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June 2011

# Evaluation of the ecoAUTO Rebate Program

*Final Report*  
**June 2011**

Strategic Policy and Research Branch

SP-1025-02-12E

Canada 



# *Evaluation of the ecoAUTO Rebate Program*

**Final Report**

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

*June 2011*

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# *List of Abbreviations*

ADM	Assistant Deputy Minister
CCMTA	Canadian Council of Motor Transport Administrators
CSB	Citizen Service Branch, Service Canada
CSGC	Common System for Grants and Contributions
GoC	Government of Canada
HRSDC	Human Resources and Skills Development Canada
IMA	Information Management Agreement
MOU	Memorandum of Understanding
NHQ	National Headquarters
OFS	Oracle Financial System
Ops	Operations Branch, Service Canada
VIN	Vehicle Identification Number



# *Executive Summary*

## **Introduction**

This report presents the findings of the evaluation of the service delivery portion of the ecoAUTO Rebate Program. The evaluation was undertaken by the Service Canada Evaluation Division, Evaluation Directorate, Human Resources and Skills Development Canada.

## **Background**

The ecoAUTO Rebate Program (ecoAUTO), a grant program under Transport Canada's ecoTRANSPORT Strategy, was introduced in the federal Budget 2007. The policy objectives were "to encourage the purchase or lease of more fuel efficient personal vehicles, thereby reducing air emissions and energy use in the transportation sector."<sup>1</sup> The service delivery objective was to provide integrated, knowledgeable, one-stop personalized service to Canadians.

## **Evaluation Methodology**

The evaluation covered ecoAUTO service delivery activities from 2007 to 2010, spanning the program's implementation to sunset. The Evaluation Framework, which included a logic model and an evaluation matrix, was used to guide the evaluation of ecoAUTO. Data were collected for the evaluation from May 2009 to March 2010 using four lines of evidence. These included a document and file review, a site visit/observation, key informant interviews and a telephone survey with clients.

## **Evaluation Issues**

The evaluation issues addressed conform to the 2009 Treasury Board *Policy on Evaluation*.<sup>2</sup> These pertain to the relevance and performance of the program or as it is known within Service Canada, the service offering. The evaluation issues included the following as well as related issues of performance measurement, design and delivery and lessons learned.

- Relevance: Was the delivery of ecoAUTO aligned with federal government priorities and Service Canada's strategic outcome? Was the delivery of ecoAUTO consistent with federal roles and responsibilities?
- Achievement of expected outcomes (also referred to as success): To what extent have intended outcomes been achieved as a result of ecoAUTO?

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<sup>1</sup> ecoAUTO Rebate Program Risk-based Audit Framework, Annex E, p. 2

<sup>2</sup> Annex A: *Directive for the Evaluation Function*, TBS of Canada, April 1, 2009.

- Efficiency and Economy: were the activities and service delivered in the most efficient manner? Did ecoAUTO achieve its intended outcomes in the most economical manner?

## Evaluation Findings

### **Relevance**

The federal role in ecoAUTO was confirmed based on a Public Service Rearrangement and Transfer of Duties Act (PSRTDA) Order in Council to have ecoAUTO delivered by Service Canada's network of offices and its alternative service channels. The ecoAUTO objectives were aligned to support federal government commitments and obligations along with making a contribution to the Service Canada strategic outcome of Service Excellence for Canadians.

### **Achievement of Outcomes**

For the most part, key informants had positive perceptions about the performance of ecoAUTO with respect to achievement of immediate and intermediate outcomes, a finding that was supported by the client surveys. Engagement of Service Canada and Transport Canada partners across jurisdictions was acknowledged as a strong contribution to program outcomes. Clients and partners were satisfied with ecoAUTO. From the client's perspective, seamless services from two federal organizations administered over \$191.2 million in rebates to more than 169,800 recipients. From Service Canada's perspective, error rates and complaints were very low and the program launched on time. From the partner's perspective, it gained delivery knowledge and undertook a hybrid delivery model with a partner that it would willingly use again. The evaluation determined that all service delivery outcomes, both immediate and intermediate as depicted in the program logic model, were met.

Immediate outcomes were achieved as evidenced by Service Canada having delivered on its commitments by meeting its organizational objectives and MOU commitments resulting in a successful and collaborative partnership with Transport Canada, which in turn contributed to the intermediate outcome of effective, integrated ecoAUTO service delivery.

The evaluation found that ecoAUTO had achieved immediate outcomes of satisfied clients and of a seamless delivery whereby clients received timely information and rebates when purchasing or leasing eligible vehicles. These, in addition to the finding that the majority of applicants would likely recommend the program to their family or friends was viewed as progress towards one of the program's intended intermediate outcomes, connecting the Canadian public to the ecoAUTO Rebate Program.

There were two main unintended impacts of ecoAUTO. These impacts were deemed positive. The first was the establishment of a high level of engagement between Service Canada and Transport Canada partners resulting in a knowledge transfer that occurred through the hybrid service delivery model and co-location. The second unintended outcome, which was captured by the survey, was that 63% of successful applicants felt that the

ecoAUTO Rebate Program increased their knowledge of the different fuel efficient vehicles by a great deal or a fair amount.

### ***Efficiency and Economy***

There was no consensus among key informants that activities were undertaken and service delivered in the most efficient manner, or that results were achieved in an economical way. Though the reporting of collected data was extensive and the workload of the performance measurement team at Service Canada considerable, the evaluation determined that the overall performance measurement system was not providing those responsible for making decisions with critical data such as progress to achieving outcomes, useful service standards, the amount of time an application had been in queue at specific processing junctures, or how much money had been spent to date. The design of the performance measurement system was a challenge for the performance measurement team because of its reliance on data from the partner organization and the need to generate daily workload reports each morning for senior managers within Service Canada and Transport Canada.

Service offering designers used the Resource Determination Model to assist them in defining and allocating resources. While Service Canada was identified to deliver ecoAUTO in March 2007, the corresponding authorities provided through an Order in Council were not signed until August 2007. Due in part to this delay, a \$1 million budgetary lapse at the end of the first year of the program and a \$2 million budget deficit at the end of year 2 were identified. The lack of detailed project tracking and an underestimation of the time needed to process an application were indicated as causes for the overspending, as well as inability to carry unspent funds over from one fiscal year to the next. This was further exasperated by not using a project coding system and by human resource issues such as considerable staff turnover and lack of training for service agents and new hires.

From a design and delivery perspective, the ecoAUTO was viewed as a practical model to achieve the intended outcomes. Despite the fact that the interdepartmental partner and, most especially program clients, indicated a high level of satisfaction with the design and delivery of ecoAUTO, the evaluation found that it did not demonstrate efficiency and economy given that resources were not well scoped and spending not clearly tracked. Although federal key informants were unanimous that both partners fulfilled their roles as outlined in the MOU, there was some concern or confusion expressed due to the absence of a mechanism to ensure that partner contributions to ecoAUTO goals were carried out, which resulted in some duplication of effort. Furthermore, the lack of Time and Motion study data and established service standards prevented the evaluation team from being able to measure the degree of variance from planned to actual performance of the program.

Overall, though not seen as the fastest or cheapest method, the hybrid delivery approach did lead to a strengthening of a governmental partnership, the building of expertise, and increased visibility of governmental programming among Canadians. Also, the evaluation determined that no barriers existed for clients, the application process and eligibility criteria were clear and fair, and that the chosen delivery method was preferred by the majority of clients. No viable approaches to achieve the same or better outcomes at a lower cost were identified.

## ***Lessons Learned and Smart Practices***

The intent of including the presentation of lessons learned through implementation, smart practices and other observations was to highlight the experiences encountered by key informants to inform future organizational development. With regard to lessons learned through implementation, opinions, concerns and suggestions were expressed on designing and monitoring the delivery process and on problem solving. The engagement of regional senior management, sufficient time and resources to effect successful implementation, good communication, adequate collection of performance measurement data (financial and non-financial) and a solid understanding of the service offering were cited as important lessons learned to be considered for future initiatives. Under smart practices, comments were related to project governance, project management and human resources. Informants noted that successful governance relied on a good working relationship between partners from the planning phase to closeout. Project management success included stakeholder involvement and Working Group meetings. Secondments and staff consistency and expertise were mentioned as human resource accomplishments. Other observations pointed to the importance of service offering management as well as new and different possibilities for marketing and branding.

## **Recommendations**

As a result of the evidence presented in this evaluation, it is recommended that Service Canada

1. Develop a generic process plan for new service offerings that maps out what is involved, who is to be engaged, and what the anticipated level of effort will be in time and cost. The process model should provide detail for future partners, new Service Canada staff, and allow for an approach that is more systematic and less reactive for both Citizen Services Branch and Payments and Processing Services Branch.
2. Develop a strategy to delineate the roles and responsibilities within Citizen Service Branch and Payments and Processing Services Branch to ensure efficient resource management and avoid duplication of efforts. Communicate that strategy within Service Canada.
3. Establish and use a performance monitoring system that allows for informed planning and reporting of spending against program design benchmarks in order to demonstrate progress against planned outcomes.



# *Management Response*

## **Introduction**

This management response conveys the position of the Department of Human Resources and Skills Development Canada (HRSDC), including the Service Canada initiative which operates under its authority, regarding the key findings and recommendations of the Evaluation of the ecoAUTO Rebate Program. The evaluation focused on the partnership between Service Canada and Transport Canada (the “owner” of the ecoAUTO rebate Program) and on the service delivery component of the program. This management response will highlight the lessons learned from ecoAuto and how these lessons have been transformed into subsequent actions that are being applied to new and ongoing service offerings.

Among its findings, the evaluation highlights the successful launch and delivery of the program by Service Canada, noting that all the desired outcomes were met, the service delivery was seamless and that clients were satisfied with their experience with the program. Transport Canada also expressed satisfaction with the successful and collaborative partnership with Service Canada, acknowledging the excellent support it received in achieving its’ commitments.

Also among its findings, the evaluation notes that despite the design and implementation challenges for Service Canada, a service strategy was implemented in a very short time frame that met the objectives and outcomes of the offering. A successful partnership was forged with Transport Canada resulting in an innovative service delivery model with both partners being co-located in the processing centre. This model contributed to the overall success that Service Canada brought to the delivery of ecoAUTO.

## **Recommendations**

- 1. Develop a generic process plan for new service offerings that maps out what is involved, who is to be engaged, and what the anticipated level of effort will be in time and cost. The process model should provide detail for future partners, new Service Canada staff, and allow for an approach that is more systematic and less reactive for both Citizen Service Branch and Payments and Processing Services Branch.*

Management agrees with this recommendation and, since the end of the ecoAUTO program, has pursued a number of initiatives to standardize Service Canada’s approach to developing service offerings. Although Service Canada has not received broad authority to deliver Tier 1 services on behalf of the Government of Canada, generic tools and processes are being developed to allow for flexibility and the uniqueness of new service offerings while contributing to a systematic approach to integrating new business.

## **Actions Taken**

- a. As of 2008 and based in part on lessons learned from ecoAUTO, the Citizen Service Branch (CSB) reviewed its approach to assessing and approving all proposed new business. Subsequently, CSB identified and implemented a service offering business life cycle as the standardized process for the assessing new business opportunities, as well as for conceptualizing, designing, developing, implementing and monitoring new service offerings. Tools and templates have also been identified to support each phase of the process.
  - b. The Integrated Channel Management Directorate (ICMD) of CSB has implemented and continues to refine a Service Experience Model (SEM) for the in-person service channel that allows for immediate assessment of the client need and directs the client either toward early resolution through self-service or toward deeper levels of assisted service through Tier 2 in PPSB.
  - c. CSB and CFOB have jointly developed a generic cost model specifically for new service offerings which will allow the Service Offering Manager to capture relevant business information that can be readily translated into costs. This will estimate the level of effort and define costs in terms of effort before the service offering's implementation.
2. *Develop a strategy to delineate the roles and responsibilities within Citizen Service Branch and Payments and Processing Services Branch to ensure efficient resource management and avoid duplication of efforts. Communicate the strategy within Service Canada.*

Management agrees with this recommendation and has undertaken work to address the delineation of roles and responsibilities between the two Branches.

## **Actions Taken**

- 1) CSB was realigned in 2009 to a functional model, with individual Directorates assigned responsibility for stages of the service offering development process. This model is aligned with the components of the service offering business life cycle.
- 2) Service Canada is implementing a Service Management Structural Model that realigns structures and work according to business streams, notably between responsibilities for citizen services and for processing and payments services.
- 3) Service Canada has realigned its channel functions. The mail channel which is predominantly associated with the processing function, rests with PPSB. The web, telephone and in-person channels which are more immediate, client-facing functions, were brought together under the Integrated Channel Management Directorate of CSB in 2010.
- 4) Both CSB and other Service Canada branches, including PPSB, have conducted Responsible, Accountable, Consulted and Informed (RACI) exercises to identify rubs and work towards improvement. Ongoing communication, including ADM bilateral discussions and participation on service management committees, has kept both Branches engaged in clarifying roles and responsibilities.

3. *Establish and use a performance monitoring system that allows for informed planning and reporting of spending against program design benchmarks in order to demonstrate progress against planned outcomes.*

Management agrees with this recommendation and has taken steps to standardize its performance management processes and products.

### **Actions Taken**

- 1) CSB is developing a Financial Management Framework which includes the required financial controls and accountabilities in order to lead to more effective cost estimates, cost recovery and overall management of funds.
- 2) CSB established reporting dashboards that allow management to monitor service offering volumes, performance and outputs. These dashboards are also shared with partners to manage ongoing progress against planned outcomes.
- 3) Service Canada established and publishes national and regional scorecard reports for measurement of key performance indicators (KPIs) for service offerings.

### **Conclusion**

The ecoAUTO Rebate Program was implemented during the early development of Service Canada and lessons learned from this experience have been incorporated in the ongoing evolution of Service Canada's approach to doing business. Since the end of ecoAUTO, Service Canada has made steady progress through the ongoing identification and clarification of roles and responsibilities, standardization of processes and approaches across the organization and integration of service delivery channels.

Service Canada is still a relatively new organization which continues to progress and evolve. While internal processes are the subject of ongoing monitoring and improvement, the ecoAUTO experience is a testimony to the ability of this organization, nationally and regionally, to be responsive to the needs of its partners and to the needs of Canadians. This progress has allowed Service Canada to expand its service expertise to individuals, to deepen its partnering capability and to offer greater access for citizens to key government programs and services.



# *Introduction*

This report presents the results of the evaluation of the service delivery portion of the ecoAUTO Rebate Program. The evaluation was conducted by the Service Canada Evaluation Division, Evaluation Directorate, Human Resources and Skills Development Canada. The purpose of the evaluation was to examine the relevance and performance of the program's service delivery using the core issues outlined in the 2009 Treasury Board *Policy on Evaluation*.<sup>3</sup> Assessment of the program's policy objectives falls within the purview of Transport Canada's Evaluation team and is therefore beyond the scope of this evaluation.

