Evaluation of Museums Assistance Program

Office of the Chief Audit and Evaluation Executive
Evaluation Services Directorate

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List of Acronyms

CAHSP	Canadian Arts and Heritage Sustainability Program
CCI	Canadian Conservation Institute
CCOS	Canadian Culture Online Strategy
CHIN	Canadian Heritage Information Network
CMA	Canadian Museums Association
ECF	Exhibition Circulation Fund
ESD	Evaluation Services Directorate
ETS	Exhibition Transportation Service
G & C	Grant and contribution
GCIMS	Grants and Contributions Information Management System
HPPB	Heritage Policies and Programs Branch
MAP	Museums Assistance Program
OCAEE	Office of the Chief Audit and Evaluation Executive
OD	Organizational Development
PAA	Program Activity Architecture
PCH	Department of Canadian Heritage
PMF	Performance Measurement Framework
POR	Public Opinion Research
RMAF	Results-based Management and Accountability Framework
TBS	Treasury Board Secretariat
TST	Tomorrow Starts Today
VMC	Virtual Museum of Canada

Executive Summary

The original Museums Assistance Program (MAP) was created in 1972 as part of the implementation of the federal government's National Museum Policy. For the first time, the federal government would provide funding to non-federal museums across Canada.

MAP was re-affirmed with the 1990 Canadian Museum Policy, which outlined the following broad objectives:

- To foster access by present and future generations of Canadians to their human, natural, artistic and scientific heritage, and enhance awareness, understanding and enjoyment of this heritage.
- To encourage the development, management and preservation of significant and representative collections in all regions of Canada.
- To enhance excellence in museum activities across Canada through support to museological research and development and assuring service throughout Canada.

The policy identified MAP as the Government's main instrument of direct support for museums. In the intervening years, other programs that provide direct support to museums were created.

MAP was last evaluated in 2005 as part of the program renewal process. The program was renewed for five years: 2005-06 to 2009-10, with a total cost of $64,336,000 ($12, 867,200 per year). The approval included the contribution funds for Young Canada Works, which are allocated each year under the Government's Youth Employment Strategy ($3,189,000 per year, which was increased to $7,720,800 in 2007). MAP's grants and contribution budget over the five-year period is $33,768,000 ($6,740,600 in 2009-10). MAP resources were reduced by $2.315 million (from $9,055,600 to $6,740,600) in September 2006 in response to the Government's announcement to identify $1 billion in program savings.

The current objectives of MAP are to:

- Facilitate Canadians' access to their heritage.
- Foster professionalism in museological activities and operations.
- Foster the preservation, protection and management of representative collections of Aboriginal cultures.

By achieving these objectives, the program aims to contribute to the longer-term outcome: Canadians have access to and experience Canada's diverse cultural heritage.

MAP consists of the following components and sub-components:

- **Access to Heritage –** Funding is provided for the design, production and circulation of travelling exhibitions that are to be presented in at least two venues outside the home province/territory. Project funding will not normally exceed 70 per cent of eligible expenses up to a maximum contribution of $200,000 per project, per fiscal year. Each phase in the development of the travelling exhibition may be considered as a distinct project.
- **Exhibition Circulation Fund –** Assists museums with the costs related to borrowing a travelling exhibition originating from a museum in another province/territory or from one of the federal heritage institutions (the out-of-province requirement does not apply). Funding will not normally exceed 70 per cent of eligible expenses, up to a maximum of $15,000.[1] Applications may be submitted at any time and are recommended on an ongoing basis, based on funding availability.
- **Organizational Development –** The aim of this component is to strengthen professional standards for the management of key museum functions, such as collections management, exhibitions and public programming, as well as training and enhancement of skills and competencies in these areas. The component also encourages collaborations and the development and delivery of resources and services to multiple museums. Project funding will not normally exceed 50 per cent of eligible expenses, up to $100,000 per project per fiscal year.
- **Aboriginal Heritage –** This component provides funding to Aboriginal organizations and partner heritage organizations to enrich, preserve, present, and manage Aboriginal cultural heritage. This component also seeks to increase public awareness and understanding of the rich and diverse cultures of Aboriginal Peoples. Project funding will not normally exceed 70 per cent of eligible expenses up to a maximum contribution of $200,000 per project, per fiscal year.
- **Canada-France Agreement on Museum Cooperation and Exchanges –** This is a reciprocal agreement that aims at creating and developing special, long-lasting ties between museums and museum professionals in Canada and France, as well as enhancing skills and competencies of museum professionals. Funding in the form of grants is provided to recipients to cover incremental administration costs as well as the cost of airline tickets for Canadian participants going to France, and travel and living expenses incurred by French participants while in Canada. Project funding will not exceed 50 per cent of eligible expenses up to a maximum of $49,999 per year for the Canadian portion. The French government can reimburse Canadian participants for expenses incurred on French territory.

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[1] The maximum amount of funding was increased from $10,000 to $15,000 in October 2007.

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- **Canadian Museums Association Support** – Provides funding to the Canadian Museums Association in four areas for activities (communications, membership services, professional development and policy development) aimed at increasing the capacity of the museum community to professionally manage their institutions. The value of the contribution agreement was $1.635 million over the 2005-06 to 2007-08 timeframe.

The evaluation did not cover the Young Canada Works contribution funds, as the Government's Youth Employment Strategy was previously evaluated.

The Evaluation

Evaluation Services Directorate (ESD) of the Office of the Chief Audit and Evaluation Executive (OCAEE), PCH, was responsible for the evaluation. The Treasury Board Secretariat Policy on Transfer Payments requires that an evaluation be conducted as a condition of program renewal. In the case of MAP, the current program authority expires on March 31, 2010. The results of the evaluation will be taken into account in renewing the program.

The evaluation was conducted by Kelly Sears Consulting Group on behalf of Evaluation Services. An Evaluation Working Group guided the conduct of the evaluation. It was chaired by an ESD Project Manager and included representatives from the Heritage group, Heritage Policy Development, Public and Regional Affairs Sector, Public Opinion Research and the Strategic Policy, Planning and Research Branch.

The evaluation was conducted in two phases. The first phase was the preparation of the research design report, which involved a review of background documentation and interviews within PCH. This first phase was conducted from November 2008 to February 2009. The evaluation implementation phase commenced immediately thereafter and was completed in September 2009.

The evaluation examined the standard set of issues prescribed by the TBS evaluation policy: rationale and relevance; success/impacts; and cost-effectiveness and alternatives. The main evaluation methods were: 1) interviews with some 37 clients and stakeholders from throughout the Canadian museums community; 2) an online survey of MAP recipients, applicants and non-applicants; 3) four case studies of MAP projects; and a file and database review, including a review of a sample of completed MAP project files.

Conclusions

The conclusions on each of the evaluation issues and questions are as follows.

Rationale and Relevance

Overall, the evidence indicates that MAP continues to be relevant to the Canadian museums community. MAP recipients are highly supportive of the program and its individual components. While some of the components should continue, others need to be re-considered. The level of demand for the Access to Heritage component has declined in recent years, although there still appears to be a sufficient number of museums that are interested in developing and touring travelling exhibits. The program will need to monitor demand and examine whether there are any design features that are affecting the ability of museums to borrow funded exhibits. The Exhibition Circulation Fund continues to be relevant to those museums that depend on receiving travelling exhibits to fulfil their exhibition schedule. The Aboriginal Heritage component serves an important function in preserving and providing access to Canada's Aboriginal heritage, and much work remains to be done. The Organizational Development component needs to be reviewed and re-designed, as does the Canada France agreement. While the CMA continues to be well supported by the Canadian museum community and is an important partner to PCH, this component is not sufficiently integrated with the rest of MAP. PCH should consider whether funding should be devoted to specific projects that support MAP's overall objectives of increasing access to heritage and strengthening professional practices.

Success and Impacts

Over the three years covered by the evaluation (2005-06 to 2007-08), MAP's various components provided a total of $20.6 million in funding to 455 projects. MAP's impacts appears to have been largely incremental, in that most of these projects either would not have gone ahead without MAP funding, or would have gone ahead but been reduced in size or scope, or delayed. A similar finding was reached by the previous 2005 summative evaluation.

MAP has two intermediate outcomes pertaining to providing Canadians with increased access to heritage and strengthening professional practices of museums. On average, a travelling exhibit funded by the Access to Heritage component is experienced by 73,678 visitors. Each exhibit has travelled 1.1 times within the home province and 2.0 times outside the home province, for a total of 3.1 trips. If both historical and planned trips are combined, about 10 per cent of museums are not able to meet the requirement of travelling to at least two venues outside the home province. Turning to the Exhibition Circulation Fund, an average of 8,926 visitors had visited each exhibit. While this figure is much lower compared to the Access to Heritage component, the amount of funding devoted to ECF exhibits is much lower as well.

Less evidence is available regarding the second intermediate outcome. Ideally, the program would have undertaken research over the years which would have examined the

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state of professional policies and practices in museums and role played by the Organizational Development and CMA components. Nonetheless, recipients of Organizational Development funding strongly believe that their projects have been successful. The view of MAP recipients towards the work of the CMA in contributing to this outcome is mixed.

The program has no systematic process in place for assessing and reporting to Parliament and to Canadians on an ongoing basis whether it is making progress towards its intended outcomes.

Cost-effectiveness and Alternatives

While MAP recipients frequently access other PCH programs, there do not appear to be any major issues concerning duplication or overlap with these other programs. There still appears to be some overlap/confusion between MAP's Organizational Development component and CAHSP's Capacity Building component, but this was more of an issue in the 2005 summative evaluation. The Organizational Development component also provides funding for the digitization of collections, and the question was raised whether this type of support would be better situated under the programs offered by CHIN. Similarly, the Organizational Development provides support for minor capital, which might be better situated under the Cultural Spaces Canada program.

The evaluation also examined several other delivery-related issues. MAP recipients were highly complimentary towards their program officers across Canada. The MAP website could be enhanced by providing information on the results of projects. Internally, some PCH managers believe that there needs to be stronger collaboration between the regional offices and PCH headquarters. MAP's administrative cost ratio is estimated at 13.5 per cent. This ratio is similar to some other departmental G & C programs, such as CAHSP. In the case of MAP, this is due to such factors as the high level of oversight/analysis required, the extensive reporting by recipients, and the decentralized delivery structure. MAP recipients are strongly opposed to the option of switching to a centralized form of program delivery, as they believe they would have less personalized service and program officers would have less regional knowledge. This latter factor is particular true for Aboriginal Heritage recipients located in the North. The issue of centralized vs. decentralized delivery is complex. If the Department is considering a change to the current decentralized model, then a study should be conducted to examine the potential options. Also, the delivery of MAP should not be examined in isolation from the delivery of other departmental programs.The evidence suggests that peer review should be used for all MAP project-based components but that the current process needs to be reviewed and improved. Finally, the number one delivery issue raised by recipients is the very slow application approval process.

