2004. Although not formally addressed in these instruments, the legitimacy of the federal government's participation is implicit. It is understood that government plays a dual role with respect to Canada's participation in world fairs, which is to provide funding to support attendance, and to participate in the design and delivery of international exposition projects. For instance, in May 2000, the federal government established a stable funding framework for Canada's participation in all future BIE-sanctioned international expositions, featuring PCH funding of C\$62.4 million for the six financial years from 2000-2001 to 2005-2006 inclusive, and C\$10.3 million annually thereafter.

The issue of legitimacy of the federal government's participation in the project was discussed in the interviews. Many key informants pointed out the following:

- ❖ The Government of Canada played a legitimate role in funding and overseeing Canada's participation in Expo 2010. This role was relevant and appropriate because Canada needs to be officially represented as a single entity in international expositions. Any other approach would be awkward or hardly feasible and would potentially result in unfair, unbalanced representation. Although provinces and private companies can be a meaningful part of the Canadian image conveyed abroad through participation in world fairs, it is up to the federal government to coordinate better diplomacy in such forums, especially in the economic and cultural spheres.
- ❖ The model used to orchestrate Canada's participation in Expo 2010 was commonly understood by all parties involved. In this model, the federal government is committed to leading the project, and it sets on an approach that proposes an integrated vision of Canada, with input from provincial and municipal administrations and with private sector involvement. This type of

model is based on experience and reflects lessons learned from participation in previous expos, deployed following different approaches.<sup>18</sup>

### **3.1.7 Approaches to Central Government Participation Observed in Other Countries**

Considering the example of four specific countries,<sup>19</sup> the literature review and the interviews examined the degree of involvement of central governments in the funding and handling of participation in Expo 2010. This examination uncovered significant differences (see details in Appendix H):

- ❖ France relied almost exclusively on its central government to fund participation, with limited contributions from private sponsors. Operations were handled by a private contractor hired by government.
- ❖ Australia called upon a mixed public-private sector model. Participation was handled by the Department of Foreign Affairs and Trade. Corporate and state/territorial sponsors were solicited to a moderate extent.
- ❖ The United Kingdom relied on a mixed model in which costs were split 50-50 between the public and private sectors. Five major private sector sponsors were commissioned.
- ❖ The United States' participation was entirely funded by the private sector. Government's role was to oversee the overall process and to ensure that exhibits were consistent with the expo theme.

On this spectrum of approaches to public sector involvement, Canada is located at some point between France and Australia. Indeed, with its approach to funding and handling participation in Expo 2010, Canada relied more extensively on its central government than Australia, but not as much as France. In the interviews, key informants generally argued that this solution was the most suitable for Canada, as it acknowledged the legitimate role played by the federal government, yet granted other administrations and the private sector an opportunity to participate.

### **3.1.8 Summary of Findings – Relevance**

- The decision to accept the invitation to attend the Shanghai world exposition was justified. Canada had a not-to-be-missed opportunity to take part in this milestone event, which demonstrated the strategic importance of China as a rising world power.
- Canada's presence in Shanghai was politically, economically and culturally relevant, given the global relevance of Expo 2010, and taking into consideration the potential costs and benefits associated with participation.
- Canada's participation in Expo 2010 aligned with the strategic objectives of PCH and with the priorities and policy objectives of the Government of Canada.
- The federal government played a relevant, legitimate role in funding and overseeing Canada's participation.
- Canada's approach to public sector involvement in the funding and handling of participation in Expo 2010 was balanced and appropriate. It compared favourably to approaches adopted by other countries.

## **3.2 Performance (Effectiveness)**

This section of the report deals with effectiveness of Canada's participation in Expo 2010. It discusses what parts of the project's expected ultimate, intermediate and immediate outcomes were achieved. It also looks at issues pertaining to: management and administrative systems; implementation of recommendations made in the wake of Canada's participation in Expo 2005; operational constraints and challenges; and unexpected outcomes from the project.

### **3.2.1 Achievement of Ultimate and Intermediate Outcomes**

As shown in Appendix A, the expected ultimate outcome of Canada's participation in Expo 2010 pertained to enhancing the image of Canada, whereas expected intermediate outcomes involved the fostering of relationships (i.e. collaborations) between Canada and China, the rise of Canada as a travel and/or study destination, and the building of awareness regarding Canada's shared values around inclusive, sustainable and creative/innovative living cities.

#### **3.2.1.1 Enhancement of Canada's Image**

The document review found little concrete evidence that Canada's participation in Expo 2010 contributed to enhancing the country's image with Chinese hosts or visitors—other than the fact that, time and again, Canada was rated as one of the ten most popular

pavilions by the Chinese media, including some who referred to it as the “coolest,” “most entertaining” and “most interesting” pavilion at expo.

The evaluation turned to the review and analysis of survey data to find evidence of success in achieving the project’s ultimate outcome. To this end, it examined two topics addressed in the surveys: general impressions about Canada and Canadian cities; and effect of the Canada Pavilion on visitors’ impression of Canada.

**Table 1**  
Respondents in agreement with seven statements reflecting general impressions about Canadian cities, measured before, during and after Expo 2010

Statement (see notes)	Pre-expo telephone survey		Mid-expo on-site intercept survey		Post-expo telephone Survey	
	(N = 1,500)		(N = 3,168)		(N = 907)	
	n	%	n	%	n	%
Canadian cities are working to protect the environment	637	42.5	2,490	78.7	641	70.7
Canadian cities balance the needs of people and the environment	635	42.3	2,311	73.1	637	70.3
Canadian cities are ideal for living, visiting and studying	633	42.2	2,399	75.8	668	73.6
Canadian cities are socially inclusive	602	40.1	2,487	78.8	680	75.1
Canadian cities are artistically creative	601	40.1	1,964	62.3	580	64.3
Canadian cities are ideal places for conducting business in international markets	587	39.1	1,836	58.5	553	61.0
Canadian cities are technologically innovative	586	39.1	2,085	66.0	585	64.5

Notes: Figures indicate the number and percentage of total respondents who reported their degree of agreement with a “4” or a “5,” using a scale of 1 to 5 where 1 means “strongly disagree” and 5 means “strongly agree.” Slight variations in the number of individuals who actually rated the statements account for decimal order-of-magnitude differences in the calculation of percentages.

Sources: Harris/Decima. *World Expo China 2010, Mid-Expo Quantitative Report (Phase 2)*. Prepared for Canadian Heritage. Harris/Decima, November 26, 2010; Harris/Decima. *World Expo China 2010, Post-Expo Quantitative Report (Phase 3)*. Prepared for Canadian Heritage. Harris/Decima, January 18, 2011; Harris/Decima. *World Expo China 2010, Quantitative Draft Report – Phase 1*. Prepared for Canadian Heritage. Harris/Decima, May 29, 2008; Harris/Decima. Raw data used to carry out quantitative research activities. SPSS files.

To test *general impressions about Canada and Canadian cities*, the pre-expo telephone survey, conducted in 2008, asked Chinese respondents to rate seven statements that were also featured in the mid-expo on-site intercept survey, carried out in the summer of 2010, and again in the post-expo telephone survey, held in December 2010. At all three points in time, respondents supplied fairly similar ratings for all seven statements (see Table 1). Depending on the statement, the proportion of individuals who had a positive view of Canadian cities varied between 39.1% and 42.5% in the pre-expo survey, 58.5% and 78.8% in the mid-expo on-site intercept survey,<sup>20</sup> and 61.0% and 75.1% in the post-expo survey. For each statement, a significant gap was seen between the outcome of the pre-expo survey and the outcome of subsequent consultations. This suggests that, on the whole, visitors to the Canada Pavilion had a much clearer understanding and appreciation of Canada and its cities than the general Chinese public—a possible but debatable indication of the pavilion’s success at relaying the *Living City: inclusive, sustainable*,

*creative* theme.<sup>21</sup> As well, little difference was seen between the perceptions measured during expo and those measured post-expo. This suggests that visitors to the Canada Pavilion held lasting views about Canada and its cities.

To test the *effect of the Canada Pavilion on visitors' impression of Canada*, the mid-expo on-site intercept survey and the post-expo telephone survey asked participants to answer two questions:

- ❖ Firstly, participants were asked whether their visit to the Canada Pavilion had given them a much more favourable impression of Canada, a little more favourable impression, a little less favourable impression, a much less favourable impression, or an unchanged impression. Appendix G summarises the answers supplied by respondents. On the whole, the Canada Pavilion left far more visitors with a slightly (57.3% mid-expo, 58.8% post-expo) to largely (29.0% mid-expo, 27.8% post-expo) more favourable impression of Canada than visitors with a slightly (2.3% mid-expo, 2.2% post-expo) to largely (1.1% mid-expo, 0.7% post-expo) less favourable impression of Canada.<sup>22</sup> Very little variation was seen in the perceptions measured during expo and those measured post-expo. This suggests that the Canada Pavilion was successful in leaving a lasting impression with visitors.
- ❖ Secondly, participants in the mid-expo on-site intercept survey were asked if they agreed that their visit to the Canada Pavilion had enhanced the image they had of Canada's shared values, culture, history, achievements and interests. As shown in Appendix G, more than three quarters (77.5%) said that they moderately (44.1%) or strongly (33.4%) agreed, suggesting that the pavilion was successful in enhancing Canada's image on these elements. Asked again in the post-expo telephone survey, 71.2% of Chinese respondents answered the same, including one quarter (25.5%) who felt that the Canada Pavilion had strongly enhanced their image of Canada's shared values, culture, history, achievements and interests.<sup>23</sup> This suggests that the Canada Pavilion had a sustained effect on Chinese visitors' impression of Canada.

Consistent with the review and analysis of survey data, the interviews revealed a widespread belief that Canada's image was enhanced as a result of the richness and popularity of its offering in Shanghai. According to key informants:

- ❖ Canada made a lasting, positive impression on visitors with respect to innovation and openness to the world.
- ❖ Canada's image in China improved because of the value of programming associated with the project.
- ❖ The Canada Pavilion and its public presentation acted as the best tools to enhance Canada's image with Chinese visitors and other participating countries.

- ❖ With its architecture and contents, the Canada Pavilion was commonly regarded as the best pavilion in the Americas, and one the ten best of all expo.
- ❖ The stellar reputation of CdS enriched every aspect of the project and brought much international attention to Canada. While other pavilions featured wonderful installations, few made as strong or as lasting an impression as Canada. To quote one Canada Pavilion manager/staff, with its pavilion, “Canada walked the talk. These were not just words on paper.”

According to key informants, the Commissioner General’s personal visibility in China was another factor that played a part in improving Canada’s image in China. The appointment of a Canadian-born and raised public figure in China to act as Canada’s Commissioner General for Expo 2010 was the result of a strategic decision made by the IEP. Being immensely popular in China, and being far more fluent in Chinese than most of his counterparts in other pavilions at expo, Canada’s Commissioner General opened many doors and received a lot of attention from the media in China.

### **3.2.1.2 China-Canada Collaborations**

Canada and the People’s Republic of China first established diplomatic relations in 1970. As it coincided with the 40th anniversary of this landmark event, Expo 2010 provided an excellent opportunity to strengthen ties between the two countries. According to key informants:

- ❖ Canadian officials took advantage of this opportunity to restore their country’s image with Chinese counterparts, an image that had suffered from a perceived loss of interest of Canada in its political rapport with China.
- ❖ The fact that high-ranking Canadian officials from all horizons visited the Shanghai exposition—including the Prime Minister himself, who visited the Canada Pavilion site in December 2009—was regarded as a signal that Canada wishes to get closer to China.
- ❖ The popularity of the Commissioner General played a major part in enhancing dialogue and relationships with China during expo.
- ❖ Partly as a result of participation in Expo 2010, Canada and China have re-established the level of trust that used to prevail in the late 1990s and early 2000s, a time when Canada ranked among China’s best friends on the international scene.

In addition to advances on the political scene, Expo 2010 had a visible influence on business collaborations involving Canadian and Chinese counterparts. In the interviews, key informants declared that events associated with the partnerships and trade program played an instrumental role in the strengthening of relationships between Canadian government organisations/entrepreneurs and Chinese counterparts. This, in turn,



translated into new business and investment opportunities for Canada. Indeed, the document review found that, during the expo period, the partnerships and trade program facilitated approximately 150 events that took place at the Canada Pavilion, including more than 50 high-level business meetings in which a dozen MoUs and agreements were signed. A list of these collaborations is supplied in Appendix I. The Canada Pavilion was also named one of the most commercially valuable pavilions by the Expo Organiser and Chinese financial magazine *Diyi Caijing Ribao*.

In the interviews, key informants also mentioned the following:

- ❖ Canadian companies were keen to attend events set up by the Canada Pavilion in order to meet their Chinese counterparts.
- ❖ Canada was praised for its professionalism in doing business at Expo 2010. Adequate VIP/business space was provided in the Canada Pavilion to support good networking between business partners.
- ❖ Considering that business with China requires special attention and a proper environment to nurture commercial links, Canada ranked among the most successful business players of all Expo 2010.

#### **3.2.1.3 Promotion of Canada as a travel and/or study destination**

In the interviews, key informants acknowledged that it would be difficult to assess the precise impact of Canada's participation in Expo 2010 on plans made by the Chinese to choose Canada as a travel and/or study destination:

- ❖ Any repercussions of Canada's participation on future Chinese tourism would only transpire one to five years down the road, meaning that it would be premature to expect to measure an impact right away.
- ❖ Notwithstanding the emergence of a Chinese middle class that has sufficient wealth to consider international tourism destinations and/or allow its children to study abroad, only a minute fraction of visitors at the Canada Pavilion would ever have the financial means to contemplate a leisure trip to Canada.<sup>24</sup>
- ❖ Various other factors could influence the decision of Chinese people to visit Canada, such as the Chinese authorities' decision to grant Canada Approved Destination Status (ADS),<sup>25</sup> which was officially announced by the Prime Minister of Canada while on an official visit in China, on December 3, 2009, and which subsequently led to the signing, on June 24, 2010, of a MoU between China and Canada to facilitate group travel from the former country to the latter.<sup>26,27</sup>

Unlike what was seen in several other pavilions,<sup>28</sup> direct observation in China uncovered no evidence of active efforts to promote Canada as a tourism or study destination at the Canada Pavilion. Instead, the approach to promoting tourism was passive (e.g. cedar

scents, public presentation, live animation, hosting staff, restaurant and gift shop). Still, key informants pointed out that, by demonstrating sustainable practices and presenting images that echoed their desires, the Canada Pavilion may have had an impact on future travel plans of a select group of visitors, such as Chinese who live in crowded, polluted cities and who yearn for wide open spaces, clean air and green lands, or Chinese who wish to live a North-American experience, but cannot access the United States as easily as Canada.

Notwithstanding these conjectures, key informants from within and outside the IEP expressed concern that, in spite of efforts to get the Canadian Tourism Commission<sup>29</sup> (CTC) on board, no clear strategy was apparently developed to attract tourism to Canada, as part of the country's participation in Expo 2010. Key informants said they would have liked to see more done at the Canada Pavilion in this regard. An illustration of this concern was seen in the project report prepared by the IEP, which indicated that "although an information area was included in the [Canada] Pavilion layout, there was a missed opportunity to develop something more substantial where visitors could obtain tourist information."<sup>30</sup>

#### **3.2.1.4 Awareness of Canada's Shared Values**

In the interviews, key informants explained that to orchestrate Canada's participation in Expo 2010, the IEP chose a different approach than the one used in previous international expositions. The IEP sought to modernise the Canada brand by moving away from traditional presentations featuring icons like Canadian wildlife, the Rockies or the Royal Canadian Mounted Police—yet without diverging from the overarching *Living City: inclusive, sustainable, creative* theme. Accordingly, it tasked CdS with the design of tools that would picture Canada's shared values in an innovative way. Evidence from the document review suggests that one of the reasons for this choice of approach was that, in anticipation of fierce competition among participating countries/organisations, it was very important for Canada to have a pavilion that demanded attention in terms of public presentation and programming, in order to attract visitors and to make the Canada Pavilion the destination of choice for expo visitors.

To convey the desired, modern vision of Canada, CdS used the external and internal design of the Canada Pavilion as a vehicle. As well, CdS relied on the public presentation that formed the centerpiece of the Canada Pavilion "experience" and on cultural programming associated with the project.<sup>31</sup>

#### **Canada Pavilion – External and internal design**

The document review and the interviews highlighted design elements that were meant to symbolise key aspects of Canada's shared values, such as the shape of the pavilion, which traced the letter "C" on the ground, representing wrapping arms (an illustration of Canada's inclusiveness), or the use of certified Canadian red cedar wood to create the exterior skin of the pavilion and the installation of a "green wall" to serve as a backdrop to the pavilion's centre courtyard (an illustration of Canada's sustainable practices). Commenting on these design elements, a few key informants declared that visitors who

did not benefit from explanations provided by hosting staff in the pavilion most certainly missed these evocations—a view that was confirmed by direct observation, as very few visitors appeared to pay notice to these specific features of the pavilion.

### **Box 1**

#### **Concept of the Three Zones**

CdS created an interactive experience in three zones where the visitor received information on Canadian values and its cultural, artistic and social identity expressed in national and regional centres. The visitor could also discover, as a spectator or participant, advances in urban best practices.

The visit began in Zone 1 called “Founding Memories.” This first moment emphasised Canada’s democratic principles. The desire to live in harmony with one’s neighbours was one of the urban experiences described. This space represented a forum where evocative words etched on luminous surfaces expressed Canadian values.

The visit continued in Zone 2, the “Crossroads of the Imagination,” in which the sculpture of a stylised tree represented a metaphor for the natural development of *The Living City*. The tree’s branches spread out and grew in search of light and space, thus forming a grid that unfurled the canvas of our urban society. This grid sheltered three installations: “Urban Heart,” “Aqua Magika” and “Velocity.”

- The “Urban Heart” installation displayed the incredible energy and stimulating effect of Canadian cities through a panorama of daily life in constant motion. This installation resembled a kinetic sculpture presenting flashes of Canadian visual content related to the arts, technology, freedom of expression and inclusion, etc.
- The “Aqua Magika” installation let visitors touch the water’s surface to generate images of the perfect city as imagined by children.
- The “Velocity” installation brought Canada’s best urban practices to life in the framework of an interactive, animated junket. As visitors pedaled stationary bicycles, they evolved in an animated universe of images illustrating urban projects conveying important Canadian values including ecology, energy conservation and the protection of civil rights.

Finally, in Zone 3, “Glimpses” welcomed visitors into the heart of Canadians’ daily lives. This intimate photo animation, produced by the National Film Board and CdS, let visitors live the unfolding of a day in the life of Canadians. It let them observe Canadians in their daily life and through the seasons of our country.

All of the zones were drenched in an integrated soundscape that formed an invisible backbone. The totality of the soundscape was designed according to zones. A song in three languages (French, English and Mandarin), a minimalist, organic soundscape, formed the heart of Zones 1 and 2. In Zone 3, the Glimpses film was accompanied by an original instrumental soundtrack. The sum total was a homogeneous soundscape that made a significant contribution to the overall experience of the public presentation.

Source: Cirque du Soleil. *Final Report Prepared by Cirque du Soleil for the Government of Canada, Department of Canadian Heritage, International Exposition Directorate, in Fulfilment of Contract #45216939*. [n.p.], March 2011. With appendices.