This information, from data collected between May 2009 and March 2010, is organized into five sections:

- **Section 1: Program Profile** provides a description of the program, including its rationale, objectives, services, beneficiaries, governance, eligibility criteria and the logic model which graphically demonstrates the linkages between activities, outputs, and service delivery outcomes;
- **Section 2: Evaluation Context** describes the evaluation context including the approach and methodology used, as well as a discussion on methodological strengths and limitations;
- **Section 3: Key Findings** summarizes the main results of the evaluation organized by evaluation issue;
- **Section 4: Conclusions** based on the key findings, and
- **Section 5: Recommendations** made on the basis of the evaluation evidence and conclusions.

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<sup>3</sup> Annex A: *Directive for the Evaluation Function*, TBS of Canada, April 1, 2009.



# 1. Program Profile

## 1.1 Rationale

The ecoAUTO Rebate Program (ecoAUTO), a grant program under Transport Canada's ecoTRANSPORT Strategy, was introduced in the federal Budget 2007, "to encourage the purchase or lease of more fuel efficient personal vehicles, thereby reducing air emissions and energy use in the transportation sector."<sup>4</sup>

The overall strategy, comprising ecoAUTO, ecoMOBILITY, ecoFREIGHT and ecoENERGY, was created to support the Government of Canada's (GoC) Clean Air Agenda. Oversight of ecoAUTO, including accountability for overall program design, policy direction, and grant payments, belonged to Transport Canada. Service Canada was identified as a possible program deliverer for ecoAUTO, given its stated mandate to be the service delivery arm of the GoC. However, the Service Canada role was not recommended until July 2007, and the legislative authorities that enabled Service Canada delivery were not put in place until August 2007 via machinery of government changes under the *Public Service Rearrangement and Transfer of Duties Act*. As a result of the GoC priority and abbreviated time frames, Service Canada managers treated this service offering as a high priority to meet the operational implementation target date of October 1, 2007. A Memorandum of Understanding (MOU) was signed between Service Canada and Transport Canada in January 2008 (retroactive to October 1, 2007) to describe the respective and joint roles and responsibilities of Transport Canada and Service Canada in delivering the program and to establish a governance structure for its administration.

It was announced in the federal Budget 2008 that ecoAUTO would not be offered for models beyond 2008 and that consumers would be able to apply for the rebate on eligible vehicles until March 31, 2009.<sup>5</sup> Total program costs were approximately \$264 million, with over 182,300 applications received, 169,800 applications approved, and \$191.2 million in rebates paid.<sup>6</sup> Approximately \$14 million was spent on delivery. This evaluation examined only those funds dedicated to delivery.

## 1.2 Objectives

The policy objective of ecoAUTO was to encourage the purchase of more fuel-efficient vehicles to reduce the volume of air emissions and energy consumption in the Canadian transportation sector. The program did this by offering rebates on the purchase or lease of eligible vehicles. The base rebate was \$1,000 and for every half litre below Transport Canada's combined city/highway fuel consumption rating (CFCR) threshold, an additional \$500 was paid up to a maximum of \$2,000.

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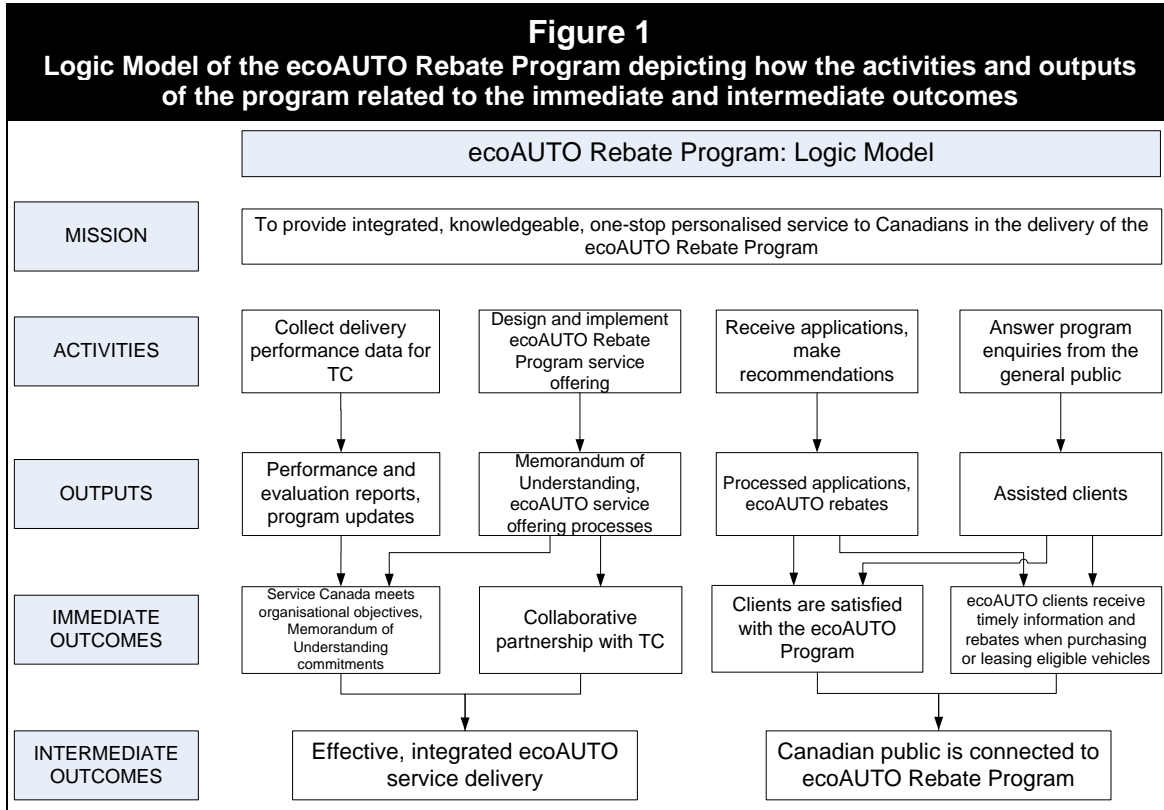
<sup>4</sup> ecoAUTO Rebate Program Risk-based Audit Framework, Annex E, p.2

<sup>5</sup> <http://www.budget.gc.ca/2008/plan/chap4a-eng.html#passenger>

<sup>6</sup> <http://www.tc.gc.ca/eng/programs/environment-ecotransport-ecoauto-639.htm>

### 1.3 Logic Model

The logic model is a visual representation of the program’s service delivery objectives that identifies the linkages between the program activities and the achievement of outcomes. The program Logic Model, as shown in Figure 1, presents a graphical depiction of how the activities and outputs of the ecoAUTO Rebate Program related to the immediate and intermediate outcomes.



### 1.4 Description of Service Delivery Process

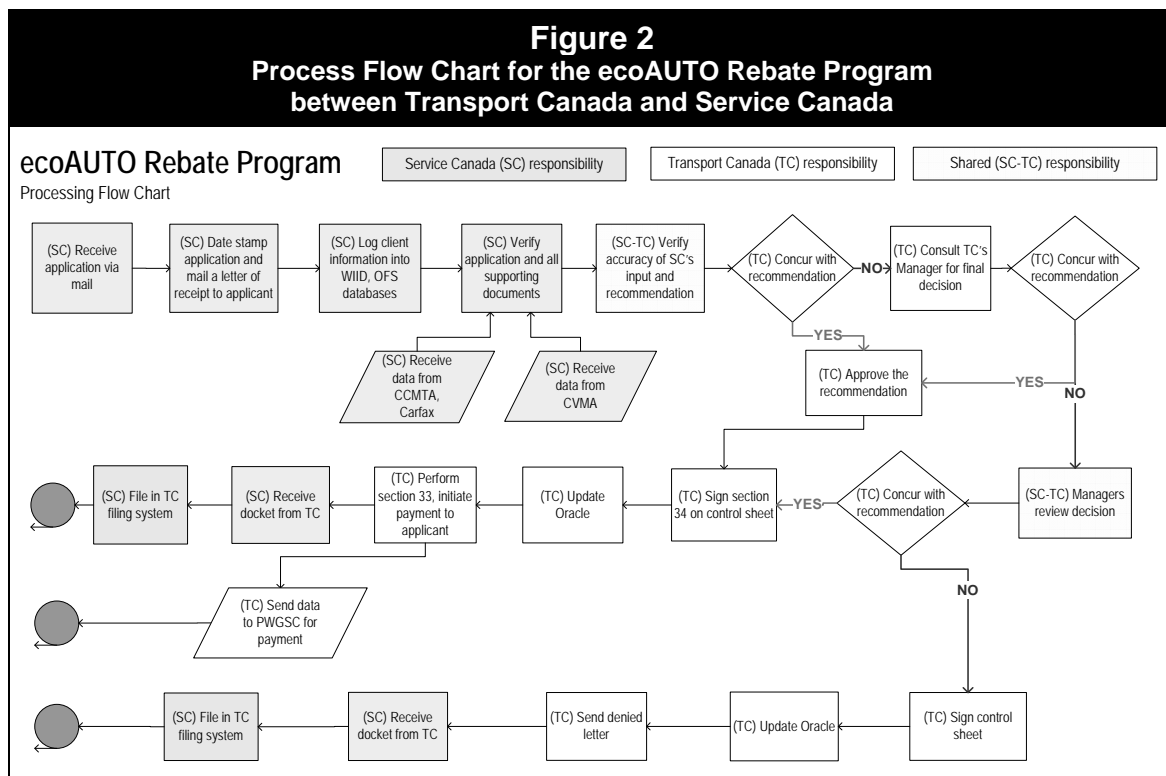
As outlined in the MOU, Service Canada supported Transport Canada in the implementation and delivery of ecoAUTO by applying and using application processing procedures outlined in the HRSDC Benefits Manual. The approach contained in the manual was consistent with Transport Canada’s policy design for the program.

It was the responsibility of individuals to apply for the rebate and demonstrate their eligibility by including the required supporting documents, such as the bill of sale and vehicle identification number (VIN). Due to the short implementation timelines, it was decided that clients would submit completed rebate application forms via mail only to Service Canada. These paper forms were received at the Processing Centre in Calgary Alberta, where Service Canada was co-located with Transport Canada personnel.



Each application was date stamped by Service Canada agents and a letter confirming receipt was sent to applicants by Service Canada. Applications were logged into the Work Item and Inventory Database. Service Canada agents verified the content of the application, validated the VIN using VIN decoder software, validated the registration and vehicle efficiency information through an information exchange with the Canadian Council of Motor Transport Administrators (CCMTA) and CarFax, and then entered application information into Transport Canada's Oracle Financial System (OFS) Database. Service Canada verified eligibility and made recommendations for grant approvals or denials, as well as preparing approval or denial letters, to Transport Canada. Co-located Transport Canada personnel were responsible for final rebate approvals or denials and for issuing denial letters or rebates to applicants. Databases were updated with the Service Canada Agent's funding recommendations.

A brief overview of the processing flow of the ecoAUTO Rebate Program, between Transport Canada and Service Canada is presented in Figure 2.



## 1.5 Beneficiaries and Service Providers

The main beneficiaries of ecoAUTO were those individuals or organizations that entered into leases or purchased rebate-eligible vehicles. Given that the rebate was an incentive for purchasers, secondary beneficiaries included those benefiting from sales, such as members of:

- The Canadian Automobile Dealers Association (CADA); and
- The Canadian Vehicle Manufacturers' Association (CVMA), with whom the list of eligible vehicles was regularly updated.

Service Canada verified that the information received on applications was correct by using various tools, such as a VIN decoder and CarFax reports. As part of an agreement with Service Canada, the CCMTA validated vehicle registration and ownership data on application forms against the Inter-provincial Records Exchange (IRE) to support Service Canada's funding recommendations to Transport Canada. Under the VIN data verified included the VIN, the name of the registered owner of the vehicle and the province or territory of jurisdiction.<sup>7</sup>

## **1.6 Governance**

### ***1.6.1 Role of Transport Canada***

Transport Canada had responsibility for the overall management and policy direction of ecoAUTO. According to the MOU, Transport Canada's main tasks included:

- ensuring that procedures, systems, and resources were appropriately allocated to the program for effective management and administration;
- providing Service Canada with the information necessary for delivery, including details on program policy, design, systems, eligibility criteria, and responses to policy questions forwarded by Service Canada's Call Centre;
- making funding decisions based on Service Canada's recommendations and certifying funding approvals for payment in accordance with Section 34 of the *Financial Administration Act* (FAA);
- requisitioning grant payments in accordance with Section 33 of the *FAA*;
- program monitoring and quality control of applications logged into databases; and
- designing and developing public communication products.

### ***1.6.2 Role of Service Canada***

As stipulated in the MOU, Service Canada was responsible for the following activities for this program, or as it is referred to within Service Canada, this service offering:

- Sharing program information via four service channels.
  1. *Telephone*: Managed by the 1 800 O Canada office, an exclusive telephone line (1 866 506 6804) was established in April 2007 to address questions regarding ecoAUTO. Service Canada agents responded to general questions on eligibility, how to apply for a rebate and questions on an applicant's status. Agents forwarded all other questions to the Calgary Processing Centre.

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<sup>7</sup> Verification of the VIN ensures that a vehicle was purchased and operating in Canada, as only these are eligible for rebates.

2. *Mail*: Service Canada received mailed-in forms for processing. Service Canada sent out application forms by mail to clients that have either written their request or called the Toll-Free line to request that a form be sent to them.
  3. *In-person*: Service Canada assisted applicants to access program tools on the internet, referred applicants to the call centre for updates on their status and assisted in printing out blank application forms from the website.
  4. *Internet*: Service Canada provided general program information and a link to Transport Canada's website.
- Processing. The Calgary Processing Centre received all applications. Service Canada agents collected and date stamped forms received from applicants.
  - Verification and authentication. In partnership with the CCMTA and the help of a VIN decoder,<sup>8</sup> Service Canada oversaw verification and authentication of applications. Agents assessed applications for eligibility and for errors and blanks.
  - Making recommendations. Following authentication, Service Canada agents made recommendations to Transport Canada staff for either funding approval or denial. Final approval for all decisions was the responsibility of Transport Canada, as per Sections 34 and 33 of the *FAA*.
  - Contributing to monitoring and evaluation. Service Canada provided delivery data to Service Canada's evaluation unit and to Transport Canada.

### ***1.6.3 Shared Transport Canada and Service Canada Responsibilities***

Shared responsibilities included:<sup>9</sup>

- the development of service standards that were communicated to beneficiaries via all service delivery channels;
- the establishment of and participation in an ecoAUTO Working Group to facilitate program delivery; and
- undertaking joint risk management strategies and post-program review to identify lessons learned and providing performance data for each organization's annual Performance Report.

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<sup>8</sup> The VIN is a unique identifier that automobile manufacturers use to encode information, such as the manufacturer's identification, the year, and model number. It is also possible to verify ownership through the VIN.