Recommendations and Management Response

1.   The MAP program continues to be relevant, but the evaluation found that some modifications are required in the short term.

While some of MAP's components appear to be working well and continue to be important and relevant to the museum community, other aspects require re-consideration. The major suggestions for each component/sub-component are as follows:

- **Access to Heritage** – While demand for this component has declined in recent years, there still appears to be a sufficient number of organizations that are interested in developing and circulating travelling exhibits. This group uses these temporary exhibits to refresh their own audiences, and the resulting exhibits contribute to the department's objective of increasing access to our cultural heritage. However, some of these exhibits are not able to meet the minimum requirement of travelling to at least two venues outside the home province, and key informants stressed that intra-provincial travel should be permitted. The program should examine whether the out-of-province requirement should be relaxed. Recipients should be required to post information about the tours for funded exhibits on their websites. The department should assess what steps could be taken to help increase the amount of touring for each exhibit, e.g., by reviewing borrowing costs for funded exhibits.
- **Exhibition Circulation Fund** – This component continues to be relevant, as many museums depend on borrowing travelling exhibits in order to fulfil their exhibition schedule each year. The department should examine how the ECF component could better support the Access to Heritage component.
- **Aboriginal Heritage** – This component continues to be relevant. The Department should assess the potential demand for this component and adjust its annual budget accordingly.
- **Organizational Development** – This component needs to be re-designed and made more focused. At present, the component supports a diverse range of activities, some of which (e.g., minor capital upgrades and digitization of collections) might be better situated within other departmental programs. The re-design will also need to take into account the objectives and eligibility criteria of the CAHSP-replacement program.
- **Canada France Agreement** – This component should be reviewed and re-designed. For example, stakeholders indicated that international exchanges are a useful activity as museum professionals are exposed to best practices in other jurisdictions, but the program could be broadened to include other countries. PCH noted that any changes to this program would require a broader policy decision by the Government, for example, in terms of deciding whether to foster museum relationships with other countries.

- **Canadian Museums Association Support** – The CMA is an important partner to PCH and stakeholders believe the organization does a good job in servicing and supporting the museum community. This component should become more integrated with the rest of MAP, so that it clearly supports the objectives of increasing access to Canada's cultural heritage and supporting professional practices in the museum community. The contribution agreement needs to be improved, to provide more focus on deliverables and results and for the funded activities to link more closely with MAP's objectives.

Management Response: Accepted

The program agrees that some modifications to MAP can be implemented within the existing policy framework.

a. Based on the evaluation findings and draft recommendations, MAP Guidelines for FY 2010-2011 were revised to reflect the following changes:

- Museums receiving funding under the Access component for the development and circulation of travelling exhibitions will be required to post information on their websites concerning borrowing opportunities for these exhibitions.
- The rules governing access to funding under the Exhibition Circulation Fund for venues and costs not covered under an exhibition development contribution were clarified;
- Guidelines for the Organizational Development component were revised to indicate that priority may be given to projects that benefit multiple institutions and for applications related to digitization, that priority may be given to the introduction of new systems and databases.

Implementation date: Completed Nov 2009 for 2010/11 funding cycle

b. Funding for the Aboriginal Heritage component will be assessed annually in relation to overall program demand as well as demand for this component and funding across component will be adjusted accordingly.

Implementation date: May 2010

c. The next Contribution Agreement for the CMA (FY 2010/11 and 2011/12) will include a more clearly defined set of activities and results designed to provide support to the Canadian museum community.

Implementation date: Effective Apr/May 2010

d. The Minister has agreed that the existing MAP Terms and Conditions be extended for a year to allow consideration of more profound changes and adequate notice to program clients. The relationship between MAP and the Canada Cultural Investment Fund – Strategic Initiative component, and the role of international exchanges will be assessed as part of the consideration of more profound changes.

Implementation date: Completed

Responsibility: Director, Heritage Programs in consultations with Regional Directors & Cultural Managers

2. **Given the evolution in the program's environment since 1990, the Department should consider revisiting and updating its museum policy.**

MAP was introduced in 1972 and re-affirmed with the 1990 Canadian Museum Policy. In 2005, consultations took place as part of a process to design a new Canadian museum policy but a new policy was never announced. Although the 1990 vision for MAP was never fully implemented, today MAP's suite of components is still based on the original concept outlined in 1990: support for travelling exhibitions; upgrading of facilities and equipment for conservation, storage and preservation; collections management; professional development; and the preservation and management of Aboriginal heritage.

While stakeholders are generally supportive of MAP and its various components, the environment has evolved considerably since 1990, with the introduction of new technologies, other government programs and changes in socio-demographics and consumer interests.

The Department's museum policy needs to be updated, taking into consideration the needs of the museum community; the role of the federal government vis-à-vis other levels of government; and the range of support programs currently available. As part of this work, a "new" MAP program should be designed.

The Department should propose a plan for the policy development and program design activities, which would include specifying the timeframe for introduction of a new MAP program.

Management Response: Accepted, subject to decision by the Government

The department will seek Ministerial direction as to whether there should be an updated statement of museum policy to reflect the changes in the federal approach to and support for museums that have been introduced since the last policy in 1990. Should the Government wish to proceed with a new policy, the role of MAP would be defined in the context of the overall suite of federal support instruments.

Implementation date: December 2010

Responsibility: Executive Director Heritage Group in consultation with RexDs, Regional Directors and Cultural Managers

3. Performance measurement and program reporting need to be improved.

While the MAP program monitors various activity and output indicators (e.g., number and value of projects approved by region) based on data captured by the department's grant and contribution information system, no ongoing results-based performance information on MAP is provided to Canadians.

A regular performance report needs to be published for MAP (and the future new program), so that Canadians are made aware of the extent to which progress is being made towards the program's intended outcomes. The program also needs to implement a procedure whereby results data that is submitted by recipients is easily rolled up across projects to enable program-wide statistics on key performance indicators to be maintained.

Management Response: Accepted

a. Performance indicators developed in 2008-2009 will be reviewed and refined. An improved data collection strategy will be defined, together with a reporting strategy.

Implementation date: indicators /data collection strategy: March 31, 2010.

b. A standardized template that facilitates the gathering of relevant results-based information from clients will be developed and implemented.

Implementation date: Implementation of template and training. Jun 30, 2010.

c. Training sessions will be conducted for HQ and regional staff to ensure that all staff are well-informed on program outcomes, performance indicators and data collection requirements.

Implementation date: Implementation of template and training. Jun 30, 2010.

Responsibility: Director, Heritage Programs in concert with Regional Directors and Cultural Managers

4. Other improvements to program delivery are recommended

The Department should examine several other issues related to improving program delivery of the current program (and applied to a new MAP program as appropriate), including the following:

- Reduce the time required to approve MAP project applications.
- Review and improve the use of peer review as part of the application review process.
- Streamline the MAP application and reporting processes, which would not only reduce the burden on applicants/recipients but would reduce MAP administrative costs.
- Enhance the MAP website, to add information on success stories, lessons learned, etc.

Management response: Accepted

a. Program management, in consultation with Regional Directors and Regional Cultural Managers; will review the assessment tools available to facilitate file analysis and the ranking of applications. A common analysis grid will be developed and implemented, together with a template to facilitate the division of resources among regions.

Implementation date: March 31, 2010.

b. Peer Review Committees will continue to be used for the Access to Heritage and Aboriginal Heritage components. The Terms of Reference for the Expert Peer Review Committee structure will be revised, together with Guidelines for the committees, with a view to more clearly distinguishing the role of the committees and the role of staff.

Implementation date: February 28, 2010.

c. MAP applications forms will be reviewed with the objective of simplifying both the application and evaluation processes while continuing to enable risk-based analysis. As noted above, a standardized reporting template will be developed to facilitate clients' reports on project results.

Implementation date: September 30, 2010.

d. Following the implementation of the new data collection strategy and the new reporting template, consideration will be given as to what additional information could be made available through the Department's website within the limits of existing resources as part of the development of the reporting strategy.

Implementation date: March 31, 2011.

Responsibility: Director Heritage programs, in consultation with Regional Directors and Cultural Managers

1. Introduction and Context

1.1 The Museums Assistance Program

The original Museums Assistance Program (MAP) was created in 1972 as part of the implementation of the federal government's National Museum Policy. For the first time, the federal government would provide funding to non-federal museums across Canada. The program's objective was to ensure access for all Canadians to Canada's natural and cultural heritage.[2] More specifically, the Government's mandate was "preservation and access": preservation of the national heritage, and access by the greatest number of Canadians to the collections that compose that heritage. The national heritage was defined as the "collective memory of the country."[3]

MAP was re-affirmed with the 1990 Canadian Museum Policy, which outlined the following broad objectives:

- To foster access by present and future generations of Canadians to their human, natural, artistic and scientific heritage, and enhance awareness, understanding and enjoyment of this heritage.
- To encourage the development, management and preservation of significant and representative collections in all regions of Canada.
- To enhance excellence in museum activities across Canada through support to museological research and development and assuring service throughout Canada.

The Government would support the national museums as well as offer direct financial support to non-federal museums. Four programs were identified: MAP, the Movable Cultural Property Program, the Cultural Initiatives Program and the Canadian Job Strategy of Canada Employment and Immigration, and MAP would be the government's "main instrument of support for museums."[4]

It was announced that MAP's eligibility criteria would be broadened and its $8.5 million budget increased to $18 million. The program's component would be:

- Exhibitions – Support for travelling exhibitions of provincial, inter-provincial or international scope.
- Facilities upgrading and equipment – Support for the upgrading of facilities and equipment for conservation, storage and preservation.
- Collections management – support for documentation and automation of collections data.
- Professional development – Support for projects in museum research, standards development, instructional methods, and training, and for the evaluation of such projects.

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[2] Department of Canadian Heritage, *Summative Evaluation of Museums Assistance Program*, 2005, p. 6.
[3] Ibid.
[4] Minister of Supply and Services Canada, *Canadian Museum Policy*, 1990, p.7.

- Priority initiatives – Support for special services in priority areas.
- Aboriginal museum development – Support for preservation, protection and management of representative collections of Aboriginal cultures.

The decade of the 1990s featured cutbacks as part of a government-wide effort to reduce deficits. MAP's budget did not increase to the level predicted by the policy; its highest point was $13.4 million in 1994-95.[5] In 1996, its budget dropped to $7.9 million, support for facilities upgrading and equipment lessened, and the focus shifted to organizational and professional development.

