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Canada

Evaluation of the Celebration and Commemoration Program

Office of the Chief Audit and Evaluation Executive
Evaluation Services Directorate

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Acronyms and Abbreviations

AANDC	Aboriginal Affairs and Northern Development Canada
ADM	Assistant Deputy Minister
BCAH	Building Communities through Arts and Heritage
CAPF	Canada Arts Presentation Fund
CCP	Celebration and Commemoration Program
ESD	Evaluation Services Directorate
EWG	Evaluation Working Group
GC	Government of Canada
GCIMS	Grants and Contributions Information Management System
ICC	Interdepartmental Commemoration Committee
MEC	Major Events and Celebrations
PAA	Program Activity Architecture
PCH	Department of Canadian Heritage
RMAF	Result-Based Management Accountability Framework
SCP	State Ceremonial and Protocol

Executive Summary

The Celebration and Commemoration Program

The Celebration and Commemoration Program (CCP) is comprised of two main components:

- Celebrate Canada which funds community activities held across Canada to celebrate and promote National Aboriginal Day, Saint-Jean-Baptiste Day, Canadian Multiculturalism Day and Canada Day. Celebrate Canada also organizes the Canada Day Poster Challenge, a youth awareness initiative.
- Commemorate Canada which provides financial support for national commemorative and celebratory activities which honour Canada's notable people, places, symbols, anniversaries and achievements.

In addition, the CCP administers special projects requiring extra funding and the approval of Treasury Board such as the 400th anniversary of Québec City in 2008 and components of the 2010 Olympic and Paralympic Winter Games. The CCP is part of the Major Events and Celebrations Branch, itself a part of Canadian Heritage's Sports, Major Events and Regions Sector.

The CCP undertakes three main types of activities:

- Managing grants and contributions for the Celebrate Canada and Commemorate Canada components;
- Developing communication tools and distributing promotional material; and,
- Outreach and partnerships building.

These activities are expected to contribute to increased awareness of Canadians of Canadian history and diversity and increased sense of pride and belonging in Canada as Canadians participate in events and projects funded by the Program.

The total budget for the CPP for the period 2007-08 to 2010-11 was $163.5 million; 34% of that amount was permanent funding and the remaining 66% was allocated for special projects.

Evaluation Scope and Methodology

The evaluation was conducted in accordance with the Canadian Heritage Departmental Evaluation Plan 2011-12 to 2015-16 and to assess program relevance and performance as per the *Financial Administration Act*. The design of this evaluation is aligned with the requirements of the Treasury Board *Policy on Evaluation*. The evaluation covers the period from 2007-08 through 2010-11 (4 years), includes all aspects of the program and focuses on the five core issues specified in the Treasury Board *Directive on the Evaluation Function*. In addition, the evaluation addressed issues related to program theory, performance measurement, and the *Official Languages Act*.

A previous evaluation of the CCP covered the period 2002-03 to 2006-07. The evaluation findings at that time supported 5 recommendations aimed at improving the design, delivery and efficiency of the program as well as performance measurement. All recommendations were accepted by the program and the management action plan has been implemented.

The approach to the CCP evaluation took into consideration the results of a calibration exercise in view of using evaluation resources cost-effectively, and the fact that the Celebrate Canada component of the program was participating in a pilot project aimed at increasing the efficiency of delivery of grant and contribution programs. Efforts were then reduced in assessing program efficiency. Results of the pilot project were not available, however, at the time of reporting.

The data collection approaches implemented for the CCP evaluation included:

- CCP and Canadian Heritage Document Review;
- Secondary Data Review;
- CCP Administrative Data and File Review;
- Key Informant Interviews with 23 stakeholders; and
- Expert Panel with 2 experts.

Limitations

The main limitation of the current evaluation is related to the approach to the evaluation which had a strong reliance on the administrative and the secondary data available for the evaluation.

Program Relevance

The CCP as it is currently designed and implemented is addressing an continued need for programming that supports Canadians' increased awareness of their shared history, values and institutions; fulfilling this need contributes to a greater sense of pride and belonging to Canada. In addition, the objectives of the CCP continue to be aligned with PCH strategic objectives and identified federal priorities.

Program Performance: Achievement of Expected Outcomes

Managing grants and contributions *-Celebrate Canada*

A large number of celebrations were held across Canada, resulting in a broadened outreach of celebrations. Celebrate Canada funded 6,758 projects across the four years covered by the evaluation. Average funding size was $4,553 while most funding recipients received less than $3,000. Efforts to align funding with provincial and territorial population percentages during the period evaluated were successful. The success of the Celebrate Canada component in funding projects was highlighted by the growth in the number of projects compared with the previous four years. Significant proportions of the Canadian population participated in the various funded events. Annual

participation estimates for the Celebrate Canada component are in the 9 to 10 million range, with 93.4% of all participants attending at least one Canada Day project.

The Canada Day Poster Challenge was identified as an activity having the potential to develop identity and pride for an important age group. An average of approximately 16,000 Canadian children and youth participated annually in the Poster Challenge. Participation rates varied year to year and according to various factors such as timing and methods of transmission of materials to schools.

Commemorate Canada

Commemorate Canada successfully managed and delivered funding for projects diverse in scope, size, and duration. The CCP effectively responded to the evolution towards larger, higher risk projects by developing and implementing appropriate management structures, and increasing partnering and consultation with local organizing entities. Large and small events supported by Commemorate Canada attracted average in-person and television audiences of 9 million participants a year.

Developing communication tools and distributing promotional material

Promotional items were distributed through the program during the four years covered by the evaluation. The most popular items were Canadian flag pins (3.45M annually) followed by paper hand flags (1.7M annually), and temporary tattoos (.6M annually), mostly distributed through Celebrate Canada funded events, citizens' requests and parliamentarians.

Outreach and partnership building

The CCP has effectively planned and coordinated a horizontal federal approach to involving federal departments and agencies in key commemorations. The Interdepartmental Commemorations Committee was a key mechanism in coordinating involvement, developing focus, identifying areas for collaboration, and raising the profile of significant anniversaries across a large number of federal departments and agencies. Planning for events has improved over the period covered by the evaluation via the development and implementation of a rolling five-year planning process. The partnerships established through the Interdepartmental Commemorations Committee and Commemorate Canada agreements contributed to the creation of economies of scale, prevented duplication, increased leveraged funds, and fostered good planning.

Increased awareness and sense of pride and belonging

It is difficult to attribute to the program an increase in Canadians' awareness of Canadian history and diversity and in their sense of pride and belonging with limited means to measure changes in attitudes. Evidence and expert opinion suggest that the program activities should lead to the achievement of results.

Program Performance: Efficiency and Economy

According to the qualitative data analyzed for the evaluation, the resources used by the CCP have been utilised efficiently. Key examples of efficiency gains include increased standardization of processes, cross-training of staff, and eliminating the provincial/territorial committee structure for the Celebrate Canada component. The development of secretariats for managing large commemoration projects was also identified as increasing both efficiencies and the overall effectiveness of the CCP. The effectiveness of the secretariat could be improved through better planning of winding down activities by better ensuring the transfer of knowledge and continuing support of accountability requirements of the Program.

Recommendation

Review and adjust the Canada Day Poster Challenge to increase its reach

Review and adjust the delivery of the Canada Day Poster Challenge component of the Celebration and Commemoration Program to optimize participation and impact. For that purpose, key Canada Day Poster Challenge information should be made available to schools and other partners earlier in the cycle using methods that were effective in the past and consideration should be given to broadening the activity beyond posters, and linking the activity to modern technology.

Original signed by

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Richard Willan
Chief Audit and Evaluation Executive
Department of Canadian Heritage

1. Introduction and Context

1.1 Celebration and Commemoration Program

1.1.1 Program Overview

The origins of the Celebration and Commemoration Program (CCP) date back to 1981, when a new permanent program to fund the celebration of Canada Day across the country was created. In 1982, July 1 was officially named *Canada Day.* In 1996, the program was expanded when the Minister of Canadian Heritage invited all Canadians to take part in a new initiative, *Celebrate Canada* from June 21, National Aboriginal Day, through June 24, Saint-Jean-Baptiste Day, culminating with July 1, Canada's Anniversary. In 2002, June 27, Canadian Multiculturalism Day, was added to the Celebrate Canada period. In June 2008, Commemorate Canada, as a distinct component, was formalised to enhance the Program's adherence with the National Commemoration Policy.

Given the popularity of activities highlighting Canada's heritage and values, and in response to growing demand, in 2002, the Government of Canada approved a National Commemoration Policy. Canadian Heritage (PCH) was designated as the department responsible for this policy.

1.1.2 Program Activities and Expected Results

CCP is situated in the Major Events and Celebrations (MEC) Branch of PCH which is part of Canadian Heritage's Sport, Major Events and Regions Sector. It actively encourages Canadians to participate in community activities celebrating Canada and in other celebrations and commemorations which honour Canada's notable people, places, symbols, anniversaries and accomplishments. The CCP has two main components:

- ***Celebrate Canada***: Celebrate Canada funds community activities held across Canada to celebrate and promote National Aboriginal Day, Saint-Jean-Baptiste Day, Canadian Multiculturalism Day and Canada Day. These activities provide Canadians with opportunities to appreciate our cultural, ethnic, linguistic and geographic diversity. The Program administers grants and contributions to that end. Celebrate Canada also organizes the Canada Day Poster Challenge, a youth awareness initiative.
- ***Commemorate Canada***: Commemorate Canada provides financial support through grant and contribution agreements to project proponents for national commemorative and celebratory activities which honour Canada's notable people, places, symbols, anniversaries and achievements. This Program component and associated terms and conditions were designed to implement the National Commemoration Policy and to take Canadians' interests and needs into account**.** The expression "of national significance," as used in the National Commemoration Policy, means "recognizing and celebrating a nation's outstanding persons, places and events is integral to the foundation of a land's historical memory and for contributing to the identity, cohesion and sense of

belonging of its peoples." The Policy also specifies "Commemoration does not deal solely with the past. Who and what we choose to commemorate as a country speaks volumes, not only about who we have been, but who we are as a country, and who we aspire to be in the future."