<sup>9</sup> The Memorandum of Understanding for the Delivery of the ecoAUTO Rebate Program between Transport Canada and Service Canada, p. 4.

## 1.7 Eligibility Criteria

To be eligible for an ecoAUTO rebate, applicants must have purchased or leased<sup>10</sup> new, not previously owned, vehicles that meet fuel consumption criteria from 2006, 2007 or 2008; have leased or purchased the vehicle in Canada for use in Canada between March 20, 2007 and December 31, 2008; have completed the application form and provided the supporting documentation (VIN, proof of purchase, copy of lease agreement); and have applied to the program prior to March 31, 2009.<sup>11</sup>

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<sup>10</sup> Leases must have been for a minimum of 12 months.

<sup>11</sup> Memorandum of Understanding for the Delivery of the ecoAUTO Rebate Program between Service Canada and Transport Canada, p. 23

## 2. Evaluation Context

### 2.1 Objective and Scope

The evaluation was designed to provide performance information to senior managers to contribute to more knowledgeable and evidence-based decisions within Service Canada. The evaluation of the ecoAUTO Rebate Program (ecoAUTO) was included in Service Canada's 2007-2008 Evaluation Plan that was approved by the Audit and Evaluation Committee in November 2007.

The scope of the evaluation covered the program activities from 2007 to 2010, spanning the program's implementation to its sunset. The data informing this report was collected by the Service Canada Evaluation Division between May 2009 and March 2010.

### 2.2 Evaluation Issues

The issues examined for this evaluation focused on service delivery, specifically the relevance of Service Canada's involvement, the effectiveness of the service delivery's design and implementation, the efficacy of the performance measurement systems and the service delivery outcomes. Policy oversight for the program belonged to Transport Canada; as such, a separate evaluation by Transport Canada of the ecoTRANSPORT Strategy was planned for fiscal year 2009-2010.<sup>12</sup>

The issues outlined in the evaluation framework and investigated in this study conform to the 2009 Treasury Board *Policy on Evaluation*.<sup>13</sup> Through the evaluation issues, the evaluation team assessed the program's relevance by examining its alignment with government priorities as well as federal roles and responsibilities. Furthermore, the program's performance was assessed by examining progress toward achieving expected outcomes. The program's efficiency and economy was assessed by determining to what extent the service delivery was undertaken in the most efficient manner and if it achieved its outcomes in the most economical manner. In that the ecoAUTO Rebate Program ended in 2010, coverage of the evaluation issue pertaining to the continued need for the program was beyond the scope of Service Canada and therefore outside of the scope for the evaluation. The evaluation addressed value for money by assessing the core issues under relevance and performance, summarized in Table 1. Also, the evaluation noted a number of lessons learned, smart practices and other observations regarding the implementation of ecoAUTO.

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<sup>12</sup> In accordance with the terms and conditions of the MOU, Service Canada and Transport Canada Evaluation units shared performance and monitoring information on an ongoing basis to ensure that any evaluations undertaken were complementary and did not duplicate efforts.

<sup>13</sup> Annex A: *Directive for the Evaluation Function*, TBS of Canada, 1 April 2009.

<b>Table 1</b> <b>Summary of evaluation issues under relevance and performance used to address value for money</b>	
<b>Relevance</b>	
Issue #1: Continued Need for Program	<i>Is there a continued need for the program? (This issue was beyond the scope of Service Canada and therefore outside of the scope for the evaluation).</i>
Issue #2: Alignment with Government Priorities	<i>Was the delivery of ecoAUTO aligned with federal government priorities and Service Canada's strategic outcome?</i>
Issue #3: Alignment with Federal Roles and Responsibilities	<i>Was the delivery of ecoAUTO consistent with federal roles and responsibilities?</i>
<b>Performance (effectiveness, efficiency and economy)</b>	
Issue #4: Achievement of Expected Outcomes	<i>To what extent have intended outcomes been achieved as a result of ecoAUTO?</i>
Issue #5: Demonstration of Efficiency and Economy	<i>Were the activities undertaken and service delivered in the most efficient manner?</i> <ul style="list-style-type: none"> <li>- <i>How could the service delivery approach of ecoAUTO be improved?</i></li> <li>- <i>Were there alternative, more efficient ways to improve delivery and achieve the objectives of ecoAUTO?</i></li> <li>- <i>Did ecoAUTO achieve its intended outcomes in the most economical manner?</i></li> </ul>

The complete matrix of evaluation questions, issues and data sources are presented in the evaluation framework (under separate cover).

## **2.3 Approach and Methodology**

An evaluation framework including a logic model and evaluation matrix was developed to guide the evaluation. Multiple lines of evidence were used to increase the reliability and robustness of the analysis. The evaluation included a blend of qualitative and quantitative data including a review of documentation and literature, key informant interviews, a site visit and client surveys.

### **2.3.1 Document Review**

The purpose of the document review was to contribute to addressing several evaluation issues and to provide a program context for the other lines of evidence used, namely the development of the interview guides used in key informant interviews and the provision of background knowledge to evaluators for undertaking site visits and observation activities. Documents reviewed included:

- MOU for the Delivery of the ecoAUTO Rebate Program between Service Canada and Transport Canada
- Information Management Agreement (IMA), Annex to the MOU

- Memorandum of Understanding between Service Canada and the CCMTA
- Results-based Management and Accountability Framework
- Risk-based Audit Framework
- Program Terms and Conditions
- Program Resource Determination Model
- Assessment of Proposed New Business Outline
- Working Group minutes
- Daily Workload reports

### **2.3.2 Key Informant Interviews**

One of the main lines of evidence used was key informant interviews. In total, 37 key informant interviews were completed. The views of these informants were solicited based on their level of involvement in the design, development, monitoring, or delivery of the program. The government respondents were identified through their membership on the ecoAUTO Working Group, an indicator of program involvement, and through consultation with program personnel at Transport Canada and Service Canada.

Additional key informants included a random sample of automakers from across Canada that made rebate eligible cars.<sup>14</sup> Ten sales managers from automobile dealerships were interviewed to obtain their views on the effectiveness of the delivery of ecoAUTO. The sample included three representatives from Ontario, three from Québec, two from the Maritimes and two from British Columbia/Alberta. A manager from a car rental agency was also interviewed to obtain a corporate customer's perspective on the delivery of the ecoAUTO program. These interviews were conducted over the telephone.

For government respondents, interviews were undertaken in person with two evaluators to allow for increased quality in note taking and investigation. Interviewees were provided with structured, tailored interview guides in advance and all respondents were made aware of the voluntary nature of the interviews and of their rights to privacy. Evaluators adjusted the interview format to jointly interview respondents who worked closely with one another, according to the preferences of respondents.

The 37 respondents represented the following groups:

- Service Canada national headquarters personnel, n=14
- Service Canada regional staff, n=4

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<sup>14</sup> The sample included dealerships from Ford, Toyota, Honda, GM, Chrysler, Chevrolet and Volkswagen.

- Transport Canada national headquarters personnel, n=4
- Transport Canada regional staff, n=3
- automobile representatives (comprising ten automobile dealers, one rental car agency, and a representative from the CCMTA), n=12

Interviews were conducted between May and June 2009 and ranged from 15 minutes to approximately one hour, depending on the respondent's level of involvement with the program.

### **2.3.3 Client Satisfaction Survey**

The quantitative line of evidence used for the evaluation was the client survey. The purpose of the survey was to determine the degree of satisfaction of program beneficiaries with the quality of service received. To ensure that a balanced program view was obtained, rebate applicants that applied and were *not* successful were engaged, as well as those that had applied and *were* successful in receiving the rebate.

Each respondent was asked the same questions and appropriate skips were in place to allow for modifications for each person's experience. The majority of the questions posed related to the program's service delivery and were pre-tested prior to administering them. Additionally, two policy questions were submitted by evaluators at Transport Canada for input to Transport Canada's evaluation of the policy outcomes achieved by the ecoTRANSPORT Strategy.<sup>15</sup> The following information was collected in the client survey:

- verification to ensure that the correct person was surveyed;
- feedback on the application forms, such as ease of use, clarity, etc;
- insights on the application process, such as helpfulness of car dealers;
- input on the assistance received from Service Canada staff;
- problems encountered or suggestions for improvement;
- delivery alternatives; and
- overall satisfaction with the service delivery.

A random sample of 4,113 names was drawn from a database of approximately 182,300 names with the aim of completing 1,000 surveys with applicants that received the rebate and 500 surveys with those that applied but did not receive any rebate. Evaluators used a sampling strategy that reflected national trends in automobile

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<sup>15</sup> Through the client survey, two evaluation units were able to gather data to investigate the progress of achievement towards organizational strategic outcomes. Transport Canada's questions asked respondents if the rebate impacted their decision to purchase a particular car and if the rebate made buyers aware of fuel efficient cars.



purchases in Canada, weighting the sample according to regions where automobile purchases were particularly strong or particularly poor.<sup>16</sup>

Among those that received a rebate, evaluators ensured that a mixture of payment amounts was captured: those who received the base rebate of \$1,000, a \$1,500 payment, and the maximum payable rebate of \$2,000 (based on the Combined city/ highway Fuel Consumption Rating [CFCR]). To gather lessons learned or delivery modifications emerging throughout implementation, evaluators included applicants that applied to the program at its outset, the midpoint and at the program's sunset.

Over the three weeks that the survey was in the field, typically eight call-backs were made before a non-response was noted by interviewers. With non-responding numbers, up to 12 calls were placed at various times of the week to maximize the potential of connecting with shift workers. Interviewers conducted the surveys in the official language of choice of the respondent at a time that was convenient for the respondent.

### **2.3.4 Site Visits**

As part of the methodology, two evaluators visited the Service Canada Processing Centre in Calgary Alberta during implementation in order to assess the efficiency and effectiveness of the program's delivery site and to observe the interactions among staff (within Service Canada and co-located Transport Canada personnel). In addition, on-site observations allowed for in-person interviews with key informants, namely the Centre Managers, Service Agents, Program Managers, and Program Analysts. The evaluation team used an observation checklist to record its views. Evaluators coordinated the timing of the visit directly with regional managers and centre personnel to ensure that the visit did not impede in any way the productivity or day-to-day activities of the staff.

## **2.4 Methodological Strengths and Limitations**

### **Strengths**

The approach used for the ecoAUTO evaluation was augmented by a variety of features, now described.

- Use of multiple, intersecting lines of evidence<sup>17</sup> that were quantitative and qualitative:
  - interviews with a wide range of knowledgeable key informants from national headquarters, Alberta region, partner and service organizations (CCMTA, Transport Canada, automobile dealers, a car rental agency representative) and Service Canada staff;
  - a site visit of the Service Canada processing site; and
  - a detailed study of all pertinent program documentation.

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<sup>16</sup> Statistics Canada new motor vehicle sales by province, seasonally adjusted  
<http://www40.statcan.ca/101/cst01/econ58a-eng.htm>

<sup>17</sup> Each evaluation issue is investigated by means of at least two research methods.

- Telephone surveys with approved and denied rebate applicants. Soliciting views from only successful respondents would provide just one perspective on client satisfaction and yield biased results. The engagement of denied applicants allowed evaluators to glean what service outcomes were achieved above and beyond receipt of a rebate. The evaluators' approach to the survey was corroborated by expert opinions, involving:
  - consultation with Evaluation colleagues who have experience undertaking similar survey work;
  - discussion with staff from Service Canada's Office of Public Opinion Research;
  - feasibility and scoping discussions with contractors specializing in the area of client surveys;
  - survey guidance from a researcher and methodologist from Statistics Canada;
  - examination of recent past projects undertaken by the evaluators at Service Canada; and
  - a survey conducted in accordance with the GoC's Advisory Panel on Telephone Research. The 36% survey response rate achieved for ecoAUTO's survey fell on the high end of the Panel's target for response rates.<sup>18</sup>

## **Limitations**

A weakness of the evaluation was the length of time required to complete the study. Having been delayed by several months, the resulting impacts to the evaluation included staff turnover and some loss of corporate memory within Service Canada as well as the decreased likelihood for surveyed clients to recall their participation in the program.<sup>19</sup>

Factors affecting the timeliness of the study included the need for an IMA between Service Canada and Transport Canada. The IMA was not ratified until March 4, 2009.

The evaluation was further delayed by the need to synthesize multiple sources of administrative data within Service Canada and Transport Canada in order to build the client survey frame. To input 4,113 missing telephone numbers into the survey frame, Service Canada processing centre staff in Calgary manually searched boxes of application forms stored in Edmonton. Given this level of effort and Transport Canada's commitment to transfer its forms to Library and Archives Canada by October 1, 2009, a larger survey frame for this evaluation was not possible.

Due to the length of time taken to undertake the study, the contact information of some clients, particularly of those applying earlier in the lifecycle of the program was no longer valid. The lack of contact information for this client group made it difficult to achieve a representative sample which rendered the ability to generalize survey findings to the population of **all** ecoAUTO applicants impossible. Though these types of survey challenges are not uncommon, this methodological caveat should be noted.

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<sup>18</sup> Which states that a response rate of 20%-40% can be expected for surveys of moderate to high importance that are in the field for at least three weeks.

<sup>19</sup> The greater the amount of time between a client's exit from a program and a survey being administered the less likely the client is to participate in the survey and the poorer the quality of the client's response.

## **2.5 Out-of-Scope Issues**

As per the roles and responsibilities outlined in the MOU between Service Canada and Transport Canada, policy oversight was the responsibility of Transport Canada. Any issues pertaining to policy relevance and performance for the overall program were therefore out-of-scope for this study.

Service Canada's partnership was required for the delivery of just one program within the ecoTRANSPORT Strategy. Discussion or examination of the other programs in the portfolio is not within scope of this study.



## 3. Findings

The findings are organized and presented for each evaluation issue under relevance, and performance. Related evaluation issues of performance measurement, design and delivery, lessons learned and smart practices are included in this section as well.

### 3.1 Relevance

This section conveys the evaluation findings on alignment of ecoAUTO with federal government priorities, the mandate and strategic outcome of Service Canada and the extent to which ecoAUTO was consistent with federal roles and responsibilities. In addition to a review of program documentation, the evaluation team asked key informants if the delivery of ecoAUTO was consistent with Service Canada's strategic outcome of improving services to Canadians to determine how well aligned the program was with the organization's portfolio. The evaluation also probed key informants to determine if roles were understood and if they were appropriate.

- *Was the delivery of ecoAUTO consistent with Service Canada's strategic outcome?*
- *Were program roles and responsibilities well defined? Appropriate? Respected?*

#### 3.1.1 Alignment with Government Priorities

*Assessment of the linkages between ecoAUTO objectives and (1) federal government priorities and (2) the Service Canada strategic outcome of Service Excellence for Canadians.*

The mandate of Service Canada to be the service delivery arm of the federal government was asserted by an Order in Council to have ecoAUTO delivered by Service Canada's network of offices and its alternative service channels including its website and 1-800-Canada line. Service Canada had been positioned as the GoC service deliverer and this was leveraged, as well as the strength of the HRSDC benefits delivery history, to address the need for a delivery outlet for ecoAUTO. The ecoAUTO objectives were aligned to support federal government commitments and obligations along with making a contribution to the Service Canada strategic outcome of Service Excellence for Canadians.