By 1999, the program's priorities became exhibitions that would travel to a minimum of three provinces, Aboriginal museum development and organizational development (planning and feasibility studies, marketing and development strategies, and strategic planning to improve long-term financial viability).

MAP was last evaluated in 2005 as part of the program renewal process. The program was renewed for five years: 2005-06 to 2009-10, with a total cost of $64,336,000 ($12, 867,200 per year). The vote includes the Young Canada Works contribution funds allocated each year under the Government's Youth Employment Strategy ($3,189,000).

MAP resources were reduced by $2.315 million in September 2006 in response to the Government's announcement to identify $1 billion in program savings. The budget for Young Canada Works was increased in 2007 to $7.7 million in grants and contributions (plus $433K for O&M).

The current objectives of MAP are to:

- Facilitate Canadians' access to their heritage.
- Foster professionalism in museological activities and operations.
- Foster the preservation, protection and management of representative collections of Aboriginal cultures.

By achieving these objectives, the program aims to contribute to the longer-term outcome:

- Canadians have access to and experience Canada's diverse cultural heritage.

MAP consists of the following components and sub-components:

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[5] *Summative Evaluation of MAP*, 2005, p. 8.

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- **Canadian Museums Association Support –** Provides funding to the Canadian Museums Association in four areas for activities (communications, membership services, professional development and policy development) aimed at increasing the capacity of the museum community to professionally manage their institutions. The value of the contribution agreement was $1.635 million over the 2005-06 to 2007-08 timeframe.

The evaluation did not cover the Young Canada Works contribution funds, as the Government's Youth Employment Strategy was previously evaluated.

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[6] The maximum amount of funding was increased from $10,000 to $15,000 in October 2007.

1.2 The Evaluation

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The evaluation was conducted by Kelly Sears Consulting Group on behalf of Evaluation Services. An Evaluation Working Group guided the conduct of the evaluation. It was chaired by an ESD Project Manager and included representatives from the Heritage group, Heritage Policy Development, Public and Regional Affairs Sector, Public Opinion Research and the Strategic Policy, Planning and Research Branch.

The evaluation was conducted in two phases. The first phase was the preparation of the research design report, which involved a review of background documentation and interviews within PCH. This first phase was conducted from November 2008 to February 2009. The evaluation implementation phase commenced immediately thereafter and was completed in September 2009.

2.   Program Profile

This section provides a concise profile of the Museums Assistance Program (MAP).

2.1   History

The *Department of Canadian Heritage Act* confers on the Minister powers, duties and functions encompassing cultural heritage, i.e. national museums, archives and library, as well as national policies, programs and services. Heritage can be defined as collections of tangible and intangible cultural elements that are precious and meaningful to communities, which then ensure their protection for present and future generations.

Heritage organizations are key players in maintaining our national heritage. They are critical to the cultural, social, and economic life of communities across the country, drawing close to 60 million visits annually. In Canada, there are 2,500 heritage organizations, which provide employment for 24,000 Canadians, draw volunteer community support from another 50,000, and can count on over 200,000 members altogether. Museums[7] constitute the largest component of heritage organizations, with close to 1,500 institutions.

By supporting heritage organizations in advancing their mandate to protect and provide access to their collections, the Department of Canadian Heritage creates with them partnerships that enable the realization of one of its two long term outcomes: "Canadians artistic expressions and cultural content are created and accessible at home and abroad."

The federal government's main investment is for the support of cultural heritage in five Canadian Heritage portfolio organizations – four Crown corporations: National Gallery of Canada, Canadian Museum of Civilization Corporation, Canadian Museum of Nature, and the Canadian Museum of Science and Technology Corporation; and one agency: Library and Archives of Canada – all custodians of the national collections. A fifth national museum, the Canadian Museum of Human Rights, is scheduled to open in Winnipeg in 2012.

PCH also assists a large number of non-federal heritage organizations across Canada through legislation, programs and services. Together, these address many dimensions of ensuring the long-term preservation of, and access to, Canada's diverse heritage: the spaces in which heritage can be safely housed and effectively presented (Cultural Spaces Canada); the retention within Canada of significant cultural property (Movable Cultural Property Program); the techniques and practices necessary for conservation of collections (Canadian Conservation Institute); the professional skills to properly manage collections and make them accessible to the public (Museums Assistance Program); the business

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[7] The International Council of Museums defines a museum as "a non-profit making, permanent institution in the service of society and of its development, and open to the public, which acquires, conserves, researches, communicates and exhibits, for purposes of study, education and enjoyment, material evidence of people and their environment. (...)".

skills necessary to ensure financial viability in an increasingly competitive market (Canadian Arts and Heritage Sustainability Program); recruiting a new generation of heritage workers (Young Canada Works in Heritage Institutions); and creating compelling exhibitions to attract audiences in both physical and online spaces (Museums Assistance Program, Canada Travelling Exhibition Indemnification Program, Canadian Heritage Information Network/Virtual Museum of Canada).

MAP was originally established in 1972 with the announcement of the National Museum Policy and confirmed again in the 1990 Canadian Museum Policy. MAP facilitates the production and circulation of exhibitions across communities in Canada; it supports Aboriginal Peoples in protecting and accessing their heritage; and it fosters the development of sound museological practices within institutions. It was renewed in 2005 to reflect updated departmental planning and accountability processes.

With a current annual budget of $6.7 million dollars for grants and contributions, MAP provides funding to roughly 200 museums each year. Approved projects include those to be completed within one fiscal year, and others that extend into multiple years, based on their range and scope. Hundreds of other institutions, which are seasonal or without a full-time equivalent employee, are not eligible to the program.

Since 1977, the federal government has provided financial support to the Canadian Museums Association (CMA), the national organization for the advancement of the museum community, which has a membership of close to 2,000 museums and museum workers. The Canadian Museums Association Support component (CMAP) provides funding to CMA for: membership services, professional development, communications, and policy development. The value of the contribution agreement was $1.635 million over the 2005-06 to 2007-08 timeframe. The CMA is also responsible for the delivery of the Bursary Program under the contribution agreement for a maximum of $100,000 per year. The CMA is responsible as well for the delivery of certain activities under the Government's Youth Employment Strategy, including the Young Canada Works in Heritage Organizations and Young Canada Works at Building Careers in Heritage. These latter activities are not part of the scope of the present evaluation, as they were previously evaluated in the context of the renewal of the Youth Employment Strategy.

In 1990, the Governments of Canada and France signed the Canada-France Agreement on Museum Cooperation and Exchanges in furtherance of the 1965 Cultural Agreement. Its objectives are to foster the development of museum professionals through exposure to international best practices and the opportunity to develop joint projects. In order to better manage this agreement, it was decided to integrate projects related to this Agreement under MAP.

2.2   Objectives

The Museums Assistance Program is aligned with the 1990 Canadian Museum Policy's objectives:

- To foster access by present and future generations of Canadians to their human, natural, artistic and scientific heritage, and enhance awareness, understanding and enjoyment of this heritage.
- To encourage the development, management and preservation of significant and representative collections in all regions of Canada.
- To enhance excellence in museum activities across Canada through support to museological research and development and assuring service throughout Canada.

More specifically, MAP's objectives are to:

- Facilitate Canadians' access to their heritage.
- Foster professionalism in museological activities and operations.
- Foster the preservation, protection, and management of representative collections of Aboriginal cultures.

2.3   Logic Model

As part of the 2005 RMAF, a logic model (Figure 1) was developed that reflected MAP's outputs and outcomes. With the recent development of the Department's Performance Measurement Framework (PMF), the logic model was re-worked slightly in order to be consistent with the PMF. The main change made by the EWG was to eliminate one of the intermediate outcomes listed in the RMAF, "increased capacity of museums in representing their sector."

Figure 1
MAP Logic Model

ACTIVITIES

- Communication about MAP
- Advice and Guidance to heritage organizations
- Financial Assistance

OUTPUTS

- Projects funded through grants & contributions via 4 components completed
- Tools developed for efficient program delivery

| Access to Heritage | Aboriginal Heritage | Organizational Development | Canadian Museums Association Support |

IMMEDIATE OUTCOMES

| Production of travelling exhibitions and associated products | Preservation and interpretation projects of Aboriginal heritage | Policies and procedures relating to key museum functions; enhanced professional skills |

INTERMEDIATE OUTCOMES

| Increased opportunities for Canadians to appreciate their heritage | Increased adoption of sound professional policies and practices by museums |

LONG-TERM OUTCOME

Canadians have access to and experience Canada's diverse cultural heritage

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2.4 MAP Components

MAP provides grants and contributions through four components: Access to Heritage, Aboriginal Heritage, Organizational Development, and Canadian Museums Association Support. The Canada-France Agreement is also administered through MAP and is a fifth program element. Authority for two programs under the Government's Youth Employment Strategy is part of MAP terms and conditions; however, they were not part of the scope of this evaluation, as explained earlier.

Each component is designed to support different types of activities.

2.4.1 Access to Heritage

This component is intended to foster greater access to heritage across different geographic regions of Canada. Eligible projects are related to travelling exhibitions in order to assist heritage organizations to reach audiences and to reflect Canada's diverse cultural and natural heritage.

The Exhibition Circulation Fund (ECF) sub-component assists museums with the costs related to borrowing a travelling exhibition originating from a museum in another province/territory or from a federal heritage institution (the out-of-province requirement does not apply). Following the closure of Exhibit Transportation Services at the Canadian Conversation Institute and to keep abreast of rising costs (particularly transportation), the maximum amount of funding per project was increased from $10K to $15K in October 2007. In 2005-06, the maximum was $5K.

2.4.2 Aboriginal Heritage

This component provides funding to Aboriginal organizations and partner heritage organizations to enrich, preserve, present, and manage Aboriginal cultural heritage. This component also seeks to increase public awareness and understanding of the rich and diverse cultures of Aboriginal Peoples.

2.4.3 Organizational Development

This component provides funding for projects that strengthen professional standards for the management of key museums functions such as collections management as well as the preparation of museum professionals and volunteers by updating and expanding their knowledge and skills, the development of sound policies and practices, activities designed to place the institution on a more professional footing. The component could support organizations in the development of resources or services to multiple museums.

2.4.4 Canadian Museums Association Support

This component has a single-client beneficiary whereby funding is provided to the Canadian Museums Association for membership services and administration, professional development, communications and policy development.