- ***Special Projects:*** Occasionally important national celebrations or commemorations arise that require special funding or necessitate approval of Treasury Board; Treasury Board authorizes the creation of autonomous secretariats to manage these special projects. Major events organized since 2007 are:
    - *400th Anniversary of Québec in 2008* - the federal government supported commemoration activities, the XII Sommet de la Francophonie in 2008, the 49th International Eucharistic Congress, and projects across Canada to celebrate the 400th Anniversary of Quebec City.
    - *Components of the 2010 Olympic and Paralympic Winter Games* (the 2010 Games)- the federal government invested in strategic activities to provide Canadians access to celebrations across Canada related to the 2010 Games such as the Torch relays, Code project, programming at the Celebration Sites, cultural activities during medal presentation ceremonies, and the opening ceremonies.

  MEC can create autonomous secretariats to manage special projects, such as large-scale commemorative events. Quebec City 2008, and the Olympic Torch Relay and activities in support of the 2010 Games, were administered directly by Secretariats created in MEC..
- ***Other Elements:*** Since 2006, the Canada Day Noon Show on Parliament Hill and the delivery of promotional materials have been under the responsibility of State Ceremonial and Protocol (SCP), of MEC. SCP is responsible for developing and disseminating educational and promotional materials related to national symbols, institutions and events (e.g., small flags, pins, posters and publications such as the brochure "Symbols of Canada").

According to the program logic model (Appendix B), the CCP consists of three main types of activities:

- Managing grants and contributions for the Celebrate Canada and Commemorate Canada components;
- Developing communication tools and distributing promotional material;
- Outreach and building partnerships.

These activities are expected to contribute to the outcomes outlined below which in turn are linked to PCH's strategic outcome: "*Canadians share, express and appreciate their Canadian identity*."

Expected Outcomes for CCP

TIMING	EXPECTED OUTCOME
Immediate	• Celebrations and commemorations are held across Canada • Availability and use of communication products and promotional materials • Visibility and media coverage across Canada • Increased awareness of celebrations and commemorations • Establishment of strategic partnerships • Broadened outreach and scope of celebrations and commemorations
Intermediate	• Canadians participate in community celebrations, and in commemorations and celebrations of national significance • Increased participation of target groups • Coordinated federal approach to celebrations and commemorations
Ultimate	• Increased awareness of Canadians of Canadian history and diversity • Increased sense of pride and belonging in Canada.

Celebrate Canada

PCH Headquarters is responsible for managing this component including developing tools, training program officers, and, with Regional Executive Directors, monitoring the success of the component. PCH regional offices are responsible, through 13 service points, for delivering the *Celebrate Canada* component of the program in the regions. Funding applications from community groups and Canada Day Poster Challenge submissions are sent to the regional offices for processing.

Projects receiving less than $10,000 in funding (up to 2009, the threshold was $3,000) are approved by the PCH regional offices, and projects receiving over $10,000 ($3,000 up to 2009), are approved by Headquarters.

Starting in 1996 and up to 2009, the regional offices were the main point of contact for provincial and territorial Celebrate Canada committees. The regional offices facilitated the committees' work by providing advice, guidance and promotional materials. The provincial and territorial celebration committees were responsible for promoting, supporting and coordinating activities. This arrangement ended in 2009 when it was decided to stop appointing committee chairpersons and vice-chairpersons following a recommendation of the 2007 Summative Evaluation of the Celebration, Commemoration and Learning Program.

Commemorate Canada

CCP Headquarters is responsible for delivering this component. A five-year commemoration plan is updated annually as per the National Commemoration Policy. The plan provides a list of nationally significant historical milestones that merit consideration in managing the federal government's commemoration priorities.

Program staff is responsible for managing the program, assessing the proposals, developing materials, establishing collaborative arrangements with other federal departments, drafting reports and carrying out various related tasks.

In addition, there is an Interdepartmental Commemorations Committee (ICC) that is comprised of 27 representatives from 23 federal departments and agencies. The ICC provides a venue for identifying priorities, and ensuring coordination among federal departments and agencies of the significant anniversaries and commemorations.

Eligibility

The eligible funding recipients for both components are**:**

- non-profit Canadian organizations which includes corporations, trusts, cooperatives, and unincorporated associations;
- Canadian corporations whose projects are non-commercial;
- Canadian educational institutions and municipal administrations, and other municipal, provincial and territorial institutions; and
- provincial governments (for Commemorate Canada funding).

1.1.3 Program Resources

The total budget for the CPP for the period 2007-08 to 2010-11 was approximately $163M. Of this, 36% was A-base funding with the remaining 64% allocated for special projects. During this period, fluctuations in annual program resources were due to investments in special projects, including the 400th Anniversary of Quebec City in 2008-09 ($49.7M) and the 2010 Winter Olympics and Paralympics in 2009-10 ($57M). Table 1 presents the financial resources allocated to the CCP for all its activities during this period.

Table 1: CCP Financial Resources

	2007-08	**2008-09**	**2009-10**	**2010-11**	**TOTAL**
A-Base Funding					
Salaries	$849,918	$1,100,000	$1,100,000	$1,100,000	$4,149,918
RASE (20% of salaries)	$169,984	$220,000	$220,000	$220,000	$829,984
Operating and maintenance	$2,959,000	$2,652,000	$2,652,000	$2,652,000	$10,915,000
In year pressures				$3,540,000	$3,540,000
Specials Days		$100,000	$500,000	$500,000	$1,100,000
Celebrations - Grants	$5,500,000	$5,400,000	$5,400,000	$5,400,000	$21,700,000
Celebrations - Contributions	$1,777,600	$1,377,600	$4,277,018	$1,377,018	$8,809,236
Commemorations - Grants		$100,000	$100,000	$100,000	$300,000
Commemorations - Contributions		$400,000	$3,550,000	$3,650,000	$7,600,000
Total A-Base Funding	**$11,256,502**	**$11,349,600**	**$17,799,018**	**$18,539,018**	**$58,944,138**
Total Special Projects -	$11,119,405	$60,040,228	$32,040,109	$1,340,340	$104,540,082
TOTAL FUNDING	**$22,375,907**	**$71,389,828**	**$49,839,127**	**$19,879,358**	**$163,484,220**

In 2010-11, the PCH staff contributing to CCP programming included 18 full-time equivalents at Headquarters. Staff in the PCH Regional Offices who support CCP programming are not included in the CCP Financial Resources table. The secretariats

implemented for the delivery of the special projects had a complement of full-time equivalents of 11.8 in 2007-08, 8.5 in 2008-09, 6.8 in 2009-10 and 1 in 2010-11.

1.2 Evaluation Objective and Methodology

The evaluation was conducted in accordance with the Canadian Heritage Departmental Evaluation Plan 2011-12 to 2015-16 and to assess program relevance and performance as per the *Financial Administration Act*. The design of this evaluation is aligned with the requirements of the Treasury Board Policy on Evaluation.

The evaluation covers the period from 2007-08 to 2010-11 and focuses on the five core issues specified in the Treasury Board Directive on the Evaluation Function (Appendix A). In addition, the evaluation addressed issues related to performance measurement, and the *Official Languages Act*. A matrix of the evaluation issues, questions and associated indicators used to guide the evaluation is provided in Appendix C.

A previous evaluation of the CCP covered the period 2002-03 to 2006-07. The evaluation findings at that time supported 5 recommendations aimed at improving the design, delivery and efficiency of the program as well as performance measurement. All recommendations were accepted by the program and the management action plan has been implemented.

The overall approach to the CCP evaluation takes into consideration the results of a calibration exercise conducted by the ESD designed to adjust the level of effort commensurate with the assessed level of risk associated with each of the five issues identified in the Treasury Board Policy on Evaluation. The evaluation calibration took into account current constraints on the implementation of original public opinion research.

As a result of the calibration exercise, the approach emphasized the use of pre-existing evidence and information, supplemented with a limited number of key informant interviews with program stakeholders and beneficiaries to address the evaluation questions.

The effort to assess the efficiency of the program was also reduced due to the fact that the Celebrate Canada component of the Program was selected as one of three programs to participate in the pilot-project phase of the PCH grants and contributions modernization initiative launched in 2010-11 and will undergo an assessment as part of the pilot-project separately. The pilot project was launched in time for the 2012-13 intake of applicants.