The evaluation team focussed its assessment on the congruence of the delivery of the program with Service Canada's strategic priority of achieving better outcomes for Canadians through service excellence. To gauge this, a review of program documentation was conducted and key informants were interviewed with the following question:

*Was delivery of ecoAUTO consistent with Service Canada's strategic outcome?*

Key informants that were posed this question differed in their views on the extent to which the delivery of this service offering aligned with the organization's strategic outcome. This disparity was largely attributable to the differing views about the mandate of Service Canada.

About half of the respondents believed that the mandate of Service Canada was to provide Canadians with single-window access to government services, and saw the program as a good match because a federal entity delivered a federal program. Comments included, “[ecoAUTO] was very pertinent to our objectives; one-stop shop works and we are the experts”; “from an activities perspective we were right for the job”; and “the one-portal approach to federal services makes sense for Canadians.”

However, the other half of the informants felt that Service Canada was responsible for supporting a certain clientele through its legacy social programs, these being the core statutory programs established by HRSDC such as Employment Insurance, Old Age Security, and the Canada Pension Plan. Hence they believed ecoAUTO was a departure from an established portfolio which made ecoAUTO difficult to bundle effectively with existing service offerings. Corresponding comments included, “technical/science programming is not a good fit with Service Canada’s expertise”, “Service Canada has core programs and ecoAUTO does not fall under any of them”, and “does the Old Age Security, Canada Pension Plan, Employment Insurance entity have business delivering licensing programs?”

### **3.1.2 Alignment with Federal Roles and Responsibilities**

*Assessment of the role and the responsibilities for the federal government in delivering the program.*

The roles and responsibilities of the federal government in delivering ecoAUTO were first finalized through an Order in Council in August 2007. Nonetheless, views were solicited on the appropriateness of federal involvement. Some respondents felt that the decision for Service Canada to be the delivery entity did not permit the organization to assess the alignment of the service offering with its organizational priorities and strategic objectives. Furthermore, opinions were expressed that the lack of this assessment impacted Service Canada’s ability to determine potential benefits and risks on the development of the Service Canada brand. Without the Order in Council, it was not evident to many key informants that ecoAUTO was an organizational fit. Additionally, not all of the key informants were confident that the delivery of the program was best done by a federal entity. Many respondents believed that it would have been more efficient to provide the program through third party, private sector deliverers. Further analysis of these points is presented in the section on demonstration of efficiency and economy.

#### **Summary**

The federal role in ecoAUTO was confirmed by an Order in Council to have ecoAUTO delivered by Service Canada’s network of offices and its alternative service channels. The ecoAUTO objectives were aligned to support federal government commitments and obligations along with making a contribution to the Service Canada strategic outcome of Service Excellence for Canadians. However, a disparity among the key informants on their interpretation of the Service Canada mandate made it difficult to assess to what extent the delivery of this service offering aligned with the organization’s strategic outcome. The evaluation evidence was equally split on whether the objectives of ecoAUTO were

clearly aligned with Service Canada’s strategic outcome. One half of the respondents believed that *any* federal service offering aligns with Service Canada’s mandate because Service Canada was positioned as the delivery arm of government. The other half believed that Service Canada must analyze what it delivers according to the fit with the organization’s business delivery strategy. This analysis would not only ensure that new service offerings were effectively bundled with existing offerings to give clients access to single-window services of relevance to them and their unique needs, but would also allow for an examination of what is good for the development of the Service Canada brand.

## 3.2 Performance

This section presents the evaluation findings related to the achievement of ecoAUTO intended outcomes and the identification of any unintended impacts. Also included are the evaluation findings pertaining to the efficiency of ecoAUTO activities and delivery, and to what extent ecoAUTO achieved its intended outcomes in an economical manner.

### 3.2.1 Achievement of Expected Outcomes

*Assessment of progress towards expected immediate and intermediate outcomes with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes.*

This section (also referred to as success) presents the evaluation findings related to the achievement of ecoAUTO intended immediate and intermediate outcomes as well as the identification of any unintended impacts. The extent to which ecoAUTO contributed to its intended outcomes was explored in key informant interviews and through client surveys. In their interviews, key informants were asked to consider the following:

#### *Did ecoAUTO provide integrated service delivery?*

In general, a large majority of government key informants felt that ecoAUTO was successful. When asked *how* they had determined that delivery was a success, they pointed to the following achievements:

- A **“trailblazing” partnership** that leveraged the policy expertise of Transport Canada and the service delivery excellence of Service Canada. Examples of the comments from a number of the key informants stating this opinion were: “this exercise showed Canadians that policy can partner with delivery,” and “Transport [Canada] was good at policy, but delivery was Service Canada’s strength.” Although the formal agreement between Transport Canada and Service Canada represented the foundation for commitments between the two jurisdictions, key informants had positive views of their partners and were very complimentary of skills observed during their co-location. All government respondents indicated that Service Canada and Transport Canada had carried out their respective roles and responsibilities as specified in the MOU.
- One indicator that demonstrated effective job performance for Service Canada was the **processing error rate** as well as the number of **public complaints**. For ecoAUTO, key informants characterized the number of complaints as “insignificant.” They added

that the error rates were less than 1% of the overall number of applications to the program. Moreover, the majority of the complaints received pertained to policy issues for Transport Canada or related to comments about car dealerships. Very few complaints were directed at Service Canada.

- **Recognition** was another of the stated outcomes for many key informants. Recognition came from different sources. Transport Canada acknowledged having received excellent support from Service Canada, which enabled it to deliver on its Minister's commitments. The IITB team within Service Canada received an award recognizing its work on ecoAUTO. A celebration was held within both departments to acknowledge the efforts of the full ecoAUTO team. And not least, recognition came from many key informants' beliefs that this service offering publicly demonstrated that the Service Canada single window access to services works. As one key informant stated, beyond simply cutting cheques, "the program was proof that the Service Canada concept works. This positioned us well as a service provider."
- A strong measure of success for many key informants was the feeling of having achieved Service Canada's strategic objective of delivering **seamless citizen-centred service** by providing integrated, one-stop service based on citizen needs. Key informants noted that MOU commitments were met and more significantly, the details outlined in the federal Budget for the program were respected. As summarized by one key informant, "we produced rebates in record time and provided excellent service delivery. Clients didn't see any challenges. It was seamless." They reported that the service delivery approach was a seamless experience for clients, many of whom did not realize that the program involved the efforts of two federal organizations. They further noted that clients did not encounter challenges in finding out about the program or in accessing the program; they did not voice complaints about the program; and that the program uptake mirrored uptake estimates, indicating that reach was not a challenge for clients.

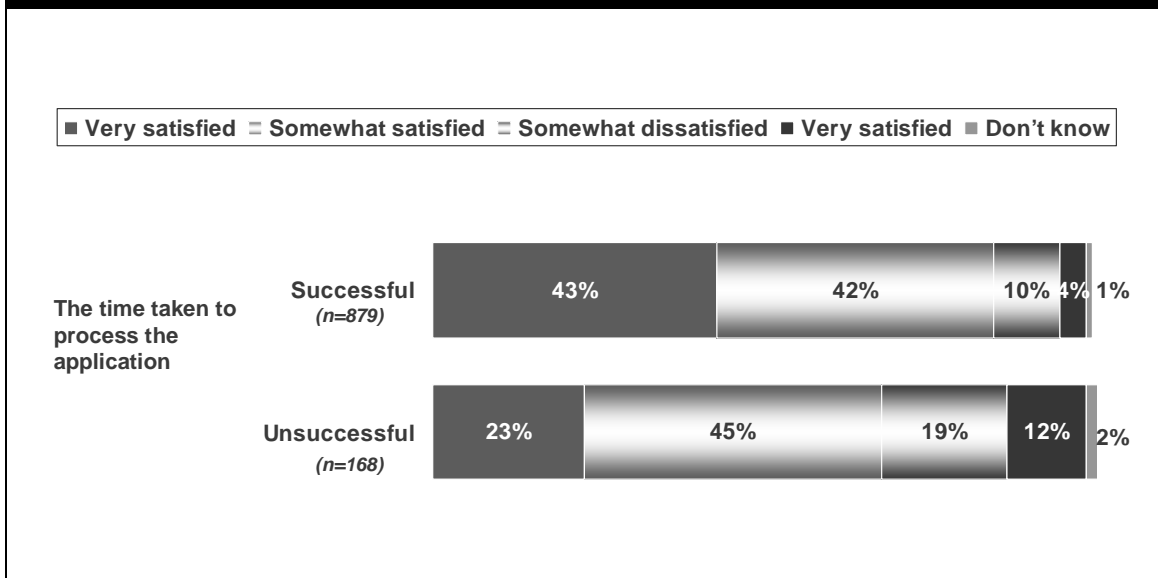
Through the survey, clients were asked questions pertaining to their satisfaction with services provided. Both rebate recipients (successful) and non-recipients (unsuccessful) were included in the survey. Questions included the following:

***Were clients satisfied with the services provided? Were they satisfied with their quality?***

The survey responses demonstrated positive findings in regard to the achievement of expected outcomes. Client satisfaction level with aspects of the ecoAUTO Rebate application process is depicted in Figure 3. Clients were asked to rate their satisfaction with the amount of time to process applications and to receive their rebates, the overall quality of service, the helpfulness of Service Canada's staff, website and helpline. As well, the clients were asked their likelihood to recommend the program, a strong measure of determining the extent to which a client is truly satisfied.



**Figure 3**  
**Client satisfaction level with the speed of the ecoAUTO Rebate application process<sup>20</sup>**



Analysis of survey data revealed an increase in satisfaction levels with the service delivery among clients as the program progressed. More than two thirds (70%) of applicants receiving rebates in 2007-2008 were satisfied with the time taken to receive their rebate cheque as compared with the almost nine in ten clients receiving rebates in 2008-2009 and 2009-2010 (86% and 89%). Clients that received a rebate voiced twice the overall satisfaction, as compared to those not receiving a rebate. There was no correlation between rebate amounts and the level of satisfaction among clients who received rebates. Clients who received the minimum rebate, \$1,000, were as satisfied with the program as those clients who received \$1,500 and \$2,000 rebates (96%, 95% and 94% respectively).

Though the findings among clients who did not receive rebates were less positive, two thirds (68%) were very to somewhat satisfied with the time taken to process their applications. These same clients reported being very to somewhat likely to recommend the program nearly three-quarters of the time, 73%. At 99%, those receiving rebates were almost unanimous in their willingness to recommend the program.

## Summary

For the most part, key informants had positive perceptions about the performance of ecoAUTO with respect to achievement of immediate and intermediate outcomes, a finding that was supported by the client surveys. Engagement of Service Canada and Transport Canada partners across jurisdictions was acknowledged as a strong contribution to program outcomes. Clients and partners were satisfied with ecoAUTO. From the client's perspective, seamless services from two federal organizations administered over \$191.2 million in rebates to more than 169,800 recipients. From Service Canada's perspective, error rates and complaints were very low and the program launched on time. From the

<sup>20</sup> Adapted from: ecoAUTO Client Survey. Ipsos Reid p. 24.

partner's perspective, it gained delivery knowledge and undertook a hybrid delivery model with a partner that it would willingly use again. The evaluation determined that all service delivery outcomes, both immediate and intermediate as depicted in the program logic model, were met.

Immediate outcomes were achieved as evidenced by Service Canada having delivered on its commitments by meeting its organizational objectives and MOU commitments resulting in a successful and collaborative partnership with Transport Canada, which in turn contributed to the intermediate outcome of effective, integrated ecoAUTO service delivery.

The evaluation found that ecoAUTO had achieved immediate outcomes of satisfied clients and of a seamless delivery whereby clients received timely information and rebates when purchasing or leasing eligible vehicles. These, in addition to the finding that the majority of applicants would likely recommend the program to their family or friends was viewed as progress towards one of the program's intended intermediate outcomes, connecting the Canadian public to the ecoAUTO Rebate Program.

There were two main unintended impacts of ecoAUTO. These impacts were deemed positive. The first was the establishment of a high level of engagement between Service Canada and Transport Canada partners resulting in a knowledge transfer that occurred through the hybrid service delivery model and co-location. The second unintended outcome, which was captured by the survey, was that 63% of successful applicants felt that the ecoAUTO Rebate Program increased their knowledge of the different fuel efficient vehicles by a great deal or a fair amount.

### **3.2.2 Demonstration of Efficiency and Economy**

*Assessment of resource utilization in relation to the production of outputs and progress toward expected outcomes.*

This section presents the findings on the efficiency of ecoAUTO activities and delivery. Also explored is the extent to which ecoAUTO achieved its outcomes in an economical manner. An analysis of performance measurement and design and delivery issues are included in this section to further examine demonstration of efficiency and economy. The evaluation findings include observations on resources, as well perceptions on the efficiency of the implementation and delivery of ecoAUTO. It also includes key informant opinions on alternative approaches.

#### **3.2.2.1 Performance Measurement**

An assessment of the quality of the ecoAUTO performance measurement system was included as part of this evaluation in order to address issues relating to demonstrating efficiency and economy in the production of outputs and progress toward expected outcomes. A review of program documentation and conduct of key informant interviews assisted the evaluators in determining:

### ***Was the performance measurement system implemented as expected?***

As a result of the short amount of time to implement the program, key informants reported that ecoAUTO had to launch without a defined set of service standards. Shortly after its launch, a decision to discontinue the program was made in the federal Budget 2008. Instead of a comprehensive performance measurement system, Service Canada and Transport Canada managers were provided daily workload reports containing volumetric data such as the number of applications received, the number of applications in queue, and the number of applications processed.

The lack of service standards resulted in some challenges for select car dealers who had assisted clients in accessing the program. In one dealer's view, having service standards posted on the ecoAUTO website would have enabled dealers to inform clients on the amount of time they could expect to wait to receive their payment thereby alleviating some clients' frustrations over perceived delays.

Some interviewed government respondents reported that adhering to a service standard would have been a challenge for Service Canada given that it faced a seven month backlog of applications from the start of the program because the program allowed individuals who had purchased their cars in March 2007 to apply for the rebate at the program's launch in October.

Though deliverers did not have a set amount of time in which to process an application, over the lifecycle of the program they were able to reduce the overall amount of time from several weeks to within 30 days. Indeed, the changing turnaround time on applications was noted by surveyed clients. Those clients who applied earlier in the program were less satisfied with wait times as opposed to those who applied toward the end of the program when Service Canada had streamlined processing to reduce wait times.