In addition to these four components, the Canada-France Agreement is a reciprocal agreement that aims at creating and developing special, lasting ties between museums and museum professionals in Canada and France, as well as enhancing skills and competencies of museum professionals. It also assists Canadian organizations in developing new international partnerships and in reaching new potential audiences for Canadian heritage and collections. Originally delivered by the Quebec region, this agreement was attached to MAP in 2006-07. Projects funded under this agreement must be aligned with the objectives of the Organizational Development component of MAP.

2.5   Resources

Program support takes the form of contributions and grants that fund up to 70 per cent of total eligible project costs depending on the components.

Total government assistance will not exceed 100 per cent of the eligible expenses. The Department of Canadian Heritage's participation in an individual project is limited to the maximum amount, but shall normally not exceed 70 per cent. In exceptional cases, to meet the objectives with respect to under-served populations and communities, MAP's participation can go up to 85 per cent of total eligible expenses. Exceptional circumstances include projects in remote or rural areas or targeting under-served communities and populations (e.g. Youth, Official Language minorities, Aboriginal, and ethno-cultural communities). The Program will ensure that the transfer payment assistance provided under all components respects the established stacking limits and that the federal contribution is based on the Total Government Assistance received (federal, provincial and municipal assistance for the same purpose and eligible expenses).

MAP resources, including the contribution to the Canadian Museums Association, had been constant since 1998-99. The approved Treasury Board budget according to the Main Estimates for MAP was $9,678,200 in 2005-06. MAP resources were reduced by $2.315 million in September 2006 in response to the Government's announcement to identify $1B in program savings.

Table 1 summarizes the budget of MAP for the 2005-06 to 2009-10 timeframe. The figures include the operating costs for the program (Vote 1: salaries and wages). The table does not include the funding (under Vote 5) for the Youth Employment Strategy, which is not part of the scope of the present evaluation study. The contribution funds allocated each year under the Youth Employment Strategy for the Young Canada Works in Heritage Organizations component and the Young Canada Works at Building Careers in Heritage component are $7,720,800.

Table 1
MAP Budgets, 2005-06 to 2009-10 ($)

	2005-06	2006-07	2007-08	2008-09	2009-10
FTEs (#)	15	15	15	15	15
Vote 1 (Salaries and Wages)	449,600	449,600	449,600	449,600	449,600
Vote 5 :					
Grants	2,500,000	2,500,000	2,500,000	2,500,000	2,500,000
Contributions	6,555,600	6,555,600	6,555,600	6,555,600	6,555,600
Less: Reduction to MAF Budget	-	(2,315,000)	(2,315,000)	(2,315,000)	(2,315,000)
Total	**9,505,200**	**7,190,200**	**7,190,200**	**7,190,200**	**7,190,200**

Note: Excludes the Young Canada Works contribution funds and associated salaries and wages.

2.6 Stakeholders and Beneficiaries

Potential recipients are required to submit project applications through PCH regional offices for review of eligibility. For two components, Access to Heritage and Aboriginal Heritage, a peer review assessment of applications is carried out. For the third component, Organizational Development, applications are reviewed by program staff in the regions. Program management at HQ forward recommendations to the Minister's office for approval.

The Museums Assistance Program can provide financial support to:

- Incorporated, non-profit Canadian museums that:
  o Provide services to the public year-round.
  o Employ at least the equivalent of one full-time professional staff.
  o Have policies for key museological functions and a three to five-year strategic/business plan (with some exceptions allowed under the Organizational Development component).
- Incorporated non-profit museums and heritage service organizations.
- Aboriginal organizations and governing bodies with a mandate to preserve and support Aboriginal heritage.

MAP works with a number of partners including other government departments at federal, provincial and regional levels, associations and not-for-profit groups representing the interests of target communities.

2.7   Governance

Overall accountability for the integrity of MAP resides within the Heritage Policies and Programs Branch (HPPB) of the Citizenship and Heritage Sector in PCH. It is responsible for the development and distribution of learning/information/support materials, guidelines as well as application forms, and it manages the overall budget. HPPB is also responsible for program analysis, reports and results. The Centre for Expertise, OCAEE as well as Finance are closely involved in the development and management of administrative procedures, due diligence, data collection and program results.

MAP's operation and delivery are decentralized; the program operates through the combined efforts of HPPB, regional offices and central services at headquarters. Information is shared among all, tools are developed in collaboration, and strengthening program capacity is a collective exercise. Working groups are created on an ad hoc basis to improve different aspects of the program such as guidelines and evaluation tools.

MAP is managed at PCH headquarters and is coordinated through the five regional offices (located in Moncton, Montreal, Toronto, Winnipeg, and Vancouver), with the support of the district offices.   PCH regional offices are responsible for regional program activities including the evaluation of applications based on national evaluation instruments, the monitoring of funded projects and the collection of essential data for results measurement.

The Office of Chief Audit and Evaluation Executive (OCAEE) ensures audit and evaluation needs are articulated, applied and measured. OCAEE acts as Internal Auditor and conducts internal reviews, program evaluation, studies and program audit for contribution based projects.

2.8   Level of Activity

2.8.1 Number of applications

As shown in Table 2, there were a total of 668 applications to MAP over the three-year period, consisting of 455 approved projects and 213 non-approved projects. The number of applications to MAP declined from 248 in 2005-06 to 198 in 2007-08, a decrease of 20.2%. There are likely a number of factors explaining this decline. For example, as discussed earlier, MAP's budget was reduced in 2006-07. Other factors are discussed below.

The Organizational Development component had the highest level of activity over the three-year period, accounting for 310 out of the total of 668 MAP applications (46.4%), followed by Access to Heritage (181 applications, or 27.1% of the total), Aboriginal Heritage (99 applications, or 14.8%), Exhibition Circulation Fund (61 applications or 9.1%), and the Canada-France Agreement (14 applications or 2.1%).

Table 2: Number of MAP Applications, 2005-06 to 2007-08

	2005-06	2006-07	2007-08	Total
Access to Heritage				
# approved	55	42	24	121
# non-approved	21	19	20	60
Total # of applications	76	61	44	181
Exhibition Circulation Fund				
# approved	20	15	22	57
# non-approved	0	1	3	4
Total # of applications	20	16	25	61
Aboriginal Heritage				
# approved	25	20	18	63
# non-approved	11	14	11	36
Total # of applications	36	34	29	99
Organizational Development				
# approved	80	75	48	203
# non-approved	35	28	44	107
Total # of applications	115	103	92	310
Canada-France Agreement				
# approved	0	5	3	8
# non-approved	0	2	4	6
Total # of applications	0	7	7	14
Canadian Museums Association				
# approved*	1	1	1	3
# non-approved	0	0	0	0
Total # of applications	1	1	1	3
Total MAP				
# approved	181	158	116	455
# non-approved	67	64	82	213
Total # of applications	248	222	198	668

* For the CMA component, one approved project is listed per year as part of the single contribution agreement.

2.8.2 Number and dollar value of approved projects

As shown in Table 3, a total of 456 MAP projects were approved over the three-year period (note that the CMA component consists of one contribution agreement with the CMA, counted as one project per year). Of this total, 212 projects (46.5%) were Organizational Development projects, followed by 122 Access to Heritage projects (26.8%), 62 Aboriginal Heritage projects (13.6%) and 57 Exhibition Circulation Fund projects (12.5%).

Access to Heritage projects tended to be larger in value (average of $78.2K), while ECF projects were the smallest in size ($6.9K).

In terms of trends over time, there was a sharp decrease in the number of Access to Heritage projects, from 55 in 2005-06 to 24 in 2007-08. This is due to a number of factors. While part of this decrease is due to the fact that MAP's budget was cut, our interviews with PCH personnel in the regional offices indicated that there has been a drop in demand for this component in some regions, such as Ontario. Some of the key informants in museums who were interviewed noted that it can be challenging to find other museums that are interested and able to borrow their exhibits. These projects are also complex and time consuming to manage. This subject is discussed further in Section 5.1.

Similarly, there was also a decline in the number and value of Organizational Development projects over the three-year period.

In contrast, the number of ECF projects increased in 2007-08 following a decline in the previous year. PCH managers noted that demand for this component has continued to increase during 2008-09 and into 2009-10, due to a number of factors, including the termination of the Exhibition Transportation Service at the Canadian Conservation Institute. On the other hand, some key informants and one of the case study organizations commented that there are fewer touring exhibits today compared to a few years ago. Key informants and a case study organization commented that one of the strengths of the ECF component is the fact that applications are accepted at any time.

Table 3: Number and Dollar Value of Approved MAP Projects, 2005-06 to 2007-08

Component	2005-06	2006-07	2007-08	Total
Access to Heritage				
# approved projects	55	43	24	122
$ value of approved projects	3,823,663	3,799,532	1,918,183	9,541,378
Average $ per project	69,521	88,361	79,924	78,208
Exhibition Circulation Fund				
# approved projects	20	15	22	57
$ value of approved projects	114,817	108,106	171,988	394,911
Average $ per project	5,741	7,207	7,818	6,928
Aboriginal Heritage				
# approved projects	24	21	17	62
$ value of approved projects	2,019,811	1,228,618	1,007,904	4,256,333
Average $ per project	84,159	58,506	59,288	68,651
Organizational Development				
# approved projects	82	75	55	212
$ value of approved projects	2,526,301	2,408,713	1,421,147	6,356,161
Average $ per project	30,809	32,116	25,839	29,982
Canadian Museums Association				
# approved projects	1	1	1	3
$ value of approved projects	565,000	535,500	535,000	1,635,500
Average $ per project	565,000	535,500	535,000	545,167
Total MAP				
# approved projects	182	155	119	456
$ value of approved projects	9,049,592	8,080,469	5,054,222	22,184,283
Average $ per project	49,723	52,132	42,472	48,650

Source: PCH.

2.9   Other Government Programs

Museums obtain financial support from many sources, both public and private. This section summarizes the main federal government programs that have been accessed by museums in recent years. The following is a summary of the major programs, which include both funding programs and other forms of assistance. The list is based on the results of the survey of MAP recipients that was conducted during the evaluation. The survey asked recipients to list the federal government programs that they had accessed during the past three years.

2.9.1 Young Canada Works in Heritage

As part of the Government's Youth Employment Strategy, Young Canada Works consists of five components, two of which are focused on the heritage sector. Young Canada Works in Heritage Organizations provides support for student summer jobs, with the objective of learning and building skills that connect to career options in heritage. Young Canada Works at Building Careers in Heritage helps to develop career prospects for graduates through projects that help heritage organizations achieve their mandate either in Canada or abroad. As described earlier, the authority for these two programs is provided under MAP's terms and conditions.

These two programs are very popular with museums across Canada, as the survey found that 72 per cent of MAP recipient organizations had participated in one or both of these programs over the past three years.