## Canada Pavilion – Public presentation

As indicated in the document review, a circulation model was developed for the Canada Pavilion to provide a “semi-pulsed” experience in which the flow of visitors was controlled at the entrance. Once inside the public presentation area, people could continue their visit at their own pace. Box 1 describes the underlying concept of installations found in the latter area of the Canada Pavilion, as imagined and developed/implemented by CdS. In the interviews, key informants discussed how successful this concept was in increasing visitor awareness of Canada’s shared values. The following summarises their views on the matter:

- ❖ For the most part, and as confirmed by direct observation, visitors did not stop to read the explanations supplied by Founding Memories, which was located at the entrance of the Canada Pavilion. Visitors were drawn to the lights and music coming from inside, and did not find Founding Memories interesting enough to take time to read the boards that made up the installation. Those who did, however, got a clear explanation of the pavilion’s underlying concepts (i.e. inclusiveness, sustainability, creativity).
- ❖ Urban Heart was quite effective at getting across the point that Canadian cities are inclusive, because it made multiple visual references to Canadians of diverse ages, abilities, vocations and ethnicities in all sorts of urban environments. It was also quite provocative for the Chinese, who generally do not think of Canada as an urban country.
- ❖ Of all the installations associated with the Canada Pavilion, Aqua Magika was the most puzzling. This view was validated by direct observation, as visitors—in particular children—were often seen playing with the water without paying attention to, or making the connection with, images generated by the installation.
- ❖ Velocity was very popular with Chinese visitors, who tended to spend more time experiencing this installation than others found in the pavilion. Although Velocity stood out because of its originality, the related sustainable practices were not always easy to identify. Direct observation revealed that some visitors were apparently more caught up in the challenge of spinning the bike as fast as they could than in trying to grasp the message conveyed by the installation.
- ❖ Glimpses attempted to portray Canadian inclusiveness and diversity witnessed across the country, but the movie was perhaps a little too artistic to relay these ideas effectively to the average visitor.
- ❖ Because each installation featured some elements of inclusiveness, sustainability and creativity, people at the end of their visit could best appreciate the mix of Canadian values exhibited throughout the pavilion.

The review and analysis of survey data also supplied evidence suggesting that, for Chinese visitors, Founding Memories was the least appreciated installation,<sup>32</sup> even though the Canada Pavilion experience as a whole was rated very positively.<sup>33</sup>

Based on indications supplied by direct observation and by the interviews, the evaluation found that, on average, visitors spent approximately 15 minutes touring the Canada Pavilion. This gave little time to pass on distinct ideas about Canada, as visitors wandered freely from one installation to the next. Because the decision had been made not to spread out signs all over the pavilion (to avoid cluttering installations with text), and because most visitors skipped Founding Memories and proceeded directly to the main exhibit space, the only way these people could get information about the pavilion's theme was to interact with the various installations or to listen to hosting staff posted in the pavilion. Unfortunately, crowds were too large to allow the latter to go through all the installations and their symbolic meaning. Instead, hosting staff gave explanations to visitors who were particularly curious, but only when they were not busy hosting VIP tours, directing the flow of visitors or providing assistance on how to use the installations.<sup>34</sup> Coupled to the complexity of the theme and messages underlying Canada's participation in Expo 2010, these factors suggest that visitors may have found it difficult to fully grasp the nature of Canada's offering, at least in tangible terms.

Direct observation found that, instead of a "semi-pulsed" approach, a number of pavilions at Expo 2010 used a circulation model in which visitors were assembled in groups that progressed through a series of rooms. Such gatherings of people made it possible for hosting staff to address larger crowds, which facilitated the transmission of substantive messages regarding their pavilion or country. In the interviews, a few key informants advised that, for its public presentation in future expositions, Canada could consider using delivery mechanisms that combine free flow through open exhibits with sitting and listening for fixed periods, under the guidance of facilitators.<sup>35</sup>

### **Cultural programming**

According to the document review, the cultural program included:

- ❖ five multi-artist gala performances and one literary event<sup>36</sup> that were designed to be timeless moments speaking to a profound cultural, human and artistic richness;
- ❖ shows that represented a broad variety of artistic forms—such as music, dance, poetry and Inuk throat singing—and underscored Canada's richly diverse and creative talent pool, thus supporting the dissemination of Canadian culture and values in China;
- ❖ a visual art program that displayed photographic, digital, sculptural and canvassed images by Canadian artists on the interior walls of the Pavilion's public halls and conference areas;

- ❖ more than four hours' worth of short films played on screens in the visitor queuing area.

The document review depicted the cultural program as “a unique and engaging program that brought together nearly 200 artists from across Canada and allowed them to demonstrate their artistic merit to an international audience.”<sup>37</sup>

In the interviews, key informants explained that the criteria and budget for the cultural program focused on granting lesser-known performers and young artists from all provinces and territories the opportunity to present live performances at expo—an approach that helped advertise new Canadian talent in China and give them a chance to perform before a global audience while also exposing the Chinese public to new artistic trends. Most key informants reported being generally satisfied with these performances, which reportedly stood out with their quality.<sup>38</sup> Nevertheless, a few informants said they would have also liked to see more leading Canadian artists perform in Shanghai.

### **3.2.2 Achievement of Immediate Outcomes**

As shown in Appendix A, the expected immediate outcomes of Canada's participation in Expo 2010 pertained to attendance and participation, dialogue and relationships, and access to theme messages and information.

#### **3.2.2.1 Attendance and Participation**

As indicated in the document review, Expo 2010 attracted a record number of visitors (73 million) and participating countries or international organisations (246). In this setting, the Canada Pavilion attracted over 6.4 million visitors, far exceeding its original target of 5.5 million. As shown in Appendix J, this was Canada's best attendance result since Osaka 1970. In light of such figures, the project report prepared by the IEP described Canada's offering as “the most successful Canada Pavilion staged outside of Canada in the last 40 years.”<sup>39</sup>

As mentioned in Section 3.2.1.4, the Canada Pavilion cultural program recruited nearly 200 artists from across Canada to deliver performances at one point or another during the expo period. The document review provided no reliable estimate of the number of spectators at Expo 2010 cultural program activities and special events hosted by Canada. However, anecdotal evidence suggested that these activities and events were well attended and that Chinese and international audiences really enjoyed the performances.

#### **3.2.2.2 Dialogue and Relationships**

According to the document review, 65,632 special access visits to the Canada Pavilion took place during the six-month expo period.<sup>40</sup> In addition, the pavilion greeted 5,135 dignitaries and VIPs who were given guided tours, including the Governor General of Canada, 11 federal Cabinet ministers, and five provincial premiers (see Appendix K).

The Canada Pavilion partnerships and trade program was very active during the expo period (see Section 3.2.1.2). In all, more than 6,000 senior Chinese, business, and community leaders accepted Canada's hospitality at the pavilion. Using the latter's facilities,<sup>41</sup> several of Canada's major financial institutions and dozens of Canadian businesses with interests in China staged business events, including Power Corporation, Canadian Tire, Research in Motion, and the Confederation of Greater Toronto Chinese Business Associations. Appendix L provides a list of major Canada-sponsored events that promoted bilateral trade and cooperation during the expo period.

### **3.2.2.3 Access to Theme Messages and Information**

Notwithstanding the fact that visitors were exposed to theme messages at the Canada Pavilion and in activities surrounding Canada's participation in Shanghai, efforts to achieve this immediate outcome focused primarily on website communications, media communications, and the Engaging Canadians program.

#### **Website communications**

The IEP Canada Pavilion communications and public affairs team was responsible for maintaining a website called *Canada at Expo 2010 Shanghai*.<sup>42</sup> According to the document review, the first version of this site was launched in January 2008, followed by an updated version in May 2010. Over the course of the six-month expo period, *Canada at Expo 2010 Shanghai* posted 500 photos and 190 gigabytes worth of content. As of November 2010, the site had received 152,410 visits from at least 85 countries,<sup>43</sup> and it had scored 4,803,512 hits, 649,529 page views and 5,139 requests to download press kits. As a comparison, the Australia pavilion's website received only 280,456 hits over the course of expo.<sup>44</sup>

#### **Media communications**

Estimates found in the document review suggest that Canada's participation in Expo 2010 generated approximately 5,380 mentions in the media, including 2,300 visits of media representatives at the Canada Pavilion. According to the IEP, these communication activities earned more than US\$23 million in media coverage in China alone, as determined by equivalent advertising value, from March 1 to October 31, 2010.

In the run-up to Expo 2010 and during the exposition, the Canada Pavilion distributed approximately 4,000 fifteen-page full press kits containing up to 15 fact sheets. Although mostly reserved for the media, these kits were also disseminated through other parties. As well, the pavilion handed out approximately 2,200 five-page info kits. All these materials were available in English, French and Mandarin.

The document review observed that media interest in Canada's participation—as in all of Expo 2010 in general—was far more important in China than in Canada. This coverage was primarily event-driven, especially during the first half of the exposition. The focus of the coverage moved progressively towards national days, events, and human-interest stories and away from pavilion descriptions. Media stories about Expo 2010 as a whole

and Canada's participation specifically were consistently positive. However, media analysis reports prepared by the IEP provided little evidence that representations in the Chinese media explicitly relayed Canada's values, history or achievements.

### **Engaging Canadians**

One element of Canada's participation in Expo 2010 was the "Engaging Canadians" program. As indicated in Appendix M, this outreach initiative featured an assortment of projects and events—such as a promotional campaign held in approximately 1,500 Tim Hortons stores all over Canada, and a video shown during Canada Day celebrations on Parliament Hill—that were designed to enable Canadians at home to share the rich and meaningful experience of Expo 2010 and "what it means to be Canadian." Engaging Canadians also sought to: increase awareness of how the Canadian models of inclusion, sustainability and creativity are perceived at home and abroad; provide opportunities for diverse communities to participate in exchanges, events or other projects inspired by Canada's Expo 2010 theme; and help shape Canada's participation in Expo 2010 by involving Canadians through consultations and work opportunities.

According to estimates supplied by the document review, the program exposed approximately 3.2 million Canadians to their country's participation in Expo 2010.<sup>45</sup> In spite of these statistics, the interviews revealed mixed views about the value of outreach initiatives such as Engaging Canadians:

- ❖ To a group of key informants who trusted the value of efforts to engage the Canadian public and who thought that such efforts were successful in the case of Expo 2010, the main idea of outreach programming should be to make sure that Canadians participate in expo-related activities carried out in Canada.
- ❖ To another group of key informants who also recognised the usefulness of efforts to engage the Canadian public, results fell short of expectations with respect to Canada's participation in Expo 2010, partly because the project relied too much on websites and too little on engagement of the Canadian population in general, in particular the Chinese-Canadian community.
- ❖ To a third group of key informants who questioned the relevance of trying to engage the Canadian public, the purpose of an international exposition should be to dialogue with, and entertain, the host country population, not the Canadian population. Consequently, Canada should focus its efforts on demonstrating to its people the cultural, economic and political benefits of participation in an international event like Expo 2010. To quote one world-class Canadian exposition expert who held this view, "the goal of an expo is more public diplomacy than outreach programming to Canadians."

### **3.2.3 Management and Administrative Systems**

With respect to management and administrative systems associated with Canada's participation in Expo 2010, the interviews found the overall perceptions of key



informants to be positive, for the most part. According to informants, Canada's participation in Expo 2010 was an intrinsically complex and challenging undertaking, considering the number of Canadian public agencies involved (e.g. PCH, DFAIT, the Treasury Board of Canada and the Department of Finance), the complex approval process of the collaborative agreement with CdS, the necessity to ensure compliance with all applicable PCH and expo organiser policies and directives throughout every stage of the project, and the need to maintain close liaison with PCH headquarters in Canada.

According to the document review, approximately 400 people worked at the Canada Pavilion, including a core staff of about 120 Canadians.<sup>46</sup> In the interviews, one key informant explained that with such a large workforce, mechanisms were needed to facilitate the planning and coordination of activities, support staff morale, and maintain safe and healthy working conditions throughout expo. As well, staff turnover required ongoing monitoring and effective means to assist work supervision. To address these requirements, the project team implemented tools and procedures (e.g. daily management meetings, "scripts" to plan ahead for upcoming events, weekly status reports) that were deemed useful and adequate by key informants who commented on the matter. Information and telecommunication systems also played a critical role in the project, especially considering the 12-hour time zone difference between Ottawa and Shanghai.<sup>47</sup>

### **3.2.4 Implementation of Expo 2005 Recommendations**

Following Canada's participation in Expo 2005 in Aichi, Japan, an evaluation report<sup>48</sup> was prepared in which six recommendations were made. In the interviews, selected key informants were asked what had become of these six recommendations and what influence the latter had had on planning efforts leading to the Shanghai exposition. Their answers were consistent with observations supplied by the document review (see Appendix N). Thus, it appears that Expo 2005 recommendations were implemented as appropriate, which inspired the IEP to: incorporate advanced planning in the preparation of Canada's participation in Expo 2010; clearly spell out the roles of contracted personnel and PCH employees; clarify the roles of Canada's Commissioner General for Expo 2010 and his Deputy Commissioner General; pay special attention to local regulations regarding imports, customs and taxes; and prepare a draft results-based management and accountability framework (RMAF) and risk-based audit framework (RBAF) for the project, which ultimately led to the development of a draft performance measurement, evaluation and risk strategy (PMERS) just before the official opening of Expo 2010.

### **3.2.5 Operational Constraints and Challenges**

The interviews addressed some of the operational constraints and challenges entailed in Canada's participation in Expo 2010. For instance, a few key informants indicated that many changes had to be made to the initial pavilion concept. Notwithstanding these modifications, and despite a six-month delay between design completion and submission of the final drawings, construction of the Canada Pavilion was completed ahead of schedule, for less than the increased budget and following Canadian quality standards.

Like many participating countries, Canada often underestimated the challenges of participating in this first world fair to take place in a developing country. The visibility of Canada's Commissioner General for Expo 2010, along with the positive working relationships established between other Canadian Pavilion executives and Chinese authorities, often played a part in simplifying the application of expo regulations, which served to demonstrate a key dimension of Chinese culture: the importance of having "friends who can help."

According to the document review, intercultural training and Mandarin training were delivered in Canada prior to the project team's departure for Shanghai. Nevertheless, in the interviews, key informants raised the issue of the language barrier faced by Canadian managers and staff who did not speak Chinese. This constraint made it challenging for the project team to operate in China, as it required several managers and staff to work through interpreters.

Other constraints mentioned in the interviews had to do with the usual challenges of managing a Canada Pavilion during a world fair, but perhaps more intense during Expo 2010, including: the acquisition of credentials for personnel; restrictions on imports of specific goods for use at the Canada Pavilion site; the control of foreign exchange rates; and taxation issues.

### **3.2.6 *Unexpected Outcomes***

In the interviews, key informants told of their surprise after seeing how much attention the project received from officials in Canada. As shown in Appendix K, an impressive string of high-level federal, provincial and municipal representatives visited Expo 2010 in the context of their professional duties. One key informant commented that Expo 2010 provided an unexpected opportunity to improve relationships between federal departments and provincial/territorial or municipal authorities, as their representatives used the VIP lounge together and showed a marked interest in collaborating to make Canada's participation in Expo 2010 a success.

The possibility of selling the Canada Pavilion (excluding the public presentation) following expo's completion was explored by PCH officials. According to the document review, Chinese parties expressed interest in purchasing the Canada Pavilion building in June 2010. Subsequently, when Shanghai Expo organizers decided to rescind their initial regulations which discouraged the sale of pavilion buildings, PCH was ready to take advantage of the change in regulations. Following a process involving two on-line auctions (see details in Appendix D), the facility was sold in January 2011, for the initial asking price of C\$3 million. A sales and rebuilding authorisation agreement was signed with the successful Chinese bidder, leading to dismantlement of the facility by the latter—rather than by SNC-Lavalin, as originally planned—later in 2011.<sup>49</sup>

### **3.2.7 *Summary of Findings – Performance (Effectiveness)***

- Canada's image in China was clearly enhanced by the Canada Pavilion. Programming associated with Canada's participation probably had an impact as well, along with the Commissioner General's personal visibility in China.
- Canada took advantage of its presence in Shanghai to establish a stronger relationship with China and to promote business collaborations involving Canadian and Chinese counterparts.
- Impact of the project on Chinese's travel plans to Canada cannot be quantified at this point. It will prove very difficult to attribute any increase in travel to Canada's participation at Expo 2010 as there are multiple other factors that may influence the decision of Chinese people to visit Canada. No evidence was found of active efforts made in the Canada Pavilion to promote Canada as a travel and/or study destination, similar to what was seen in numerous other pavilions at Expo 2010, which is perceived as a missed opportunity.
- The IEP sought to modernise the Canada brand by moving away from traditional representations of the country. To communicate the desired vision, CdS used the Canada Pavilion's design, public presentation and complementary programming. Indications are that most visitors at the Canada Pavilion did not fully grasp the theme and messages that Canada tried to convey with its installations.
- The project achieved its anticipated immediate outcomes regarding attendance and participation, dialogue and relationships, and access to theme messages and information. However, little evidence was found demonstrating the impact of the Engaging Canadians program.
- Overall, adequate management and administrative systems were set up to support the project, which faced operational constraints and challenges that did not significantly impede the success of Canada's participation. PCH officials explored the possibility and subsequently succeeded with the sale of the Pavilion, a first for Canada. Canada's participation also built on measures taken to implement recommendations from the evaluation of Canada's participation in Expo 2005 in Aichi, Japan.

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

This section of the report takes a look at effectiveness and economy of Canada's participation in Expo 2010. It examines the utilisation of resources allocated to the project, discusses contracting processes and project structure, considers revenue-generating activities and return on investment, and contemplates alternate design and delivery approaches as well as opportunities for delegation.

#### **3.3.1 Utilisation of Resources**

Information on the utilisation of project resources was supplied by the document review. In 2007, the federal government approved the proposed theme and scope for Canada's participation in Expo 2010. At the time, to ensure effective representation in Shanghai, the project entailed a financial commitment of C\$45 million, sourced from PCH's existing international expositions budget.

A budget of C\$9 million had been earmarked for construction of the Canada Pavilion. However, as early as the preliminary evaluation of expected costs, it appeared that it would not be possible to complete the pavilion for this amount of money and still satisfy all the project's criteria, especially those related to the architectural program and the site's dimensions. Working collaboratively, the IEP, CdS and SNC-Lavalin explored solutions to bring expected costs into line with the budgetary envelope, which eventually led to a revised design that remained true to the original concept developed by CdS, yet made a different use of the available space and featured less elaborate installations. In spite of these efforts, a request for additional funding still had to be presented to the Minister of Canadian Heritage, in order to address the rise in cost resulting from: a 36% increase in construction costs as per guidelines provided by Expo 2010 organisers; a 15.4% increase in the inflation rate for raw materials in China; devaluation of the Canadian dollar against the Chinese currency; and increased costs associated with materials and labour, largely due to earthquake reconstruction in China and higher than anticipated international participation in Expo 2010. The Government of Canada approved additional funding from C\$45 million to C\$58 million in May 2009. This additional C\$13 million was to be funded out of existing departmental resource levels. Table 2 provides the revised budgeted expenditures set for Canada's participation in Expo 2010 for fiscal years 2007-2008 to 2010-2011.

**Table 2**  
Budgeted expenditures for Canada's participation in Expo 2010

Summary table by Estimates Vote Structure (C\$)					
Organisation name: PCH					
Input factor	Fiscal year				
	2007-2008	2008-2009	2009-2010	2010-2011	Total
Vote 1 (Operating Expenditures):					
• Personnel (note 1)	0	0	752,000	1,213,000	1,965,000
• Housing and office space	0	0	1,335,000	1,040,000	2,375,000
• Other operating and maintenance (note 2)	2,082,000	9,832,000	27,113,000	14,240,000	53,267,000
Subtotal Vote 1	2,082,000	9,832,000	29,200,000	16,493,000	57,607,000
Employee benefit plan @ 20%	0	0	150,000	243,000	393,000
Accommodation @ 13% (note 3)	0	0	0	0	0
Total (note 4)	2,082,000	9,832,000	29,350,000	16,736,000	58,000,000

Summary table by Estimates Vote Structure (C\$)

Notes:

1. Estimated salaries of PCH public servants supporting the Canada Pavilion in Shanghai, China. Non-salary personnel relocation costs respect Foreign Service or Travel Directives (whichever is appropriate, depending upon duration of service) and are included under Other Operating & Maintenance.
2. Includes C\$13.5 million for the collaborative agreement with CdS.
3. As accommodation was provided in custodial or leased space in Shanghai, China for a limited amount of time, the regular accommodation calculation does not apply.
4. The C\$58 million excludes Goods and Services Tax.