1.3 Data Collection Methods

The methodologies developed and implemented for the CCP evaluation included:

- ***CCP and PCH Document Review***: Thirty program documents primarily related to program relevance were reviewed. Documents included program foundational documents, Speeches from the Throne, federal budgets, and corporate reports such as Reports on Plans and Priorities and Departmental Performance Reports.
- ***Secondary Data Review***: The secondary data review consisted primarily of reports from relevant third party public opinion research, policy documents, literature reviews, and previous program and major projects evaluations. Brief searches of Canadian and international academic citation databases, academic literature and media on key related topics such as "national identity" and "national pride" were also conducted. Overall, 53 documents contributed evidence to address the evaluation issues and questions.
- ***CCP Administrative Data and File Review***: The administrative data and file review consisted of an analysis of extracts of program databases[1], annual performance reports and commemoration project files. The database extracts contained fields such as the number of applications received and approved, number of expected and actual participants, funding allocations and number/type of promotional material and communication products. The commemoration files reviewed included 11 projects, files that had concluded by March 2011 and had provided their final report.
- ***Key Informant Interviews***: The evaluation team undertook key informant interviews with 23 project stakeholders. Approximately one half of the interviews were conducted with internal PCH stakeholders (n=11). External stakeholders included representatives from other federal government departments and agencies (n=7), and funding recipients (n=5). All interviews followed a semi-structured interview guide tailored according to interviewees' roles and experiences with the CCP. Interviews were either in-person or by phone depending on the location of the interviewee.
- ***Expert Panel:*** Two experts – one expert in the area of the teaching of Canadian history, and one expert in the area of advertising and promotion – were consulted following the development of the preliminary evaluation report. The panel was asked to validate selected findings.

1.4 *Data Analysis*

Qualitative and quantitative data were organized by evaluation question in separate databases for each line of evidence. Qualitative content analysis was conducted by reviewing the data to identify themes in response to each evaluation question. Findings from each line of evidence were triangulated to obtain the evaluation findings.

1.5 Constraints/Limitations

[1] The extracts were derived from the Grants and Contributions Information Management System (GCIMS), the PCH grants and contributions management software, the Poster Challenge databases, promotional material databases and communication products databases.

The main limitation of the current evaluation is related to the approach to the evaluation which had a strong reliance on the administrative and the secondary data available for the evaluation.

2. Findings

This section presents findings related to issues of relevance and performance of the CCP.

2.1 Relevance

2.1.1 Continuing Need

As identified in the document and secondary data reviews, there is some evidence for a need to have programming similar to CCP. The review of academic literature found that it is generally accepted among researchers that Canadian identity is complex with multiple past and present influences requiring ongoing efforts to develop common understanding. Information provided in the 2007 evaluation of the program show that:

- 83% of Canadian youth surveyed indicate interest in learning more about Canadian history and politics;
- 52% of Canadians strongly agree that we should do more to commemorate Canadian war veterans and peacekeepers; and,
- 81% of Canadians agree that the federal government should fund or support various celebrations of national significance, and that these events lead to greater pride and sense of belonging.[2]

Contributing to the evidence of continued need for programming in this area is the continued high demand for the Celebrate Canada funding with a steady, high volume of applications received each year.

2.1.2 Alignment with Government and Departmental Priorities

According to federal Budget documents, Reports on Plans and Priorities, Departmental Performance Reports, Speeches from the Throne and internal documents, during the period covered by the evaluation CCP objectives were aligned with PCH strategic outcomes and federal priorities. Within the departmental strategic outcomes related to citizen participation and Canadian identity as outlined in its PAA, the CCP currently falls under the second strategic outcome *Canadians share, express and appreciate their Canadian identity*. This strategic outcome supports PCH's mandate of "fostering a stronger Canadian identity through active, engaged, inclusive citizenship, and the recognition of the importance of both linguistic duality and a shared civic identity". By "providing assistance to domestic projects and initiatives which recognize and celebrate

[2] Canadian Heritage (2007). Summative Evaluation of the Celebration, Commemoration and Learning Program.

the outstanding persons, places and events of our country that have national significance and promote and celebrate Canada, its culture and history", the CCP is also consistent with the *Department of Canadian Heritage Act* stated roles and responsibilities.

The Celebration and Commemoration Program falls under the federal government National Commemoration Policy. In 2002, a National Commemoration Policy was put in place, along with a Five-year Plan to support, coordinate and bridge the areas between existing federal commemoration policies and programs without displacing existing mandates of individual departments and agencies. Objectives of the National Commemoration Policy align closely with the objectives of the CCP.

Furthermore, the 2007 and 2010 Budgets, as well as the 2007 and 2010 Speeches from the Throne, fully acknowledged the importance of celebrations and commemorations in fostering Canadian identity and a sense of pride.

2.1.3 Alignment with Federal Government Role and Responsibilities

According to the document review, there is a role for federal government involvement in programming designed to increase awareness of shared history, values and institutions, and to increase pride and belonging to Canada. Guided by various pieces of federal legislation and national policies and strategies, it is expected that federal investments in this area will contribute to ensuring that Canadian society remains cohesive despite its pluralistic nature. While the federal government has a key role to play in raising Canadians' awareness of their history and in promoting Canadian identity, documentation also outlined that there could be complementary roles to be implemented by provincial/territorial ministers of culture to contribute to fulfilling these goals through their support of celebrations and commemorations.

2.2 Performance: Achievement of Expected Outcomes

2.2.1 Immediate Outcomes

The expected immediate outcomes of the CCP are:

- The Celebrations and Commemorations are held across Canada;
- Availability and use of communication products and promotional materials;
- Visibility and media coverage across Canada;
- Increased awareness of celebrations and commemorations;
- Establishment of strategic partnerships;
- Broadened outreach and scope of celebrations and commemorations.

The evaluation findings show that the immediate outcomes were, to a large extent, reached.

Celebrate Canada

Number of annual application and approval rates

The number of Celebrate Canada applications and approved projects remained relatively consistent over the first three of the four years covered within the scope of the evaluation (2007-10), as illustrated in (See Table 1 in Appendix E). In 2010-11, there was a 13% increase in both applications and projects (rising from 1,655 projects in 2009-10 to 1,871 projects in 2010-11). While this one year increase occurred in all regions except Quebec, the largest proportional increases occurred in the Western (27%) and Ontario (16%) regions. Funding approval rates were consistently high across the four year period ranging from 91% to 93% of applications. The number of projects funded during the four years covered by the current evaluation (6,812 between 2007 and 2011) show a slight total increase of 5% compared with the total number found for the previous evaluation (6,498 projects between 2003 and 2007).

Most Celebrate Canada projects are quite small. On average, projects received $4,553 of CCP funding. The number of projects from 2007-08 to 2009-10 did not vary much while the average amount per project varied in some proportion. The variation is accounted by the additional funds provided in 2008-09 and 2009-10. The lowest average per project was achieved in 2010-11 while the number of projects was the highest.

Provincial and Territorial allocations of funding

A clear effort to align funding with population percentage of provinces and territories was made during the period examined (See Table 2 in Appendix E). This effort took place by gradually reducing Québec's part of the funding from 55,1% in 2007-08 to 24,0% 2010-11, a percentage in line with its population percentage. In consequence, some of the other provinces and territories saw a gradual increase in their portion of the funding.

The main factors identified by key informants as contributing to the success of the Celebrate Canada projects being realized included:

- Consistency and clarity of application and programming requirements;
- Early decisions with respect to project funding;
- Local volunteer committees that organize the events;
- Requirements for event organizers to leverage funding from other funders.

In contrast, the challenges or barriers identified by key informants that impeded Celebrate Canada projects included:

- Requirements for the application process (e.g., the environmental impact assessment, software templates for completing the project budget, providing performance information) are deemed too complex for small community organizations with limited funding searching experience ;
- Lack of linkages between the scoring system in place for project applications and the amount of CCP funding awarded for the project;

- Many of the transparency requirements and pre-planning activities are time consuming which is distracting from program productivity;
- Application materials provide little guidance for applicants on approaches that can be used to solicit volunteers and local sponsors; and,
- Decisions on themes for Celebrate Canada, including the Poster Challenge, have been late, creating difficulties and inefficiencies in planning.

Commemorate Canada

Overall, 34 commemoration projects were approved during the four years covered by the evaluation. These included special projects with their own secretariats (e.g., cultural and community aspects of the 2010 Games, with an investment of $57M; Quebec City 400th Anniversary, with an investment of $49.7M), large commemorations such as BC 150 ($6.6M) and Democracy 250 in Nova Scotia ($5.6M), and smaller projects such as 100th Anniversary of Scouting ($15,000) and the Military Heritage Re-enactment Weekend ($27,015) (See Table 3 in Appendix E). The larger projects tended to span across multiple years with considerable planning involved in the years leading up to the actual commemorative event(s).

Key informants noted some trends in the evolution of size and nature of commemorations and special projects since the prior evaluation period, and more specifically since the Quebec City 400th Anniversary was held. Some of these trends include:

- Bigger projects in scope rather than a series of small projects
- Funded commemorations have become more structured and proactive requiring a different management structure than ad hoc projects
- Priorities of the current government to support commemorations of major historical events
- Selection of projects intended to increase this sense of Canadian identity
- More frequent meetings of the ICC since 2008 have contributed to better planning of commemorations
- Willingness to take on higher risk projects that require working with local organizing entities and coordinating with provinces and municipalities

Key informants reported that the success factors associated with commemorations tended to be the following:

- The national significance of a commemoration, as the more relevant a commemoration is to Canadians, the easier it becomes to organize it. Significance seems to be related to the particular commemoration theme, and whether there is some consensus across regions and provinces as to its significance;
- Larger budgets resulting in greater leveraging of other investments;
- Relevant federal departments and agencies involved;
- Dedicated secretariats for the larger events.

Communication products

According to the administrative data, approximately one quarter of all PCH produced and distributed communication products for MEC during the four years covered by the evaluation were focused on the cultural and community aspects of the 2010 Vancouver Olympics (26%). The other main topics of communication products included the Canada Day Poster Challenge (19%), the 400th Anniversary of Quebec (16%), and Canada Day (12%) (see Table 4 in Appendix E for a complete list). The frequency of communication products peaked in 2008-09 and 2009-10 corresponding to the two special project commemoration events (i.e., Quebec City 400th and Olympics).