### ***Was the monitoring system adequate to support the achievement of outcomes?***

A large majority of government key informants felt that the daily performance reports were not very useful and a weekly report would have sufficed. The daily reports were perceived to be a challenge for the performance measurement team at Service Canada to generate and a number of these key informants characterized them as "overwhelming."

Despite the volume of data captured, *what* was captured did not add value to processes for making decisions in their views. The government key informants almost unanimously reported that the performance measurement system did not meet their needs because the reports did not yield information that enabled managers to gauge if ecoAUTO was on track to achieving outcomes and that it was not manageable because it required a good deal of resources to maintain. Program key informants suggested that the performance data could have been better linked to project spending. As it was, program managers were not able to determine with confidence and accuracy what was spent and where funds were allocated.

It was indicated by a few program key informants that a mandatory project code would have assisted managers to demonstrate spending with accuracy and better demonstrate the achievement of project milestones. Several government key informants reported that for this

service offering, the program was not able to demonstrate this. This lack of project tracking was identified by some key informants as a factor for a \$1 million lapse in project funds in the first year of the program and for the overspending that took place in year two. When probed in their interviews on this point, key informants were unclear as to why project codes were not applied. Explanations ranged from the considerable turnover of staff within the organization to a lack of training among service agents and new hires.

Another challenge identified related to the Work Item and Inventory Database which was expressed as, “limited in its abilities and required manual counts for estimates on work volumes.” This observation was more frequently articulated by those interviewed in the region. When probed on what would have been useful, regional key informants reported that tracking where an application was in the process would have assisted processing managers to staff up at critical processing points to minimize the risk of bottle-necks. These key informants emphasized that knowing how long an application had been in queue would have enabled them to quickly identify programming and management issues which would have reduced processing times.

***Did the performance measurement system provide timely, adequate information during implementation and for tracking the service offering’s on-going performance?***

Another challenge pertaining to the performance measurement system flagged by program key informants was Service Canada’s reliance on Transport Canada to transmit performance data from their OFS to the Service Canada performance measurement team in order to prepare the daily workload reports. These respondents voiced concern that Service Canada was dependent on the partner organization for delivery data. The key informants holding this view also felt that the data generated was at times not reliable because of the different ways Transport Canada and Service Canada counted applications. For example, in cases where a client’s form was returned because information was missing, the client’s re-submission would result in Service Canada counting two applications to reflect the need to process the application two times, whereas Transport Canada would count the application once because the paperwork represented one client. These differences in counting represented the different needs each organization had for the performance data being generated.

**3.2.2.2 Design and Delivery**

Service Canada was the deliverer for ecoAUTO, the only program within the ecoTRANSPORT Strategy not delivered by Transport Canada. In the view of a few Service Canada key informants, undertaking a new service offering was evidence of an improved understanding of what Service Canada can do as well as of the value of expertise it has to offer to other federal organizations. Program designers explained that Service Canada and Transport Canada developed a draft design with an overview of estimated costs. Early drafts of the program’s delivery involved four scenarios:

1. ***Transport Canada with third-party deliverers*** whereby Transport Canada would partner with private sector service providers. Though costs were more reasonable, the timing required to go to tender for a supplier was not feasible for Transport Canada to meet implementation deadlines.

2. ***Solely Transport Canada delivered*** whereby all staffing, IT systems, processing, and payments would be undertaken by Transport Canada. Transport Canada determined this approach to be too expensive and time consuming.
3. ***Solely Service Canada delivered*** which would require Service Canada to assume complete oversight (end-to-end processing) of the delivery, including holding the financial authorities.
4. ***Hybrid co-delivery*** involving a partnership between Service Canada and Transport Canada where processing was split. Transport Canada key informants recalled that Service Canada's preference was to partner with Transport Canada rather than assume all project authorities. As such, a hybrid, co-location approach was agreed upon.

To gauge if the chosen delivery approach was effective and that it demonstrated efficiency, the evaluation gathered evidence from the site visit report prepared by the evaluation field team and interviewed key informants.

In the site visit report prepared by Service Canada Evaluation after its tour of the processing centre in May 2009, evaluators observed that the agreed upon service delivery approach allowed for the concentration of operations in a single area for faster turnaround time to implement program changes and that the secondment of key Service Canada staff to Transport Canada placed all of the implementers together to enable the rapid making of design decisions. The field team also observed that the processing centre was well laid out, but that space was quite limited due to the need to store an increasing number of applications. Some processing agents' desks had to be moved to better store these application forms.

### ***Effectiveness of the Service Delivery Approach***

Key informants were posed the following question:

#### ***Was the service delivery approach effective?***

Government key informants held conflicting opinions on the effectiveness of the hybrid service delivery and co-location approach. Those that supported this delivery method believed it reduced costs and the margin of error on funding recommendations because people were, "on the floor talking to each other to solve problems." Centralizing processing in one centre kept all of the key people together, which was efficient. They favoured having instant access to those with specialized knowledge because it streamlined decision points and increased turnaround times on applications for clients. These informants also appreciated seeing the partner in action to learn from their expertise; "we were in it together. We watched the other organization do its part and deliver."

However, an equal number of government key informants reported disadvantages with regard to co-location. They indicated that the quick decisions taking place at the processing centre were frequently not communicated to National Headquarters (NHQ) for consensus and notation in a record of decision. They asserted that these quick decisions resulted in policy adjustments being made unsystematically.

This, in turn, caused NHQ to appear uninformed and led to conflict within Service Canada, specifically within Citizen Service Branch (CSB) and then named Operations (Ops) Branch<sup>21</sup>.

Another challenge, voiced by both Transport Canada and Service Canada was access. For Transport Canada, this related to the need to grant Service Canada access to its principal financial system, OFS. This was a concern because Service Canada would be connected to not just ecoAUTO, but to all of Transport Canada's financial data. Within Service Canada, concerns on access related to having the partner observe redirection of service agents in the processing centre to other service offerings when ecoAUTO workloads were low. At times, Transport Canada perceived this as a lack of commitment to the delivery of ecoAUTO.

### ***Implemented as Planned***

#### ***Was the service delivery approach implemented as planned?***

Government key informants largely agreed that the program was implemented as planned. Respondents remarked that the program was well designed, in spite of the short time to launch and the fact that additional business requirements continued to be identified during development of the service delivery approach and during the initial weeks of operation. The modifications that were made were required to better determine eligibility of vehicles and to equip the 1-800 O Canada office with access to Transport Canada's OFS administrative system to meet clients' needs.

In order to verify that automobiles were not previously owned and met all specifications identified for eligibility, regional processing centre personnel used a VIN decoder and searched VINs via CarFax.com. While these tools enabled Service Canada to increase the accuracy of their funding recommendations, they also increased the amount of time needed to process an application, which impacted the costs for delivery given that these steps were not calculated in the Resource Determination Model (RDM) used to design and estimate delivery expenses. Program key informants explained that because of these steps, Service Canada needed to request an additional \$2 million from Transport Canada.

While these adjustments assisted Service Canada personnel to better render its funding recommendations to Transport Canada, these changes were, in the view of key informants, invisible to clients.

The other modification to the delivery approach pertained to adopting Transport Canada's OFS as the administrative database. The program was initially proposed to be delivered using Service Canada's Common System for Grants and Contributions (CSGC). However because of the tight timelines for implementation, Innovation, Information, and Technology Branch (IITB) personnel at Service Canada were unable to properly modify the CSGC for implementation and Transport Canada then offered use of its OFS. Once adopted, it was necessary to connect the 1-800 O Canada office staff with read access to enable

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<sup>21</sup> Operations Branch (Ops) has since been renamed Processing and Payment Services Branch. To minimise confusion, Ops will be used in this report.

them to answer client enquiries, such as confirming receipt of an application and informing callers when they could expect a cheque.

Though delivery differed from the plan to some extent, the changes led to a more effective program; rebate eligibility was clarified and clients were able to determine the status of their rebate applications when dialling the call centre. Key informants asserted that the changes were invisible to clients and their service experience remained seamless. This perception was corroborated by surveyed rebate recipients, of whom over nine in ten (93%) reported finding the staff very to somewhat useful when they called the 1-800 O Canada office. Among those rebate recipients who either called or visited a Service Canada Centre, the vast majority had a positive experience. Over eight in ten (84%) of these clients found the Service Canada staff knowledgeable, 87% found them helpful, and 89% found them courteous.

Though the number of non-recipients choosing to answer this question was too small to allow for the summation of reliable findings, indicative directional findings suggest that similar proportions of this client group also had a positive experience with Service Canada staff.<sup>22</sup>

## **Resource Allocation**

### *Were adequate resources allocated to delivery?*

The delivery of ecoAUTO cost approximately \$14 million and relied on the efforts of 132 service agents at the Calgary processing centre. Annual planned and actual spending for ecoAUTO service delivery from 2007-2008 to 2009-2010 is presented in Table 2 below.

<b>Table 2</b>			
<b>Annual planned and actual spending for ecoAUTO service delivery from 2007-2008 to 2009-2010</b>			
<b>Date</b>	<b>Planned</b>	<b>Actual</b>	<b>Allocation</b>
2007-2008	\$7 million	\$5,955,475	50% to Ops to set up the processing centre and 50% to CSB for infrastructure and salaries
2008-2009	\$6 million	\$7,717,322*	*includes \$2 million transfer from Transport Canada from supplementary estimates
2009-2010	\$300,000	\$285,482	for ecoAUTO close out
<b>Total</b>	<b>\$13.3 million</b>	<b>\$13,958,279</b>	

The resources for ecoAUTO were established through Service Canada’s planning tool, the RDM. The RDM assisted Service Canada to determine the overall number of employees for the service offering, but it was limited in its ability to gauge the time needed for delivery. Due to the fact that no Time and Motion study was undertaken, it was difficult to determine if the level of effort for delivery was well researched and if the budget appropriately scoped, a government key informant reported.

<sup>22</sup> ecoAUTO Client Survey, Ipsos Reid, p. 33.

At the time of the launch of ecoAUTO, Service Canada had not yet implemented its New Business Assessment Template (NBAT) and, in fact, served as an initial test case for a standardized assessment approach. As a Service Canada program manager explained, since 2008 the NBAT has become a standard operating procedure for acquiring new service offerings. Its purpose was to provide an assessment of the extent to which a new offering aligns with organizational strategic priorities and outcomes and to identify costs and needed resources for service delivery. The NBAT is the initial “gate” for new service offerings and, if approved by senior management, is used to determine a service delivery approach and to establish a detailed costing and resource strategy.

In their interviews, the majority of key informants believed that enough money had been given to Service Canada for ecoAUTO, though they acknowledged a \$1 million lapse at the end of the program’s first year and a \$2 million budget deficit at the end of year two. The lack of detailed project tracking and an underestimation of the time needed to process an application were seen by them as contributing factors for the overspending, while an inability to carry funds over from one fiscal year to the next due in part to the delay in the Order in Council that provided the necessary project authorities were cited as the cause of the lapse.

Many program key informants explained that because Treasury Board of Canada Secretariat did not classify the budget as “project” funds, managers could not carry over spending into other fiscal years. As a result of this structure, a few key informants observed, “there was little we could have done to prevent lapsing” and “we were constrained by the funding structure because nothing could be re-profiled.” The budgetary constraints were largely unknown to senior managers, as costing and budgeting information was not discussed at the daily Director General bilateral meetings, interviews revealed.

Interviewees felt that an appropriate number of people were engaged for this service offering. The number of employees at the processing centre varied according to the demands of the program. While the local economy initially made it difficult for the centre management to recruit and retain new staff in Calgary, accommodating them all was an equal challenge due to the limited space at the processing centre. This view was corroborated by the field team who observed, “the confined space of the processing centre would have made it very difficult for either organization to bring in additional staff.”

One respondent cautioned that Service Canada needs to plan carefully how it manages its processing centre staff, as there is a risk of letting people go and facing shortages later. The respondent also emphasized the need for prudence when retaining a large number of new employees at the same time. The respondent cited the need for transition time and a verification of good fit. For ecoAUTO more than 100 people were hired in a very short time period and managers found that more flexibility in hiring guidelines would have enabled them to better assess processors’ suitability and to re-staff those that were hired, but who were shortly afterwards found not to be well suited.



## ***Roles and Responsibilities***

### ***Were program roles and responsibilities well defined? Appropriate? Respected?***

Government key informants were unanimous that Service Canada and Transport Canada fulfilled their roles, as outlined in the MOU. All of the key informants had positive views of their governmental partners and were highly complimentary of the skills that they observed as part of co-location, through staff secondments of Service Canada staff to Transport Canada, and by participating in the weekly NHQ Working Group meetings.

While the ecoAUTO team at Transport Canada was considerably smaller than the one within Service Canada, Transport Canada key informants reported having no difficulties in finding the right person to address their needs. Partner key informants felt that liaison was effectively coordinated through the efforts of the Service Canada Interdepartmental Partnership personnel. They also reported feeling it was efficient to approach their regional counterparts directly, without going through the Interdepartmental Partnerships channel. Service Canada key informants were conflicted on this practice, stating that while it was more expedient to talk face-to-face, it resulted in information only being shared with select individuals and ultimately NHQ appearing uninformed.

Though Transport Canada key informants held favourable impressions of the roles and responsibilities held by Service Canada, Service Canada key informants were more critical. A majority of Service Canada respondents stated that communications and governance within their own organization were unclear. Respondents identified cases of duplication of effort taking place within CSB and Ops. When probed for further detail, one key informant commented that the role confusion originated at the program's launch when Ops needed to assume some of CSB's responsibilities when CSB lacked the infrastructure to take on ecoAUTO. At that time, CSB played a liaison role between Transport Canada and Ops, which was seen to be useful. A few key informants indicated that it would have been wiser to keep CSB's role as a communicator than as a maker of decisions.

According to a majority of key informants within Service Canada, the overlap in roles between CSB and Ops was extremely complex and created confusion and challenges because two ADMs had to be briefed before a decision could be made. The urgency to move to implementation within an extremely short period created pressure on both the Citizen Service and Operations Branches to address operational and design issues without the benefit of full, coordinated internal consultation. As the respective responsibilities and accountabilities of the two Branches within the organization had not yet been clearly defined and delineated for an interdepartmental partnership, this led to role confusion and duplication of efforts. Key informants added that because the roles played by both Branches at that time were perceived to be so similar, that it was unclear to them why both were engaged.

## ***Eligibility Criteria***

### ***Were eligibility criteria appropriate? Clear?***

Program personnel at Service Canada and Transport Canada both stated that the eligibility criteria were clear and appropriate in their interviews. They added that clarity and appropriateness were maintained through tools like the VIN decoder and CarFax.

The updated list of rebate eligible vehicles posted on the Service Canada website was useful for automobile dealers, interviews found. The majority of dealers interviewed as part of the evaluation reported that rebate eligibility was easy for them to determine and they were able to keep up to date on the program because of the ecoAUTO website. This perception was echoed by surveyed rebate recipients, of whom 97% held that the eligibility criteria were both appropriate and clear.