Source: Canada. Department of Canadian Heritage. *Canada's Participation in Expo 2010: Performance Measurement, Evaluation and Risk Strategy*.

The estimated cost of the project, as of September 30, 2011,<sup>50</sup> is outlined in Table 3. Expenditures and revenues amounted to C\$54,127,139 and C\$2,976,994 respectively, resulting in a net cost of C\$51,150,145 to the Government of Canada. This was C\$6.8 million less than the approved revised budget of C\$58 million. Had the sale of the Canada Pavilion not generated C\$3.2 million (C\$2.7M net sales proceeds plus C\$500K savings on pavilion dismantling costs),<sup>51</sup> the net cost would have been approximately C\$3.7 million less than the budget.

**Table 3**  
Estimated cost of the project to the Government of Canada  
(C\$, expenditures and revenues estimated as of September 30, 2011)

Cost items	Approved budget (note)	Actual expenditures or revenues	Variance
	(a)	(b)	(c = a - b)
<b>Expenditures</b>			
Pavilion management salaries	2,600,000	2,538,817	61,183
Commissioner General	500,000	518,231	-18,231
Finance and administration	2,600,000	2,598,125	1,875
Pavilion concept, public presentation and cultural program	13,500,000	13,602,525	-102,525
Pavilion construction and maintenance	28,000,000	27,454,885	545,115
Staff relocation to Shanghai/accommodations	3,700,000	2,386,950	1,313,050
Hosting/culinary/contract staff	1,900,000	2,446,870	-546,870
Pavilion operations	1,300,000	1,373,900	-73,900
Communications and public affairs	1,400,000	726,272	673,728
Protocol/special events (complementary programs	1,300,000	336,122	963,878
Engaging Canadians/Expo Online/themes/committees	700,000	207,356	492,644
Technical services – PWGSC (pavilion development)	500,000	351,150	148,850
Value added tax and business tax refund		-414,064	414,064
<b>Total expenditures (d)</b>	<b>58,000,000</b>	<b>54,127,139</b>	<b>3,872,861</b>
<b>Revenues</b>			
Other Crown assets		40,962	
Corporate alliances		186,972	
Gift shop		28,706	
Restaurant		48,434	
Sale of pavilion building		2,671,920	

Cost items	Approved budget (note) (a)	Actual expenditures or revenues (b)	Variance (c = a - b)
Total revenues (e)		2,976,994	
Net cost (d - e)	58,000,000	51,150,145	6,849,855

Note: Within the total budget approved in June 2007, the amount allocated to each budget line could vary in order to respond to the emerging needs of the project.

Source: Canada. Department of Canadian Heritage. International Expositions Directorate. *Final Staff Report: Canada's Participation at the 2010 World Exposition, Shanghai, China, May 1-October 31, 2010*. Annex T. [n.p.], December 2011.

Savings of C\$1.3 million were achieved for the “Staff relocation to Shanghai/accommodations” cost item, partly as a result of lower than anticipated housing costs, and because the IEP decided to hire half of the pavilion’s hosting staff from the Shanghai region, thereby reducing the number of apartments required for Canada Pavilion staff. Significant savings were also achieved in other cost items, such as C\$964,000 for “Protocol/special events (complementary programs),” C\$673,000 for “Communications and public affairs,” and C\$493,000 for “Engaging Canadians/Expo Online/themes/committees.”

**Table 4**  
Estimated net cost per visitor of Canada’s participation in  
Expo 2000, Expo 2005 and Expo 2010

Exposition	Number of visitors at the Canada Pavilion	Net cost of Canada’s participation (C\$)	Net cost per visitor (C\$)
Expo 2000 (Hannover, Germany)	2,800,000	38,178,000	13.64
Expo 2005 (Aichi, Japan)	3,300,000	35,595,489	10.79
Expo 2010 (Shanghai, China)	6,455,000	51,150,145	7.92

Sources: Information supplied by the IEP and other sources quoted in the document review.

The evaluation study examined the cost items associated with the project and deemed that two could be classified as “administrative costs:” pavilion management salaries; and finance and administration. Based on this premise, administrative costs were estimated to account for 9.5% of the project’s actual expenditures.<sup>52</sup> As well, knowing that Canada attracted 6,455,000 visitors at Expo 2010 (see Appendix J), the evaluation estimated the project’s net cost per visitor to be C\$7.92, which is significantly less than the C\$10.79 and C\$13.64 estimates obtained respectively for Canada’s participation in Expo 2005 in Aichi, Japan, and Expo 2000 in Hannover, Germany (see Table 4).

**Table 5**  
Estimated cost of selected countries’ participation in Expo 2010

Country	Reported cost estimation (2009-2010) (International currency)	Canadian equivalent (see note) (C\$)
France	€50 million (2009)	79.2 million
Australia	A\$83 million (2010)	78.4 million
United States	US\$61 million (2009)	77.0 million
Germany	€50 million (2010)	65.0 million
United Kingdom	£25 million (2010)	38.5 million

Note: Estimation of Canadian dollars equivalencies, supplied for informative purposes only.

Sources: Information supplied by the IEP and other sources quoted in the document review.

With respect to Canada's showing against international competitors, the document review found that, at a budgeted cost of C\$58 million and an actual net cost of C\$51.2 million, Canada's Expo 2010 project compared to that of other major participating countries (see Table 5). In size and cost, the Canada Pavilion rivalled the pavilions of other G8 countries without being the smallest. In the interviews—and in step with this finding—, many key informants underlined the cost-effective nature of Canada's effort.

### **3.3.2 Contracting Processes and Project Structure**

The interviews gave key informants an opportunity to discuss contracting processes (as it relates to the two key private sector suppliers associated with the project - CdS and SNC Lavalin) and project structure. Most comments had to do with contractual mechanisms or with sharing of responsibility and communications between federal government stakeholders.

#### **Sharing of responsibility**

The document review observed that, within the Government of Canada, the overall responsibility for international expositions was transferred out the Department of Foreign Affairs in 1992, and has been resting with PCH ever since the latter's establishment as a separate department, in 1996.<sup>53</sup> This responsibility is consistent with the obligations imparted on the Minister of Canadian Heritage.<sup>54</sup>

Regarding the issue of which federal government department is best qualified for, or should be, exercising this responsibility in future, key informants voiced different opinions:

- ❖ On the one hand, informants within and outside the IEP suggested that DFAIT would perhaps be better suited than PCH to take on this responsibility, as the desired outcomes of expos are often perceived to be more political and economic than cultural in nature.

- ❖ On the other hand, other informants argued that expos have a major incidence on culture and that PCH is well positioned to continue to act as lead department, considering its extensive knowledge of how to manage cultural events and make a lasting impression on attendants and expo host governments.

Notwithstanding this difference of opinions, key informants generally agreed that DFAIT and PCH complement each other and need to jointly partner in international expositions projects. For instance, with respect to Expo 2010 specifically, one informant explained that PCH possessed the know-how and financial authority needed to manage Canada's participation, whereas DFAIT had no budget or authority to handle the project, but was conversant with both economic/political relations and diplomatic ties with China. In this context, by virtue of the relationship developed with China over the last 40 years, DFAIT was in a position to provide a cohesive outlook and productively advise PCH on cultural specificities that may foster or hinder the development of good business and cultural relations between Canada and China.

### **Communications**

Material gathered in the document review suggests that liaison was successfully maintained throughout the project, whether between federal departments involved in Canada's participation or between the project team in Shanghai and PCH headquarters in Canada. However, evidence found in weekly status reports suggests that considerable time and energy had to be invested into interdepartmental and intradepartmental communications, for instance to address ongoing requests for events at the Canada Pavilion or to tend to logistics, planning and coordination of protocol issues associated with official expo activities. This evidence was validated by five key informants within and outside the IEP who discussed the complexity of relationships between project stakeholders and mentioned that communications between parties in Canada and China were not always easy, in part due to time zone differences between the two countries.

### **Contractual mechanisms**

As indicated in the document review, PCH was authorised to launch a competitive bidding process that led to the selection of SNC-Lavalin as contractor charged with overseeing construction of the Canada Pavilion and dismantlement of the pavilion after Expo 2010, at a total estimated cost that increased to C\$28 million in 2009.<sup>55</sup> As well, PCH was authorised to enter into a collaborative agreement with CdS, valued at C\$13.5 million, for the creative design, public presentation and cultural program at the Canada Pavilion. This agreement included a stipulation for CdS to raise private funding to enhance Canada's public presentation and cultural program. It also made provision for revenue-generating activities through the operation of a restaurant and gift shop at the Canada Pavilion (see Section 3.3.3).

According to key informants, the contractual process that led to an agreement with SNC-Lavalin was fairly straightforward. The project started late due to delays associated with the pavilion's initial design, but construction went smoothly afterwards, and the Canada Pavilion ended up being delivered ahead of schedule. As well, all necessary reports were



produced on time. As for CdS, to get the collaborative agreement approved, PCH had to engage in lengthy discussions with the Treasury Board of Canada Secretariat to justify the selection of a unique corporate entity with the required mix of expertise in support of the project, on account of the international reputation enjoyed by CdS, its familiarity with China, its creative skills, and its business know-how and expertise.

### **3.3.3 Revenue-Generating Activities and Return on Investment**

The document review observed that, as part of its collaborative agreement with PCH, CdS had set the objective to leverage a minimum of C\$4 million (net of all reasonable costs)—consisting of in-kind services, products or cash value—through the establishment of corporate alliances. Such resources were to be re-invested in the Canada Pavilion, with a view to enhancing the public presentation and the cultural program. Any amount exceeding the C\$4 million target (net of all reasonable costs) was to be split evenly between PCH and CdS, with the understanding that PCH's share would be used to reduce or to reimburse government expenditures at Expo 2010. Following this arrangement, CdS recruited five Canadian corporate partners that jointly contributed C\$5,625,000 to the project. After deduction of management and services fees, a surplus of C\$373,943 was generated over the net revenue ceiling of C\$4 million set in the collaborative agreement. This sum was evenly split between CdS and PCH, resulting in a C\$186,972 portion payable to PCH to reduce expenditures at expo.

According to the report on the outcome of follow-up interviews carried out by the ESD, CdS did an outstanding job establishing strategic corporate alliances in support of the project considering the context. Key informants reported that external factors influenced the amount of money received from the private sector. For example, the state of the economy and the timing (same year as the 2010 Vancouver Olympics) made it more difficult for Canadian companies to contribute financially to Canada's participation at Expo 2010. These corporate alliances increased the visibility of Canada's participation in Expo 2010 and generated funding that was reinvested in increasing the quality of Canada's offering. By comparison, government had been far less successful in its efforts to raise private sector contributions in support of Canada's participation in Expo 2000 in Hannover, Germany, or in Expo 2005 in Aichi, Japan.

In addition to the net product of strategic corporate alliances, PCH collected royalties for commercial activities occurring at the restaurant and gift shop at the Canada Pavilion:

- ❖ The agreement entered into between CdS and the operator of the restaurant provided for licensing fees of 8.5% on net sales before payment to CdS, to be shared equally between PCH and CdS. As a result of net revenues totalling C\$1.14 million at the Canada Pavilion restaurant, CdS paid PCH a licensing fee of approximately C\$48,000.
- ❖ The agreement entered into between CdS and the operator of the gift shop provided for licensing fees based on levels of net sales. During expo, the gift shop had net revenues of C\$1.4 million. The licensing fee associated with this

level was 3%, of which 2% was payable to PCH and 1% was payable to CdS. As a result of these net revenues, royalties of C\$28,706 were paid to PCH.

The topic of revenue generation inspired mixed comments in the interviews. The need to develop revenue-generating activities through such venues as a restaurant or gift shop was acknowledged by many key informants. Others, however, argued that expos are not trade shows and pointed to the challenges entailed in finding an appropriate solution to incorporate Canada's image in commercial venues like food outlets or shops. According to one key informant, whatever the strategy used by the IEP in future expositions, consideration should be given to making more room for business participation in the development of revenue-generating activities. Another informant added that, in this area, the Canadian government could be bolder and more creative in its approach.<sup>56</sup>

### **3.3.4 *Alternate Design/Delivery Approaches***

As revealed in the document review, Canada's choice of a collaborative agreement approach to achieve participation in Expo 2010 reflected a planned management strategy that was designed to minimise risks associated with inflation, cost over-runs and delays in issuing contracts. The commissioning of CdS to act as a major project partner was a critical part of this strategy, as CdS was regarded as the only Canadian organisation possessing the necessary international brand recognition to make the Canada Pavilion the destination of choice for expo visitors and attract sponsors and world-renowned artists. Other options were rejected because they could not meet key project requirements.<sup>57</sup>

In follow-up interviews carried out by the ESD, a select group of eight informants were asked to rate the public-private approach to Canada's participation in Expo 2010, more specifically the collaborative agreement signed with CdS (see details in Appendix O). All eight informants portrayed this agreement as a highly successful, value-added proposition. In their view, CdS's involvement in the project brought about multiple benefits, including: a spectacular rise in media interest in the project; increased visibility for Canada's participation; a more competitive Canada offering; significantly more productive efforts to attract private sector partners; a more consistent, integrated image of Canada at expo; and a catalytic effect on all dimensions of the project. While acknowledging that world fairs do not necessarily compare well, participants in the follow-up interviews regarded the collaborative agreement model used for Expo 2010 as a significant improvement over the models used for Expo 2005 in Aichi, Japan, or Expo 2000 in Hannover, Germany, which featured no similar collaborative agreements with private sector partners.

Turning to the future, the report on follow-up interviews pointed out that there should be no single one-size-fits-all approach to Canada's participation in world fairs. Because the context of each expo is unique, each project should be assessed individually in order to find custom-built solutions that bring together the right type of partners. Similar views were heard in the key informant interviews. Indeed, on the issue of replicability of Canada's Expo 2010 project, key informants declared that the exact same collaborative agreement experience should perhaps not be systematically reattempted. To quote one Canada Pavilion manager/staff, "once worked, twice cursed."

### **3.3.5 Opportunities for Delegation**

According to sources in the literature, countries that have turned to corporate entities to fund some or all of their expo projects have reported surprisingly impressive results, not only in terms of the fund-raising exercise itself, but also in relation to the degree of satisfaction of contributors. The same sources indicate, however, that undue private sector participation in the funding of national pavilions could be cause for concern. The interviews validated this last claim, as most key informants declared that Canada's participation in international expositions should not be left entirely to the private sector. For one thing, Canadian businesses carry less weight than the federal government and cannot be as influential in their dealings with expo host governments. Furthermore, private sector-led approach are not always successful, as demonstrated by problems experienced by the United States trying to put together a project for Expo 2000.<sup>58</sup>

The interviews confirmed that key informants had a similar comprehension of the model used to design and deliver Canada's participation in Expo 2010. As much as this model could inspire future applications involving some degree of private sector involvement, it made little doubt in the minds of a few key informants that without a significant degree of federal government involvement, Canada cannot possibly expect to be in a position to successfully participate in future international expositions held abroad.

The prospect of delegating aspects of expo projects to other levels of government or other organisations was also discussed in the interviews:

- ❖ When questioned about whether non-federal partners should become more involved in expo projects, key informants supported the idea that other levels of government and the private sector play a larger part in future projects, as long as the federal government continues to lead efforts to ensure a stable source of funding as well as a balanced, national representation. As pointed out by one key informant, country-level branding is a federal government responsibility that cannot be delegated to provinces or private businesses, whose mandate is usually limited to promoting their own jurisdictions.
- ❖ When asked what part other partners could play in overseeing Canada's participation in world expos, key informants responded that ideally, federal authorities should provide seed funding and collaborate proactively with other levels of government to sell the project to private sector partners, with a view to securing as much money as possible from outside sources. In doing so, however, the federal government should not lose sight of its accountability to the Canadian public, hence its obligation to oversee overall participation as well as project budgets and expenses, to ensure that taxpayers' dollars are spent with due diligence.

### **3.3.6 Summary of Findings – Performance (Efficiency and Economy)**

- In the years preceding Expo 2010, Canada had to scale down the design of its participation and to request additional funding in order to cope with rising costs. Ultimately, the net cost of the project was lower than the approved revised budget, as a result of savings achieved in various areas.
- The actual net cost of Canada's participation in Expo 2010 was C\$51.2 million, which is less than the revised budgeted cost of C\$58 million. On a net cost per visitor basis, Canada did better with this project than it did with its participation in Expo 2005 in Aichi, Japan, and Expo 2000 in Hannover, Germany. In size and cost, the Canada Pavilion rivalled the pavilions of other G8 countries without being the smallest.
- Parties involved in the project maintained ongoing communication with each other, at times with difficulty. PCH and DFAIT were key players in Canada's participation in Expo 2010, and each department has strengths that could greatly benefit future expo projects.
- Contractual mechanisms were generally considered to be satisfactory. The collaborative agreement signed with CdS resulted in significant leveraging of project resources. CdS's corporate alliance strategy was successful, and PCH collected modest royalties from commercial activities occurring at the Canada Pavilion, which it reinvested in the project.
- Canada's choice of a collaborative agreement approach to achieve participation in Expo 2010 was the product of a planned strategy. Though very successful, this strategy may not be perfectly replicable. Expo projects require customised approaches that build on previous experiences.
- When examining prospects of delegating aspects of expo projects, it was found that as long as the federal government continues to lead the way, there is room in expo projects for greater contributions from other levels of government and from the private sector.

## **3.4 Other Issues**

This section of the report examines performance monitoring and measurement activities associated with the project, as well as compliance with official languages requirements.

### **3.4.1 Monitoring and Measurement**

As observed in the document review (and confirmed in the interviews), the IEP developed a draft PMERS that spelled out results to be attained and performance indicators to be used to measure progress in achieving the results of Canada's participation in Expo 2010. Inspired by a draft RMAF-RBAF that had been prepared

beforehand, the PMERS was finalised just before expo's official opening. The IEP introduced a series of measurement mechanisms and systems to gather data on performance indicators identified early on in the project and finalised in the PMERS, including: a Canada Pavilion public presentation visitor attendance spreadsheet; a complementary programming pavilion event spreadsheet, including daily schedules of executive conference area special events and participants/partners; weekly updates prepared for monitoring and administrative purposes; reports on the outcome of pre-, mid- and post-expo public opinion research; post-expo project reports prepared by SNC-Lavalin, CdS and the IEP; Canadian and Chinese media analysis reports; and website traffic logs. Overall, these mechanisms and systems supplied accurate and comprehensive data, in line with expectations outlined in the PMERS.

A few key informants pointed out that each director within the project team was responsible for prepping statistics and reports on individual components of Canada's participation in Expo 2010, using the aforementioned tools as decision-making supports. One very popular tool was the weekly update report—produced up to the week ending on November 15, 2010—, which was customarily used by management to report on progress and to flag issues pertaining to individual project components (e.g. infrastructure, human resources, administration and finance, etc.). According to key informants, customised instruments were also developed to meet specific needs, such as tools designed to gather feedback on events organised at the Canada Pavilion or to measure the level of satisfaction of users of services rendered in the VIP lounge.

### **3.4.2 Official Languages**

In the interviews, nearly all key informants reported that official language requirements associated with the project had all been met in a most satisfactory way—a claim consistent with indications supplied by direct observation. According to the document review, and as explained by one key informant, the Canada Pavilion hosting team was entirely made up of individuals who were fluent in either English or French and Mandarin. Approximately one third could speak French and nearly all spoke English. Where applicable, installations in the Canada Pavilion were delivered in all three languages.<sup>59</sup> The culinary program recruited an equal number of French-speaking and English-speaking youth. Within the project team, each English-speaking manager could communicate in acceptable French, and all meetings were supplied with English and French agendas.<sup>60</sup> As well, all teams had the capacity to operate in French, English or Mandarin.

The document review observed that press kits and info kits distributed by the Canada Pavilion were available in English, French and Mandarin. The *Canada at Expo 2010 Shanghai* website could be consulted in all three languages and was found to be equally good in English and French. All links were operational in both these languages.