Little data is available respecting the impact of communications on Canadians' awareness levels. The exception was a study showing that in 2007 (prior to the 400th Anniversary of Quebec City) only 32 percent of Canadians knew that 2008 would be the year of the 400th Anniversary, while in 2009 (after the event) this proportion nearly doubled to 60 percent[3]. Some of this increase may be attributable to communications products developed for MEC.

The file review of 11 Commemorate Canada projects established that almost all projects had developed a detailed communication strategy to promote the event. Strategies included aspects such as media campaigns, websites, various promotional materials, special stamps/coins, and newsletters.

Key informants indicated that communication products likely contribute to increased participation by Canadians in events; they were not aware of processes in place to accurately measure these contributions. The expert panel suggested that more systematic use of internet-based communications and marketing approaches, including social media, may be an effective means to broaden participation.

Promotional Material

Over 24 million promotional items were distributed by the program during the period covered by the evaluation. According to administrative data, these items included paper hand flags, Canadian flag pins, temporary tattoos, bookmarks, and various types of posters. Across the four years of the evaluation period, over 6.8 million paper hand flags were distributed, along with 13.8 million Canadian flag pins, 2.4 million temporary tattoos and 2.1 million bookmarks with the words to "O Canada" (see Table 5 in Appendix E). According to program documents, requests for promotional materials are mainly from schools, community groups, individuals and some private organizations. The requests can be made through the Celebrate Canada funding applications or directly by Canadians to the Department.

[3] Centre de Recherche Décima (2009a). Awareness of Québec's 400th Anniversary Celebrations Poll.

Promotional materials are also distributed throughout the year directly to Canadian organizations and individuals on request, and by parliamentarians. Over the four-year evaluation period, 1,496,876 promotional items were distributed directly by the Department to members of the public by request, including 429,766 Canadian flag pins and 398,869 paper hand flags. Another 8,619,096 promotional items were distributed through parliamentarians to their constituents, including 7,475,073 Canadian flag pins and 516,493 paper hand flags. The annual distribution of promotional material fluctuates. According to the administrative data, there are large quantities of surplus inventories for the period evaluated.

Internal key informants reported that there is a high demand from celebration organizers for promotional materials, such as paper hand flags, pins and bookmarks. One external key informant explained that there is even a demand for paper hand flags and pins from Canadians living abroad for celebrations such as Canada Day. Some noted that delays in their production and distribution may at times limit their impact. External key informants involved with the Celebrate Canada component tended to view promotional materials as useful tools to enhance participation, while those involved with the commemorations component tended to attribute little impact to the promotional materials on participation. The expert panel suggested that promotional materials fall into the category of marketing tools labeled "reminder advertising", tools not used to convince but rather to maintain support for an idea, a product or a service.

Partnerships

Findings from the document review and key informant interviews were that a large number of partnerships have been developed within both main components of the CCP. Celebrate Canada partnerships include, during the period of the evaluation:

- Working directly with Aboriginal Affairs and Northern Development Canada (AANDC) for National Aboriginal Day, and Canada Post for the Poster Challenge;
- Establishing partnership agreements with three national organizations (The Hudson's Bay Company, Historica Dominion Institute, and Trans Canada Trail) to sponsor the Poster Challenge by providing various prizes to national and provincial winners and finalists, in addition to advertising the contest on their websites; and,
- Local partnerships developed for the Celebrate Canada funded events that include sponsorship and support (in-kind and/or cash contributions) from various non-profits, public and private organizations including provincial governments, municipal governments, radio stations, media, newspapers, financial institutions, chambers of commerce, seniors clubs, local businesses and insurance companies.

Partnerships under the Commemorate component of CCP include many other federal departments and agencies, provinces, municipalities, businesses and community associations. Types of partnerships vary according to the specific requirements of the event. Specific examples include the establishment of ICC working groups formed to address planning of the commemoration of the Bicentennial of the War of 1812 and the

Queen's Diamond Jubilee. Key informants agreed that partnerships developed for commemoration projects contribute to better project management, broaden the scope, and ensure maximum reach. External stakeholders commented that partnerships contributed to improve planning, provided networking and co-participation opportunities, helped avoid duplication and ensured complementarity in delivery.

2.2.2 Intermediate Outcomes

The expected intermediate outcomes of the CCP are:

- Canadians participate in community celebrations, and in commemorations and celebrations of national significance;
- Increased participation of target groups;
- Coordinated federal approach to celebrations and commemorations.

The evaluation findings show that intermediate outcomes were reached.

Celebrate Canada

Grants and contributions

The data collected to assess participation in Celebrate Canada funded events presents some challenges. According to PCH staff, the participation numbers provided by the funding recipients are at times estimates rather than actual counts[4]. Participation estimates are provided according to events rather than per projects, possibly resulting in multiple counting of individuals who attend more than one event on a particular day. The findings presented in Table 4 should be understood taking into account that the participation numbers are likely overestimates and not actual individual participants. The data also demonstrate that participation fluctuated year to year over the period covered by the evaluation. The largest fluctuation was from a low of 8.9 million in 2009-10 to a high of 10.4 million the following year in 2010-11 (17% increase). While likely an overestimate for the reasons cited above, the average participation level of 9.4 million per year in Celebrate Canada events would translate to almost as many as one in three Canadians participating in these events on an annual basis[5].

Among the four days of celebration, Canada Day is associated with the majority of participation (93.4%[6]) compared with either National Aboriginal Day (4.2%),

[4] There are many articles in academic literature discussing various approaches to crowd estimations. While estimation is not an exact science it is understood to be the best approach when faced with counting large crowds and is an appropriate tool for CCP to use for performance measurement needs.

5 Industry Canada, Statistics Canada (2012) The Canadian Population in 2011: Population Counts and Growth, Population and dwelling counts, 2011 Census. There were 33.5 million Canadians enumerated in the 2011 census.

[6] Percentages computed out of the total, less participants attributed to the Celebrate Canada period (i.e., not attributed to any one of the four days).

Multiculturalism Day (1.9%), or St. Jean Baptiste Day (<1%) (See Table 6 in Appendix E).

Canada Day Poster Challenge

Based on the data provided on number of participants by age range, there were considerable variations in participation numbers with a 100 percent increase in participation in 2009 over 2008, to be followed by a greater decrease in participation in 2010. According to summary reports and key informant interviews, the participation peak in 2009 may have been explained by the Challenge being able to offer the opportunity for the winner to travel to the 2010 Games in Vancouver as an incentive. In contrast, key informants reported that the lower participation levels in more recent Challenges may be attributable to not having travel (e.g., trip to Ottawa) as a prize, choice of theme and the decision to promote the challenge via electronic means rather than packages mailed out to schools.

It should be noted that there appeared to be some difficulties in collecting administrative data on participation rates among Canadian children and youth in the Poster Challenge, especially in the early years of the period evaluated. A review of the data indicates that there were some gaps, as not all regions reported the same types of data each year. According to the data available (see Table 6 in Appendix E), the Challenge appears to be most attractive to participants between the ages of 9 to 11 with this group accounting for nearly one half of participants (46%). The next most frequently participating age group is 12 to 14 years old accounting for slightly under one third of participants (28%). Approximately 12% of participants are Francophone students. An average participation rate of approximately 16,000 students per year was found. Nevertheless, the poster challenge concept could be broadened by linking it with the website (and encouraging teachers to direct their students to the website as part of a curriculum), and/or expanding the challenge to include such items as essays, plays, historical enactments, the naming of streets, etc.

Noon Show on Canada Day

While participation estimates for the Noon Show on Canada Day were not available in the administrative data, survey results[7] from the 2009 Show indicated that the majority of participants were satisfied overall with the show (89%), the performers (88%), and speeches (58%). Most reported that they would attend the show again (87%), and they would recommend it to others (87%). According to the same public opinion report, the overall levels of satisfaction have been consistently high since 2003. It was also noted that viewership of the Noon Show across the country had grown from 10% in 2007 to 14% in 2009 with most of this increase directly related to an increase in television viewership, which increased from 9% in 2007 to 13% in 2009. Only 1% of respondents

[7] Centre de Recherche Décima (2009b). Spectacle du Midi de la Fête du Canada 2009. *Le Ministère du Patrimoine Canadien*.

watched the Noon Show over the internet in 2007 and 2009 resulting in the conclusion that efforts made to put more emphasis on broadcasting on the Internet do not seem to have generated significant results as of 2009.

Commemorate Canada

Participation in commemoration projects varies considerably according to the size of the project, and whether the project has events (see Table 8 in Appendix E). Some projects do not necessarily have events associated with them as their purpose is to produce learning or legacy materials, so the measure of participation is not relevant for each project[8]. Large and small events supported by Commemorate Canada attracted average in-person and television audiences of 9 million participants a year. For example, the 2010 cultural events and associated community events were estimated to have 15.7 million participants including people participating directly in community events, and following the relays or the Opening Ceremonies on television.