2.9.2 Canadian Arts and Heritage Sustainability Program (CAHSP)

Created as part of the 2001 *Tomorrow Starts Today* initiative, CAHSP supported the growth and long-term survival of arts and heritage organizations by providing assistance to strengthen organizational effectiveness and to build organizational capacity. Of the six CAHSP components (Stabilization, Capacity Building, Endowment Incentives, Support to Endangered Arts Organizations, Cultural Capitals of Canada and Networking Initiatives), museums could apply to two components.

The *Stabilization* component was intended to help establish Stabilization funds that are run by independent, non-profit organizations within a specific geographic area.

The *Capacity Building* component was intended to help individual arts and heritage organizations that did not have access to a Stabilization project, in order to improve their administrative, organizational and financial structures.

In 2007-08, PCH undertook a Strategic Review as part of a government-wide initiative coordinated by TBS. The February 2008 Budget outlined a number of budget re-allocations, which affected some CAHSP components. The Stabilization component was terminated and the Capacity Building component was to be wound down. It entered its final funding cycle in 2009-10. As noted in the 2009 Summative Evaluation of CAHSP, the department intends to develop a new program to continue to support the sustainability of Canadian cultural organizations.[8]

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[8] Department of Canadian Heritage, *Summative Evaluation of the Canadian Arts and Heritage Sustainability Program*, February 2009, p.4.

2.9.3 Cultural Spaces Canada

This PCH program was also introduced as part of the 2001 *Tomorrow Starts Today* initiative. It is intended to improve physical conditions for artistic creativity and innovation. It provides contributions to support the improvement, renovation and construction of arts and heritage facilities, as well as the acquisition of specialized equipment and the conduct of feasibility studies. In June 2009, the program was renamed the Canada Cultural Spaces Fund. Budget 2009 announced a $60 million increase over two years ($30 million in each of 2009-10 and 2010-11).

2.9.4 Canadian Culture Online Strategy

The Canadian Culture Online Strategy was launched by PCH in May 2001 with the overriding purpose that Canadians would have access to interactive, digital cultural content. The CCOS consisted of several components/activities, including the Partnership Fund, Gateway Fund, New Media Research and Development Networks Fund, New Media R&D Initiative, Canada New Media Fund, Canadian Works of Reference Licensing, Canadian Memory Fund, culture.ca and culturescope.ca and the Virtual Museum of Canada Investment Program and Community Memories program.

Four of the components have been particularly relevant to museums. The Gateway Fund provides funding to Aboriginal and ethno-cultural communities to make Canadian content available online. The Partnerships Fund is designed to assist partnership initiatives between not-for-profit, public and private organizations to connect all Canadians with the riches of Canada's cultural heritage by making Canadian cultural collections available online. The Virtual Museum of Canada (VMC) Investment Program provides funding to create digital content based on the holdings and knowledge of Canadian museums and makes that content available free of charge to Canadians through the VMC portal. Finally, the Community Memories Fund provides software to smaller museums so that they can create online exhibits on their local history.

As a result of expenditure review exercises, the Canadian Memory Fund and the New Media Research Networks Fund were not extended beyond 2008-09, and the New Media R&D Initiative was not extended beyond 2007-08. The culture.ca and culturescope.ca portals were discontinued. The Gateway Fund and Partnerships Fund entered their final funding cycle in 2009-10. In September 2009, the Government announced the creation of the Canadian Interactive Fund, which will replace the Partnerships Fund and Gateway Fund.[9]

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[9] http://www.pch.gc.ca/pc-ch/infoCntr/cdm-mc/index-eng.cfm?action=doc&DocIDCd=CR091455

2.9.5 Canada Travelling Exhibitions Indemnification Program

Through this PCH program that was introduced in 1999, the Government assumes financial liability for loss or damage to objects in an eligible travelling exhibition. In 2007-08, ten exhibitions were indemnified through this program, which saved Canadian museums and galleries approximately $4 million in insurance costs.

2.9.6 Canadian Heritage Information Network

The Canadian Heritage Information Network (CHIN) is a Special Operating Agency of PCH. It is a national centre of expertise dedicated to fostering excellence in developing, presenting and managing digital heritage content. Approximately 1,200 museums across Canada belong to the network. The CHIN website provides free access to a large collection of information and skills-development resources designed for heritage professionals and volunteers. It also administers the Virtual Museum of Canada, the Virtual Museum of Canada Investment Program and Community Memories program (described above).

2.9.7 Canadian Conservation Institute

The Canadian Conservation Institute is a Special Operating Agency of PCH. It preserves Canadian heritage and supports conservation and heritage institutions by creating and disseminating conservation knowledge and providing expert services. One such service was the Exhibition Transportation Service (ETS). Created in 1976, the program provided shipping services to art galleries and museums on a cost-recovery basis. The service provided climate-controlled vehicles and trained drivers who acted as the "art handlers" at pick-up and delivery points. The service came into existence because of the specialized requirements for art and cultural objects when shipped across the country. The ETS was cancelled effective April 2008.

2.9.8 Canada Council for the Arts

The Canada Council for the Arts, which reports to Parliament through the Minister of Canadian Heritage, is a national arms-length agency which fosters the development of the arts in Canada through grants, services and awards to professional Canadian artists and arts organizations, as well as administering scholarly awards.

The *Assistance to Art Museums and Public Galleries* supports the work undertaken by these institutions to advance knowledge about and promote the enjoyment of contemporary visual arts. The program provides financial assistance for the following activities in contemporary visual arts: collections management; curatorial research; presentation and circulation of exhibitions; publication; public programming activities; audience development; administration; and promotion. The value of grants ranges from $10,000 to $300,000.

2.10 The 2005 Evaluation

As noted earlier, a summative evaluation of the Museums Assistance Program and the Canadian Museums Association Program was undertaken in 2004-05. It provided an opportunity to review the synergies that existed among the different Canadian Heritage programs that support the development of the Canadian museum sector. As a result of this review, clearer criteria were developed for MAP, which were intended to ensure the elimination of any potential overlaps between MAP, the Canadian Arts and Heritage Sustainability Program (CAHSP) and Cultural Spaces Canada. Further, the strengthening of the criteria and accountability frameworks for MAP has brought the program in line with current practices within both PCH and the federal government as a whole. The evaluation provided program management with a number of observations and recommendations to improve the program's relevance and reporting capacity. Those observations and recommendations were taken into consideration in the development of MAP's 2005 Terms and Conditions.

The evaluation also noted that the Department of Canadian Heritage should explore options that would allow the development and implementation of horizontal performance indicators for all PCH programs and initiatives that assist museums.

An RMAF was developed for MAP in 2005, and included the renewed criteria, a monitoring and evaluation plan as well as improved data collection systems, intended to strengthen the program's capacity monitoring and its ability to report on its results.[10] Guides and templates aimed at helping clients to identify performance indicators and to gather data were reviewed in order to address one of the main issues identified in the evaluation: the lack of reporting on activities.

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[10] Department of Canadian Heritage, *Museums Assistance Program: Results-based Management and Accountability Framework*, May 11, 2005.

3.   Purpose and Scope of the Evaluation

Evaluation Services Directorate (ESD) of the Office of the Chief Audit and Evaluation Executive (OCAEE), Department of Canadian Heritage (PCH) was responsible for the evaluation. The evaluation study is part of the audit and evaluation plan of OCAEE. The authority for the current program expires on March 31, 2010. The results of the evaluation will be taken into account in renewing the program.

The evaluation was conducted by Kelly Sears Consulting Group on behalf of ESD. An Evaluation Working Group (EWG) guided the conduct of the evaluation. It was chaired by an ESD Project Manager and included representatives from the Heritage Group, Planning and Research Branch of Planning and Corporate Affairs and Public Opinion Research Group.

The evaluation covered the activities of the program for the three fiscal years from 2005-06 to 2007-08. All of the MAP components and sub-components described in section 2 were examined by the study.

The evaluation was carried out in two phases. Phase 1 involved preparation of an evaluation framework report, which confirmed the study issues and methodology. Phase 2 was the evaluation implementation phase. Phase 1 was completed in February 2009. Phase 2 commenced immediately thereafter, and the final report was submitted to PCH in September 2009.

The first phase of the evaluation study involved interviews with PCH managers, which discussed and confirmed the issues to be examined. These are as follows:

A.   Rationale and Relevance

1.   Is there a continuing need for MAP?
2.   Is federal government intervention justified?
3.   To what extent is the program aligned with Government and departmental priorities, including the department's strategic objectives?

B.   Success and Impacts

4.   To what extent has the program met its immediate and intermediate results?
5.   Did other unintended impacts or effects (positive or negative) result from MAP?
6.   Does MAP have appropriate performance measurement?
7.   How well does MAP meet the federal government's commitment under Section 41 of the *Official Languages Act* to linguistic minority communities in Canada?

C.   Cost-Effectiveness and Alternatives

8.   To what extent does MAP complement, duplicate/overlap or work at cross purposes with other federal, provincial and municipal government programs that provide support to museums?

9.   Are any changes required to the MAP delivery strategy? The specific questions are:
   a)   How effective is MAP's communications strategy, particularly in terms of managing the expectations of clients?
   b)   What are the administrative costs incurred in delivering MAP?
   c)   What are the pros and cons of the decentralized vs. centralized delivery model?
   d)   What are the pros and cons of using peer review panels to assess applications?

Section 5 presents the main study findings for each of the evaluation issues and questions.

4. Methodology and Constraints

An evaluation matrix, which summarizes the data collection methods used to address each evaluation issue and question, was prepared as part of the evaluation framework phase and is included in Appendix A.

4.1 Methodology

4.1.1 Key informant interviews

A total of 37 in-depth interviews were conducted with key stakeholders knowledgeable about MAP. They were asked to comment on the various evaluation issues (the interview guide is included in Appendix C). The key informants were selected by the EWG and represented the following groups:

- PCH – including senior managers and MAP program managers and officers from the various regional offices.
- Recipients of MAP funding.
- Museums sector associations.

In addition to the one-on-one interviews, a focus group was held in Ottawa with MAP program officers from across Canada in January 2009.

The list of key informants is included in Appendix B. Most of the interviews were conducted by telephone, while in-person interviews took place with key informants located in Ottawa, Ontario and Gatineau, Quebec.

4.1.2 Document review

The purpose of this method was to provide the evaluation team with an understanding of MAP and also provide information and data to help respond to the evaluation issues. The documents reviewed included the following:

- Program terms and conditions.
- MAP Results-based Management and Accountability Framework (2005).
- Performance Measurement Framework (PMF) for the PCH Program Activity Architecture (PAA).
- Previous MAP evaluation reports (2005 and 2002).
- MAP 2009 Internal Audit report.
- MAP funding application guides.
- Grant and contribution agreements between PCH and recipients.