As might be expected from those whose applications were denied, perceptions on the clarity of eligibility requirements (47%) and their appropriateness (52%) differed by nearly half, compared to those who received rebates.

Irrespective of the outcome of the application, survey results revealed that a strong majority of clients indicated that they knew where to go to find additional information and that the application forms were easy to fill out.<sup>23</sup>

## ***Effectiveness of the Partnership***

### ***How effective was the interdepartmental partnership? What were the challenges and benefits?***

In the views of all government key informants, the interdepartmental partnership was effective. Respondents saw the partnership as cooperative, open, committed, flexible, and successful. The closeness of the relationship was established at the region by the co-location of staff and at NHQ, it was fostered through the weekly meeting of the Working Group. Partners were enthusiastic about what had been accomplished through their joint efforts and emphasized in their interviews that the program could not have been delivered without the talents of both organizations.

Notwithstanding the mutual respect partners had for each other, some challenges were noted in interviews. The most commonly stated challenge pertained to a cultural difference. In particular, each organization had a unique understanding of what client service was and what would constitute acceptable error rates. Key informants reported that such differences were addressed through a shared determination to work cooperatively and professionally.

A further illustration of the cultural difference was seen in the two vastly different teams established for ecoAUTO. Within Transport Canada, key informants reported feeling intimidated by the size of the Service Canada team, recalling instances of their team of three meeting with close to 30 Service Canada staff. Another cultural difference pertained

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<sup>23</sup> ecoAUTO Client Survey, Ipsos Reid, p. 19.

to different approval processes. Transport Canada's "rapid" access to its ADM contrasted against Service Canada's need to "brief up multiple levels" to more than one ADM. The difference in access to decision makers caused some delays for quick implementation and the making of timely decisions, some respondents indicated. When asked for an illustration of this, key informants pointed to the planning process, where two Transport Canada ADMs signed versus the six from Service Canada.

Another partnership challenge related to archiving the ecoAUTO application forms. As summarized by one respondent, "no one was sure who would archive the applications. The indecision of this caused considerable constraints at the processing centre where the 182,000 forms were awaiting storage. There was a legal requirement to maintain these records, but the MOU did not stipulate responsibility." Several government key informants noted this frustration in interviews and pointed to a need for more detailed MOU to avoid similar problems in future. It should be noted that the MOU did in fact stipulate such responsibilities.

Benefits of the partnership included feelings of better understanding each other, of having accomplished something difficult and rewarding, of having learned a great deal through the experience and of having met commitments. Highlights for government key informants included:

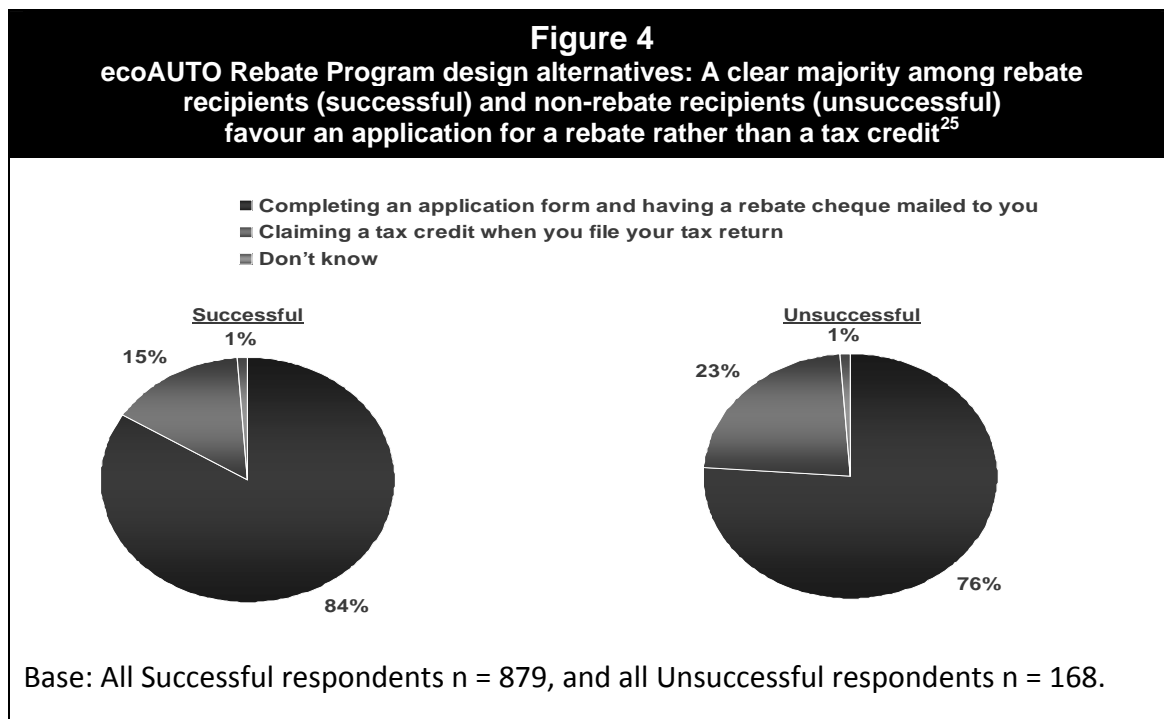
- the "dynamic relationship" between the ADM of Environmental Programs at Transport Canada and the ADM of CSB Service Canada;
- "inspirational" Director General meetings, "which set the tone for other counterparts";
- trust built with the partner; "partnering allowed us to have a better understanding of each other and allowed both departments to tap into their strength and expertise"; and
- evidence of Service Canada's delivery credibility through the renewal of the partnership. "Pleasure Craft Licensing was a good partnership. That we are partnering again shows us that Transport [Canada] acknowledges it received good service. It has seen the benefit of working with us and was willing to work with us again."

## **Alternatives**

### ***Were there alternative service delivery methods Service Canada could have considered to process rebate applications?***

Some government key informants felt that the hybrid co-delivery approach was neither efficient nor cost-effective. In their opinions, it would have been more effective to provide clients with a tax deduction than to cut rebate cheques, as this would not rely on the efforts of numerous, co-located staff at a processing centre. These key informants felt that this delivery approach would have been consistent with the environmental conservation goals of ecoAUTO. They added that providing a tax deduction would have enabled rapid roll out of the program and reduced administrative costs.

Surveyed clients differed markedly from government key informants in their views of design alternatives, preferring the chosen delivery method from a list of alternative methods more than three quarters of the time. With regard to ecoAUTO Rebate Program design alternatives, a clear majority among rebate recipients (successful) and non-rebate recipients (unsuccessful) favour an application for a rebate rather than a tax credit, as shown in Figure 4. Over eight in ten surveyed rebate recipients (84%) and 76% of clients who were not successful in obtaining the rebate indicated a cheque-in-hand approach was preferable, as opposed to receiving a tax credit. When pressed for further information on their preference, these clients cited reasons such as instant gratification (35%) or that receiving a cheque was an easier process for them (17%). The minority who preferred a tax credit (15% of rebate recipients and 23% of non recipients) said they preferred this approach as it would either reduce their taxes (22%) or that it resulted in less paperwork (21%). A slight proportion (5%) of those responding to this question felt that a tax rebate would have been more efficient.<sup>24</sup>



A few government key informants believed that it would have been efficient to provide the program through third party, private sector deliverers. Key informants queried the potential of having car dealers strike the value of the rebate off the list price of the car directly at the time of sale. Dealers could then apply for and receive the rebate cheques themselves without involving clients in the application process. These informants indicated that, though this would have led to the fastest and possibly cheapest delivery approach, it would have rendered the rebate all but invisible to the Canadian public and resulted in the perception of a lack of governmental presence for the program.

<sup>24</sup> ecoAUTO Client Survey, Ipsos Reid, p. 21.

<sup>25</sup> Adapted from ecoAUTO Client Survey, Ipsos Reid p. 21.

When clients were given the choice of delivery methods in their surveys, the rebate recipients and non-recipients were evenly split in their feelings (nearly 50-50) towards having a rebate cheque mailed to them as to having the rebate's value deducted directly from the price of the car by the dealer. Factors that influenced their decisions included the feeling of instant gratification at having received a discount (39%) and a lack of trust that the dealer actually reduced the list price (21%). Based on these findings and the consistency among rebate recipients and non-recipients, delivery designers can feel confident that the rebate cheque delivery approach was the one most preferred by a majority of clients.

Another design alternative discussed among key informants related to the program's operating system and the choice between Service Canada's CSGC and Transport Canada's OFS. Though it was not possible to change Transport Canada's financial system to adapt it for ecoAUTO, OFS was selected as the delivery platform in the interest of time. Several key informants (both Service Canada and Transport Canada) emphasized that the preferred system was the CSGC because of the program's perceived fit within the grants and contributions model. However, the time needed to adapt the CSGC to meet ecoAUTO requirements was deemed unfeasible, given that estimates for software modifications were two months after the program's expected implementation in October.

## ***Barriers to Access***

*Were there any barriers to access services for clients?*

*Was the service delivery approach effective? Was it implemented as planned?*

There were no known barriers identified by program key informants. Estimates on the number of applications received did not differ greatly from the actual number received, approximately 182,000. A minority of interviewed car dealers indicated that some clients returned to the dealership with complaints relating to the complexity of the application form and the length of time it took to fill it in. Certain dealers began assisting clients to complete the forms to expedite the process for their clients.

When probed for their views on impediments to accessing the program, no challenges emerged from clients in the survey. A majority of both rebate recipients and non-recipients (61% and 60%) strongly agreed that the form was easy to fill in. The clients were next asked if they knew where to go for help and across both client groups, rebate recipients and non-recipients, more than 3 out of 4 respondents stated that it was clear to them how to get help, that the instructions on where to send the application were clear, and that the client knew what would happen next after the application was sent.

As such, whether they were successful in obtaining the rebate or not, survey data show no indications that clients struggled with accessing the program. Clients indicated the forms were easy to use, they knew where to find assistance, and that the next steps in the process were known to them.

## Summary

There was no consensus among key informants that activities were undertaken and service delivered in the most efficient manner, or that results were achieved in an economical way. Though the reporting of collected data was extensive and the workload of the performance measurement team at Service Canada considerable, the evaluation determined that the overall performance measurement system was not providing those responsible for making decisions with critical data such as progress to achieving outcomes, useful service standards, the amount of time an application had been in queue at specific processing junctures, or how much money had been spent to date. The design of the performance measurement system was a challenge for the performance measurement team because of its reliance on data from the partner organization and the need to generate daily workload reports each morning for senior managers within Service Canada and Transport Canada.

Service offering designers used the Resource Determination Model to assist them in defining and allocating resources. While Service Canada was identified to deliver ecoAUTO in March 2007, the corresponding authorities provided through an Order in Council were not signed until August 2007. Due in part to this delay, a \$1 million budgetary lapse at the end of the first year of the program and a \$2 million budget deficit at the end of year 2 were identified. The lack of detailed project tracking and an underestimation of the time needed to process an application were indicated as causes for the overspending, as well as inability to carry unspent funds over from one fiscal year to the next. This was further exasperated by not using a project coding system and by human resource issues such as considerable staff turnover and lack of training for service agents and new hires.

From a design and delivery perspective, the ecoAUTO was viewed as a practical model to achieve the intended outcomes. Despite the fact that the interdepartmental partner and, most especially program clients, indicated a high level of satisfaction with the design and delivery of ecoAUTO, the evaluation found that it did not demonstrate efficiency and economy given that resources were not well scoped and spending not clearly tracked. Although federal key informants were unanimous that both partners fulfilled their roles as outlined in the MOU, there was some concern or confusion expressed due to the absence of a mechanism to ensure that partner contributions to ecoAUTO goals were carried out, which resulted in some duplication of effort. Furthermore, the lack of Time and Motion study data and established service standards prevented the evaluation team from being able to measure the degree of variance from planned to actual performance of the program.

Overall, though not seen as the fastest or cheapest method, the hybrid delivery approach did lead to a strengthening of a governmental partnership, the building of expertise, and increased visibility of governmental programming among Canadians. Also, the evaluation determined that no barriers existed for clients, the application process and eligibility criteria were clear and fair, and that the chosen delivery method was preferred by the majority of clients. No viable approaches to achieve the same or better outcomes at a lower cost were identified.

### **3.3 Lessons Learned and Smart Practices**

The evaluation documented additional opinions and comments from key informants involved in the implementation of ecoAUTO. These are summarized and organized into three areas: lessons learned, smart practices and other observations.

#### ***What lessons were learned through implementation?***

At the close of their interviews, key informants were asked if they had any overarching lessons they wished to emphasize. The following themes group the points these key informants most wished to communicate:

#### **Designing the Delivery Process**

Having a Regional Executive Head that was engaged in the ecoAUTO was helpful and fortunate; better control of the IT to support our users would have enhanced the ability to respond to challenges; the call centre was able to do a great job because it was staffed accordingly to meet the volume and to provide accurate information; and a longer lifespan would have allowed for modifications to the process, alleviating the cumbersome procedure adopted for this seemingly simple initiative.

#### **Monitoring the Delivery Process**

The ecoAUTO Rebate Program was delivered, but not in an effective or efficient manner; corners had to be cut; there a need identified to preserve corporate memory; and there was a lack of data to support the evaluation.

#### **Problem Solving**

The region was able to ramp up very quickly and professionally despite the short amount of time to implement ecoAUTO; there were high expectations from NHQ to produce quickly; decisions to save processing time such as not inputting client phone numbers into the database caused future problems when these clients needed to be contacted as part of the satisfaction survey.

#### **Other Lessons**

Comments on other lessons included: “we could have done things differently but it’s difficult to say if we could have done things better; once the lines of communication were established, the relationship was good and both organizations took pride in the project”. Lessons for future offerings were that the mandate and governance of a service offering be clear to all involved and there should be better mapping-out of service offerings and less decision making “on the fly”. It was also suggested that Transport Canada could not have done ecoAUTO without Service Canada.

### *Were there any smart practices?*

Beyond simply outlining what was done well, a smart practice must be replicable and demonstrate success each time it is applied. Key informants were asked to reflect if they had observed any practices that were so effective, they should be considered standard practice for the implementation of future service offerings. The comments from key informants have been grouped as follows:

#### **Observations Relating to Project Governance**

Best practices for future offerings were: (1) to correct some governance issues, everyone was brought together for closeout, enabling everyone to be on the same page, and work together to ensure everything went according to plan; (2) to ensure both partners are at the table right from the start to ensure good planning with the partnership; and (3) to make certain Service Canada is a co-signatory on the foundational documents.

#### **Observations Relating to Project Management**

Project management strengths included: having constant Interdepartmental Partnerships staff in the face of a great deal of change and their assistance with the preparation of the core program documentation was essential to [the partner] Transport Canada; having Service Canada go to the stakeholders to ensure the design of the delivery was sensible and effective (also followed this practice previously with Pleasure Craft Licensing); and hosting Working Group meetings once a week to discuss issues, go over problems, contribute to resolving them, and keep everybody up to date.