Partnerships

The ICC (Interdepartmental Commemorations Committee) is comprised of 27 representatives from 23 federal departments and agencies and is chaired by PCH. ICC members provide comments on projects submitted to PCH for Commemoration funding, discuss criteria to select commemorations for inclusion in a five-year rolling plan, and discuss relevance of projects including mechanisms to increase people's awareness. Both internal and external stakeholders commented during key informant interviews that the ICC approach improves management and broadens the scope of events in the following ways:

- The ICC meetings provide networking and identify co-participation opportunities;
- Multiple partners allow for the coordination of activities across the "federal family" so that government priorities are consistently implemented across the various departments and agencies;
- Greater federal integration allows departments and agencies to view commemorations from a holistic government perspective;
- Assists in determining relevant priorities in the selection of national commemorations, and helps avoid having too many national commemorations in a single year;
- Broadens the geographic scope, time coverage and range of commemoration events;
- Takes into account commemorations that are not covered under any single federal department/agency's individual mandate;
- Early planning is facilitated by having meetings between federal partners;

[8] In the case of large projects that received funding from other level of governments as well as from private sources, the evaluation did not attempt to isolate the contribution of the funding made available through the CCP. Successes cannot be attributed solely to the Program.

- The coordinating mechanism of ICC contributes to the avoidance of duplication and ensures complementarity in the delivery of commemorations.

2.2.3 Ultimate Outcomes

The expected ultimate outcomes of the CCP are:

- Increased awareness of Canadians of Canadian history and diversity
- Increased sense of pride and belonging in Canada

The evaluation was challenged to be able to conclusively link the CCP activities to contributions to the anticipated ultimate outcomes of increased sense of pride and belonging to Canada, and increased awareness by Canadians of Canadian history and diversity. Recent independent public opinion research demonstrates that the vast majority of Canadians (95%) is proud to be Canadian,[9] and are attached to Canada (87%)[10]. The challenge for the evaluation is determining the extent to which the CCP activities contribute to these high rates of pride and attachment.

The limited review of academic research conducted by the evaluation team supported the link between national celebrations and commemorative events with increases in historical understanding and national pride. Independent public opinion research with Canadians established this link as well. For example, 78% of Canadians reported that learning Canadian history strengthens national ties.[11] The link between national celebrations and a sense of belonging were also identified in surveys with the Canadian public undertaken with the previous evaluation of CCP.[12] Some limited data point in those directions.

National public opinion research in 2007 found that slightly over two thirds of participants in Canada Day festivities (68%) agreed that their participation had contributed to increasing their pride in being Canadian. Similar proportions (62%) indicated that their participation led them to feel more connected. These proportions dropped slightly in 2009 to 62% and 57% respectively[13]. The majority of respondents (82%) interviewed during the 2009 Noontime show agreed that the Noontime show made them proud to be Canadian. [14]

Most internal key informants believe that the CCP funded activities contribute to raising Canadians awareness of history and diversity, as well as increasing feelings of pride and belonging. They noted the challenge that exists in actually measuring this contribution in the absence of public opinion research conducted by the CCP.

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[9] Environics, 2010b
[10] Léger Marketing, 2011a
[11] Jedwab, J (2011) Attaching Canadians: What Things do Canadians Believe Most Reinforce Attachment to their Country? *Association for Canadian Studies.*
[12] Canadian Heritage (2008) Summative Evaluation of the Celebration, Commemoration and Learning Program
[13] Centre de Recherche Décima (2009b). Spectacle du Midi de la Fête du Canada 2009. *Le Ministère du Patrimoine Canadien*.
[14] Ibid.

With respect to Commemorate Canada, internal stakeholders referred to the larger special projects such as the Torch Relays for the 2010 Games and Quebec City 400th anniversary as making the largest contributions to increasing Canadians' sense of pride and belonging. External stakeholders tended to focus on these same events contributions to increasing awareness of history and diversity. This was confirmed with public opinion research. The vast majority of Canadians polled (90%) indicated that the 2010 Games had a positive impact on national pride.[15] Similarly, public opinion polling conducted after the 2010 Games found that 80% of Canadians agreed that they are a "Canadian nationalist", up 8 points from an identical poll fielded approximately one year prior to the 2010 Games. In Québec, the proportion increased by 15 percent over the same time period resulting in 63 percent of Quebecers agreeing that they are a "Canadian nationalist"[16].

2.2.4 Official Languages Act

According to document and file reviews supplemented with key informant interviews, CCP activities were in alignment with the requirements established by Section 41 of the *Official Languages Act*. Celebrate Canada provided communication products and promotional materials in both official languages, and the Noon Show has been fully bilingual. Commemorate Canada events met or exceeded the requirements such as ensuring that both official languages were available at all sites across the country during events associated with the 2010 Vancouver Olympic and Paralympic Torch Relays.

2.2.5 Program Design

A secretariat model to manage large commemoration projects was introduced to the CCP starting with the 400th Anniversary of Québec. Since then, the same model was used for the cultural and community aspects of the 2010 Olympics and Paralympics, and was implemented for the War of 1812 Commemoration and the Diamond Jubilee Celebrations. Internal key informants reported that the establishment of a federal secretariat positively impacted on project management by having a distinct entity with dedicated resources. The secretariat model was assessed by key informants as being able to adequately monitor activities and coordinate interventions from the various federal partners. Challenges identified by key informants with the secretariat model included disbandment before being able to fully share final reports and results with the parent program thus limiting performance reporting capacity. Another suggestion for increasing the effectiveness of the secretariat model was to consider including representatives from other departments, provinces/territories so that there is more diverse capacity and knowledge among secretariat staff.

[15] Price Waterhouse Coopers, 2010
[16] Ipsos Reid, 2010b

2.2.6 Logic Model and Performance Measurement Information

The assessment of the logic model of the program identified a few areas that do not seem to fully capture or accurately describe the linkages between activities and outcomes. These include:

- The learning element aspect of Commemorate Canada activities is not represented;
- Promotional material activities are inaccurately placed resulting in erroneous linkages with outcomes;
- The model contains some imprecise language, e.g., awareness appears to be used where knowledge would be the more appropriate word;
- The variety of ways in which Canadian communities choose to celebrate and commemorate.

The performance measurement strategy for the CCP is contained in the Results-Based Management Accountability Framework (RMAF) developed in 2008 for the Program. Collection of performance data has been guided by this strategy. The administrative data and file review found that the expected results and corresponding performance indicators are aligned with the program results. The CCP was found to have collected most of the information required as per the RMAF. Some gaps included data pertaining to the quality, use and impact of communication; learning and promotional material produced and distributed; and self-reported impacts from participants on longer term anticipated outcomes.

Internal key informants reported that in general, the performance measurement strategy identifies data that are useful to collect. One area that presents challenges is the collection of relevant data to measure longer term program outcomes such as changes in opinion of pride and belonging. Unless on-site surveys are conducted using a unique survey tool, attribution of changes of opinion to specific programs in an environment where influences are multiple cannot be measured and reported.

For Celebrate Canada projects, recipients were required to report key performance data such as participation statistics, information on media coverage, and funding from additional partners in the case of contribution agreement holders. Internal key informants reported that the challenges with resources to process Celebrate Canada files result in officers not having sufficient time to verify that performance data are accurate and complete. Internal key informants also indicated that it is important to ensure that performance data requirements for recipients are kept to a minimum given the small amount of funding for many of the grants.

For Commemorate Canada projects, there is a requirement to submit a final activity report including various types of performance data. The file review found that 10 out of the 11 projects had provided information on many of the performance measurement

indicators outlined for this component.[17] Indicators for which there were gaps in data reported included number of learning and promotional materials produced and distributed, and their reach. As well, only a few projects were able to provide precise information pertaining to the level of participant interest in the material produced.

2.3 Performance: Economy and Efficiency

2.3.1 Resource Utilization

Based on qualitative data received via key informant interviews with PCH staff, resources allocated under the CCP appear to have been used efficiently. Internal key informants identified the following as examples of changes designed to enhance efficiency over the past four years:

- Increased centralized distribution of promotional materials which is more efficient and economical given that the Department can obtain better prices for shipping and distribution due to volume;
- Workflow analysis to assess time spent on processing applications;
- Increased standardization of delivery practices across regional offices;
- Cross-training of staff on the various files allowing for greater flexibility to process during peak volumes and to meet operational needs more quickly;
- Increased horizontal delivery of programming so that regional offices work more closely together with HQ to identify and exploit areas that would lead to greater efficiency.

One of the major structural changes for the Celebrate Canada component was the dissolution of the provincial/territorial committee structure in 2009. Most internal key informants reported that this improved the use of resources for the program by:

- Clarifying roles and responsibilities for Celebrate Canada delivery;
- Standardizing program management at the senior management level;
- Ensuring the application evaluation process is fair and free from political considerations;
- Increasing the number of projects funded, as funding that had been allocated to the committees could be reallocated.

The evaluation does not have sufficient evidence to conduct an analysis on the extent to which the results were achieved economically.

2.3.2 Program Alternatives

[17] The one project that did not submit a final report resulted in the hold back of remaining funds allocated to the project.

Key informants indicated that there is no duplication between CCP programming and other similar programming at the federal, provincial or municipal levels. Most key informants reported that any perceived overlap is complimentary to the CCP efforts, not duplication. For example the Canadian Studies Program at PCH could be perceived as overlapping, in part due to the Canadian Studies Program's outputs often being used with the CCP activities. Similarly, the Building Communities through Arts and Heritage Program (BCAH) and Canada Arts Presentation Fund (CAPF) provide funding to similar clientele as that funded by CCP; however, the types of activities funded under the three programs are distinct from one another.