4.1.3 File and database review

The first part of the file review was to extract quantitative and qualitative information on the number, type, and value of the projects financed over the years, the numbers of applications and recipients, the distribution of funding by region, etc. Data was obtained both from the department's Grants and Contributions Information Management System (GCIMS) and from a detailed report prepared by the program that analyzed MAP expenditures over the years.

A second part of the file review involved an on-site review of a sample of 20 project files (drawn from the various components). Kelly Sears selected the sample and the regions assembled the files and sent them to HQ. The file review helped to assess program delivery and the issue of performance measurement and reporting of results.

4.1.4 Case studies of MAP projects

The aim of the case study method was to provide a deeper understanding of the way each of the MAP components works in practice and to explain in greater detail the impacts of projects. A total of four case studies were carried out, which covered the four main MAP components/sub-components (Access to Heritage, Exhibition Circulation Fund, Aboriginal Heritage and Organizational Development). Each case study involved a review of the MAP project files as well as telephone interviews with a representative of the recipient organization and with the PCH program officer.

The case study interview guide is included in Appendix C.

4.1.5 Surveys of funding recipients, applicants and non-applicants

Three web-based surveys were undertaken by the survey firm Corporate Research Associates:

- All MAP recipient organizations that received approval for MAP projects between 2005-06 and 2007-08.
- All non-funded applicants between 2005-06 and 2007-08.
- A sample of non-applicant museums (i.e., those that were eligible for funding but did no apply), including past MAP recipients who did not apply following the 2005 renewal of the program.

For the survey of recipients, examples of topics covered were the following:

- Ratings of the support provided by the Canadian Museums Association.
- Participation in, and views of the Bursary Program administered by the CMA.
- Views on MAP's administrative and reporting requirements.
- Specific results/impacts of the most recent MAP-funded project. (Similar surveys conducted for other PCH evaluation studies typically focus on the most recent project, as there is higher likelihood that the personnel who worked on the project are still with the recipient organization.)

- Suggestions for improvements to MAP.

Unsuccessful funding applicants were asked similar questions (as appropriate), as well as: (a) if they were able to proceed with their project (in the same way or in another way) without MAP funding; (b) if so, what were the results; and, (c) what was their experience with the MAP application process.

A sample of organizations that could have applied for funding, but did not, was also conducted. The goal was to discover the reasons behind their decision (for example, lack of awareness, interest or applicability, etc.).

The objective was to survey a complete census of MAP recipients and applicants over the three-year period covered by the evaluation. (For non-applicants, a database was not available from the Department and a list was assembled based on input from MAP program officers from the five regions.)

PCH provided the survey company Corporate Research Associates with a database of MAP recipients and applicants consisted of 525 records (1 per project). This database was an extract from the department's Grants and Contributions Information Management System (GCIMS). Of these 525 records, 11 lacked e-mail addresses, leaving a total of 514 organizations to be surveyed. Of these, 142 e-mail invitations were undeliverable, leaving a useable sample of 372 records. Of the 372 organizations that were surveyed, 151 responded, for a response rate of 41 per cent, which is above average for this type of survey. However, the fact that 153 out of 525 records lacked valid e-mail addresses is an issue that should be addressed by the department.

4.2   Constraints

The main challenges faced by the evaluation study and its limitations were as follows:

- MAP is a multi-faceted program, with several components/sub-components and targeted client groups (including museums and Aboriginal heritage organizations). Each component/sub-component in turn has its own objectives. Each of these parts of MAP could be the subject of a separate evaluation. While the evaluation was able to assess each component, certain evaluation issues would require further research. These are identified throughout the report.
- Virtually no results-based performance data has been analyzed by the program over the years. Although funding recipients are required to submit end-of-project reports, these are of varying quality and level of detail, and whatever results data that has been submitted is not rolled up across projects. This issue was identified by the previous 2005 evaluation, and little progress has been made since then. Consequently, information on program impacts had to be gathered entirely from the data collection methods employed by the evaluation study.

- It was difficult to assess the success of the program in meeting its two longer-term outcomes (increased access and adoption of professional practices). Some evidence was gathered on the access outcome. For example, museums that had received funding to design and build travelling exhibits under the Access to Heritage component were surveyed, which gathered data on the number of times the exhibit had travelled to other venues and the number of visitors to the exhibit. Coupled with the results of the interviews with recipients and case studies, the evaluation was able to arrive at fairly robust conclusions with respect to this outcome. However, it was more difficult to assess the "adoption of professional practices and policies" outcome, due to the absence of appropriate indicators and data. The evaluation had to rely primarily on the views of recipients (gathered via the key informant interviews, case studies and recipient survey) on the success of their funded projects – and recipients of government funding would be expected to have a positive view. Had additional time and resources been available for the evaluation, an option would have been to conduct a study to assess the state of professional practices within museums and the role played by MAP. As discussed later in this report, we would have expected the program to be doing its own research on this subject and others over the years.

5.   Evaluation Findings

This section presents the findings from the evaluation study, organized by the evaluation issues and questions (listed in Section 3).

5.1   Rationale and Relevance

An evaluation study typically examines the issue of the continuing relevance of a program by assessing whether the needs that existed at the time the program was introduced are still in evidence today. The methodology report identified two questions under the rationale and relevance heading, which are discussed below.

5.1.1 Is there a continuing need for MAP?

Overall, almost all key informants expressed a high level of support for MAP, although their justification for its continuance typically was based on the fact that the majority of museums are strapped for resources and are fearful that the Government might eliminate this program (the termination in 2008 of CAHSP's Capacity Building component was often mentioned during the interviews, since many MAP recipients had also accessed this program). Given most key informants commented on only those MAP components that they had interacted with, they tended to comment on the rationale for these components rather than on the rationale for MAP as a whole. Their views on the various components are presented later in this section.

The survey of MAP recipients, applicants and non-applicants addressed the relevance issue through several questions (the survey questionnaire is included in Appendix C). One question was whether MAP should continue as is, i.e., without any changes to its components. As shown in Table 4, overall, a slight majority of MAP recipients are supportive of MAP in its present form, as 58 per cent agreed that the program should continue "as is." However, when asked what changes, if any, should be made to MAP, the responses indicated that recipients are not looking for a new or different program; rather, they are looking for improvements to the delivery of the existing program. As shown in Figure 2, 39 per cent stated that they wanted increased funding, and 18 per cent called for a more timely approval process and a simpler application/reporting process.
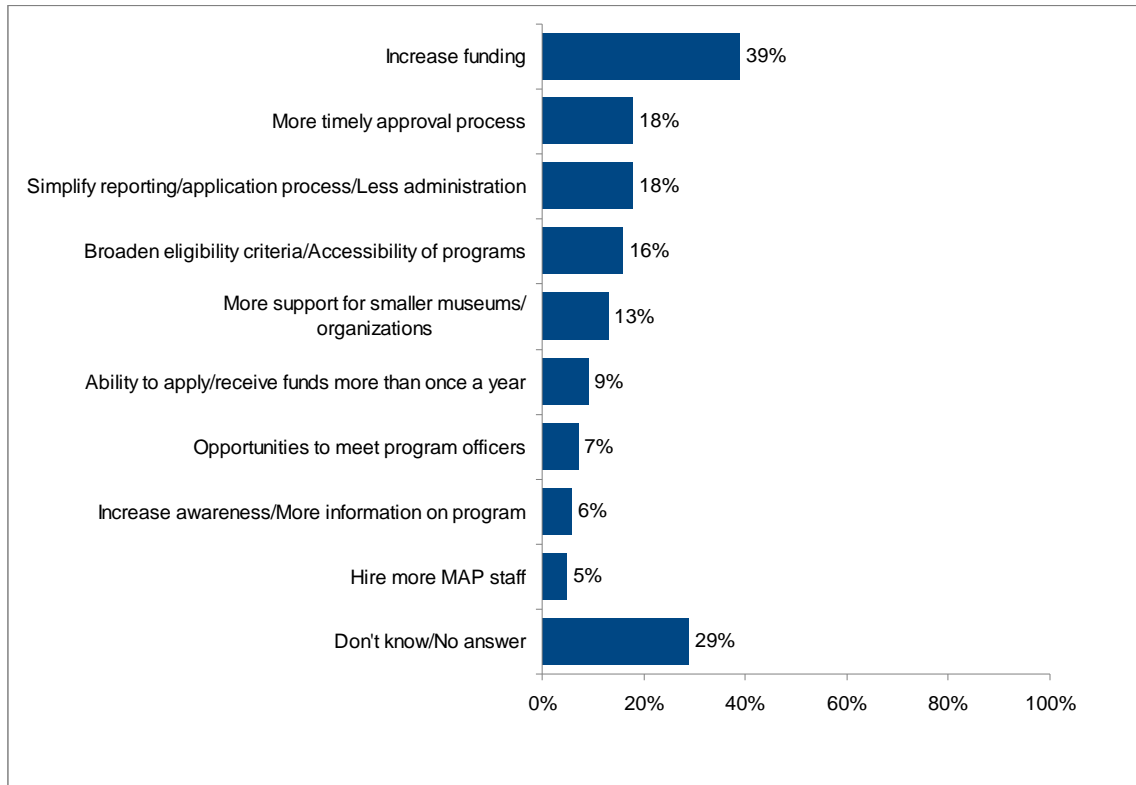
Table 4
Importance of MAP and its components (Survey of recipients)

Q. 29 – To what extent do you agree or disagree with the following statements?

	1 Strongly Disagree	2 Disagree	3 Neutral	4 Agree	5 Strongly Agree	Don't know/No opinion	Total	n	Mean Rating
a) The federal government should continue to offer MAP as is	9%	8%	21%	27%	31%	3%	100%	100	3.6
b) The Access to Heritage component is important to Canadian museums and heritage organizations	0%	2%	3%	15%	76%	4%	100%	100	4.7
c) The Aboriginal Heritage component is important to Aboriginal organizations and communities	0%	4%	5%	22%	38%	30%	100%	100	4.4
d) The Organizational Development component is important to Canadian museums and heritage organizations	0%	1%	4%	20%	73%	2%	100%	100	4.7
e) The services provided by the CMA under MAP are important to the heritage community	0%	0%	5%	21%	66%	8%	100%	100	4.7

Recipients are also highly supportive of the Access to Heritage and Organizational Development components, as 91 per cent and 93 per cent, respectively, stated that these components are important to Canadian museums (Table 4). The level of support for the Aboriginal Heritage component was also positive but less strong, as 60 per cent agreed that this component is important to Aboriginal organizations and communities. However, 30 per cent of recipients did not offer an opinion, perhaps because most respondents had not used this component and therefore were not able to answer the question. Further analysis revealed that Aboriginal Heritage recipients specifically were highly supportive of this component, as 88 per cent agreed (and 0 per cent had no opinion).