#### **Observations Relating to Human Resources**

Secondments [of Service Canada staff] to the partner worked well and helped the program launch in time because the needed expertise was on hand; and keeping staff as consistent as possible for continuity and momentum.

#### **Observations on Other Practices**

The planning process worked well, the partner relied on the Director General of Interdepartmental Partnerships for expertise in this area and staff at the working level were responsive, knowledgeable and had know-how.

#### ***Other Observations***

Some observations from ecoAUTO key informants are presented below as potential areas for future organizational development.

The comments, not all of the geared at ecoAUTO and not all of them related to a specific service offering, may provide opportunities for organization level learning. Key informants wished to note some of these broader influences to augment the quality of the design and implementation of future service offerings.



## **Service Offering Management**

Concerns were expressed on : the taking of a “legacy program” approach with new service offerings; the need for a process model to enable Service Canada to be less reactive to service offerings in an effort to speed up its IT systems and launch capabilities; the need for Service Canada to have a financial strategy (with costs for providing programs of various sizes and complexity) to manage its level of effort on design and delivery; the requirement to recognize that each IT project is different and requires [the system] to be built from the ground-up (and that its the detailing that takes up the most time); ensuring enough time is allocated for implementing interdepartmental service offerings (ideally six months, minimum 12 weeks) should be planned for design, implementation, and testing; and to avoid entering into agreements differently with each service offering and arriving at costs and levels of effort inconsistently.

## **Marketing and Branding**

It was articulated that Service Canada: needs to develop a communications and marketing tool for partners, detailing what service delivery means, what is involved, the timing and delivery costs; and to promote its processing side when marketing itself (the current focus of promotion is on front desk services, yet one of Service Canada’s strengths is its processing side).

## **Summary**

The intent of including the presentation of lessons learned through implementation, smart practices and other observations was to highlight the experiences encountered by key informants to inform future organizational development. With regard to lessons learned through implementation, opinions, concerns and suggestions were expressed on designing and monitoring the delivery process and on problem solving. The engagement of regional senior management, sufficient time and resources to effect successful implementation, good communication, adequate collection of performance measurement data (financial and non-financial) and a solid understanding of the service offering were cited as important lessons learned to be considered for future initiatives. Under smart practices, comments were related to project governance, project management and human resources. Informants noted that successful governance relied on a good working relationship between partners from the planning phase to closeout. Project management success included stakeholder involvement and Working Group meetings. Secondments and staff consistency and expertise were mentioned as human resource accomplishments. Other observations pointed to the importance of service offering management as well as new and different possibilities for marketing and branding.



## ***4. Conclusions***

### **Relevance**

The federal role in ecoAUTO was confirmed by an Order in Council to have ecoAUTO delivered by Service Canada's network of offices and its alternative service channels. The ecoAUTO objectives were aligned to support federal government commitments and obligations along with making a contribution to the Service Canada strategic outcome of Service Excellence for Canadians.

### **Achievement of Outcomes**

For the most part, key informants had positive perceptions about the performance of ecoAUTO with respect to achievement of immediate and intermediate outcomes, a finding that was supported by the client surveys. Engagement of Service Canada and Transport Canada partners across jurisdictions was acknowledged as a strong contribution to program outcomes. Clients and partners were satisfied with ecoAUTO. From the client's perspective, seamless services from two federal organizations administered over \$191.2 million in rebates to more than 169,800 recipients. From Service Canada's perspective, error rates and complaints were very low and the program launched on time. From the partner's perspective, it gained delivery knowledge and undertook a hybrid delivery model with a partner that it would willingly use again. The evaluation determined that all service delivery outcomes, both immediate and intermediate as depicted in the program logic model, were met.

Immediate outcomes were achieved as evidenced by Service Canada having delivered on its commitments by meeting its organizational objectives and MOU commitments resulting in a successful and collaborative partnership with Transport Canada, which in turn contributed to the intermediate outcome of effective, integrated ecoAUTO service delivery.

The evaluation found that ecoAUTO had achieved immediate outcomes of satisfied clients and of a seamless delivery whereby clients received timely information and rebates when purchasing or leasing eligible vehicles. These, in addition to the finding that the majority of applicants would likely recommend the program to their family or friends was viewed as progress towards one of the program's intended intermediate outcomes, connecting the Canadian public to the ecoAUTO Rebate Program.

There were two main unintended impacts of ecoAUTO. These impacts were deemed positive. The first was the establishment of a high level of engagement between Service Canada and Transport Canada partners resulting in a knowledge transfer that occurred through the hybrid service delivery model and co-location. The second unintended outcome, which was captured by the survey, was that 63% of successful applicants felt that the ecoAUTO Rebate Program increased their knowledge of the different fuel efficient vehicles by a great deal or a fair amount.

## Efficiency and Economy

There was no consensus among key informants that activities were undertaken and service delivered in the most efficient manner, or that results were achieved in an economical way. Though the reporting of collected data was extensive and the workload of the performance measurement team at Service Canada considerable, the evaluation determined that the overall performance measurement system was not providing those responsible for making decisions with critical data such as progress to achieving outcomes, useful service standards, the amount of time an application had been in queue at specific processing junctures, or how much money had been spent to date. The design of the performance measurement system was a challenge for the performance measurement team because of its reliance on data from the partner organization and the need to generate daily workload reports each morning for senior managers within Service Canada and Transport Canada.

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From a design and delivery perspective, the ecoAUTO was viewed as a practical model to achieve the intended outcomes. Despite the fact that the interdepartmental partner and, most especially program clients, indicated a high level of satisfaction with the design and delivery of ecoAUTO, the evaluation found that it did not demonstrate efficiency and economy given that resources were not well scoped and spending not clearly tracked. Although federal key informants were unanimous that both partners fulfilled their roles as outlined in the MOU, there was some concern or confusion expressed due to the absence of a mechanism to ensure that partner contributions to ecoAUTO goals were carried out, which resulted in some duplication of effort. Furthermore, the lack of Time and Motion study data and established service standards prevented the evaluation team from being able to measure the degree of variance from planned to actual performance of the program.

Overall, though not seen as the fastest or cheapest method, the hybrid delivery approach did lead to a strengthening of a governmental partnership, the building of expertise, and increased visibility of governmental programming among Canadians. Also, the evaluation determined that no barriers existed for clients, the application process and eligibility criteria were clear and fair, and that the chosen delivery method was preferred by the majority of clients. No viable approaches to achieve the same or better outcomes at a lower cost were identified.

## **Lessons Learned and Smart Practices**

The intent of including the presentation of lessons learned through implementation, smart practices and other observations was to highlight the experiences encountered by key informants to inform future organizational development. With regard to lessons learned through implementation, opinions, concerns and suggestions were expressed on designing and monitoring the delivery process and on problem solving. The engagement of regional senior management, sufficient time and resources to effect successful implementation, good communication, adequate collection of performance measurement data (financial and non-financial) and a solid understanding of the service offering were cited as important lessons learned to be considered for future initiatives. Under smart practices, comments were related to project governance, project management and human resources. Informants noted that successful governance relied on a good working relationship between partners from the planning phase to closeout. Project management success included stakeholder involvement and Working Group meetings. Secondments and staff consistency and expertise were mentioned as human resource accomplishments. Other observations pointed to the importance of service offering management as well as new and different possibilities for marketing and branding.



## *5. Recommendations*

As a result of the evidence presented in this evaluation, it is recommended that Service Canada

1. Develop a generic process plan for new service offerings that maps out what is involved, who is to be engaged, and what the anticipated level of effort will be in time and cost. The process model should provide detail for future partners, new Service Canada staff, and allow for an approach that is more systematic and less reactive for both Citizen Services Branch and Payments and Processing Services Branch.
2. Develop a strategy to delineate the roles and responsibilities within Citizen Service Branch and Payments and Processing Services Branch to ensure efficient resource management and avoid duplication of efforts. Communicate that strategy within Service Canada.
3. Establish and use a performance monitoring system that allows for informed planning and reporting of spending against program design benchmarks in order to demonstrate progress against planned outcomes.





# Appendix A

## ecoAUTO Rebate Program Key Informant Interview Guide

### The Canadian Automobile Dealers Association Representatives

The Evaluation Division of Service Canada is conducting a study of the ecoAUTO Rebate Program. The evaluation will examine the program's design and delivery, success, and the effectiveness of its performance measurement systems. The evaluation will also seek to collect lessons from implementation that could be applied to the delivery of future service offerings. As part of the evaluation, interviews will be conducted with Service Canada National Headquarters personnel, its regional personnel as well as its partners at Transport Canada and participating automobile dealers.

Your participation is voluntary and your acceptance or refusal to participate will not affect your relationship with the Government of Canada. The information you provide is collected under the authority of the *Department of Social Development Act* and the *Department of Human Resources and Skills Development Act* and will be administered in accordance with the *Privacy Act* and other applicable privacy laws. The information you provide is for evaluation purposes only. Your name and coordinates will be recorded on the interview notes to enable follow-up by the Project Authority on points that may need clarification; however, your specific interview responses will not be attributed to you in any evaluation report resulting from this study.

This interview will take approximately 15 minutes.

### **Introduction**

1. Could you please introduce yourself and describe your role at the dealership?
2. Are you familiar with the ecoAUTO program?
  - a. If you are familiar with this program, how did you first hear of it?

### **Design and Delivery**

3. Could you please describe your level of involvement with the ecoAUTO program?  
*(For example: Did you give the ecoAUTO rebate application form to your clients; Did you help them fill out the application form; Did you explain the program to clients that were eligible, etc.)*
4. Were the eligibility criteria for the ecoAUTO rebate program clear?
  - a. Was it simple to determine which vehicles were eligible for the rebate?
5. What did you think of the ecoAUTO application form?
  - a. Was it easy to understand?
  - b. Was it clear where the form needed to be sent once complete?
  - c. Was it clear who to contact if you required assistance or additional information pertaining to the program?
  - d. Was anything missing or overlooked on the forms?

6. Did you call the contact number listed on the form for assistance?
  - a. If so, were you satisfied with the assistance you received?
7. Did you mail in ecoAUTO application forms on the behalf of your clients?
  - a. If so, did you find this to be a convenient way to submit applications?
  - b. Would you have preferred another way to submit the applications? (example, online or by fax)?
8. In your opinion, was the ecoAUTO program easy to access?
9. Did you experience any barriers when accessing this program?

## **Success**

10. In your opinion, did this program encourage your clients to purchase or lease new fuel-efficient vehicles?
11. Would you say that this program benefited the client? Why do you think so?
12. Do you have any other comments or suggestions that you would like to share?

*Thank you very much for your time.*

Should you wish to obtain information related to this study, you may submit a request to HRSDC pursuant to the *Access to Information Act*. Instructions for making a request are provided in the publication InfoSource, copies of which are located in local Service Canada Centres or at the following internet address: <http://infosource.gc.ca>. When making a request, please refer to the name of this evaluation: Evaluation of the ecoAUTO Rebate Program.

## **ecoAUTO Rebate Program Key Informant Interview Guide**

### **Canadian Council of Motor Transport Administrators (CCMTA)**

The Evaluation Division of Service Canada is conducting a study of the ecoAUTO Rebate Program. The evaluation will examine the program's design and delivery, success, and the effectiveness of its performance measurement systems. The evaluation will also seek to collect lessons from implementation that could be applied to the delivery of future service offerings. As part of the evaluation, interviews will be conducted with Service Canada National Headquarters personnel, its regional personnel, its partners at Transport Canada and representatives from the Canadian Council of Motor Transport Administrators (CCMTA).

Your participation is voluntary and the information you provide will be administered in accordance with the *Access to Information Act*. Please do not include personal information about anyone else such as name, address, email or any other information by which they can be identified by your comments or views.

The interview will take 35 minutes.

## **Introduction**

1. Could you describe your role and responsibilities in relation to the ecoAUTO rebate program?

## **Design and Delivery**

2. A Memorandum of Understanding was signed between Service Canada and the CCMTA. Did the MOU function as envisioned?
  - a. Did anything unexpected occur?
  - b. How were challenges resolved?
3. In your view, were roles and responsibilities clearly outlined between the CCMTA, Service Canada and Transport Canada?
  - c. Were responsibilities appropriately divided?
  - d. Did parties interpret the MOU in a similar manner?

*Please provide examples and explanations*

4. Was the CCMTA able to verify vehicle registration and ownership in a timely fashion?
  - e. Were there any constraints to meeting your commitments?
5. Did your partnership with Service Canada function as envisioned?
  - f. Did anything work particularly well?
6. In your opinion, was the level of communication between the CCMTA and Service Canada appropriate?
  - g. Were Service Canada's performance reporting requirements fair?
  - h. Did your Service Canada contact communicate in a timely fashion?
  - i. Did Service Canada share pertinent information in a timely fashion?
    - At implementation
    - Throughout the program's lifecycle
    - At closeout
7. A *Charges and Billing Schedule* was included in the MOU; in your opinion was it appropriate for the service provided?
  - j. Did the *Charges and Billing Schedule* function as intended?
  - k. Were invoices sent to Service Canada in a timely fashion?
  - l. Did the CCMTA receive timely payments?

## **Success**

8. In your view, did both parties meet their commitments, as outlined in the MOU?
9. In your opinion, what are the benefits of the Government of Canada partnering on program delivery with non-governmental organizations?
10. Do you have any other comments or suggestions that you would like to share?

*Thank you very much for your time.*

Should you wish to obtain information related to this study, you may submit a request to HRSDC pursuant to the Access to Information Act. Instructions for making a request are provided in the publication InfoSource, copies of which are located in local Service Canada

Centres or at the following internet address: <http://infosource.gc.ca>. When making a request, please refer to the name of this evaluation: Evaluation of the ecoAUTO Rebate Program.

## **ecoAUTO Rebate Program Key Informant Interview Guide**

### **Dealership**

The Evaluation Division of Service Canada is conducting a study of the ecoAUTO Rebate Program. The evaluation will examine the program's delivery, success, and the effectiveness of its performance measurement systems. The evaluation will also seek to collect lessons from implementation that could be applied to the delivery of future service offerings. As part of the evaluation, interviews will be conducted with Service Canada National Headquarters personnel, its regional personnel as well as its partners at Transport Canada and participating automobile dealers.

Your participation is voluntary and your acceptance or refusal to participate will not affect your relationship with the Government of Canada. The information you provide is collected under the authority of the *Department of Social Development Act* and the *Department of Human Resources and Skills Development Act* and will be administered in accordance with the *Privacy Act* and other applicable privacy laws. The information you provide is for evaluation purposes only. Your name and coordinates will be recorded on the interview notes to enable follow-up by the Project Authority on points that may need clarification; however, your specific interview responses will not be attributed to you in any evaluation report resulting from this study.