3. Conclusion

Program Relevance

The CCP as it is currently designed and implemented is addressing an continued need for programming that supports Canadians' increased awareness of their shared history, values and institutions; fulfilling this need contributes to a greater sense of pride and belonging to Canada. In addition, the objectives of the CCP continue to be aligned with PCH strategic objectives and identified federal priorities. There continues to be a legitimate federal role in supporting increased awareness of Canadians' shared history and fostering Canadian identity.

Program Performance: Achievement of Expected Outcomes

Overall, the program is successful. Even if hard evidence of effectiveness is difficult to identify, the literature review including third-party public opinion research and the expert panel indicate that the approach used by the program should lead to successful outcomes. The success is also supported by the actual achievement of the immediate and intermediate outcomes of the program components.

The effective planning and coordination of a horizontal federal approach involving federal departments and agencies is key to the success achieved by Commemorate Canada. The program also distributed substantial numbers of promotional items to Canadians.

A large number of celebrations were held across Canada, resulting in a broadened outreach of celebrations. Annual participation estimates for the Celebrate Canada component are in the 9 to 10 million range, with 93.4% of all participants attending at least one Canada Day project. The Canada Day Poster Challenge was identified as having the potential to develop identity and pride for an important age group. Approximately 16,000 Canadian children and youth participated annually in the Poster Challenge.

Commemorate Canada successfully managed and delivered funding for 34 projects diverse in scope, size, and duration. The CCP effectively responded to the evolution towards larger, higher risk projects by developing and implementing appropriate management structures, and increasing partnering and consultation with local organizing entities. Large and small events supported by Commemorate Canada attracted average in-person and television audiences of 9 million participants a year.

Program Performance: Efficiency and Economy

The resources used by the CCP have been utilised efficiently. Key examples of efficiency gains include increased standardization of processes, cross-training of staff, and eliminating the regional committee structure for the Celebrate Canada component. The

development of secretariats for managing large commemoration projects was also identified as increasing both efficiencies and the overall effectiveness of the CCP.

4. Recommendation

Canada Day Poster Challenge

This activity has met with success in the past and has the potential to increase its reach. Lower participation levels were reported in more recent installments of the Canada Day Poster Challenge.

Recommendation: Review and adjust the Canada Day Poster Challenge to increase its reach

Review and adjust the delivery of the Canada Day Poster Challenge component of the Celebration and Commemoration Program to optimize participation and impact. For that purpose, key Poster Challenge information should be made available to schools and other partners earlier in the cycle using methods that were effective in the past and consideration should be given to broadening the activity beyond posters, and linking the activity to modern technology.

5. Management Response and Action Plan

Management Response: Recommendation Accepted

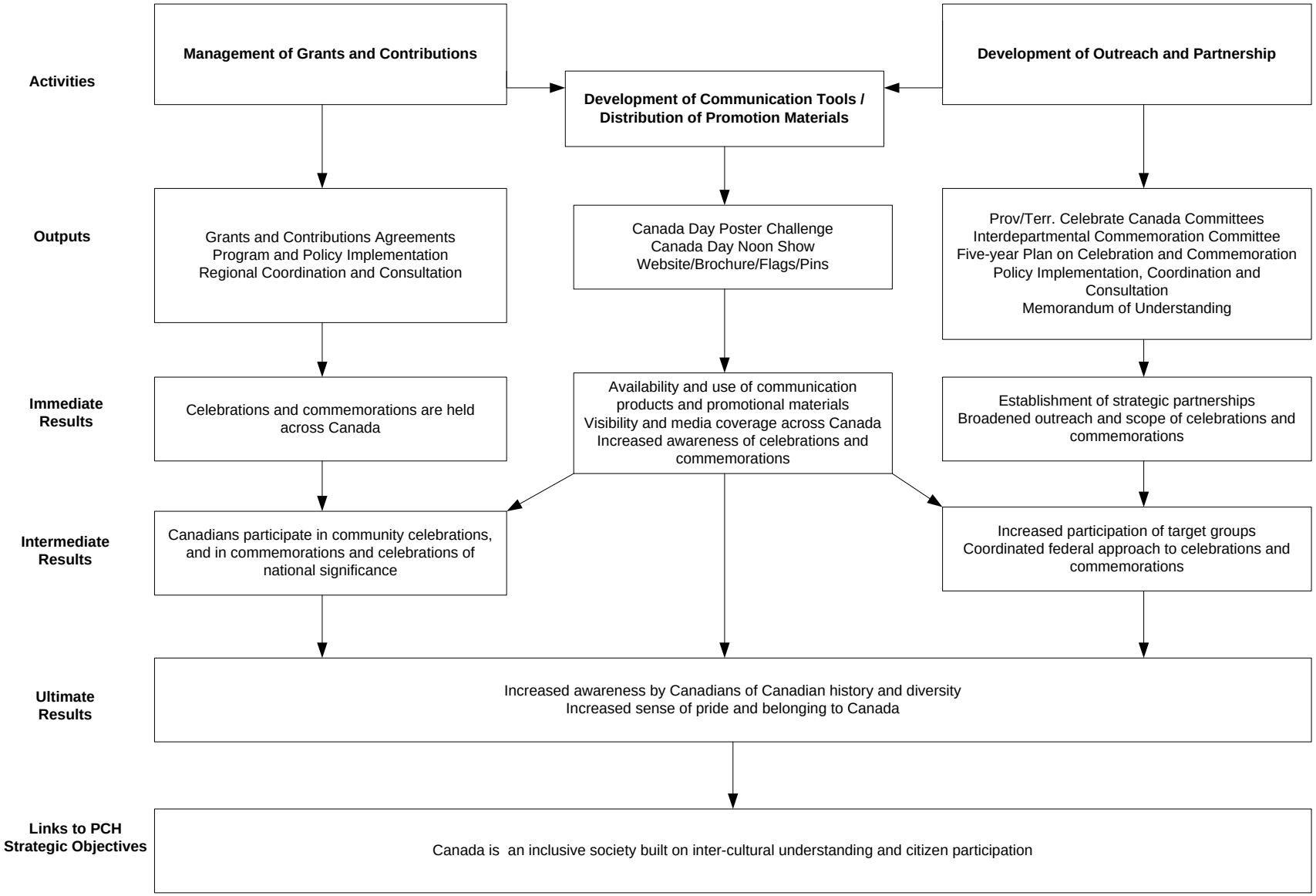
Action Plan:

At the 2011 Celebrate Canada National Meeting it was proposed that the Poster Challenge timeline be adjusted. The Celebration and Commemoration Program will review its internal approval and distribution time lines for the Poster Challenge with the aim of sending materials out earlier in the school year so that its launch coincides with the start of classes. The Program will continue to examine ways of broadening the activities of the Poster Challenge by proposing other methods of delivering the Challenge. The possible use of multimedia, social media and social apps to further encourage participation in the Poster Challenge is currently under review.

Appendix A—Core Issues to be Addressed in Evaluations

Relevance	
Issue #1: Continued Need for program	*Assessment of the extent to which the program continues to address a demonstrable need and is responsive to the needs of Canadians*
Issue #2: Alignment with Government Priorities	*Assessment of the linkages between program objectives and (i) federal government priorities and (ii) departmental strategic outcomes*
Issue #3: Alignment with Federal Roles and Responsibilities	*Assessment of the role and responsibilities for the federal government in delivering the program*
Performance (effectiveness, efficiency and economy)	
Issue #4: Achievement of Expected Outcomes	*Assessment of progress toward expected outcomes* (incl. immediate, intermediate and ultimate outcomes) *with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes*
Issue #5: Demonstration of Efficiency and Economy	*Assessment of resource utilization in relation to the production of outputs and progress toward expected outcomes*

Appendix B – CCP Program Logic Model



Appendix C – Evaluation Matrix

Issues	Indicators	Source of data	Collection method
Relevance			
Issue #1: Continued need for program: Assessment of the extent to which the program continues to address a demonstrable need and is responsive to the needs of Canadians.			
1.1. Does the CCP fulfill an ongoing need?	1.1.1. Proof of need for CCP as demonstrated by documents (celebrations and commemorations)	1. Academic publications, comparison of academic literature from other countries and public opinion research 2. Program documents	1. Review of secondary data 2. Documents review
1.2. How is the CCP responsive to the needs of Canadians?	1.2.1. Extent to which funding reallocated further to the last evaluation has impacted program alignment on the needs of Canadians	1. Data and administrative files 2. Public opinion research	1. Review of data and administrative files 2. Review of secondary data
Issue #2: Alignment with government priorities : Assessment of the linkages among program objectives and (i) federal priorities and (ii) departmental outcomes			
2.1. Is the CCP aligned with PCH strategic priorities and federal government priorities?	2.1.1. Documentary evidence supporting alignment of CCP objectives, activities, outputs and expected results with: • PCH strategic objectives • federal government priorities	1. PCH PAA, Reports on plans and priorities, Speech from the Throne and budgets, Program documents and PCH Departmental Performance Report	Document review
	2.1.2. Key stakeholders' perception of consistency among CCP objectives, activities, outputs, expected results and: • PCH strategic objectives • Federal government priorities	1. Key stakeholders	1. Interview with key stakeholders