## **4. Conclusions**

In many ways, Expo 2010 was a one-of-a-kind event given the unique context in China, and Canada had to rise to the occasion to be part of it. Using multiple lines of enquiry, the present evaluation found concordant evidence suggesting that, on the whole, Canada and the IEP were up to this challenge.

The decision to attend Expo 2010 was justified, as Canada could hardly afford not to be officially represented. As well, Canada could anticipate distinct political, economic and cultural benefits from its presence in Shanghai. Canada's participation in Expo 2010 essentially targeted the Chinese and, outreach programming efforts aside, was expected to have little direct impact on the lives of Canadians.

Canada's participation was consistent with the strategic objectives of PCH, and reflected the Government of Canada's priorities and policy objectives. To carry out the project, Canada opted for a public-private model that left the federal government in charge, yet called for significant contributions from the private sector and from other levels of government (although no contributions were secured from other levels of government for Expo 2010). This solution was appropriate and compared well to models used by other major countries attending expo.

The federal government took on a relevant, legitimate role in funding and overseeing Canada's participation in Expo 2010. Consistent with reporting obligations bestowed on the Minister of Canadian Heritage, PCH acted as lead department in the project. Putting to good use its intimate knowledge of Canada's economic/political relations and

diplomatic ties with China, DFAIT also played a key part. As natural partners in this type of project, PCH and DFAIT were mutually beneficial to the project.

Participation in Expo 2010 was designed to help Canada enhance its image relating to shared values, culture, history, achievements and interests. In support of this ultimate outcome, there is solid evidence that the project had a positive effect on Canada's image with the Chinese. At the intermediate outcome level, the project helped Canada and China improve their level of mutual trust. Canada's participation also had a visible influence on business collaborations established by both countries. On the other hand, there is little evidence that the project promoted Canada as a travel and/or study destination in the same way as other countries did with their pavilion at expo, that is, actively rather than passively.

To make visitors more aware of Canada's shared values, the IEP had decided to break with tradition and go down the path of innovation, with regards to its portrayal of the country. To this end, it had tasked CdS with the design of a pavilion and programming that would picture Canada in a novel, distinctive way. CdS came up with inspired concepts and activities that helped modernise the Canada brand in China. While visitors at the Canada Pavilion may not have fully grasped the nature of this offering, they enjoyed the experience and were left with a favourable impression of Canada, its cities and its people. There is no reason to believe that Canada would have done better with a less creative approach to the project (e.g. public presentation that uses less artistic methods or less symbolic representations to relay key ideas). Nevertheless, for its public presentation in future expositions, Canada could consider incorporating solutions tested in other expo projects, such as delivery mechanisms that combine free flow through open exhibits with sitting and listening for fixed periods, under the guidance of facilitators.

Evidence suggests that the project achieved its immediate outcomes to a large extent. Attendance at the Canada Pavilion exceeded all expectations, and cultural programming gave millions of people a chance to appreciate Canada's linguistic, regional and cultural diversity. Canada's participation facilitated dialogue and relationships that could have meaningful effects in the future. Efforts were also made to let Canadians share in the experience of Expo 2010, although there is little evidence that the piecemeal approach to outreach programming had a tangible impact. In future, the IEP would stand to gain from reconsidering its methods in order to grant people at home an opportunity to engage more meaningfully in expo projects carried out abroad. For instance, the IEP could help communities of Canadians of expo host country origin (e.g. members of the Chinese-Canadian community in the case of Expo 2010) develop schedules of activities that reach out to other Canadians, in an effort to promote joint appreciation of Canada's participation in expositions held in these countries.

The IEP was quite effective in its handling of the project. Management and administrative systems were generally up to the task, despite the fact that communications between stakeholders were not always easy, in part due to time zone differences and geographical distance between Shanghai and Canada. Operational constraints and challenges did not hinder progress towards achieving objectives, and the

project built on actions that were inspired by recommendations made in the wake of Canada's participation in Expo 2005 in Aichi, Japan.

On the whole, monitoring/measurement and official languages requirements were properly addressed. Nevertheless, the evaluation saw room for improvement in the development of standardised instruments to inform decision making and facilitate reporting, using existing tools as a starting point. For instance, between expositions, the IEP could develop generic instruments, intended for subsequent customisation in light of specific project needs. Instruments could also be created to record key statistics in systematic fashion (e.g. attendance at the Canada Pavilion or at Canada-sponsored cultural events), thus simplifying the comparison of results achieved in different expo projects.

Several adjustments were necessary, over the course of three years, to contain the cost of Canada's participation in Expo 2010. In the end, the project delivered for less than the revised budget, primarily due to savings achieved in various areas, and to revenue obtained from the sale of the Canada Pavilion building. Corporate alliances and revenue-generating activities were successful at generating surpluses and royalties that were reinvested in the project.

SNC-Lavalin and CdS were key players in the public-private model set up by the IEP, and both companies met or exceeded all their contractual obligations. CdS's creative contribution to the project was particularly significant. This experience has shown that Canada can trust this type of solution to deliver its expo projects, provided that care is put into finding the right type of partners for the right expositions. However appropriate it may have been, the innovative collaborative agreement approach that was used in Shanghai may not work as well in other settings.

Expo 2010 was a momentous occasion and a record-breaking achievement for China, and Canada took the opportunity to be part of this success. Now that Expo 2010 is a thing of the past, Canada can expect to get returns on its investment in the project. In the short term, enhanced presence in China and a refreshed Canada brand will put Canada in a better position to take advantage of future trade, investment, tourism, and education opportunities with both China and other participating countries. In the middle to long term, Canada may anticipate improvements in Chinese investment, tourism and travel for study in Canada, as well as strengthened relationships between Canadian and Chinese businesses, institutions and governments.



## 5. Recommendations and Management Response

### Application of ministerial responsibility

Even though federal responsibility for international expositions clearly rests with PCH, Canada's participation in Expo 2010 has shown that the application of this responsibility requires further dialogue and coordination between concerned federal stakeholders. For instance, because they complement each other with respect to know-how, experience and financial authority, PCH and DFAIT need to play complementary roles in the success of expo projects. While productive, communications between departments have not always been easy, expo projects would stand to gain from a clearer understanding, between federal partners, of the application of ministerial responsibility.

1. PCH should enhance consultations with other departments, such as DFAIT, to clarify the application of ministerial responsibility for international expositions, and to establish mechanisms that build on complementary strengths of federal stakeholders involved in expo projects.

#### Management Response - Accepted

- Should Canada participate in future Expos, an interdepartmental mechanism would be created to build on complementary strengths of federal stakeholders involved in Expo projects.

#### Implementation Schedule

- To be determined

### Building on the best practices

Canada's participation in Expo 2010 was a ground-breaking effort, and has shown the viability of collaborative agreement approaches. Although the circumstances in which the project took place were unique and may not necessarily reoccur in the future, the International Expositions Program (IEP) has much to learn from this experience.

Furthermore, by taking the opportunity to work with CdS, the IEP had an opportunity to appreciate the private sector's approach to soliciting sponsors and managing sponsorships. The stage is now set for further participation of Canadian businesses in the development of alliances and commercial activities that may help Canada offset a larger portion of its costs, through the sharing of surpluses and royalties. While continuing to lead and fund expo projects, PCH management could build on this experience and further facilitate alliances and commercial activities by reiterating its support for, and active involvement in, public-private models.

2. PCH should reflect on Canada's participation in Expo 2010 to identify best practices derived from its experience with the collaborative agreement model. PCH should also continue to make room for business participation in the development of

corporate alliances and revenue-generating activities in expo projects, with appropriate support from PCH.

Management Response - Accepted

- PCH has developed a detailed report, *Canada's Participation at the 2010 World Exposition Shanghai, China*. It includes information on best practices for business participation, including corporate alliances and revenue-generating activities.

Implementation Schedule

- Completed

**Promoting Canada as a travel and/or study destination**

Chinese authorities' decision to grant Canada Approved Destination Status was announced by the Prime Minister of Canada, in December 2009, and officialised by the signing of a MoU to facilitate group travel from China to Canada in June 2010, that is a month after the opening of Expo 2010. The adopted approach to promote tourism to the average Canada Pavilion visitor was passive and relied mostly on the demonstration of sustainable practices and the presentation of images that were thought to appeal to the desires of the Chinese. As efforts to involve the Canadian Tourism Commission (CTC) in Canada's participation at Expo 2010 did not materialize, there was a missed opportunity to actively promote Canada as a travel and/or study destination at Expo 2010 by featuring exhibits and providing further information on key aspects of Canadian quality of life such as health care, education systems, etc.

3. PCH should further explore the possibility of involving the Canadian Tourism Commission in Canada's participation in future international expositions in order to take advantage of the opportunity to actively promote Canada as an ideal place to visit, study, work and live.

Management Response - Accepted

- Should Canada participate in future Expos, PCH will involve the Canadian Tourism Commission (CTC).

Implementation Schedule

- To be determined.

# Notes

<sup>1</sup> “International expositions,” “world expositions,” “world expos” and “world fairs” are terms that are used interchangeably in this report.

<sup>2</sup> Besides Canada, Montréal and Vancouver were represented in the Shanghai world fair, each with their own separate pavilion. While providing expert advice and collegial support upon request, the IEP played no financial or management role in these cities’ participation in Expo 2010, which was not examined in the present evaluation.

<sup>3</sup> Details on the justification for the budget increase are found in Section 3.3.1.

<sup>4</sup> In the terms of the “Shanghai Declaration” that was published by expo organisers at the close of Expo 2010.

<sup>5</sup> For instance, not counting Shanghai, the BIE sanctioned 17 universal or specialised expositions between 1965 and 2010. Of these, five took place in Europe (Germany, Portugal, Italy, and Spain twice), four in the United States, four in Japan, two in Canada, one in Korea and one in Australia. Canada attended 15 of these 17 expositions.

<sup>6</sup> In the middle of 2010, China overtook Japan as the world’s second largest economy power, next only to the United States.

<sup>7</sup> *World Exposition Shanghai China 2010: Participation Guide*. Shanghai: Bureau of Shanghai World Expo Coordination, October 2007. For official participants.

<sup>8</sup> Notwithstanding the budget increase decided in 2009; see details in Section 3.3.1.

<sup>9</sup> Canada. Treasury Board of Canada Secretariat. *Policy on Evaluation*. [n.p.], 2009. Available on line at <<http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?section=text&id=15024>>, accessed February 2012.

<sup>10</sup> In these follow-up interviews, the ESD questioned eight people in all, including four current or former IEP managers, two other PCH senior managers involved in Expo 2010, one representative of CdS, and one Canadian specialist in international expositions. Five of the eight people interviewed had also been involved in Canada’s participation in Expo 2005 in Aichi, Japan, and Expo 2000 in Hannover, Germany. The follow-up interviews were conducted in person or over the phone, in the fall of 2011.

<sup>11</sup> This selection was made based on various factors, including membership in the G8, level of country development, and similarity with Canada.

<sup>12</sup> For several indicators, differences were seen in the perceptions of Chinese and non-Chinese visitors of the Canada Pavilion. On the whole, Chinese participants in the mid-expo intercept study reported more positive perceptions (about Canada and its pavilion) than non-Chinese participants.

<sup>13</sup> The evaluation observed that potential threats to the validity and reliability of research finding were only partially discussed in the source reports. For instance, the reports made no mention of the risk of response bias associated with the fact that participants in the research activities, who were nearly all from China, may have responded differently than Westerners to the surveys (e.g. as a result of prevailing behavioural standards, social desirability concerns, or other cultural factors).

<sup>14</sup> This reasoning has implications on the assessment of project efficiency (discussed in Section 3.3).

<sup>15</sup> Canada. Department of Foreign Affairs and International Trade. *Our Priorities: 2010-2011*. Available on line at <[http://www.international.gc.ca/about-a\\_propos/priorities-priorites.aspx](http://www.international.gc.ca/about-a_propos/priorities-priorites.aspx)>, accessed October 2010.

<sup>16</sup> As indicated in the document review, the Canada Pavilion in Shanghai essentially greeted visitors from China, who made up approximately 98% of all Expo 2010 fairgoers. Although detailed statistics on the origin of all visitors could not be kept, the IEP reports that the Canada Pavilion greeted an average of 100 Canadian visitors per day during expo.

<sup>17</sup> For instance, while on official visit to China in December 2009, the Prime Minister of Canada had these words while visiting the site of the Canada Pavilion for Expo 2010: “Expo 2010 will be an opportunity for Canada to build stronger economic, diplomatic and cultural ties with our second largest merchandise trading partner. It will provide an exceptional showcase for our country in this growing city, illustrating the dynamic nature of our arts and culture as well as Canadian values.” As well, in July 2010, the then-Governor General of Canada had these words in a speech she gave while attending Canada Day celebrations at the Canada Pavilion in Shanghai: “Today, Canada and the People’s Republic of China are excellent friends and strategic partners, in a variety of key sectors. Our cooperation is exemplary, and we should nurture it and explore new avenues for exchanges and collaboration. Let me assure you: the interest is there. We in Canada are keen on strengthening and diversifying cooperation, opportunities for strategic partnership, and people-to-people exchanges and relations in a variety of sectors.”

<sup>18</sup> For instance, one world-class Canadian exposition expert explained that for Expo 1992 in Seville, Spain, an attempt had been made to incorporate provincial representation into the Canada Pavilion, but this had failed to convey a consistent image of Canada. As well, in previous expos, private sector sponsors had often been left to decide how they would participate, resulting in inconsistent signals being sent about Canada.

<sup>19</sup> The selection of these four countries was based on various factors, including membership in the G8, level of country development, and similarity with Canada.

<sup>20</sup> Regarding six of the seven statements, Chinese visitors voiced stronger degrees of agreement than non-Chinese visitors.

<sup>21</sup> As mentioned in Section 2.3, participants in the pre-expo telephone survey conducted in 2008 were not necessarily involved in subsequent surveys carried out in 2010. Therefore, readers are cautioned against concluding that visiting the Canadian Pavilion was the sole factor accounting for changes in the degree of understanding and appreciation of Canada and its cities.

<sup>22</sup> Respondents were not asked whether they had a positive or negative impression of Canada *per se*. However, pre-expo focus groups held in 2008 had found that the general impression of Chinese parents, teachers and youth tended far more to the positive than the negative, even though on the whole these people had only limited knowledge about Canada. Therefore, it is safe to assume that, as a result of their experience, visitors to the Canada Pavilion went from a positive to an even more positive impression of Canada.

<sup>23</sup> Specific reasons mentioned by respondents included the fact they had learned about Canada's multiculturalism or seen new and advanced technology and innovation. General comments were that the visit had just made them feel good or had given them a better understanding of Canada. However, approximately one out of five were not sure if their visit had enhanced the image they had, whereas approximately one out of ten said it did not. When asked to elaborate on this, almost half could not really come up with anything specific other than they just did not get a good understanding or that the overall feeling was not good. Other mentions related to shortage of Canadian cultural content or a lack of content in general.

<sup>24</sup> Nevertheless, as pointed out by the IEP, a minute portion of the 6.4 million people who visited the Canada Pavilion could still represent a significant influx of new visitors to Canada.

<sup>25</sup> As mentioned in the document review, ADS allows Chinese travel agents to advertise and organise group tours to countries with the designation, making it easier to obtain permission to arrange group travel to such countries. Canada's ADS is expected to encourage more people from China to travel to Canada.

<sup>26</sup> In the interviews, the suggestion was made that Canada's decision to attend Expo 2010 may have been one of several considerations that weighed in favour of China's decision to grant Canada ADS, which was announced in Beijing just two days prior the Canadian Prime Minister's visit of the expo site.

<sup>27</sup> According to data published by Statistics Canada, the number of trips to Canada by residents of mainland China went from 166,192 in 2009 to 200,033 in 2010, to 248,888 in 2011—a 49.8% increase over a period of two years. During the same period, the number of trips to Canada by residents of all countries other than the United States increased by 8.5%. Indications are that the granting of ADS could account for the rapid growth of Chinese travel to Canada. The introduction of two new Canadian visas in 2011—the Long-Term Multiple-Entry Visa and the Parents and Grandparents Super Visa—could also be at play.

<sup>28</sup> For instance, pavilions like Mexico, Chile, Indonesia, Morocco and the United Arab Emirates featured permanent displays of scenery and/or products that underlined their distinctive image as a tourist destination (e.g. architecture, handicrafts, wine, costumes, etc.).

<sup>29</sup> As indicated in the document review, the CTC was one of over 100 organisations participating in consultations held across the country to develop Canada's theme for Expo 2010. As well, one of the CTC's vice-presidents sat on the PCH Federal Advisory Committee that met eight times, between 2006 and 2011, to provide strategic advice and assistance to PCH regarding Canada's participation.

<sup>30</sup> Canada. Department of Canadian Heritage. International Expositions Directorate. *Final Staff Report: Canada's Participation at the 2010 World Exposition, Shanghai, China, May 1-October 31, 2010*. [n.p.], December 2011.

<sup>31</sup> The desired, modern vision of Canada was also conveyed through other means. For instance, both governmental and non-governmental organisations hosted events in the Canada Pavilion conference centre that were also consistent with the theme and with the image of Canada in the 21st century.

<sup>32</sup> The mid-expo on-site intercept survey asked visitors which of the five installations of the Canada Pavilion they had most appreciated. Consistent with pavilion intercept survey findings associated with previous expos, approval grew as visitors moved from the start to the end of the pavilion. Thus, 62% of visitors indicated that the final installation (Glimpses) was their favourite or second favourite, compared to 56% for Velocity, 38% for Aqua Magika, 23% for Urban Heart, and 18% for Founding Memories. In the post-expo telephone survey, 31% of respondents mentioned Velocity as their favourite part of the pavilion, compared to 18% for Glimpses, 12% for Aqua Magika, 11% for Urban Heart, and only 4% for Founding Memories. While specific installations of the pavilion were not remembered as much as they were right after the visit, only 6.6% of respondents could not remember anything remarkable about the Canada Pavilion. When asked if they could recall any of the words written on the metal walls featured in Founding Memories, only 8% of participants in the post-expo telephone survey said they could.

<sup>33</sup> When asked to rate their experience on a 5-point, poor to excellent scale, 75% of participants in the mid-expo on-site intercept survey and 81% of participants in the post-expo telephone survey awarded a score of “4” or “5” (i.e. top two scores on the scale).

<sup>34</sup> According to the Canada Expo 2010 training manual that was developed for the project, the role of Canada Pavilion hosting staff was to assist with the day-to-day operation of the public presentation area of the pavilion. This was achieved, among other things, by: welcoming visitors to the Canada Pavilion; controlling the flow of traffic; directing any VIP visitors and media representatives or journalists to the VIP entrance and advising appropriate personnel or receptionist they were on their way; answering questions about Canada, the contents of the pavilion, Canada’s cultural program and special events at Expo 2010; distributing souvenir cards that promoted the Canada Pavilion website or events; stamping Canada Pavilion passports; and assisting as requested for special events and special event days that featured the Canada Pavilion.

<sup>35</sup> Such mechanisms were used for the Canada Pavilions at Expo 2005 in Aichi, Japan, and at Expo 2000 in Hannover, Germany.

<sup>36</sup> These were: the opening ceremony gala day on May 8; the Canada Day celebrations gala day on July 1; the “My First Shanghai” gala day on August 11; the Urban Rhythms gala day on September 8; the Slam Poetry event on September 13; and the closing celebration gala day on October 8.

<sup>37</sup> Canada. Department of Canadian Heritage. International Expositions Directorate. *Final Staff Report: Canada’s Participation at the 2010 World Exposition, Shanghai, China, May 1-October 31, 2010*. [n.p.], December 2011.

<sup>38</sup> According to the report on the outcome of follow-up interviews carried out by the ESD, CdS’s involvement in the cultural program led to performances that were far superior to any others seen at expo. The performers and expertise brought in by CdS yielded the highest level of technical support and quality for shows put up by the Canada Pavilion. This, in turn, served as an inspiration for shows put up by other participating countries.