Figure 2
Suggested Changes to MAP (Survey of Recipients, n=100)

MAP recipients and applicants were also asked to state their overall satisfaction with MAP. As shown in Table 5, 79 per cent of recipients are satisfied with MAP, and only 7 per cent are dissatisfied. The corresponding figures for non-funded applicants are somewhat lower, yet still fairly positive: 53 per cent are satisfied and 15 per cent are dissatisfied. The last section of this chapter provides further information on the strengths and weaknesses of MAP.

Table 5
Overall satisfaction with MAP (Survey of recipients and applicants)

Q. 30 – Overall, how satisfied are you with MAP?

	1 Very Dissatisfied	2	3	4	5 Very Satisfied	Don't know/No opinion	Total	n	Mean Rating
Recipients	0%	7%	13%	50%	29%	1%	100.0%	100	4.0
Applicants	6%	9%	29%	35%	18%	3%	100.0%	34	3.5

Finally, another indicator of the importance of the program is its reach within the museum community. As shown earlier in Table 3, MAP funded a total of 453 funded projects (excluding the CMA component) between 2005-06 and 2007-08. A total of 259 organizations received funding (for an average of 1.75 projects per organization). The program does not maintain statistics on the number of organizations eligible for MAP funding. However, the program did generate an estimate as part of the previous 2005 evaluation study, which determined that there were 700 eligible organizations. Assuming this figure is more or less the same today, then MAP reached roughly 37 per cent of eligible institutions over the three-year period.

The findings regarding the rationale for the various MAP components are provided below.

a)   Access to Heritage

This component encourages the production and circulation of exhibits that are intended to travel between provinces/territories. According to program management, the requirement for inter-provincial travel provides the rationale for federal government support.

In assessing the rationale for this component, we focused on analyzing whether museums across Canada continue to have an interest in designing, building and circulating travelling exhibits.

This component appears to be of interest to a subset of museums in Canada: those that have the capability and resources to both develop and circulate travelling exhibits. Key informants noted that many smaller and medium-size museums find it challenging to create an exhibit that will be of interest outside of the province.

However, we also interviewed larger museums that do not participate in this component, as they tend to create very large exhibits that are marketed internationally. While such exhibitions conceivably could have a market in Canada, the fact is that very few museums have the capability to borrow and house these exhibits, due to a variety of factors, including space constraints, the requirement for stringent environmental controls and the costs of borrowing.

Many key informants and one of the case study organizations questioned the requirement that the funded exhibit must travel outside the province (indeed, a few key informants stated that this component is trying to get museums to do something that they are not interested in doing). While a museum located on the border between two provinces or in one of the Maritime provinces can easily fulfil this requirement, a museum located within, say, a remote region of Quebec has to ship the exhibit a much longer distance (at greater cost).

Further, museums in several of the large provinces argued that intra-provincial circulation of travelling exhibits is as important as inter-provincial travel, as Canadians are interested and find value in learning about the culture and heritage of various parts of their home

province. In short, while museums may understand the federal interest that requires inter-provincial travel, it is not easily accomplished. We noted in the review of background documents that at one time, Access to Heritage exhibits had to travel to three venues outside the home province, which was subsequently reduced to two. The success and impacts section of this report provides information on the extent to which Access to Heritage exhibits travel outside their home province.

Some key informants within the Department also questioned the "inter-provincial travel" rationale. They stated that if this is the rationale for Access to Heritage, then why does the Department offer such programs as Building Communities through Arts and Heritage, which has a local community focus?

One of the factors that limits the level of demand is that it is mainly of interest to art museums, as it is less complex as well as less expensive to produce a travelling exhibit for art works (paintings) compared to other types of culture and heritage (such as hands-on exhibits in science and technology museums).

Several key informants also stated that while they appreciated the support for travelling exhibits, the more pressing need was to re-develop their permanent exhibitions. They argued that given the overall strategic objective of the Department is to increase access to Canadian culture and heritage, then a revamping of museums' permanent exhibits would have a relatively greater impact on this objective.

As discussed earlier, the number of applications to the Access to Heritage component declined substantially over the three-year period covered by the evaluation (Table 2). MAP program officers also noted that the level of interest in this component varies considerably from region to region. An internal analysis by the program of trends in the number and value of projects in recent years found that this component has been particularly popular in Quebec. PCH managers suggested that this was due to a number of factors, including the provision of enhanced core funding to museums by the provincial government and the proficiency of Quebec museums in organizing circulating exhibits. In other provinces, such as Ontario, the level of interest has declined in recent years.

Key informants identified several factors that may limit the level of interest in this component, including the following:

- Only certain museums have the capability and interest to develop travelling exhibits, which limits the pool of potential applicants to the component.
- Some of the larger museums in Canada have an international focus and thus develop tours only to other countries. While it would be theoretically feasible to add additional Canadian museums to the tour, this generally does not happen, since few museums in Canada have the capability to house large exhibits, plus a major exhibit can only be presented for a short period of time due to environmental issues (e.g., valuable artworks can be exposed to light for a limited period of time).

- The closure of Exhibition Transportation Service (ETS) at the Canadian Conservation Institute. While there are private sector companies that provide specialized packing and shipping services to museums as well as the commercial transport companies, the costs are reported to be higher but the main concern is with the quality of service. Also, some of the private sector companies were reported to not serve rural and remote communities.
- Difficulties faced by Access to Heritage recipients in finding museums in other provinces to borrow their exhibits. Some of these have longstanding relationships with a limited number of other museums, which limits their ability to find borrowers. Further, museums that have a narrow focus (e.g., a children's museum) have difficulty in finding other museums in Canada with a mutual interest.
- A few key informants mentioned that a website used to exist that helped to link lenders with borrowers. Some suggested that either the MAP program or perhaps the CMA could take on this function.
- A preference of some museums to access the Exhibition Circulation Fund rather than the Access to Heritage component. This issue is discussed in the next section on the ECF.

Another group of museums, particularly the larger and more sophisticated organizations, felt it was time to "modernize" MAP and transition to a new program. There are dramatic changes taking place with the advent of digitization, digital approaches and the expansion of what a museum is. Some of the specific suggestions included the following: support projects that encourage outreach to the local community; support in-house projects that incorporate the innovative use of technology (e.g., kiosks with touchscreen displays); and, provide support for exhibits that are embedded in places where Canadians are, rather than requiring them to travel to museums.

Overall, while demand for the Access to Heritage component has declined in recent years, there still appears to be a sufficient number of organizations that are interested in developing and circulating travelling exhibits. This group uses travelling exhibits to "refresh" their own audiences and to draw new ones in, given they typically lack the resources to regenerate their permanent exhibits. However, this trend suggests that the program should carefully monitor demand over the next few years.

b)   Exhibition Circulation Fund

Much of the discussion above regarding the Access to Heritage component applies to the Exhibition Circulation Fund (ECF).

Several key informants had participated in this component in recent years and emphasized that they must borrow several exhibits each year, as they do not have the capability to develop in-house exhibitions. They therefore very much value the support provided by the ECF.

As described earlier, the level of demand for this component has fluctuated over the three-year period, but did increase from 2006-07 to 2007-08. Applications are processed on a first-come, first-served basis. As noted earlier, some key informants and one of the case study organizations indicated that the number of touring exhibits has declined nationally in recent years, although no hard data was provided to support this view.

As with the Access to Heritage component, the cancellation of Exhibition Transportation Services was viewed by key informants and survey respondents as an issue. In response to rising transportation costs, the maximum level of ECF project support was raised from $10,000 to $15,000 in late 2007-08, and the overall budget of this component has been increased.

Some ECF recipients who were surveyed disagreed with eligibility being restricted to museums with annual budgets of under $2 million. Some medium-size museums depend on travelling exhibits and would like to participate in this program.

Some ECF survey recipients disagreed with the out-of-province requirement, i.e., that exhibits must be borrowed from another province. Several museums stated that they would like to borrow travelling exhibits from their provincial museum but are not permitted to. However, there is no out-of-province restriction with respect to borrowing from one of the national heritage institutions.

Interestingly, an internal review of program expenditures revealed that about 20 per cent to 25 per cent of Access to Heritage projects involve a corresponding ECF project. In other words, museums do not always access ECF support when borrowing an Access to Heritage exhibit. There are probably many factors that explain this. ECF recipients often borrow exhibits from the national heritage institutions, which are not eligible for Access to Heritage support. Also large-size borrowing museums are not eligible for ECF funding. A couple of museums that regularly use the ECF stated that when they call other museums to find potential exhibits to borrow, they hope that the lending museum does not plan on applying for support for "circulation" as part of their Access to Heritage project. If this occurs, they stated that the borrowing museum cannot obtain ECF funding to borrow this particular exhibit (as specified in the program guidelines). This is to prevent "double dipping" from occurring, i.e., the borrowing museum cannot receive financial support to borrow an exhibit as well as benefit from a reduced borrowing cost from the lending museum. (However, this rule in the program guidelines is confusing, as discussed later.) As part of the file review, we reviewed an Access to Heritage project in western Canada that received circulation support and noted that the borrowing cost for this exhibit was still high (about $20K). The museum had been able to line up only one other venue to borrow the exhibit. This raises the question of whether Access to Heritage recipients are actually reducing their borrowing costs in order to attract interest from other museums. Another museum told us that they prefer to access the ECF and borrow an exhibit that has not received Access to Heritage support, as it is financially more advantageous to them (as opposed to not accessing the ECF and borrowing an exhibit that has received Access to Heritage funding). It was beyond the scope of the evaluation to fully investigate these issues, but we recommend that the program review the design of

both components to determine whether there are any factors limiting demand for the Access to Heritage component.

In summary, there appears to be an ongoing rationale for the ECF component. Many museums depend on travelling exhibits in order to fulfil their exhibition schedule each year. Due to rising costs, the costs of borrowing exhibits (and displaying them) continue to increase and recipients very much value the support received from the ECF.

c)   Aboriginal Heritage

External stakeholders along with the case studies expressed strong support for this component. Several informants noted that much work remains to be done to preserve and provide Canadians with access to Canada's Aboriginal heritage and this provides the rationale for federal government involvement. This need is recognized in certain land claims, such as the "catch up/keep clause" of the heritage section of the Yukon umbrella land claim agreement. Though other federal departments are responsible for treaties and land claims, there appear to be no other federal program that provides support for the preservation of Aboriginal heritage.