Issues	Indicators	Source of data	Collection method
Issue #3: Alignment with the government's roles and responsibilities : Assessment of the federal government's role and responsibilities in delivering the program			
3.1. Is delivering the CCP one of the federal government's roles and responsibilities?	3.1.1 Proof of the federal government's relevance and legitimacy in the program and activity area	1. Planning documents, PCH legislation and other relevant legislation and policies 2. Comparison with other countries	1. Document review 2. Review of secondary data
Performance (effectiveness, efficiency and economy)			
Issue #4: Achievement of expected outcomes: Assessment of progress toward expected outcomes (including immediate, intermediate and ultimate results) with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to results			
4.1. Were celebrations held across Canada?	4.1.1. Trends in the number, scope and type of projects per year since the last evaluation	1. Performance measurement reports and relevant databases and Final reports from funding recipients	1. Review of data and administrative files
	4.1.2. Trends in the evolution of celebrations and commemorations since the last evaluation	1. Performance measurement reports and relevant databases 2. Key stakeholders	1. Review of data and administrative files 2. Interviews with key stakeholders
	4.1.3. Factors of success supporting and obstacles preventing the holding of celebrations, including the Noon Show on Canada Day on Parliament Hill	1. Key stakeholders 2. Public opinion research	1. Interview with key stakeholders 2. Analysis of secondary data
	4.1.4. Factors of success supporting and obstacles preventing the holding of commemorations	Program representatives	Interview with key stakeholders
	4.1.5. Extent to which learning materials were incorporated into Celebrations and Commemorations	Performance measurement reports and relevant databases	Review of data and administrative files
4.2. To what extent did communication products promote participation and	4.2.1. Scope, quantity and type of communication products and	1. Performance measurement report	Review of data and administrative files

Issues	Indicators	Source of data	Collection method
promotional items support the participation of Canadians in celebrations and commemorations?	promotional items distributed	2. Annual promotional material report	
	4.2.3. Number of single visits to Web site	1. PCH databases	Review of data and administrative files
	4.2.4. Number of requests for promotional material received on line and by telephone	1. PCH databases	Review of data and administrative files
	4.2.5. Measure of the awareness of celebrations and commemorations	1. Public opinion research, National project evaluation reports 2. Final reports from recipients	1. Analysis of secondary data 2. Review of data and administrative files
	4.2.6. Reported reasons for attending celebrations and commemorations	1. Public opinion research	Analysis of secondary data
	4.2.7. Perceptions of key stakeholders and funding recipients on the effectiveness of promotional material	2. Key stakeholders	Interview with key stakeholders
4.3. Do partnerships contribute to the Program achieving its results?	4.3.1. Number and type of partnership agreements	1. Summaries of discussions and Performance measurement reports	1. Review of data and administrative files
	4.3.2. Perception of key stakeholders of the effectiveness of partnership agreements in achieving program results	1. Key stakeholders	Interview with key stakeholders
4.4. To what extent do Canadians participate in celebrations and commemorations held annually across Canada?	4.4.1. Proportion of Canadians who participated in celebrations and commemorations by target group, including families and youth (gender-based analysis)	1. Final reports from recipients 2. National project evaluation reports	1. Review of data and administrative files 2. Review of secondary data bases
	4.4.2. Ratings for events	1. Public Opinion Research 2. Data and administrative file	1. Review of secondary data bases 2. Review of data and administrative files

Issues	Indicators	Source of data	Collection method
	4.4.3. Variation in the number of repeat and new funding recipients per year	Grants and contributions information and management system database and Performance measurement report	Review of data and administrative files
4.5. How does the co-ordinated federal approach to celebrations and commemorations impact program effectiveness?	4.5.1. Number and scope of partnerships and working groups	1. Data and administrative files	Review of data and administrative files
	4.5.2. Number and scope of ICC planning meetings	1. Summaries of discussions	Review of data and administrative files
	4.5.3. Partners' perception of the impact of the co-ordinated federal approach on the achievement of results	1. Key stakeholders	Key informant interviews
	4.5.4. Factors of success supporting and obstacles preventing the federal co-ordination approach to celebrations and commemorations from achieving its expected results.	1. Key stakeholders	Key informant interviews
4.6. To what extent does the CCP have an impact on Canadians' feeling of pride and belonging in Canada?	4.6.1 Trend in the measurement of Canadians' knowledge of Canadian history and diversity declared by Canadians	1. Public opinion research 2 Final reports from funding recipients	1. Review of secondary data 2. Review of data and administrative files
	4.6.2. Trend in the measurement of the intensity of feeling of pride and belonging declared by Canadians	1. Public opinion research 2. Final reports from funding recipients	1. Review of secondary data 2. Review of data and administrative files
	4.6.3. Extent to which research results show that the levels of knowledge and pride are associated with the type of activities funded by the CCP.	Academic literature (including think tanks) and Provincial level or international level assessment report	Review of secondary data

Issues	Indicators	Source of data	Collection method
	4.6.4 Factors of success supporting and obstacles which may influence the program's impact on Canadians' feeling of pride and belonging in Canada.	1. Academic literature (including think tanks) 2. Key stakeholders	1. Review of secondary data 2. Interviews with key stakeholders
	4.6.5. Extent to which the learning materials has increased the awareness of Canadians to their identity and sense of belonging to Canada	1. Public opinion research 2. Key stakeholders	1. Review of secondary data 2. Interviews with key stakeholders
Issue #5: Demonstration of efficiency and economy : Assessment of resource utilization in relation to the production of outputs and progress toward expected outcomes			
5.1. Were resources used efficiently and economically?	5.1.1. Annual trend for each component in the distribution of human and financial resources to meet operational requirements	1. Financial data and Performance measurement report and relevant data bases 2. Key stakeholders	1. Review of data and administrative files 2. Interviews with key stakeholders
	5.1.2. Impact of the clarification roles and responsibilities on program efficiency and economy further to Recommendation no. 2 in the last CCP evaluation	Key stakeholders	Interviews with key stakeholders
	5.1.3. Trends in the evolution of administrative costs since the last evaluation	1. Relevant data base and Financial data 2. Key stakeholders	1. Review of data and administrative files 2. Interview with key stakeholders
5.2. Are there more effective alternatives which would achieve the same results?	5.2.1. Extent to which the use of secretariats for special projects enhanced project governance	1. Evaluation report (2010 Games and 400th Anniversary of Quebec City) audit report 2. Key stakeholders	1. Review of secondary data 2. Interviews with key stakeholders

Issues	Indicators	Source of data	Collection method
5.3. Does the Program duplicate or compliment other similar programs?	5. 3.1. Extent to which the Program duplicates, overlaps or compliments other programs	1. Documents showing CCP activities 2. Secondary data 3. Key stakeholders	1. Document review 2. Review of secondary data 3. Interviews with key stakeholders
Issue #6: Program validity theory			
6.1. To what extent does the program theory create valid linkages among the activities, outputs and expected results?	6.1.1. Extent to which the program theory creates valid linkages among the activities, outputs and expected results	1. Literature experts 2. Key stakeholders 3. Evaluation findings linked with expected results	1. Review of secondary data 2. Interview with key stakeholders 3. Review of data and administrative files
	6.1.2. Extent to which the changes made to the logic model in 2008 are aligned with the recommendations in the last evaluation	1. 2008 evaluation report 2. Documents on CCP activities 3. Key stakeholders	1. Review of secondary data 2. Document review 3. Interview with key stakeholders
Issue #7: Section 41 of the *Official Languages Act*/Impact of CCP on official language communities			
7.1. Does the CCP meet the requirements of section 41of the *Official Languages Act*?	7.1.1. Extent to which the CCP meets the requirements of section 41 of the *Official Languages Act*	1. Key stakeholders 2. Data and administrative files	1. Interview with key stakeholders 2. Review of data and administrative files
	7.1.2. Extent to which the CCP has an impact on official language communities in minority situations	1. Key stakeholders 2. Data and administrative files	1. Interview with key stakeholders 2. Review of data and administrative files
Issue #8: Validity of the performance measurement strategy			
8.1. Does the performance measurement strategy properly support the evaluation?	8.1.1. Extent to which the data gathered by the program are valid, reliable and accurate	1. Performance measurement report 2. Key stakeholders	1. Review of data and administrative files 2. Interview with key stakeholders

Issues	Indicators	Source of data	Collection method
	8.1.2. Extent to which the data from the performance measurement strategy are aligned with program results	1. Performance measurement report 2. Key stakeholders	1. Review of data and administrative files 2. Interview with key stakeholders

Appendix D – Bibliography

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Appendix E – Additional Tables

Table 1: Celebrate Canada - Number of Projects, Allocations by Year

	2007-08	2008-09[a]	2009-10[b]	2010-11	Total	Annual Average
Applications Received	1,800	1,806	1,784	2,048	**7,321**	**1,830**
Application Approved	1,652	1,689	1,655	1,871	**6,758**	**1,689**
Funding Allocated	$6,730,370	$8,804,331	$9,715,832	$6,819,370	**$30,770,006**	**$7,692,502**
Average Amount Allocated	$4,074	$5,212	$5,871	$3,645	**--**	**$4,553**

Source: CCP Applications Roll-up 2007-11; Celebrate Canada 2007-13 Allocation Database

[a] These figures include additional funding allocated to undertake distinct projects associated with pan-Canadian activities to promote the 400th Anniversary of Québec. This involved an additional amount of $1,299,897 allocated to 54 projects

[b] This includes a one-time allocation of $2.9M from the Minister to ensure pan-Canadian coverage during the dismantling of the regional committee structure