<sup>39</sup> Canada. Department of Canadian Heritage. International Expositions Directorate. *Final Staff Report: Canada’s Participation at the 2010 World Exposition, Shanghai, China, May 1-October 31, 2010*. [n.p.], December 2011.

<sup>40</sup> Special access visits include media visits and visits in which people are granted “easy access” to avoid waiting in queue. During expo, there were 2,224 media visits at the Canada Pavilion, along with 35,611 pre-arranged easy access visits, 15,964 easy access visits by Canadians, 2,478 easy access visits by other pavilion staff, and 9,355 easy access visits by other types of visitors.

<sup>41</sup> The partnerships and trade program allowed Canadian associations, trade groups, private companies, NGOs, academic institutions and government officials (at all levels) to use the Canada Pavilion’s hospitality space to meet with Chinese partners free of charge. However, the culinary program operated on a cost recovery basis, meaning that clients who wished to make use of catering services at the conference centre or VIP lounge were offered a menu of services and billed for the food they ordered.

<sup>42</sup> This website could be accessed at <www.expo2010canada.gc.ca>, and it provided a detailed explanation of Canada’s theme and participation at Expo 2010. It also featured a link to *Expo Online*, a website developed by expo organisers that gave Canadians the opportunity to virtually tour the Canada Pavilion. A brief description of Expo Online is featured in Appendix M.

<sup>43</sup> Canada and China being the two most common sources, with respectively 49.5% and 37.6% of traffic associated with country code top-level domains.

<sup>44</sup> Commonwealth of Australia. Department of Foreign Affairs and Trade. Shanghai World Expo Unit. *Shanghai World Expo 2010 – Australian Pavilion: Final Report*. [n.p.], 2010.

<sup>45</sup> Among other things, this figure includes: 900,000 people who were exposed to seven-second spots shown on Tim Hortons’ digital menu boards; a Canada Day audience of 100,000 on Parliament Hill and 300,000 television viewers at home who saw video greetings from the Canada Pavilion in Shanghai; 1,222,000 viewers of the season opener of the Rick Mercer Report television show, aired by the Canadian Broadcasting Corporation on September 21, 2010, which

was filmed on location at the Canada Pavilion; and 250,000 radio listeners who were exposed to the “Shanghai Express” contest organised by the Société Radio-Canada. It should be noted that the latter two components do not feature in Appendix M, which lists and describes activities that were undertaken by the program according to the IEP.

<sup>46</sup> The documentation on hand did not specify the exact number of full-time equivalents associated with the project.

<sup>47</sup> As was the case with several other pavilions with similar transmission problems, BlackBerry devices turned out to be inoperative inside parts of the Canada Pavilion. This proved to be a major source of frustration for the staff. To quote one Canada Pavilion manager/staff, “the pavilion was not fit to work with current phone technology.”

<sup>48</sup> Canada. Department of Canadian Heritage. Evaluation Services Directorate. Corporate Review Branch. *Summative Evaluation of Canada’s Participation in the 2005 Aichi, Japan World Exposition*. [n.p.], May 2007.

<sup>49</sup> Plans are that the building will be reconstructed in an expo legacy theme park in China’s Fujian Province, south of Shanghai.

<sup>50</sup> At the time of writing, financial information supplied by the IEP still had to be validated by PCH Financial Services.

<sup>51</sup> After adjustments for sales commission, business taxes, customs duties and other transfers.

<sup>52</sup> Ratio of actual administrative costs:  $\text{C\$}5,136,942 \div \text{C\$}54,127,139 = 9.5\%$ . This slightly exceeds the ratio seen for budgeted expenditures:  $\text{C\$}5,200,000 \div \text{C\$}58,000,000 = 9.0\%$ .

<sup>53</sup> From 1992 to 1996, the responsibility was with what was then the Department of Communications.

<sup>54</sup> More specifically, the Minister of Canadian Heritage is responsible for obtaining Cabinet approval for the theme and scope of Canada’s participation in international expositions and for subsequently reporting on such participation. This attribution is consistent with the statutory mandate bestowed upon the Minister, which extends to all fields relating to Canadian identity and values, cultural development, heritage and areas of natural and historical significance to the nation.

<sup>55</sup> The value of the original contract signed by SNC-Lavalin in May 2008 was C\$15.7 million. This contract was amended in June 2009 and increased to a new value of C\$28 million, to account for the rise in cost resulting from an increase in construction costs, an increase in the inflation rate for raw materials in China, devaluation of the Canadian dollar against the Chinese currency, and increased costs associated with materials and labour. Subsequent amendments were made to account for the fact that SNC-Lavalin would not have to dismantle the Canada Pavilion building as originally planned (a saving to Canada of approximately C\$540,000), but would have to supply security services on site until the facility is dismantled by its new Chinese owner.

<sup>56</sup> Key informants spontaneously volunteered ideas to find new sources of revenue, such as producing and selling a record featuring musical extracts from the “Glimpses” movie shown in the Canada Pavilion, selling the calendar featured in Canada’s promotional package, or revisiting the price of catering activities in the VIP lounge to reflect the quality of food and services offered to guests.

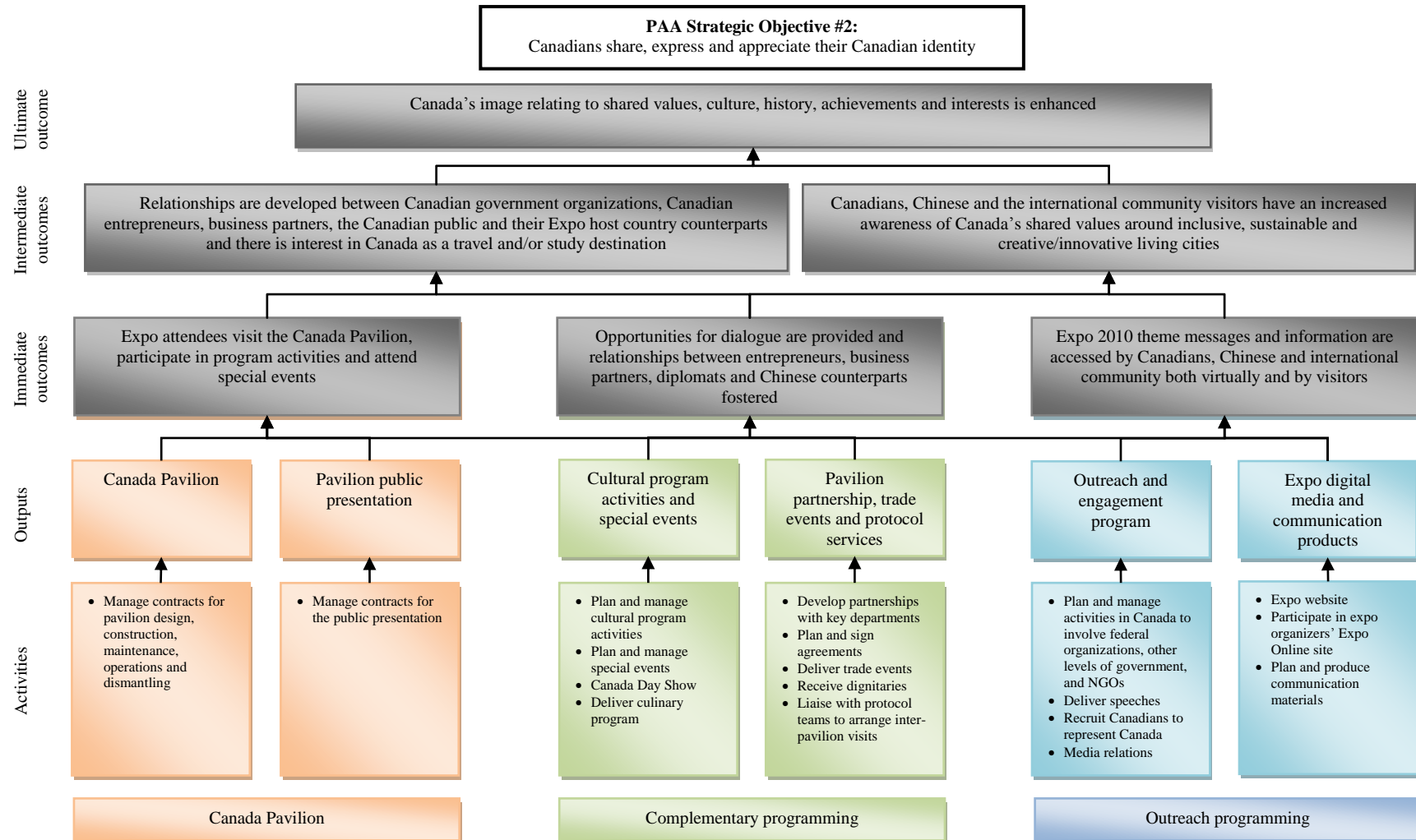
<sup>57</sup> According to PCH, the closest “equivalent” to awarding the contract to CdS would have been to create a consortium by combining Canadian companies with expertise in designing, building and operating large displays and exhibitions, as well as expertise to create, package and deliver cultural events. The lack of pre-existing integration of these areas of expertise, the uncertain stability of such a consortium and the lack of proven creative synthesis would have exposed Canada’s participation in Expo 2010 to a number of additional risks. These risks would have potentially impacted the Expo 2010 budget, the timely development and implementation of Canada Pavilion components, and the achievement of participation objectives—including quality of the public presentation and complementary programming.

<sup>58</sup> The country eventually withdrew from its commitment to participate in Expo 2000. The decision to attend was reversed at a relatively late stage, and the area set aside for the United States pavilion was left undeveloped.

<sup>59</sup> One key informant pointed out that, like most live performances at the Canada Pavilion, installations designed by CdS (including Glimpses) made no use of spoken words, hence they remained linguistically neutral and universally accessible.

<sup>60</sup> Meetings of the Canada Pavilion operations team were supplied with agendas in English, French and Mandarin.

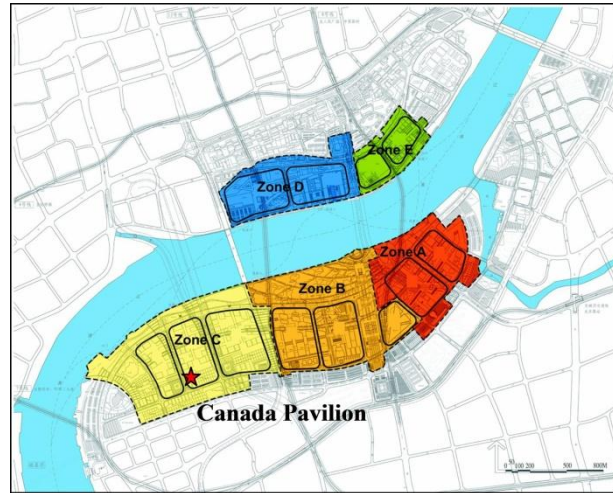
## Appendix A – Logic Model



# Appendix B – Highlights of the Canada Pavilion

## Location

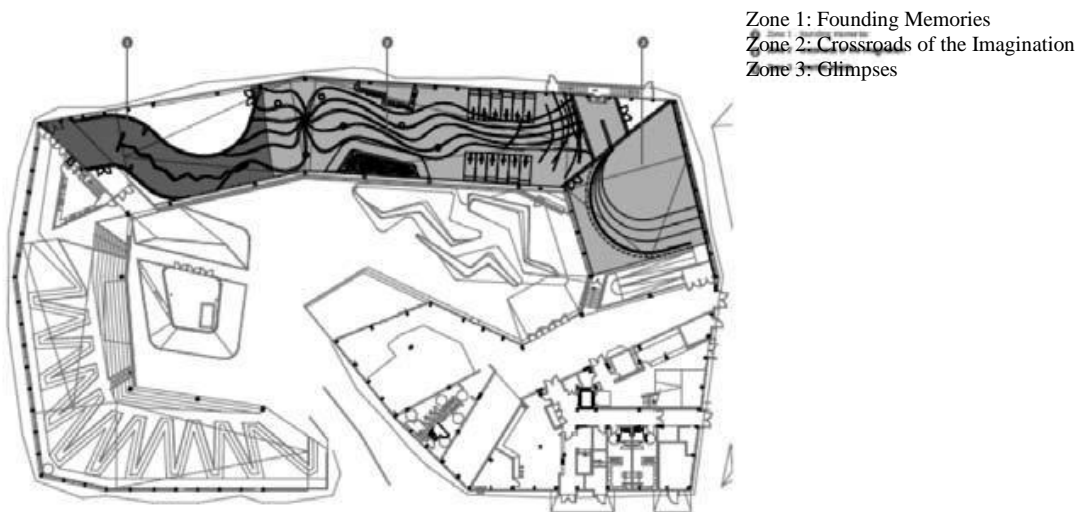
The Canada Pavilion at Expo 2010 was located in Zone C of the expo grounds, in an area that also hosted national pavilions from other countries of the Americas (the United States, Peru, Colombia, Brazil, Mexico, Chile, Venezuela and Cuba), as well as pavilions for the Caribbean Community and for Central and South America.



## Exterior design

The Canada Pavilion was shaped like a looped ribbon or the letter “C.” Visitors entered through an open-air courtyard, the pavilion’s centre piece, and then circulated through the larger structure that housed the public installations.

The curved design created a large public space that encouraged interaction and a community feeling. An angled accessible ramp invited visitors beyond the interior courtyard into the pavilion.



The exterior skin of the pavilion was composed of 4,000 m<sup>2</sup> of Canadian red cedar, certified by the Canada Wood Association and Canada Wood China. This was an important sustainable aspect of the design. The cedar boards were individually fastened to a steel frame, which allowed easy dismantling so the wood could be reused in construction projects following Expo 2010.





Photo: Canada at Expo 2010 Shanghai. <<http://www.expo2010canada.gc.ca/index-eng.cfm>>.



Photo: SNC-Lavalin International. *Rapport rétrospectif : Pavillon du Canada, Expo universelle 2010 – Shanghai*. [n.p.], August 15, 2011.

## Interior design

The interior of the pavilion comprised three floors. The first floor was the public presentation, which reflected Canada's theme *The Living City: inclusive, sustainable, creative*. A unique conference centre and visitors' VIP lounge occupied the second floor. This space was used for events, meetings and presentations on trade, investment, and

educational opportunities in Canada. Finally, the third floor housed operations and administration to ensure the smooth functioning of pavilion programs.

The pavilion featured a “green wall”—a 15 x 40 m structure of evergreen seedlings that was a backdrop to the courtyard. In addition to illustrating a universal desire for green space in urban centres, the green wall also operated as a natural bio air filter.

### Visitor experience



Photo: Canada at Expo 2010 Shanghai. <<http://www.expo2010canada.gc.ca/index-eng.cfm>>.

The Canada Pavilion aimed to give a brand-new impression of Canada to visitors, replacing stereotypes of cold and vast tracts of land. The pavilion offered visitors a feeling of life in a vibrant, diverse, and green Canadian city. Each individual experience was unique. Every journey through “The Living City” was personalised by visitors’ imagination and creativity, much the way urban lives are shaped by each individual’s decisions and

contributions to the city. The animation and interactive elements of the public presentation were complemented by music and a rich soundscape throughout.

Visitors were free to come and go as they pleased in the public presentation area, a wide open space situated on the first floor in which five major installations were set:

- ❖ Founding Memories, located just beyond a queuing area at the entrance of the building (Zone 1);
- ❖ Urban Heart, Aqua Magika and Velocity, located in a sector called “Crossroads of the Imagination” (Zone 2);
- ❖ Glimpses, located near the exit of the public presentation area (Zone 3).

At the entrance were walls of words called *Founding Memories*. This installation paid tribute to the special relationship the Chinese people have to writing, while at the same time expressing the principles that guide Canadian urban development. The walls of words were fundamental and solid, like the steel on which they were carved. They also reflected an evolving dialogue in urban lives.





Photo: SNC-Lavalin International. *Rapport rétrospectif : Pavillon du Canada, Expo universelle 2010 – Shanghai*. [n.p.], August 15, 2011.

Neighbourhoods are the *Urban Heart* of the city where community identity is formed. Cities are living, changing hubs, celebrated through movement, colour and vitality. This installation was a panorama of images from Canadian neighbourhoods that reflected Canada's multicultural heritage, as well as the diversity that gives its pulse and its hum. It was a towering multi-faceted portrait of the cities that inspire the country's energy.



Photo: Canada at Expo 2010 Shanghai. <<http://www.expo2010canada.gc.ca/index-eng.cfm>>.

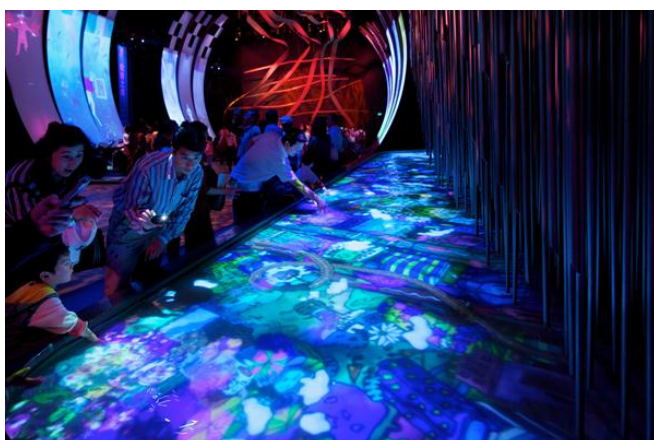


Photo: Canada at Expo 2010 Shanghai. <<http://www.expo2010canada.gc.ca/index-eng.cfm>>.

One of the pavilion's highlights was *Aqua Magika*, a “virtual waterfall” that changed its pictures when people touched it. This installation paid tribute to Canada's imaginative youth, with the use of water as the life-force of a sustainable city. The interplay of water and light reminded visitors that our cities depend on nature and make room for the green spaces that nurture us. As visitors dipped their hands in the basin, animated images appeared as

if children dreamed the city; their laughter punctuated the dream-like music, in harmony with the pitch and beat of the Urban Heart.

The depth of Canadian creativity and the energy of cities were demonstrated through the fourth installation, called *Velocity*. This installation featured a bike ride through the best Canadian urban practices. Visitors pedaling whimsically-designed, interactive bicycles controlled their journeys through the animated cityscape. As they sped up and slowed down, so did colours and sounds of the images in front of them. For the inclusion of all visitors, hand-powered bicycles were also available. And over it all, a stylised, sculptural tree that united the interactive elements of the public presentation, serving as a common link between city and nature.



Photo: Canada at Expo 2010 Shanghai. <<http://www.expo2010canada.gc.ca/index-eng.cfm>>.



Photo: Canada at Expo 2010 Shanghai. <<http://www.expo2010canada.gc.ca/index-eng.cfm>>.

As a thoughtful finale to the journey through “The Living City,” visitors were immersed in a unique cinematic experience created by the National Film Board of Canada on a 150-degree screen. *Glimpses: A Human View of the Living City* paid visual homage to an ordinary day in the life in a Canadian city. A panorama of images took visitors on an incredible journey across four seasons. These Canadian moments were captured by two photographers

who travelled the country with a small crew in order to capture close to 57,000 unstaged images of people and places, shot over several hours and sometimes even days. The film evoked a personal story, unique to each viewer.

### Other features

Also featured were CdS animators who entertained visitors in the pavilion courtyard and queue. Regarded as Canada’s “national treasure,” CdS had made its debut on the Chinese mainland in the summer of 2007, bringing the *Quidam* show to Shanghai, its only stop in China. With CdS creativity, the exhibitions at the pavilion were quite performance-oriented, providing people with a new, exciting and emotional visitor experience.

The pavilion also had a restaurant and a gift shop. The restaurant was operated by Julie’s Bistro, a well-known Canadian fixture in Shanghai. The Canadian-owned gift shop, visible from the courtyard of the pavilion, showcased Canadian goods, including selections of world-famous Canadian ice wine and hand-made Inuit carvings.