This interview will take approximately 15 minutes.

### **Introduction**

1. Could you please introduce yourself and describe your role at the dealership?

### **Design and Delivery**

2. Could you please describe your level of involvement with the ecoAUTO program?  
(For example: Did you give the ecoAUTO rebate application form to your clients; Did you help them fill out the application form; Did you explain the program to clients that were eligible, etc.)
3. Where there any challenges with the of the ecoAUTO application process?
  - a. Would you have preferred another way to submit the applications? (example, online or by fax)?  
(For example: Were the forms clear; Was it clear who to contact if you required assistance or additional information, etc.)
4. Were the eligibility criteria for the ecoAUTO rebate program clear?
  - b. Was it simple to determine which vehicles were eligible for the rebate?

## **Success**

5. What were the benefits of having automobile dealers participate in the ecoAUTO program?
6. Do you have any other comments or suggestions that could have improved the delivery of this program?

*Thank you very much for your time.*

Should you wish to obtain information related to this study, you may submit a request to HRSDC pursuant to the *Access to Information Act*. Instructions for making a request are provided in the publication InfoSource, copies of which are located in local Service Canada Centres or at the following internet address: <http://infosource.gc.ca>. When making a request, please refer to the name of this evaluation: Evaluation of the ecoAuto Rebate Program.

## **ecoAUTO Rebate Program Key Informant Interview Guide**

### **National Headquarters Service Canada**

The Evaluation Division of Service Canada is conducting a study of the ecoAUTO Rebate Program. The evaluation will examine the program's design and delivery, success, and the effectiveness of its performance measurement systems. The evaluation will also seek to collect lessons from implementation that could be applied to the delivery of future service offerings. As part of the evaluation, interviews will be conducted with Service Canada National Headquarters personnel, its regional personnel as well as its partners at Transport Canada and participating automobile dealers.

Your participation is voluntary and the information you provide will be administered in accordance with the *Access to Information Act*.

Please do not include personal information about anyone else such as name, address, email or any other information by which they can be identified by your comments or views.

The interview will take 60 minutes.

### ***Introduction***

1. Please describe your role with respect to the development and implementation of the ecoAUTO Rebate service offering?

### ***Design and Delivery***

2. In your opinion, did the overall delivery approach work well?
  - a. Were there any unintended outcomes (i.e. barriers to access for client)?
  - b. Was the service delivery approach modified during the course of the program?  
If so, how?
3. What were the main delivery challenges?

4. Were the resources allocated to implement the service delivery adequate?
  - a. Was a cost-assessment of the program implementation conducted? If so, in retrospect, were the costs accurately assessed?
  - b. Were costs and spending accurately tracked? Reported?
  - c. Was the intergovernmental funding arrangement used effective?
5. Is the intergovernmental partnership with Transport Canada effective? Is it functioning as envisioned?
  - a. What have been the challenges?
  - b. How have these been resolved?
6. Did the partnership with the Canadian Council of Motor Transportation Advisors (CCMTA) work as intended?
  - a. Was the Memorandum of Understanding respected? Effective?
7. How effective was the interaction with the Canadian Automobile Association (CADA)?
  - a. Was their involvement as co-delivers appropriate?
8. Were the responsibilities of Service Canada and Transport Canada well defined?
  - a. In your view, were responsibilities appropriately divided between the partners?
  - b. Were the responsibilities respected by both partners?

### **Performance Measurement**

9. Did the monitoring system meet your needs? Was it implemented as expected?
  - a. Did it provide timely and adequate information?
    - i. During the implementation [probe: OFS closed for upgrading]
    - ii. For on-going service offering performance (processing, responses time)
    - iii. To Transport Canada
  - b. Was anything overlooked / missing?

### **Success**

10. Did Service Canada meet its commitments in terms of service delivery for this program?
  - a. In the view of the client?
  - b. In the view of partners?
11. In your opinion, are there alternative service delivery methods Service Canada could have considered to process rebate applications?
12. From your experience on the ecoAUTO Rebate Program, what do you consider were best practices?
  - a. What lessons should Service Canada take into consideration for future service offerings?
13. What are the key benefits to having two federal departments partnering on this program?
  - a. Do the benefits outweigh the challenges? Why or why not?

## **Relevance**

14. In your opinion, is the delivery of the ecoAUTO Rebate Program consistent with Service Canada's strategic outcome of improving service to Canadians?

*Thank you very much for your time.*

## **ecoAUTO Rebate Program Key Informant Interview Guide**

### **National Headquarters Transport Canada**

The Evaluation Division of Service Canada is conducting a study of the ecoAUTO Rebate Program. The evaluation will examine the program's design and delivery, success, and the effectiveness of its performance measurement systems. The evaluation will also seek to collect lessons from implementation that could be applied to the delivery of future service offerings. As part of the evaluation, interviews will be conducted with Service Canada National Headquarters personnel, its regional personnel as well as its partners at Transport Canada and participating automobile dealers.

Your participation is voluntary and the information you provide will be administered in accordance with the *Access to Information Act*. Please do not include personal information about anyone else such as name, address, email or any other information by which they can be identified by your comments or views.

The interview will take 60 minutes.

### **Introduction**

1. Please describe your role with respect to the development and implementation of the ecoAUTO Rebate service offering?

### **Design and Delivery**

2. In your opinion, did the overall delivery approach work well?
  - a. Were there any unintended outcomes (i.e. barriers to access for client)?
  - b. Was the service delivery approach modified during the course of the program?  
If so, how?
3. What were the main delivery challenges?
4. Were the resources allocated to implement the service delivery adequate?
  - a. Was a cost-assessment of the program implementation conducted? If so, in retrospect, were the costs accurately assessed?
  - b. Were costs and spending accurately tracked? Reported?
  - c. Was the intergovernmental funding arrangement used effective?
5. Is the intergovernmental partnership with Service Canada effective? Is it functioning as envisioned?
  - a. What have been the challenges?
  - b. How have these been resolved?

6. Were the responsibilities of Transport Canada and Service Canada well defined?
  - a. In your view, were responsibilities appropriately divided between the partners?
  - b. Were the responsibilities respected by both partners?

### **Performance Measurement**

7. Did the monitoring system meet your needs? Was it implemented as expected?
  - a. Did it provide timely and adequate information?
    - i. During the implementation [probe: OFS closed for upgrading]
    - ii. On on-going service offering performance (processing, responses time)
    - iii. To Service Canada
  - b. Was anything overlooked / missing?

### **Success**

8. Did Service Canada meet its commitments in terms of service delivery for this program?
  - a. In the view of the client?
  - b. In the view of partners?
9. In your opinion, are there alternative service delivery methods Service Canada could have considered to process rebate applications?
10. From your experience on the ecoAUTO Rebate Program, what do you consider were best practices?
  - a. What lessons should Service Canada take into consideration for future service offerings?
11. What are the key benefits to having two federal departments partnering on this program?
  - a. Do the benefits outweigh the challenges? Why or why not?

### **Relevance**

12. In your opinion, is Service Canada's delivery of the ecoAUTO Rebate Program consistent with its strategic outcome of improving service to Canadians?

*Thank you very much for your time.*

## **ecoAUTO Rebate Program Key Informant Interview Guide**

### **Regional Headquarters: Service Canada**

The Evaluation Division of Service Canada is conducting a study of the ecoAUTO Rebate Program. The evaluation will examine the program's design and delivery, success, and the effectiveness of its performance measurement systems. The evaluation will also seek to collect lessons from implementation that could be applied to the delivery of future service offerings. As part of the evaluation, interviews will be conducted with Service Canada National Headquarters personnel, its regional personnel as well as its partners at Transport Canada and participating automobile dealers.



Your participation is voluntary and the information you provide will be administered in accordance with the *Access to Information Act*. Please do not include personal information about anyone else such as name, address, email or any other information by which they can be identified by your comments or views.

The interview will take 45-60 minutes.

### ***Introduction***

1. Please describe your role with respect to the development and implementation of the ecoAUTO Rebate Program?

### ***Design and Delivery***

2. How effective was the overall service delivery approach?
  - a. Centralizing processing in Calgary?
  - b. Mail-channel driven?
  - c. Canadian Automobile Dealers Association, Canadian Council of Motor Transport Administrators as co-deliverers?
  - d. Using Oracle Financial Systems [probe: OFS closed for upgrading]
  - e. Co-locating with Transport Canada?
3. Was RHQ adequately consulted in the design and delivery of this program?
  - a. On ongoing design and delivery decisions?
4. Was service delivery implemented as planned?
  - a. Did the service delivery approach change during implementation?
5. What were the main delivery challenges?
  - a. How were these addressed?
6. In your opinion, were the resources allocated to the service delivery adequate?
  - a. Were costs accurately assessed?
  - b. Were any costs overlooked?
7. Was the intergovernmental funding arrangement used effective?
8. Did the intergovernmental partnership with Transport Canada function as envisioned?
  - a. What have been the challenges?
  - b. How have these been resolved?
9. Have you noted any barriers to access for clients? If so, how could these be minimized?

### ***Performance Measurement Systems***

10. Please describe the data collection and information sharing processes required?
  - a. By NHQ?
  - b. By your partner organization?
  - c. To what extent are these coordinated for content and timing?
11. What are the reporting requirements for Transport? Do these differ from those of Headquarters in terms of content and timing?

## ***Successes and Alternatives***

12. In your experience, were there any best practices during implementation?
  - a. Are there any lessons that Service Canada should take into consideration for future service offerings?
13. In your opinion are clients satisfied with the program? Why do you think so?
  - a. Is client feedback collected?
  - b. Is it shared with Headquarters? Transport Canada?
14. What are the key benefits to having two federal departments partnering on this program?
  - a. Do the benefits outweigh the challenges? Why or why not?
15. Are there alternative service delivery methods that could improve service while still delivering the same quality?

## ***Comments***

16. Do you have any other comments or suggestions for improvement?

*Thank you very much for your time.*

# **ecoAUTO Rebate Program Key Informant Interview Guide**

## **Processing Centre Managers**

The Evaluation Division of Service Canada is conducting a study of the ecoAUTO Rebate Program. The evaluation will examine the program's design and delivery, success, and the effectiveness of its performance measurement systems. The evaluation will also seek to collect lessons from implementation that could be applied to the delivery of future service offerings. As part of the evaluation, interviews will be conducted with Service Canada National Headquarters personnel, its regional personnel as well as its partners at Transport Canada and participating automobile dealers.

Your participation is voluntary and the information you provide will be administered in accordance with the *Access to Information Act*. Please do not include personal information about anyone else such as name, address, email or any other information by which they can be identified by your comments or views.

The interview will take 45-60 minutes.

## ***Introduction***

1. Please describe your role with respect to the development and implementation of the ecoAUTO Rebate Program?

## ***Design and Delivery***

2. How effective was the overall service delivery approach?
  - a. Centralizing processing in Calgary?
  - b. Mail-channel driven?

3. Was service delivery implemented as planned?
  - a. Did the service delivery approach change during implementation?
4. What were the main delivery challenges?
  - a. Managing the volume of applications?
  - b. Operating the Oracle Financial System [probe: OFS closed for upgrading]?
  - c. Co-locating with Transport?
5. In your opinion, were the resources allocated to the service delivery adequate?
  - a. Were costs accurately assessed?
  - b. Were any costs overlooked?
6. Was the intergovernmental funding arrangement used effective?
7. Have you noted any barriers to access for clients? If so, how could these be minimized?
8. Did the intergovernmental partnership with Transport Canada function as envisioned?
  - a. What have been the challenges?
  - b. How have these been resolved?

### ***Performance Measurement Systems***

9. Please describe the data collection and information sharing processes required by Service Canada? Transport Canada?
  - a. Are data and information communicated to Headquarters?
  - b. How? How often?
10. What are the reporting requirements for Transport? Do these differ from those of Headquarters in terms of content and timing?

### ***Successes and Alternatives***

11. In your experience, were there any best practices during implementation?
  - a. Are there any lessons that Service Canada should take into consideration for future service offerings?
12. In your opinion are clients satisfied with the program? Why do you think so?
  - a. Is client feedback collected?
  - b. Is it shared with Headquarters? Transport Canada?
13. What are the key benefits to having two federal departments partnering on this program?
  - a. Do the benefits outweigh the challenges? Why or why not?
14. Are there alternative service delivery methods that could improve service while still delivering the same quality?

### ***Comments***

15. Do you have any other comments or suggestions for improvement?

*Thank you very much for your time.*

# ecoAUTO Rebate Program Key Informant Interview Guide

## Processing Centre Managers

The Evaluation Division of Service Canada is conducting a study of the ecoAUTO Rebate Program. The evaluation will examine the program's design and delivery, success, and the effectiveness of its performance measurement systems. The evaluation will also seek to collect lessons from implementation that could be applied to the delivery of future service offerings. As part of the evaluation, interviews will be conducted with Service Canada National Headquarters personnel, its regional personnel as well as its partners at Transport Canada and participating automobile dealers.

Your participation is voluntary and the information you provide will be administered in accordance with the *Access to Information Act*. Please do not include personal information about anyone else such as name, address, email or any other information by which they can be identified by your comments or views.

The interview will take 45-60 minutes.

## Introduction

1. Please describe your role with respect to the development and implementation of the ecoAUTO Rebate Program?

## Design and Delivery

2. How effective was the overall service delivery approach?
  - a. Centralizing processing in Calgary?
  - b. Mail-channel driven?
3. Was service delivery implemented as planned?
  - a. Did the service delivery approach change during implementation?
4. What were the main delivery challenges?
  - a. Managing the volume of applications?
  - b. Operating the Oracle Financial System [probe: OFS closed for upgrading]?
  - c. Co-locating with Transport/Service?
5. In your opinion, were the resources allocated to the service delivery adequate?
  - a. Were costs accurately assessed?
  - b. Were any costs overlooked?
6. Was the intergovernmental funding arrangement used effective?
7. Have you noted any barriers to access for clients? If so, how could these be minimized?
8. Did the intergovernmental partnership function as envisioned?
  - a. What have been the challenges?
  - b. How have these been resolved?

## ***Performance Measurement Systems***

9. Please describe the data collection and information sharing processes required by Service Canada? Transport Canada?
  - a. Are data and information communicated to Headquarters?
  - b. How? How often?
10. What are the reporting requirements for Transport? Do these differ from those of Service Canada in terms of content and timing?

## ***Successes and Alternatives***

11. In your experience, were there any best practices during implementation?
  - a. Are there any lessons that Service Canada should take into consideration for future service offerings?
12. In your opinion are clients satisfied with the program? Why do you think so?
  - a. Is client feedback collected?
  - b. Is it shared with partners?
13. What are the key benefits to having two federal departments partnering on this program?
  - a. Do the benefits outweigh the challenges? Why or why not?
14. Are there alternative service delivery methods that could improve service while still delivering the same quality?

## ***Comments***

15. Do you have any other comments or suggestions for improvement?

*Thank you very much for your time.*