Table 2: Celebrate Canada – Provincial/Territorial Allocations by Year

Province/Territory	Population 2011[18] (%)	2007-08		2008-09		2009-10		2010-11	
		$*	%	$*	%	$*	%	$*	%
Alberta	10,9	310	4,6	959	10,9	573	5,9	572	8,4
British Columbia	13,1	491	7,3	756	8,6	1,154	11,9	865	12,7
Manitoba	3,6	186	2,8	462	5,2	406	4,2	319	4,7
New Brunswick	2,2	172	2,6	261	3	333	3,4	259	3,8
Newfoundland and Labrador	1,5	148	2,2	156	1,8	302	3,1	227	3,3
Northwest Territories	0,1	78	1,2	119	1,4	120	1,2	89	1,3
Nova Scotia	2,8	174	2,6	310	3,5	328	3,4	266	3,9
Nunavut	0,1	66	1	75	0,8	95	1	83	1,2
Ontario	38,4	1,016	15,1	1,348	15,3	2,031	20,9	2,008	29,4
Prince Edward Island	0,4	123	1,8	303	3,4	135	1,4	100	1,5
Quebec	23,6	3,706	55,2	3,764	42,8	3,731	38,4	1,633	24
Saskatchewan	3,1	186	2,8	180	2	366	3,8	296	4,3
Yukon	0,1	74	1,1	117	1,3	143	1,5	100	1,5
Total	**100**	**6,730**	**100**	**8,804**	**100**	**9,716**	**100**	**6,819**	**100**

Source: CCP Applications Roll-up 2007-11; Celebrate Canada 2007-13 Allocation Database
** Allocations ($ thousands)*

[18]http://www12.statcan.gc.ca/census-recensement/2011/dp-pd/hlt-fst/pd-pl/Table-Tableau.cfm?LANG=Fra&T=101&S=50&O=A

Table 3: Commemorate Canada – Events that received funding

Activities and commemorative events that received funding from 2007-08 to 2010-11.

	Projects name	Prov.	Grand Total
2007-08	100th anniversary of Scouting	ON	$15,000
	BC 150 Initiative	BC	$6,600,000
	Cupids 400 Celebrations	NF	$3,000,000
	Democracy 250 Initiative	NS	$5,603,800
	Korean War Memorial at Central Park Unveiling	BC	$22,500
	MacDonald & Laurier Day Initiative	ON	$82,500
	400th anniversary of Québec City - Québec 2008	QC	$25,677563
	Québec 2008 – Pancanadian Activities	QC	$2,000,000
	Québec 2008 - Noon Show	QC	$3,250,000
	Total – 9 projects		**$46,251,363**
2008-09	Anne 2008	PEI	$200,000
	Vancouver 2010 Live Sites	BC	$10,000,000
	Vancouver 2010 Opening and Closing Ceremonies	BC	$20,000,000
	Vancouver 2010 – Torch Relays and Code project	BC	$19,750,000
	Vancouver 2010 - Additionnal Funding	BC	$900,000
	Military Heritage Re-enactment Weekend	ON	$27,015
	Total – 6 projects		**$50,877,015**
2009-10	Canadian Firefighters Memorial	ON	$2,529,800
	Hong Kong Memorial Wall and Site	ON	$100,000
	The Memory Project: Stories of the Second World War	ON	$3,005,450
	War of 1812 Symposium	ON	$25,000
	Membertou 400: Celebrating the Nation	NÉ	$627,885
	Total – 5 projets		**$6,288,135**
2010-11	1812 Songwriting Project	ON	$9,950
	A War of 1812 Book of Remembrance: Honouring the Dead at York, Upper Canada	ON	$40,000
	Connecting Canadians and Celebrating Canada in 2017	NB	$323,000
	Dakota Chiefs: Gathering Dakota Histories Regarding the War of 1812	ON	$25,600
	Development and Enhancement of www.discover1812.com (phase 2)	ON	$39,500
	Heritage Route Network: Content Development	ON	$10,000
	Legacy of HMS Nancy and the War of 1812		$37,800

	Mapping and Promotion of The March of the 104th Foot Regiment from Fredericton to Kingston (1812)	ON	$19,990
	Our Emily	BC	$40,000
	Rural Raids and Divided Loyalties: Southwestern Ontario and the War of 1812	ON	$36,500
	Sir John A. Day	ON	$263,250
	Standing Strong Together	ON	$49,950
	Tecumseh Monument Redevelopment - Feasibility Study	ON	$49,500
	The Encampment Exhibition - Research and Planning Phase	ON	$33,000
	Total – 14 projets		**$978,040**

Table 4: Events for which Communication Products were Produced and Distributed by PCH by Year

Communication Product	2007-08	2008-09	2009-10	2010-11	Total
Canada Day	19	14	16	19	**68**
Poster Challenge	0	49	30	31	**110**
400th Anniversary of Quebec	44	50	3	0	**97**
2010 Vancouver Olympics	1	11	141	0	**153**
Other	26	53	38	43	**160**
Total	**90**	**177**	**228**	**93**	**588**

Source: 2007-08 to 2010-11 Communication Product Spreadsheets

Table 5: Promotional Items Distributed to the Public and under the Celebrate Canada Component and the Parliament Program by Year

2007-08 to 2010-11	Pins		Paper Hand flags		Temporary tattoos		O Canada Bookmarks	
	Acquired	Distributed	Acquired	Distributed	Acquired	Distributed	Acquired	Distributed
	12,702,000		12,107,000		6,059,400		3,421,000	
Celebrate Canada (requested by project proponents)		5,701,369		5,760,402		2,285,197		1,879,527
Parliament (annual allocation)		7,475,073		516,493		--		--
Parliament (additional requests)		177,603		160,518		--		--
Canadians (through PCH)*		429,766		398,869		94,286		273,407
Total acquired during the period	**12,702,000**		**12,107,000**		**6,059,400**		**3,421,000**	
Total distributed by the program		**13,783,811**		**6,836,282**		**2,379,483**		**2,152,934**
Surplus (deficit) of promotional material distributed		**(1,081,811)**		**5,270,718**		**3,679,917**		**1,268,066**

** Canadians can request other promotional material through PCH. The total quantity of promotional material distributed directly to Canadians from the department over the period is 1,496,876. Canadians have also requested 176 3X6 flags and 3,149 Canadian Flag Posters.*

Sources: 2007-08/2010-11 Promotional Material - Celebrate Canada Spreadsheet; 2007-08/2010-11 Parliamentary Program Spreadsheet; 2007-08/2010-11 Promotional Material - Public Spreadsheet

Table 6: Participation Estimates in Celebrate Canada Events by Year

Event	2007-08 [a]	2008-09	2009-10	2010-11	Average [c]
Canada Day	N/A	6,963,665	7,800,819	9,361,824	**8,042,103**
Celebrate Canada Period	N/A	1,969,462	296,605	741,709	**1,002,592**
National Aboriginal Day	N/A	536,730	340,417	214,850	**363,999**
Multiculturalism Day	N/A	53,014	390,465	48,942	**164,140**
St. Jean Baptiste Day	N/A	48,306	36,404	24,689	**36,466**
Total	**9,163,678**	**9,571,177[b]**	**8,864,710**	**10,392,014**	**9,473,467**
Year to year fluctuation		**4%**	**-7%**	**17%**	

Source: Celebrate Canada Participation Report 2007-11 Spreadsheet

[a] In 2007-08, the program database did not contain specific codes for the different days; this was resolved for 2008-09.

[b]. This total excludes participation in events that were funded as part of a special initiative of pan-Canadian outreach for the 400th Anniversary of Québec.

[c] Average participation was calculated on the three years for which data disaggregated per day was available. The average total participation was calculated using four years of data.

Table 7: Participation in Poster Challenge by Age and Year

Participant Age	2007-08[a]	2008-09	2009-10	2010-11	Total	%
8 years or younger	2,478	2,366	4,964	2,609	12,417	19%
9 to 11 years	7,038	5,963	12,092	4,297	29,390	46%
12 to 14 years	4,613	3,617	7,094	2,622	17,946	28%
15 to 18 years	860	739	1,744	491	3,834	6%
Age unknown	n/a	n/a	392	187	579	1%
Francophone (%)	n/a	11%	11%	14%	12%	---
Total	14,989	12,685	26,286	10,206	64,166	100%

Source: 2007 and 2008 Annual Activity Reports; Poster Challenge Worksheet 2009 & 2010

[a] The number of participants is considered an estimate for the year 2007-08 because of discrepancies in internal report. This was fixed for 2008-09.

Table 8: Participation Estimates for Commemoration Projects by Year

Year	Commemoration Project[a]	On-site Participants	Television audience	Total
2007-08	BC 150 Initiative	3,450,000		
	Korean War Memorial Unveiling	300		
	Democracy 250 Initiative	517,650		
	Macdonald and Laurier Day	1,225		
	100th Anniversary of Scouting	8,400		3,977,575
2008-09	Anne 2008	7,350		
	400th: Pan Canadian Outreach	894,420		
	Espace 400	1,185,000		
	Le Moulin à images	632,000		
	Large productions held during the Quebec 400th Anniversary	2,000,000	12,000,000	
	Military Heritage Re-enactment Weekend	1,875		16,720,645
2009-10	Olympic/Paralympic Torch Relays	1,500,000		
	Opening Ceremonies to the 2010 Games (Canadian participants)		13,500,000	
	Celebration Sites	680,000		
	Hong Kong Memorial Wall and Site	510		
	War of 1812 Symposium	200		15,680,710
2010-11	Our Emily	453		
	Cupids 400	25,000		
	Membertou 400	80,000		105,453
Total				36,484,383

Source: CCP Participation Report 2007-11

[a] Projects included are only those for which a final report has been received and there was an event with participants. A number of multi-year projects are still underway.

[b] When possible, data reporting Canadian participants only are used as in the case of the Opening Ceremonies. Some large projects that also reached foreign tourists reported total participation data only.