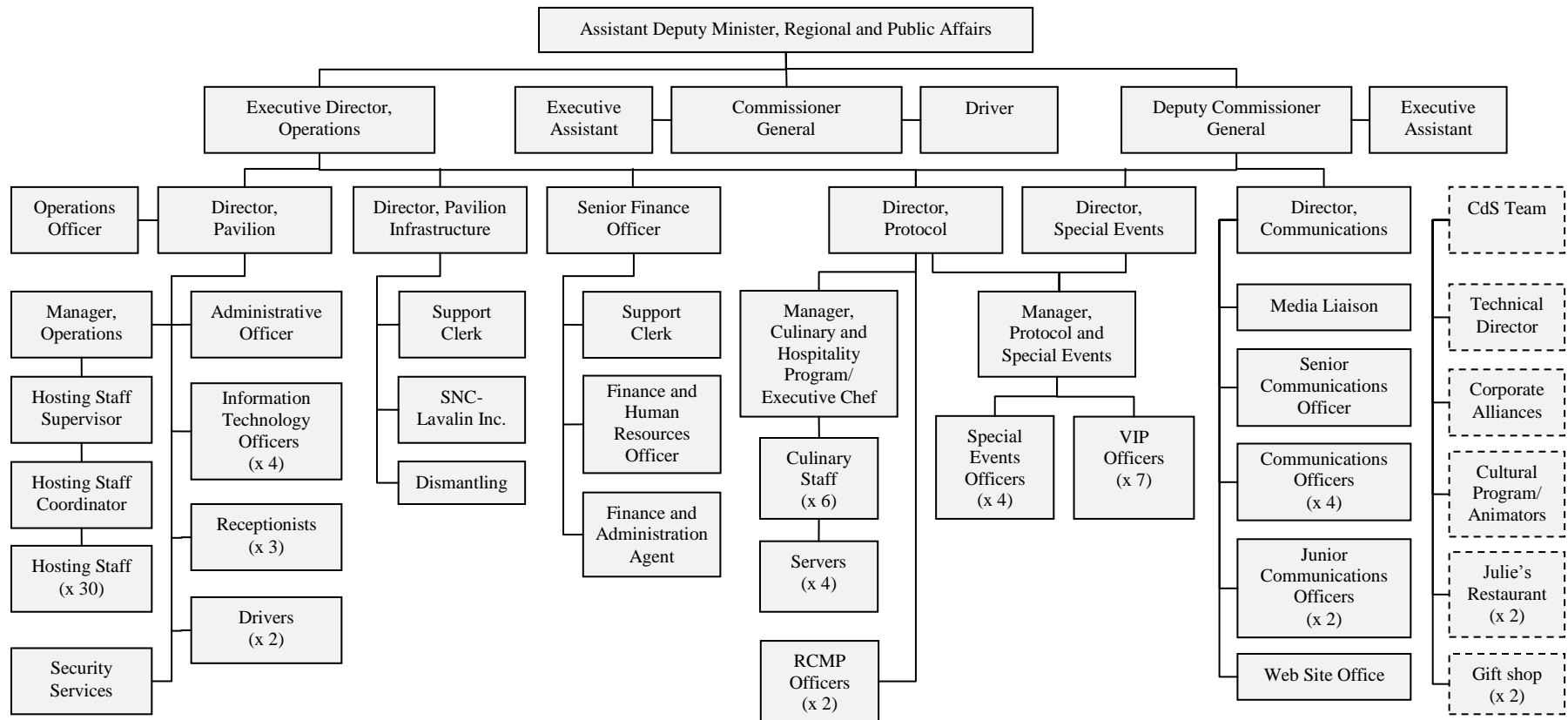


Photo: SNC-Lavalin International. *Rapport rétrospectif : Pavillon du Canada, Expo universelle 2010 – Shanghai*. [n.p.], August 15, 2011.



Photo: SNC-Lavalin International. *Rapport rétrospectif : Pavillon du Canada, Expo universelle 2010 – Shanghai*. [n.p.], August 15, 2011.

## Appendix C – Canada Pavilion Organisation Chart





## Appendix D – Project Timeline

Date/period	Event(s)
May 2000	The Government of Canada establishes a stable funding framework for Canada's participation in all future international expositions sanctioned by the BIE and hosted by other countries. This framework features a PCH funding of C\$62.4 million for the six financial years from 2000-2001 to 2005-2006 inclusive, and C\$10.3 million annually thereafter.
December 2002	Member states at the General Assembly of the BIE vote to grant the City of Shanghai the right to host the 2010 universal world exposition.
March 2006	Canada is one of the first BIE member countries to accept an official invitation from the government of the People's Republic of China to attend Expo 2010.
Summer 2006	PCH organises a number of information gathering meetings as part of the preliminary planning for Expo 2010, to ensure that the Canada Pavilion and the complementary activities in Shanghai adequately reflect the interests, viewpoints and concerns of Canadians, as well as the priorities of the Government of Canada.
May 2007	The Government of Canada approves C\$45 million for Canada's participation in Expo 2010 and for a collaborative agreement with CdS to produce the creative concept for the Canada Pavilion, as well as the public presentation and the cultural program.
July 2007	The Government of Canada issues the final theme document for the project. This document outlines the theme and government priority messages for Canada's participation in Expo 2010.
November 2007	The Government of Canada signs a collaborative agreement with CdS in order to design the creative concept for the Canada Pavilion, to develop the public presentation, to deliver the cultural program, and to develop strategic corporate alliances. CdS will also use its international reputation and networks to promote Canada's participation in Expo 2010.
January 2008	A first version of the <i>Canada at Expo 2010 Shanghai</i> website is launched.
May 2008	Following a competitive bidding process carried out in 2007, the Government of Canada signs a contract with SNC-Lavalin Inc. to act as the design-build-operate-maintain-dismantle general contractor for the Canada Pavilion in Shanghai.
July 2008	CdS submits to the IEP the preliminary conceptual approach of the public presentation of the Canada Pavilion.
January 2009	Due to rising construction costs and the devaluation of the Canadian dollar against the renminbi, the Government of Canada increases its original commitment by an additional C\$13 million, to be used if necessary. Complete funding comes from existing departmental reference levels. The total funding approved for Canada's participation in Expo 2010 is now C\$58 million. CdS submits to the IEP the final conceptual approach of the public presentation of the Canada Pavilion.
February 2009	Construction of the Canada Pavilion by SNC-Lavalin begins in Shanghai. Canada is one of the first countries to start construction on its pavilion for Expo 2010.
May 2009	The Government of Canada appoints Mark Rowswell as Canada's Commissioner General for Expo 2010. A Canadian-born and raised performer and television host whose stage name is "Dashan," Mr. Rowswell has been called the most famous foreigner in China. A regular fixture on Chinese television, he has become a cultural icon across China.
Fall 2009	The IEP approves the mockings prepared by CdS for the public presentation of the Canada Pavilion.
December 2009	The Prime Minister of Canada visits the site of the Canada Pavilion in Shanghai. While on official visit in China, the Prime Minister announces that China is granting Canada ADS.
January 2010	The Government of Canada and CdS officially announce Canada's cultural program for Expo 2010.
February 2010	CdS installs the public presentation in the Canada Pavilion in Shanghai.
April 2010	The IEP approves the public presentation installed in the Canada Pavilion in Shanghai.

Date/period	Event(s)
	SNC-Lavalin hands over to PCH the Canada Pavilion in Shanghai.
May 2010	The Canada Pavilion opens to the public on the official opening day of Expo 2010 (May 1).
	An updated version of the <i>Canada at Expo 2010 Shanghai</i> website is launched.
June 2010	The Prime Minister of Canada and the President of China sign a MoU to facilitate group travel from China to Canada, which cements Canada's ADS.
October 2010	The Canada Pavilion greets its six-millionth visitor on October 22, and its 6.4+ millionth visitor before closing to the public on the official closing day of Expo 2010 (on October 31).
November 2010	PCH hands over the Canada Pavilion to SNC-Lavalin.
	An online auction is organised to sell the Canada Pavilion building and other surplus pavilion assets.
	CdS dismantles the pavilion's public presentation and disposes of all components.
January 2011	A second online auction is held following unsuccessful negotiations with the winner of the first online auction. This results in the Canada Pavilion being sold for the initial asking price of C\$3 million. The Canada Pavilion sales and rebuilding authorisation agreement is signed with the successful Chinese bidder in February 2011.
March 2011	The contract with SNC-Lavalin is amended to account for the fact that dismantlement of the Canada Pavilion and site restoration will be handled by the Chinese party who bought the facility.



## Appendix E – Evaluation Matrix

Principal questions and related questions	Indicators	Lines of enquiry
<b>Rationale/relevance</b>		
Evaluation Issue #1: To what extent is Canada's participation in Expo 2010 relevant and responds to the needs of Canadians?	a) Extent to which Canada's participation in international expositions is politically, economically and culturally relevant and responsive to the needs of Canadians	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Literature review</li> </ul>
	b) Evidence that international expositions are beneficial to participating countries (in terms of main project objectives)	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Literature review</li> </ul>
	c) Perception of the extent to which Canada's participation in international expositions is politically, economically and culturally relevant and responsive to the needs of Canadians	<ul style="list-style-type: none"> <li>• Key informant interviews</li> </ul>
Evaluation Issue #2: To what extent is Canada's participation in Expo 2010 aligned with PCH strategic priorities and federal government priorities?	a) Level to which Expo 2010 participation objectives are consistent with PCH strategic objectives	<ul style="list-style-type: none"> <li>• Document review</li> </ul>
	b) Perception of the extent to which Expo 2010 participation objectives are consistent with PCH strategic objectives	<ul style="list-style-type: none"> <li>• Key informant interviews</li> </ul>
	c) Level to which Expo 2010 participation objectives are consistent with federal government priorities and policy objectives	<ul style="list-style-type: none"> <li>• Document review</li> </ul>
	d) Perception of the extent to which Expo 2010 participation objectives are consistent with federal government priorities and policy objectives	<ul style="list-style-type: none"> <li>• Key informant interviews</li> </ul>
Evaluation Issue #3: Is there a legitimate role (and responsibility) for the federal government to participate in international expositions?	a) Canada's roles and responsibilities in international expositions	<ul style="list-style-type: none"> <li>• Document review</li> </ul>
	b) Evidence of the relevance and legitimacy of the Canadian government's participation in such events	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Literature review</li> </ul>
	c) Perception of the relevance and legitimacy of the Canadian government's participation in such events	<ul style="list-style-type: none"> <li>• Key informant interviews</li> </ul>
	d) Trends and roles played by the federal government of other participating countries	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Literature review</li> <li>• Key informant interviews</li> </ul>
<b>Performance (effectiveness)</b>		
Evaluation Issue #4: To what extent has Canada's participation in Expo 2010 achieved its expected outcomes? – Ultimate outcome		
Canada's image relating to shared values, culture, history, achievements and interests is enhanced	a) Level of change in the perception of Chinese and international visitors regarding Canadian cities	<ul style="list-style-type: none"> <li>• Administrative files and survey data</li> <li>• Document review</li> </ul>
	b) Proportion of visitors who reported having a more favourable impression of Canada	<ul style="list-style-type: none"> <li>• Administrative files and survey data</li> </ul>
	c) Proportion of visitors who reported having an enhanced image of Canada	<ul style="list-style-type: none"> <li>• Administrative files and survey data</li> <li>• Document review</li> </ul>
	d) Perception of the extent to which Expo 2010 enhanced Canada's image	<ul style="list-style-type: none"> <li>• Key informant interviews</li> </ul>
	e) International and domestic media presenting Canada's shared values, history, and achievements	<ul style="list-style-type: none"> <li>• Document review</li> </ul>
	f) Evidence of the effect of Canada's participation in Expo 2010 on the image that visitors have of Canada	<ul style="list-style-type: none"> <li>• Direct observation</li> </ul>

Principal questions and related questions	Indicators	Lines of enquiry
Evaluation Issue #4: To what extent has	Canada's participation in Expo 2010 achieved its expected outcomes? – Intermediate outcomes	
Relationships are developed between Canadian government organisations, Canadian entrepreneurs, business partners, the Canadian public and their Expo host country counterparts, and there is interest in Canada as a travel and/or study destination	a) Number of new and/or renewed China-Canada collaborations (cultural, diplomatic, education and/or trade agreements)	• Document review
	b) Perception of the effects of Canada's participation in Expo 2010 on China-Canada collaborations (cultural, diplomatic, education and/or trade agreements)	• Key informant interviews
	c) Proportion of respondents who reported plans to travel to Canada in the next three years (for every purpose explored)	• Administrative files and survey data • Document review
	d) Proportion of respondents who reported wanting to visit the Canada Pavilion because of their intentions to visit the country	• Administrative files and survey data
	e) Proportion of respondents who reported being interested in obtaining tourist information while visiting the Canada Pavilion	• Administrative files and survey data
	f) Proportion of visitors who reported an increased likelihood of travel, work or study in Canada	• Administrative files and survey data
	g) Perception of the effects of Canada's participation in Expo 2010 on travel to Canada (for different purposes)	• Key informant interviews
	h) Evidence that Canada's participation in Expo 2010 promotes Canada as a travel and/or study destination	• Direct observation • Document review
	i) Perception of the extent to which the Engaging Canadians program contributed to developing relationships between the Canadian public and Expo host country counterparts	• Key informant interviews
	j) Evidence that Engaging Canadians program activities developed relationships between the Canadian public and Expo host country counterparts: Type and number of regional Expo events in Canada Number of Canadian participants to regional events	• Document review
Canadians, Chinese and international community visitors have an increased awareness of Canada's shared values around inclusive, sustainable and creative/innovative living cities	a) Proportion of respondents who indicated an interest in learning about Canada as a reason for wanting to visit the Canada Pavilion (by reason explored)	• Administrative files and survey data
	b) Proportion of respondents who indicated an interest in learning about Canada as a reason for possibly visiting a website about Canada at the World Expo (by reason explored)	• Administrative files and survey data
	c) Proportion of respondents who indicated being familiar with Canada	• Administrative files and survey data
	d) Proportion of visitors who reported having learned about Canada while visiting the Canada Pavilion (by theme explored)	• Administrative files and survey data
	e) Perception of the extent to which Expo 2010 increased visitors' awareness of Canada's shared values around inclusive, sustainable and creative/innovative living cities	• Key informant interviews
	f) Evidence of the effect of Canada's participation in Expo 2010 on visitor awareness of Canada's shared values around inclusive, sustainable and creative/innovative living cities	• Direct observation • Document review

Principal questions and related questions	Indicators	Lines of enquiry
Evaluation Issue #4: To what extent has Expo attendees visit the Canada Pavilion, participate in project activities and attend special events	Canada's participation in Expo 2010 achieved its expected outcomes? – Immediate outcomes	
Opportunities for dialogue are provided, and relationships between entrepreneurs, business partners, diplomats and Chinese counterparts are fostered	a) Total number of Canada Pavilion visitors and total expected numbers	• Document review
	b) Canada Pavilion visitors expressed as a percentage of total Expo visitors	• Document review
	c) Number of participants for each cultural program activity and special event	• Document review
	d) Evidence of the interest in visiting the Canada Pavilion and attending/participating in project activities and events	• Direct observation
	a) Type/number of special access visits	• Document review
	b) Type/number of VIP/business visitors	• Document review
	c) Type/number of guided/protocol visits to the public presentation area and/or executive conference area	• Document review
	d) Type/number of business and trade events/initiatives and number of attendees	• Document review
	e) Percentage of use of capacity of the conference area	• Document review
	f) Perception of the extent to which Expo 2010 provides opportunities and means to facilitate dialogue and foster relationships	• Key informant interviews
Expo 2010 theme messages and information are accessed by Canadians, Chinese and the international community, both virtually and by visitors	g) Evidence that on-site opportunities and means are provided to facilitate dialogue and foster relationships	• Direct observation
	a) Number of Expo 2010 Canadian official website visits and any other statistics available	• Document review
	b) Type/number of Engaging Canadians program activities and number of participants	• Document review
	c) Number of media reports on Canada's participation	• Document review
	d) Number of information kits provided to the media	• Document review
	e) Evidence that Canada's participation in Expo 2010 promotes its theme messages and information via each project component	• Direct observation
	f) Proportion of visitors who were influenced by the website to come to the Canada Pavilion	• Administrative files and survey data
	g) Proportion of visitors who reported intentions of visiting the website as a result of visiting the Canada Pavilion	• Administrative files and survey data

Principal questions and related questions	Indicators	Lines of enquiry
Evaluation Issue #5: Were adequate management and administrative systems in place for effective project delivery to meet the project's expected outcomes?	a) Extent to which each Expo 2010 project component was delivered effectively, including variance between the planned delivery and actual delivery of each project component (timing, design, number and type of activities, events or products, number and type of alliances or partnerships, etc.)	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>
	b) Visitor satisfaction: Proportion of visitors who rated their experience at the Canada Pavilion as very good or excellent (4 or 5 out of 5) Proportion of visitors who would recommend the Canada Pavilion to a friend Sections most appreciated by visitors Aspects of the pavilion most appreciated by visitors Proportion of visitors who reported that the Canada Pavilion met or exceeded their expectations Visitor suggestions for possible improvements to the pavilion Factors that influenced visitors to come to the Canada Pavilion	<ul style="list-style-type: none"> <li>• Administrative files and survey data</li> </ul>
	c) Perception of the management and administrative systems in place for effective project delivery	<ul style="list-style-type: none"> <li>• Key informant interviews</li> </ul>
	d) Perception of the appropriateness of the governance and management structure of the project to support results achievement	<ul style="list-style-type: none"> <li>• Key informant interviews</li> </ul>
	e) Evidence that each component of the Expo 2010 project has been implemented as planned to meet the project's expected outcomes	<ul style="list-style-type: none"> <li>• Direct observation</li> </ul>
Evaluation Issue #6: Has the Expo 2010 project integrated Expo 2000 and Expo 2005 evaluation recommendations to maximise impact from Canada's participation?	a) Evidence and perception that the Expo 2010 project has integrated Expo 2005 evaluation recommendations to maximise impact from Canada participation	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>
Evaluation Issue #7: Have there been any operational constraints that impinged upon the ability of the project to achieve its expected results? What changes to the design and delivery of the project could be made to improve the operational effectiveness of future international expositions?	a) Evidence of operational constraints and challenges, and impact of the latter on the achievement of expected results	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Literature review</li> <li>• Direct observation</li> </ul>
	b) Perception of operational constraints and challenges regarding the achievement of expected results, and proposed changes to improve operational effectiveness	<ul style="list-style-type: none"> <li>• Key informant interviews</li> </ul>
Evaluation Issue #8: Have there been any positive or negative unexpected outcomes and impacts from Canada's participation in Expo 2010?	a) Evidence of unexpected results, outcomes or impacts	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Direct observation</li> </ul>
	b) Perception of possible unexpected outcomes or impacts on the project	<ul style="list-style-type: none"> <li>• Key informant interviews</li> </ul>

Principal questions and related questions	Indicators	Lines of enquiry
<b>Performance (efficiency and economy)</b>		
Evaluation Issue #9: Are the resources dedicated to this project being used effectively and efficiently to maximise the achievement of outcomes?	a) Total cost of Canada's participation in Expo 2010	• Document review
	b) Cost breakdown by component	• Document review
	c) Administrative costs vs. total costs of the Expo 2010 project	• Document review
	d) Number of FTEs	• Document review
	e) Cost per visitor	• Document review
	f) Level of discrepancy between planned and utilised financial resources as a whole and for each of the project components	• Document review
	g) Comparison of the use/allocation of resources with comparable projects or previous international expositions (Hanover 2000 and Aichi 2005), based on indicators (a) through (f)	• Document review
	h) Comparison of the total cost of Canada's participation in Expo 2010 against that of other participating countries	• Document review • Key informant interviews • Literature review
	i) Comparison of project cost to outcomes (cost-benefit analysis)	• Document review
	j) Perception of the adequacy of the project structure, contracting processes and component activities to achieve project outcomes	• Key informant interviews
	k) Perception and evidence that revenue-generating activities and return on investment opportunities were exploited adequately	• Key informant interviews • Document review
Evaluation Issue #10: Is there a more effective approach to achieving Expo 2010 objectives?	a) Perception and evidence of more cost-effective alternative design/delivery approaches to achieve project outcomes	• Key informant interviews • Document review
Evaluation Issue #11: Could certain aspects/components of the project be transferred to other levels of government or other organisations (private, public sector)?	a) Identification of alternative mechanisms to deliver certain aspects/components of the project	• Document review • Literature review
	b) Perception that certain aspects/components of the project could be transferred to other levels of government or other organisations	• Key informant interviews

Principal questions and related questions	Indicators	Lines of enquiry
<b>Performance monitoring/measurement</b>		
Evaluation Issue #12: Were the IEP's performance monitoring and measurement activities sufficient to support results reporting and evaluation?	a) Evidence of PMERS (old RMAF) commitments	• Document review
	b) Adequacy of performance measurement mechanisms and systems in place, in terms of accuracy, quality and availability: Extent to which the performance indicators accurately reflect outputs and results Extent to which the Expo data capture and reporting capacity matches expectations outlined in the performance measurement framework Extent to which the performance data being collected is accurate and complete Extent to which the performance data supports decision-making and departmental accountability requirements	• Document review
	c) Evidence of possible performance measurement improvements	• Document review
	d) Perception of the extent to which performance monitoring and measurement activities were sufficient and supported results reporting and evaluation	• Key informant interviews
	e) Perception of possible improvements to the performance monitoring and measurement activities	• Key informant interviews
<b>Official languages</b>		
Evaluation Issue #13: Were all official language requirements met?	a) Degree to which publications were provided in the official languages	• Document review
	b) Ability of staff to provide services in the official languages	• Direct observation
	c) Public presentation, complementary programming and outreach programming conducted/available in the official languages	• Document review • Direct observation
	d) Perception that official language requirements were met for every component of the project	• Key informant interviews

## Appendix F – List of Documentary and Literary Sources of Information

### Sources used in the comprehensive document review

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## Appendix G – Details on Public Opinion Research Activities

Table G-1 provides methodological details about the public opinion research activities that were carried out at different points in time between 2008 and 2010.

**Table G-1**  
Research methods

Feature	Pre-expo focus groups and interviews	Pre-expo telephone survey	Mid-expo on-site intercept survey	Post-expo telephone survey
Description	Focus groups with Chinese parents, teachers and youth, and one-on-one interviews with representatives of the Chinese media	Random telephone surveys	Survey conducted at the exit of the Canada Pavilion during Expo 2010	Follow-up telephone survey
Participants	Two focus groups each for parents, teachers and youth (target set at 8 to 10 participants per group; actual numbers not specified in source reports) and 16 media representatives	1,500 members of the Chinese general population, 15 years of age or older, who were aware of the Shanghai World Expo and were interested in visiting the 2010 World Expo in Shanghai	3,168 visitors to the Canada Pavilion (2,843 from China and 325 from other countries), randomly selected to ensure a variety of days of the week and times of the day; among the visitors from China, 2,480 agreed to give their name and phone number for a follow-up interview	907 individuals out of 2,480 Chinese participants in the mid-expo on-site intercept survey who had agreed to participate in a follow-up telephone survey
Location	Shanghai (all focus groups and six interviews); Beijing (six interviews)	Beijing (n = 500), Shanghai (n = 500), Hangzhou (n = 250) and Nanjing (n = 250)	Shanghai (i.e. exit into the courtyard of the Canada Pavilion)	All over China
Language(s)	Mandarin	Choice of Mandarin, Shanghaiese, English, French or Japanese	Choice of Mandarin, Shanghaiese, English, French or Japanese	Mandarin
Timing	April 14-16, 2008	April 21-May 11, 2008	July 21-October 31, 2010	December 7-21, 2010
Research guides	Reviewed by the ESD	Reviewed by the ESD	Reviewed and commented by the ESD and the consultants involved in the evaluation of Canada's participation	Reviewed and commented by the ESD and the consultants involved in the evaluation of Canada's participation

Table G-2 shows how participants in the mid-expo intercept survey and the post-expo phone survey responded when asked to indicate whether their visit to the Canada Pavilion had given them a much more favourable impression of Canada, a little more favourable impression, a little less favourable impression, a much less favourable impression, or an unchanged impression.

Table G-3 shows how participants in the mid-expo intercept survey and the post-expo phone survey responded when asked to indicate if they agreed that their visit to the Canada Pavilion had enhanced the image they had of Canada's shared values, culture, history, achievements and interests.

**Table G-2**  
Change in respondents' impression of Canada following their visit to the  
Canada Pavilion, measured during and after Expo 2010

Degree of change (see notes)	Mid-expo on-site intercept survey		Post-expo telephone Survey	
	(N = 3,168)		(N = 907)	
	n	%	n	%
Much more favourable impression of Canada	910	29.0	252	27.8
A little more favourable impression of Canada	1,798	57.3	532	58.8
A little less favourable impression of Canada	72	2.3	20	2.2
A much less favourable impression of Canada	36	1.1	6	0.7
Visit did not change impression of Canada	322	10.3	95	10.5

Notes: Figures indicate the number and percentage of total respondents who reported their perceived degree of change. It should be noted that, in the mid-expo on-site intercept survey, on the whole, similar proportions of Chinese and non-Chinese visitors were left with a much more or little more favourable impression of Canada. However, percentage-wise, there were fewer Chinese than non-Chinese who were left with a much less or little less favourable impression of Canada.

Sources: Sources: Harris/Decima. *World Expo China 2010, Mid-Expo Quantitative Report (Phase 2)*. Prepared for Canadian Heritage. Toronto, Ottawa, Montreal, Vancouver: Harris/Decima, November 26, 2010; Harris/Decima. *World Expo China 2010, Post-Expo Quantitative Report (Phase 3)*. Prepared for Canadian Heritage. Toronto, Ottawa, Montreal, Vancouver: Harris/Decima, January 18, 2011; Harris/Decima. Raw data used to carry out quantitative research activities. SPSS files.

**Table G-3**  
Change in respondents' image of Canada's shared values, culture, history,  
achievements and interests, measured during and after Expo 2010

Degree of agreement with the statement "My visit to the Canada Pavilion has enhanced the image that I had of Canada's shared values, culture, history, achievements and interests (see notes)	Mid-expo on-site intercept survey		Post-expo telephone Survey	
	(N = 3,162)		(N = 907)	
	n	%	n	%
1 (Strongly disagree)	23	0.7	6	0.7
2	91	2.9	66	7.3
3	596	18.8	189	20.8
4	1395	44.1	415	45.8
5 (Strongly agree)	1057	33.4	231	25.5

Note: Figures indicate the number and percentage of total respondents who reported their degree of agreement using a scale of 1 to 5 where 1 means "strongly disagree" and 5 means "strongly agree." It should be noted that, in the mid-expo on-site intercept survey, the percentage of participants who said they moderately or strongly agreed was higher for Chinese visitors (78.0%) than non-Chinese visitors (73.5%).

Sources: Sources: Harris/Decima. *World Expo China 2010, Mid-Expo Quantitative Report (Phase 2)*. Prepared for Canadian Heritage. Toronto, Ottawa, Montreal, Vancouver: Harris/Decima, November 26, 2010; Harris/Decima. *World Expo China 2010, Post-Expo Quantitative Report (Phase 3)*. Prepared for Canadian Heritage. Toronto, Ottawa, Montreal, Vancouver: Harris/Decima, January 18, 2011; Harris/Decima. Raw data used to carry out quantitative research activities. SPSS files.

## Appendix H – Central Government Involvement in Expo Participation Projects

Findings of the literature review	Findings of interviews with key informants
<b>Australia</b>	
Australia's participation in Expo 2010 was handled by the Department of Foreign Affairs and Trade, which issued competitive public tender processes to award six major contracts to Australian companies for: design of the Australian pavilion; construction, exhibition and maintenance services; development of a communications and public relations program; pavilion staffing, retail and operations; development and implementation of a cultural program; and decommissioning of the pavilion. The Australian government also called upon a number of leading corporate and state/territorial sponsors, which supplied A\$10 million compared to A\$73 million for the federal Australian government.	Australia's participation was managed by the central Department of Foreign Affairs and Trade, which relied on a competitive public tender process to award contracts to Australian companies for construction of the pavilion, development of a communications and public affairs program, pavilion operations, development and implementation of a cultural program, and dismantling of the pavilion. The Australian government also called upon a number of leading private sector sponsors. Government bore most of the costs (A\$73 million), whereas corporate contributions and contributions from territories and states amounted to A\$7.3 million and A\$3 million respectively.
<b>France</b>	
As a matter of policy, France systematically takes part in all international expositions. France relies almost exclusively on government to run expo projects, by means of a public sector body, and with financial support from departments responsible for Finance, Foreign Affairs, Public Works, Urban Affairs, Environment, and Culture.	The responsibility for France's participation was almost exclusively with the French government, which supplies nearly all of the necessary funding by means of its various departments (Finance, Culture, Public Works, Foreign Affairs, etc.). Day-to-day operations of the pavilion were managed by a private firm that was awarded a €1.5 million contract to this end. France also called upon private sector sponsors. A total of nine companies—including Citroën, Atlantis, l'Oréal and Louis Vuitton—invested approximately €0.5 million in this project.
<b>United Kingdom</b>	
The cost of the United Kingdom's participation in Expo 2010 was split 50-50 between the public and private sectors. Five major private sector sponsors were commissioned. The pavilion was run by four public diplomacy partners: the Foreign and Commonwealth Office; UK Trade & Investment; VisitBritain (the official site of the British Tourist Authority); and the British Council (the United Kingdom's international organisation for cultural relations).	No interviews with representatives of the United Kingdom took place.
<b>United States</b>	
The United States prevent the State Department (the government body in charge of participation in expos) from using public funds to build or operate exhibits, thus leaving it to the private sector to shoulder the cost. Specifically, the federal government is bound by an act of Congress to only authorise attendance in BIE-sanctioned expositions if private interests pay for this participation. As a result of ensuing funding constraints, the country missed Expo 2000 in Hannover, Germany. For the United States Pavilion at Expo 2005 in Aichi, Japan, funds were raised from the public and from the private sector. In similar fashion, the United States Pavilion at Expo 2010 was sponsored by five global corporations and over 50 companies and organisations.	Responsibility for funding the United States' participation rested entirely with the private sector. Government's role simply consisted in officially accepting China's invitation, overseeing the overall process and ensuring that exhibits were consistent with the expo theme and United States government priorities. In fact, the federal government was bound by an act of Congress to only authorise attendance in BIE-sanctioned expositions if private interests paid for this participation. This imposed a severe constraint that prevented the country from participating in Expo 2000 in Hannover, Germany, and jeopardised at one point its participation in Expo 2010. In Shanghai, the United States Pavilion was entirely sponsored by five global corporations and over 50 companies and organisations.

## Appendix I – Agreements Signed at the Canada Pavilion

Date	Event
May 16, 2010	Signing by Manulife-Sinochem of an C\$30 million agreement with China Bohai Bank, to bring Manulife-Sinochem products to China Bohai's extensive customer network
June 2, 2010	Signing of eight contracts and agreements worth more than C\$4.5 million to forge partnerships between China and four Canadian companies, as well the National Research Council of Canada's Centre for Surface Transportation Technology
July 3, 2010	Signing of a MoU between the Canadian Wheat Board and COFCO, China's largest grain importer, for 500,000 tonnes of Canada Western Red Spring worth approximately C\$130 million at current market values
August 16, 2010	Signing by the Smile China Project of a MoU with the Shanghai #9 People's Hospital to establish a Centre of Excellence dedicated to advancing and improving surgical skills for cleft lip and palate surgery in China
September 10, 2010	Signing by Canada's Minister of Health of a Letter of Intent with the Vice-Minister of the Chinese General Administration of Quality Supervision, Inspection and Quarantine, to enhance cooperation on issues related to consumer product safety
October 30, 2010	Signing by the Province of Ontario of two tourism cooperation agreements with China's Henan and Shandong provinces, along with a MoU with China's Henan Province regarding the establishment of friendly exchange and cooperation relations

## Appendix J – Attendance Records for World Fairs Sanctioned by the Bureau international des expositions

Year	Location (see note)	Type of exposition	Number of participants	Number of expo visitors	Number of Canada Pavilion visitors	%
2010	Shanghai, China	Universal	246 countries and international organisations	73,080,000	6,455,000	8.8
2005	Aichi, Japan	Universal	125 countries and international organisations	22,049,000	3,300,000	15.0
2000	Hannover, Germany	Universal	155 countries and International organisations	18,100,000	2,800,000	15.5
1998	Lisbon, Portugal	Specialised	155 countries and international organisations	10,128,204	1,200,000	11.8
1993	Taejon, Korea	Specialised	141 countries and international organisations	14,005,808	500,000	3.6
1992	Seville, Spain	Universal	111 countries	41,814,571	1,981,700	4.7
1988	Brisbane, Australia	Specialised	36 countries	18,574,476	2,300,000	12.4
1986	Vancouver, Canada	Specialised	54 countries	22,111,578	5,000,000+	22.6
1985	Tsukuba, Japan	Specialised	111 countries	20,334,727	2,250,000	11.1
1984	New Orleans, USA	Specialised	26 countries	7,335,279	2,500,000+	34.1
1982	Knoxville, USA	Specialised	16 countries	11,127,786	3,000,000	27.0
1975	Okinawa, Japan	Specialised	37 countries	3,485,750	N/A	
1974	Spokane, USA	Specialised	10 countries	4,800,000	N/A	
1970	Osaka, Japan	Universal	75 countries	64,218,770	25,035,000	39.0
1968	San Antonio, USA	Specialised	22 countries	6,400,000	N/A	
1967	Montréal, Canada	Universal	62 countries	50,306,648	11,000,000	21.9

Note: The table lists all BIE-sanctioned universal or specialised expositions in which Canada took part between 1967 and 2010.  
“N/A” means “not available.”

Sources: Bureau international des expositions. Information sheets on individual exhibitions held between 1851 and 2000; Canada. Department of Canadian Heritage. *International Expositions*. Website found at <[http://www.pch.gc.ca/progs/expo/index\\_e.cfm](http://www.pch.gc.ca/progs/expo/index_e.cfm)>, accessed December 2010; *Daily Visitor Count – Canada Pavilion*. [n.p.], [2010 or 2011]. Excel spreadsheet indicating the number of visitors at Canada’s Pavilion at Expo 2010.

## Appendix K – VIP Visitors at the Canada Pavilion

According to the document review, Canadian VIPs who visited the Canada Pavilion included:

- ❖ Her Excellency the Right Honourable Michaëlle Jean, then-Governor General of Canada;
- ❖ Eleven federal Cabinet ministers, including: the Minister of Transports, Infrastructure and Communities; the President of the Treasury Board and Minister for the Asia-Pacific Gateway; the Minister of the Environment; the Minister of Foreign Affairs; the Minister of Industry; the Minister of Finance; the Minister of International Trade; the Minister of Agriculture and Agri-Food and Minister for the Canadian Wheat Board; the Minister of Natural Resources; the Minister of Health; the Minister of State (Small Business and Tourism);
- ❖ The Parliament Secretary for the Minister of Canadian Heritage and Official Languages, as well as several federal members of Parliament and federal senior officials;
- ❖ The President of the Public Service Commission;
- ❖ Five premiers, including the Premier of British Columbia, the Premier of Alberta, the Premier of Saskatchewan, the Premier of Manitoba, and the Premier of Ontario;
- ❖ Provincial Cabinet ministers and senior provincial officials from all Canadian provinces;
- ❖ More than 30 Canadian mayors, including the Mayor of Montréal, the Mayor of Vancouver, the Mayor of Edmonton, the Mayor of Victoria, and the Mayor of Mississauga;
- ❖ Canadians celebrities such as Maurice Strong and Rick Hansen.

Delegates from several countries and/or other expo pavilions also attended protocolar events hosted by Canada, including China, Argentina, Australia, Bangladesh, Belgium, Brazil, Chile, Cuba, Denmark, Colombia, the Czech Republic, Estonia, Finland, France, Germany, Haiti, Iceland, India, Israel, Italy, Japan, Korea, Latvia, Lebanon, Liechtenstein, Luxembourg, Malaysia, Mexico, Monaco, Montréal, Morocco, Namibia, Nicaragua, Norway, Panama, the Philippines, Russia, Senegal, Serbia, Slovak Republic, South Africa, St. Kitts & Nevis, Switzerland, the Republic of Taiwan, Thailand, Turkey, Ukraine, United Arab Emirates, the United Kingdom, the United Nations, the United States, Uruguay, and Vancouver.

## Appendix L – Major Bilateral Trade and Cooperation Events at the Canada Pavilion

Date	Event
May 16, 2010	Launch of the business and trade program by the President of the Treasury Board and Minister for the Asia-Pacific Gateway, and launch of a “Western Alliance” by the premiers of Canada’s Western provinces
May 24, 2010	Richard Ivey School of Business case competition
June 1-2, 2010	Programming for visits by Canada’s Minister of Finance and Canada’s Minister of International Trade
July 1, 2010	Barbecue with the Governor General of Canada and the Minister of Agriculture and Agri-Food and Minister for the Canadian Wheat Board, to celebrate the partial reopening of trade access for Canadian beef in China following a case of Bovine Spongiform Encephalopathy (i.e. mad cow disease) in 2003
July 3, 2010	Celebration by the Canadian Wheat Board of the 75th anniversary of trading ties with China
August 25-26, 2010	Two-day demonstration and promotional seminars for the QNX software
September 3-6, 2010	Programming for British Columbia Week
September 9, 2010	Celebration of the signing of a MoU between the Health Ministers for Canada and China
October 11, 2010	Celebration of the 40th anniversary of Canada-China diplomatic relations
October 18-21, 2010	Launch of a Foreign Affairs and International Trade to showcase “Invest in Canada” opportunities

## Appendix M – Engaging Canadians Activities

The document review supplied the following description of Engaging Canadians activities that were undertaken as part of Canada's participation in Expo 2010:

1. *Culinary program* – This program was designed to provide hospitality for visiting Canadian organisations and dignitaries, as well visitors from China and delegations from other nations. It catered all special events at the Canada Pavilion, including receptions, meals, conferences and daily protocol requirements. To this end, six young chefs from across Canada (two from Quebec and one each from Alberta, Manitoba, Ontario and Prince Edward Island) joined Chef Wayne Murphy at the Canada Pavilion. The opportunity to participate was earned through a national competition. Canadian public culinary schools, community colleges, and the Canadian Federation of Chefs and Cooks recommended candidates. During the six-month expo period, the six young chefs catered approximately 150 special events at the pavilion and introduced pavilion guests to Canadian culinary products.
2. *Hosting and protocol staff* – One aspect of the Engaging Canadians program that was particularly conducive to the development of relationships between Canadians and the Chinese during Expo 2010 was the hosting and protocol staff working at the Canada Pavilion. Numbering close to 40 individuals, these men and women were recruited from across Canada and deployed in Shanghai to greet visitors, answer questions about the pavilion, and discuss the pavilion's *Living City* theme. Their group was representative of Canada's linguistic and cultural diversity. In addition to being fluent in French or English, all members of the hosting and protocol staff were conversant in mandarin. Their knowledge of Canada and their comfort in communicating in the local language made them excellent ambassadors for Canada. The program also provided these young people with unique international work experience at a major international event.

Engaging Canadians also featured the following projects:

3. *Virtual pavilion* – Canadians had the opportunity to virtually tour the Canada Pavilion by means of *Expo Online*, a website developed by expo organisers that provided a gateway to the larger expo experience, including all of the fair's pavilions. Between May 1 and October 31, 2010, Canada's virtual pavilion on the *Expo Online* website scored 3,732,612 page views.
4. *Regional projects* – Two projects were chosen following the signing of MoUs with the PCH Prairies and Northern Region and with the PCH Atlantic Region, based on their capacity to deliver on the objectives:



❖ *Living Prairie City Project* – Using a community learning framework, the University of Winnipeg’s Institute of Urban Studies, in partnership with Winnipeg’s Art City and the Saskatoon Community Youth Arts Programming Inc., explored the theme of Canada’s participation in Expo 2010. Through workshops and discussions offered by the community partner in each city, the Institute guided a reflection on the prairie perspective of the “Living City.” Academics, researchers and young people in Winnipeg and Saskatoon used multiple mediums such as visual art, the written word and a blog to share their thoughts and ideas. Works were showcased on an evolving website, and the project culminated with the production of a public legacy art piece in each city.

❖ *Expo 2010: Chinese New Year in Prince Edward Island and other projects* – A large event for 500 was organised to include expo displays and messaging. It was designed to support activities in Prince Edward Island associated with Expo 2010, including: a special program developed by the province’s International Tea House; an event in Charlottetown aligned with both the official opening of Expo 2010 and Canada Day, with the participation of CdS; a cultural event organised with the Confederation Arts Centre; and educational activities delivered at the beginning of the school year. The project also: helped set up a kiosk at International Tea Houses sponsored by the Prince Edward Island International Friendship Association; hired an expert in communication and event management in order to review opportunities to market and promote Expo 2010 in the Atlantic region; and helped Tourism Charlottetown and the Prince Edward Island Convention Partnership Inc. explore potential associations between Expo 2010 and Canada Day celebrations, via the participation of CdS in these celebrations.

5. *Canada Pavilion pop-up displays for regional PCH offices* – These tools allowed regional offices to include pavilion information, visibility and messaging at all of their regional events, especially those with high youth participation such as Canada Day. In addition, for the Prairies and Northern Region and the Atlantic Region, the pop-ups branded the aforementioned two regional projects as expo-related and connected Canadians to the activities at Expo 2010.

Canadian media outreach and planning activities were also conducted, as follows:

6. *Professional services* – A professional media pitcher was contracted to support a Canadian media tour for Canada’s Commissioner General for Expo 2010, timed to capitalise on the opening of the Terra Cotta Warriors exhibit in Toronto, which also targeted Canadian youth.

7. *Media strategy* – The IEP produced a regional media strategy and identified key outlets and contact information. Photos and information about Canadian participation from each region were packaged. This information was also sent to the participating provincial politicians and mayors who attended, to support their media efforts. Artists who performed as part of the Expo 2010 cultural program were sent photographs of their performance or presentation so that they could include the information in their press and promotional material and on their web pages.
8. *Engaging Canadians website* – Efforts were made to ensure contents on this website would be relevant and of interest and would allow Canadians to see how every part of Canada was represented in Expo 2010, by means of links to an interactive map of Canada.
9. *Videos* – Three short videos were produced, including Canada Day greetings from the Canada Pavilion to the Parliament Hill noon show audience of 100,000 (also broadcast to audiences at home by the Canadian Broadcasting Corporation). These played a big part in providing Canadians with a feeling for the activity at expo and the response of Chinese visitors, while adding rich web-content to attract visitors to the website.
10. *Empowering Canadian partners* – The following efforts were made to help empower Canadian partners:
  - ❖ A graphic standards manual was developed to direct partners in ways to use the visual identifier of the Canada Pavilion and to provide them with tools to fully and appropriately exploit their relationship with the pavilion and, in so doing, help raise awareness of the activities.
  - ❖ An agreement was reached with Tim Hortons to use digital menu boards in approximately 1,500 stores in every region of Canada, to broadcast Expo 2010 images and messages over the course of three, two-week flights during the first two weeks of August, the first two weeks of October, and the days preceding the Canada Day celebrations on July 1, 2010.
  - ❖ Permission was granted and assistance offered (photos, quotes, etc.) to all participating entities who sought to promote their participation or interest in Canada's presence at expo. This resulted in a large number of web pages and publication pages (trade magazines, newsletters) dedicated to Canada's participation in Expo 2010.

## Appendix N – Expo 2005 Recommendations

Recommendation	Management response	Subsequent implementation
1. Allow adequate time for planning, designing and building the pavilion by developing a comprehensive functional plan prior to design. The functional planning for the 2010 exposition should be occurring already. The first Request for Proposals should be for the development of a functional plan. The second Request for Proposals should be the design build.	Agreed in part	This recommendation was fully implemented.
2. In the event a consortium of contractors is selected to work on an Expo, ensure that a senior manager of a consortium member has responsibility for overall project management and client contact. While contracts generally specify the lead role with primary client contact, should any confusion arise, it will be important for PCH to intervene early and ensure that the roles are adequately clarified.	Agreed	This recommendation became obsolete.
3. It is recommended to clarify the roles of contracted and PCH employees by developing a detailed work plan at the project initiation phase. It is important that the roles of contract and PCH staff are clearly identified and understood by all parties as success can be defined as the ability to deliver on or exceed expectations. Consequently, it is important to define those expectations carefully. If there is a need to engage replacement staff following the project initiation phase, consideration should be given to amending the contract to ensure clarity of expectations. It is also important to seek assistance from procurement personnel if the terms of the contract are not being met.	Agreed	Implementation of this recommendation began in Fall 2007 and remained ongoing for the duration of the project cycle.
4. Clarify the roles of the Commissioner General and the Deputy Commissioner General to ensure that the responsibilities for operating the pavilion and representing Canada are clearly identified. The responsibilities of the Commissioner General are sufficiently demanding that the individual should not need to be concerned with the day-to-day operations of the pavilion. However, the responsibilities of the Commissioner General are such that the individual may need to intervene to ensure that Canada's commitments to the exposition are honoured. It is important that the Commissioner General and the Deputy Commissioner General form a solid team with linkages to the Director General of the Branch of the Department.	Agreed	This recommendation was fully implemented.
5. Identify the types of support measures that PCH and contract employees will need at future expos in order to optimise their ability to carry out their duties and responsibilities. The type of support needed will likely vary at each exposition, so it will be important to adopt a flexible approach. It may be appropriate to include some specific requirements for staff comfort in agreements with sub-contractors to achieve this.	Agreed	Implementation of this recommendation was carried out until contract termination after expo (November 2010) for contracted pavilion employees, and remained ongoing for PCH employees for the duration of the project cycle.
6. Engage the services of evaluators early in planning process of future expos. Engaging evaluation experts early in the planning process of an Expo will help ensure the development of performance measures with targets for all objectives and the development of an evaluation framework with clearly identified issues, questions, indicators and data sources. If the evaluation team is engaged prior to the start of an Expo, data gathering instruments can be developed that are linked to the performance indicators and evaluation questions and appropriate baseline information can be collected.	Agreed	This recommendation was fully implemented.

Source: *Follow-up Report – Audits: Sport, Major Events and Regions*. [n.p.], [2011]. Recommendations of the summative evaluation of Canada's Participation in the 2005 Aichi, Japan World Exposition.

## Appendix O – Canada’s Participation in Expo 2000, Expo 2005 and Expo 2010

The following table was developed by the ESD, in collaboration with the IEP. It compares Canada’s participation in the last three Expos and was meant to facilitate discussions associated with follow-up interviews carried out by the ESD.

Comparison items	Expo 2000 (Hannover, Germany)	Expo 2005 (Aichi, Japan)	Expo 2010 (Shanghai, China)
Duration	June 1 to October 31, 2000.	March 25 to September 25, 2005.	May 1 to October 31, 2010.
Objectives	<ul style="list-style-type: none"> <li>• Present a lasting image of Canada as a highly-developed, bilingual, multicultural, technologically-advanced, culturally-sophisticated and environmentally conscious society.</li> <li>• Support Canada’s economic and trade interests in Germany and in other European countries.</li> <li>• Portray Canada as a reliable business partner and an outstanding investment location.</li> <li>• Convey Canada’s commitment to the pursuit of sustainable development and social equity in close cooperation with other countries.</li> <li>• Display Canadian experience and leadership on the “big issues” facing the global society in the next century.</li> <li>• Promote Canada’s values and its artistic and cultural achievements and productions.</li> <li>• Correct negative perceptions about Canada’s industry practices and educate foreign audiences on relevant issues.</li> <li>• Promote Canada as an ideal travel destination.</li> </ul>	<ul style="list-style-type: none"> <li>• Broaden images of Canada in Japan and Asia by showcasing its diversity, creativity and innovation.</li> <li>• Support Canada’s diplomatic, business and cultural interests in Japan and Asia.</li> <li>• Engage Canadians in Expo 2005 through the use of modern technology and special events programming.</li> </ul>	<ul style="list-style-type: none"> <li>• Contribute to Canada’s foreign and trade policy objectives and strengthen economic, diplomatic and cultural ties with China.</li> <li>• Shape and strengthen the Canada brand in China.</li> <li>• Create a favourable and lasting impression of Canada as a democratically inclusive, culturally diverse, technologically advanced, environmentally aware, bilingual and multi-cultural country.</li> <li>• Share Canada’s expertise in many fields related to sustainable urban development, pluralism, and innovation.</li> <li>• Communicate that Canada’s cities are vibrant, sustainable and peaceful, ideal places in which to visit, study, work and live.</li> </ul>
Participants	Over 170 nations and international organisations.	125 countries and international organisations.	246 countries and international organisations.
Attendance to expo	About 18 million visitors.	Over 22 million visitors.	73 million visitors.
Number of visitors to the Canada Pavilion	2.8 million.	<ul style="list-style-type: none"> <li>• Expected: 1.5 million.</li> <li>• Actual: 3.3 million.</li> </ul>	<ul style="list-style-type: none"> <li>• Expected: 5.5 million.</li> <li>• Actual: 6.4 million.</li> </ul>
Percentage of expo visitors who visited the Canada Pavilion	16%.	15%.	9%.
Pavilion building approach	Building modification.	Building modification.	Complete pavilion construction.
Canada’s investment:			
• Approved budget	C\$35 million.	C\$45 million.	C\$58 million (C\$45 million + C\$13 million).

Comparison items	Expo 2000 (Hannover, Germany)	Expo 2005 (Aichi, Japan)	Expo 2010 (Shanghai, China)
<ul style="list-style-type: none"> <li>Actual cost</li> </ul>	<ul style="list-style-type: none"> <li>C\$38 million. Of this, C\$25 million was provided by nine federal departments and the rest was to be sourced from the provincial/territorial governments and the private sector. These monies could not be sourced, so the funds required to cover the shortfall were allocated through a multi-year funding framework for Canada's participation in international expos.</li> <li>Nine federal departments invested C\$38 million in the project and guided its development. Coordination was provided through a Steering Committee chaired by PCH. Each of the nine federal departments was represented on this Steering Committee, which played a key role in determining the direction of Canada's participation.</li> <li>Other levels of government and the private sector did not become contributing partners.</li> <li>Provincial and territorial governments, industry and institutions participated by contributing exhibits to the pavilion, implementing industry trade/theme activities in the Conference Centre, and funding performances to enhance the cultural program organised by the National Arts Centre.</li> </ul>	<p>C\$35.2 million, including C\$450,000 received from corporate partners and financial and in-kind support partners, which was used for youth exchange programs.</p>	<p>C\$51.2 million. Of this amount, C\$13.5 million was used towards the collaborative agreement with CdS. In this collaborative relationship, CdS was expected to contribute a minimum of C\$20 million in value-added activities, thereby increasing the value of the approved budget to approximately C\$78 million (C\$58 million + C\$20 million).</p>
Notes relating to funding/delivery approach	<ul style="list-style-type: none"> <li>Only part of the funding base was available.</li> <li>Given the scope of the project and the need for fundraising, a decision was made to plan, fund and implement all aspects of Canada's participation using a comprehensive partnership approach between the federal departments, provincial/territorial governments and the private sector. PCH played the lead role in bringing together partners and sponsors to secure funding and develop Pavilion content.</li> </ul>	<ul style="list-style-type: none"> <li>A funding base was available.</li> <li>After Expo 2000, the Government of Canada adopted a more strategic approach to participating in expos to advance key government goals and priorities by increasing ongoing reference levels for Canada's participation in all future expos. Expo 2005 was the first time Canada's core participation was funded entirely from this envelope.</li> </ul>	<ul style="list-style-type: none"> <li>A funding base was available.</li> <li>The Government of Canada entered into a collaborative relationship with CdS, with the goal to achieve significant impact with a pavilion that easily stood out in the competitive landscape.</li> </ul>
Partners and sponsors	<ul style="list-style-type: none"> <li>The Government of Canada and others sought public and private sector partnerships/sponsorships.</li> <li>The effort to involve other levels of government and the private sector sponsors took place in two phases: 1) outreach via letters and personal contacts from the Director General of the IEP to brief potential partners. Additionally, a consultant solicited industry participation. One exhibitor was secured through this process, but the overall industry participation goals were not met. 2) The development of a sponsorship strategy with specific funding objectives and benefit package. A well-known industry leader led the sponsorship effort.</li> </ul>	<ul style="list-style-type: none"> <li>The Government of Canada and others sought public and private sector partnerships/sponsorships.</li> <li>The IEP sought partnerships. Additionally, each of the contractors (communications, design-build, cultural impresario) was entitled to seek out partnerships in order to enhance and leverage the funds in its budget. Most did so with a limited degree of success. The IEP was consulted throughout.</li> </ul>	<ul style="list-style-type: none"> <li>The Government of Canada and others sought public and private sector partnerships/sponsorships.</li> <li>CdS had the mandate to find businesses that would join forces with the Canada Pavilion project as corporate partners. The goal of this initiative was to enhance the public presentation and the cultural program.</li> <li>The main objective consisted of raising a net total of C\$4 million from a limited number of very prestigious partners (from five to seven supporters), personalise the rights and benefits package for each partner and deliver on this package.</li> </ul>

Comparison items	Expo 2000 (Hannover, Germany)	Expo 2005 (Aichi, Japan)	Expo 2010 (Shanghai, China)
Corporate alliances/private sector partners	<ul style="list-style-type: none"> <li>• 13 private sector organisations. 14 of the partners/sponsors were recruited for the Free-Flow Exhibit Area and one for the Conference Centre. Many of these exhibitors brought their own private and public sector partners to the project with the results that over 100 organisations were involved as key contributors to Canada's participation, along with another 200 to 300 smaller scale contributors.</li> <li>• Around C\$5 million was raised through partnerships and sponsorships in the form of in-kind contributions (travel, uniforms, etc.), financial participation through corporate days and the development of exhibits.</li> </ul>	14 business partners (contributions of C\$1,000 to C\$300,000+). Over C\$900,000 was secured through partnerships, financial and in-kind support from a wide range of companies, including Canadian Pacific Railways, Magna International, Whistler Water and Pacific Western Brewing Company.	Partners: Power Corporation (C\$1.5 million), Bombardier (C\$1.5 million), Teck Resources (C\$1.5 million), Research in Motion (C\$125,000) and the National Film Board (contribution to the production of the film Glimpses worth C\$1 million). Corporate allies contributed C\$5,625,000 to the project, a total which includes the National Film Board's in-kind contribution. Total net revenues after deduction of management and service fees: C\$4,373,943.
Challenges related to partnerships	<ul style="list-style-type: none"> <li>• Initial research/consultations indicated that obtaining financial contributions from non-federal partners would be difficult due to budget constraints, the assumption that international events are a federal responsibility, and the lack of direct business benefits for the private sector. To obtain support from these players, the study recommended a full partnership approach with provinces, territories and the private sector as well as extensive business and trade programs to complement the pavilion displays.</li> <li>• Organisations that declined to participate indicated that potential return on investment was seen as likely to be low and not well demonstrated.</li> </ul>	While contractors provided support with regard to partnerships, their initiatives created occasional confusion or undermined, unintentionally, efforts of the IEP.	<ul style="list-style-type: none"> <li>• Most Canadian businesses had already been approached by the organising committee of the Vancouver Games and many of them had already spent their entire sponsorship budget on this major event.</li> <li>• The recession.</li> </ul>
Cultural program	The planning, organising and management of the cultural program was carried out by the National Arts Centre, through a Joint Project Agreement with PCH.	<ul style="list-style-type: none"> <li>• C\$3 million contract awarded to OYE! Canada for the planning, organising and managing the cultural program.</li> <li>• 331 Canadian artists: 41 performing arts groups, 13 visual artists, 12 authors, 105 on-site performances, 48 on-site literary events.</li> </ul>	<ul style="list-style-type: none"> <li>• Developed by CdS in collaboration with PCH and the Canada Council for the Arts.</li> <li>• Nearly 200 artists from across Canada were featured in a cultural program.</li> </ul>
	Cultural activities were held on 138 or the 184 days of expo.	Cultural activities were held on 130 or the 185 days of expo.	<ul style="list-style-type: none"> <li>• Performing arts: 61 live performances and 6 full-length multi-artist concerts.</li> <li>• Visual arts: 17 paintings, 3 sculptures and 39 photographs.</li> <li>• Media arts: 44 short films.</li> <li>• Literature: 1 poet, 2 translators and 1 presenter.</li> </ul>

Comparison items	Expo 2000 (Hannover, Germany)	Expo 2005 (Aichi, Japan)	Expo 2010 (Shanghai, China)
<p>Communications and public affairs:</p> <ul style="list-style-type: none"> <li>• Number of media representative visits</li> <li>• Number of Canadian media mentions and number of local media mentions.</li> </ul>	<ul style="list-style-type: none"> <li>• Communications and public affairs activities promoting Canada's presence and messages were led by PCH, supported by an ad hoc Communications Steering Committee made up of communications specialist from federal partner departments, which gave overall guidance and direction to the public affairs program.</li> <li>• After a competitive selection process, Government Policy Consultants (GPC) was hired to deliver the public affairs program in Canada and in Germany.</li> </ul> <p>More than 1,200 international media representatives visited the Canada Pavilion.</p>	<p>Multi-pronged team led by PCH's core communications team with contracted resources in Montreal, Vancouver and Tokyo (C\$2.7 million contract awarded to Optimum Public Relations, which subcontracted certain aspects).</p> <p>Upwards of 550 media representatives visited the pavilion.</p> <p>Of those media monitored:</p> <ul style="list-style-type: none"> <li>• 285 mentions in Canadian media between February 2004 and October 2005.</li> <li>• 338 exposures in Japanese media and 17 in international media (of those monitored).</li> </ul> <p>Website enjoyed tens-of-thousands of visits every month.</p>	<p>Communications team was led by PCH's Expo 2010 Communications team, with contracted resources, primarily an Ottawa-based team with an office in Shanghai. Canada's participation in Expo 2010 generated more than 5,000 reports in the printed press, in web articles and on radio or television.</p> <p>Upwards of 2,200 media representatives visited the pavilion.</p> <p>Website received more than 4.6 million hits from 145,000 visitors from 85 countries.</p>
<p>Revenue generating opportunities:</p> <ul style="list-style-type: none"> <li>• Boutique</li> <li>• Restaurant</li> </ul>	<p>Boutique operated by the Canadian Museum of Civilisation. The Museum accepted full financial responsibility and risk for operating and maintaining the boutique. PCH did not receive a share of the profits.</p> <p>None.</p>	<p>None.</p> <p>None.</p>	<p>CdS entered into an agreement with Copilote to operate the boutique. Copilote agreed to assume the innate risks of operating the boutique. The boutique received roughly 6,000 visitors a day. The average number of daily transactions recorded was 290. Copilote's total net revenues are C\$1,435,314, which is slightly below the floor of the conservative scenario that provided for revenues of C\$1,465,338. PCH's portion of the licensing fee was C\$28,705.</p> <p>CdS entered into an agreement with Julie's Food Experience to operate the restaurant, which welcomed approximately 162,000 visitors during the Expo. Julie's Food Experience's total net revenues are approximately C\$1.1 million. PCH's portion of the licensing fee was approximately C\$48,000.</p>

Source: *Evaluation of Canada's Participation at the World Exposition 2010 in Shanghai, China – Additional Questions Relating to the Public-Private Approach, Cirque du Soleil's Involvement and the Revenue Sharing Arrangement*. [n.p.], [January 2012]. Prepared by the Evaluation Services Directorate.