The preservation of Aboriginal heritage is a relatively new concept that has been influenced in part by the increased interest by Aboriginal groups in self determination, self government, and the preservation of language and culture. However, most groups applying to the MAP program are starting with few, if any skills in museology, heritage planning, or other museum related fields and MAP funding thus plays an important role in capacity building within these communities.

Some PCH managers wondered if the eligibility criteria for this component have become too broad, in terms of the types of organizations that are eligible. However, all key informants agreed that it was appropriate for "non-traditional museums," such as Aboriginal cultural centres, to participate in this component. Our case study interviews found that because the interest in Aboriginal cultural preservation is new, the groups applying to MAP have a wide range of preservation requirements. These could range from recording oral histories to housing sacred cultural artefacts, and therefore require flexibility of criteria.

The flexibility of the criteria for this component is therefore a strength, which enables Aboriginal groups to define what kinds of projects they want to undertake and apply for, rather than have the criteria dictate this for them. We found through the case studies that the flexibility of the criteria in fact helped groups to develop creative projects that went on to become models for other Aboriginal groups who were seeking ways of preserving their culture.

While some non-Aboriginal museums with Aboriginal collections stated that they are discouraged by MAP program officers from applying to this component, they tended to understand that it is important to support Aboriginal organizations to preserve their

heritage and to make it accessible. Some key informants suggested that the flexibility in criteria for this component could serve as a good model for the other MAP components.

Key informants stated that had projects not received MAP funding, they might still have taken place though over a much longer time frame (ten years instead of one and a half for example, due to the inconsistent availability of funding.) In the case of the preservation of Aboriginal culture and language, many of the stories and languages essential to this reside with the elders of Aboriginal groups, who are themselves rapidly passing on due to their age. MAP funding enables groups to capture this knowledge in a timely and methodical way, ensuring that both Aboriginal and non-Aboriginal future generations have access to it.

In summary, the Aboriginal Heritage component continues to be relevant to the Canadian museum community, and in particular for Aboriginal groups.

d)   **Organizational Development**

The rationale for the Organizational Development component was difficult to assess.

A focus group with MAP regional officers raised a number of issues concerning this component. Some wondered whether this component should now fund the projects that were previously supported by CAHSP (the Capacity Building component of CAHSP is in its final funding cycle in 2009-10). There were also concerns and confusion with the types of projects eligible for support. For example, this component is not intended to support ongoing operations in museums, yet a museum that has neglected to document its collections over a period of many years may be able to obtain funding under this component as a "project" – although it may take several years for a museum to complete this process. Some also wondered if the museums community had now achieved a sufficient level of professionalism in terms of developing professional standards, and whether other completely different museums functions should receive attention, such as fundraising or support for a national museums training program.

Turning to the views of external key informants, several raised the subject of the termination of CAHSP's Capacity Building component and wondered whether the OD component would now be expanded (they noted that at one time, both the OD component and CAHSP supported similar projects). Prior to the decision to end CAHSP, they noted that the Department's support to museums had an inherent logic: CAHSP provided support for the preparation of strategic plans, which identified issues (such as undocumented collections) that could be addressed by other programs such as MAP.

Nonetheless, MAP recipients, along with one of the case studies, were generally supportive of the various activities supported by this component. Several museums stated, for example, that the types of projects supported by the OD component were "behind the scenes" activities (such as collections management). Municipal museums stated that local city councils are less interested in supporting this sort of activity since it does not garner public profile, and that MAP thus provided an important source of

funding. The previous 2005 summative evaluation had a similar finding, noting that a challenge often raised by museums was in funding activities that are non revenue generating.[11]

As mentioned above, the rationale for this component is difficult to assess, given the diverse range of activities that are supported. In recent years, the types of projects supported have included the following:

- Digitization of collections.
- Purchase of storage and shelving equipment.
- Professional development, such as workshops for museums personnel offered by provincial museums associations.

This is probably due to the fact that when the Canadian Museum Policy was announced in 1990, MAP was to consist of several different components, each devoted to supporting a particular activity.

Thus a basic issue with this component is its focus. It appears to be a combination of:

- A collections management program, in that support is provided to document, store and/or digitize collections.
- A professional development program, whereby museums professionals can obtain training on a wide variety of subjects.
- A capacity building program, whereby museums can obtain support to develop policies for a variety of museological functions.

One PCH manager summed up the view of several informants by stating, *"This component seems to be a catch-all and has lost its way."*

While some interviewees noted the benefits that arise from having a collection digitized (including more effective collections management), others countered that digitization is a "bottomless pit" and a tiny program, which is in effect a small part of the OD component, can hardly make a dent in this area. A few of the more sophisticated museums stated that they had been working on digitization of their collections for many years and no longer had a need for OD support. At the same time they noted that many smaller museums were not yet in this position. Indeed, one of the case studies confirmed that the main barrier to digitization for smaller museums is mainly one of insufficient resources: the small staff complement of these organizations have difficulty in finding the time to tackle digitization.

A related question is whether support for digitization of collections would be better situated within another PCH program, such as CHIN and the Virtual Museum of Canada or Artefacts Canada, since the purpose of digitization is often the first step in providing online public access to collections. One of the case study organizations commented that

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[11] *Summative Evaluation of the Museums Assistance Program and Canadian Museums Association Program*, May 2005, p. 27.

that the Department has a fragmented approach at present, in that MAP provides funding support for the digitization of collections, while CHIN provides access to expertise, and the museum has dealt with both parts of the Department in carrying out its MAP project.

A similar issue is whether the component should continue to support minor capital. Given another program, Cultural Spaces Canada, supports the "improvement, renovation and construction of arts and heritage facilities", perhaps MAP's support for minor capital could be incorporated under Cultural Spaces Canada instead. Some OD recipients and one of the case study organizations noted that they had to consult with a PCH program officer to figure out which component to apply to for this type of assistance.

Of the various types of projects supported under the OD component, the professional development projects carried out by several provincial museums associations received strong support. There are few post-secondary institutions that provide professional development and the OD component thus helps to fill this void. These projects also provide support to many smaller museums that otherwise would not be eligible for MAP funding. However, key informants stated that there needs to be more coordination of the professional development activities carried out by the various provincial museums associations. Indeed, a couple of the provincial associations commented that each is working independently and there could be better sharing of best practices and the use of innovative approaches (e.g., one association was considering switching to remote learning rather than having trainers who travel around the province, which would reduce costs and permit more individuals to be reached). It was reported that a "learning council" consisting of representatives of several provincial associations used to perform this coordination function, but that it had been disbanded due to lack of funding.

In summary, while this component has supported worthwhile activities for many years, the conclusion is that the objectives of this component need to clarified and the component needs to be re-designed and become more focused.

e)   Canada-France Agreement on Museum Cooperation and Exchanges

Those key informants who were familiar with this component reported that this project delivers many benefits with little funding, not only for the professionals and museums involved but also for raising awareness internationally of Canadian museums as highly professional organizations.

However, this component is viewed to be expensive to administer, particularly given the small amounts of funding involved. The application process is also cumbersome. It was suggested that the component should only support museum professionals to visit other countries, rather than funding international professionals to travel to Canada. There needs to be more contact between user groups within Canada in order to raise awareness around the program, and more networking opportunities, to ensure that there is maximum benefit from any type of professional exchange.

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It was felt that support for international exchanges is a worthwhile activity and a valid role for the federal government. The consensus is that it would be beneficial to continue with a modified program, which would develop new linkages with other countries and help to transfer professional knowledge to Canada.

f)   Canadian Museums Association Support

As described earlier, MAP provides funding to the CMA for a variety of core activities, including membership services and administration, communications, professional development and policy development. MAP provides a portion of the expenditures incurred by the CMA in carrying out these functions. According to the CMA's 2008 financial statements (year ending December 31, 2008), the contribution from PCH for sustaining support and the Bursary Program was $483,822.[12] The CMA's total revenues for this period were $8,918,752. PCH provided $6.17 million in funding for Young Canada Works, which CMA delivers under separate Terms and Conditions and contribution agreements. Thus, when the PCH contribution to Young Canada Works is excluded from CMA's total revenues, the MAP contribution to core activities represented 17.6 per cent of CMA revenues.

As discussed later under the section on success and impacts, the majority of key informants and survey respondents were highly supportive of the activities of the CMA. Also, PCH views the CMA as an important partner in providing services to the Canadian museums community.

However, a few key informants questioned why the CMA was funded under MAP (in fact, a couple of key informants were surprised to learn this, as it is not stated in the program's guidelines), inferring that MAP's scarce resources might be better utilized by focusing on the other components where museums can directly benefit financially. A few key informants also wondered why this component existed at all and suggested that the CMA should be competing for project funding under the Organizational Development component.

Perhaps the main rationale issue is whether the activities funded under this component are logically linked to the other MAP components and to the overall objectives of MAP, which are to increase access to heritage and to strengthen professional practices. Indeed, the contribution agreement with the CMA states that its purpose is to support CMA activities and services for the museum community – the objectives of MAP are not mentioned.

While some of MAP's funding to the CMA goes towards professional development activities (such as the Bursary Program), it also receives support for communications (e.g., to publish a magazine), and it is not clear how this sort of activity contributes to MAP's outcome of strengthening professional policies and practices. To take another example mentioned earlier, several museums stated that it is difficult to find museums

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[12] Canadian Museums Association, *Annual Report 2008*, p. 20; available at: http://www.museums.ca/media/Pdf/Annual%20reports/2008_Annual_Report.pdf .

that are willing to lend or borrow exhibits, and wondered whether the CMA or the MAP program could take on this "clearinghouse" function, thus helping museums to increase public access to their exhibits. Finally, as noted earlier, some key informants stated that there is insufficient coordination and sharing of best practices between provinces in the area of professional development; again, there might be an opportunity for the CMA to take on a leadership role.

In summary, while the CMA is highly valued by the museums community and has been an important partner to PCH, a basic issue is whether the types of activities supported under the contribution agreement could be better aligned with MAP's overall objectives.

Summary: Is there a continuing need for MAP? – Overall, the evidence indicates that MAP continues to be relevant to the Canadian museums community. MAP recipients are highly supportive of the program and its individual components. However, some of the components need to be re-considered. The level of demand for the Access to Heritage component has declined in recent years, although there still appears to be a sufficient number of museums that are interested in developing and touring travelling exhibits. The program will need to monitor demand and examine whether there are any design features that are affecting the ability of museums to borrow funded exhibits. The Exhibition Circulation Fund continues to be relevant to those museums that depend on receiving travelling exhibits to fulfil their exhibition schedule. The Aboriginal Heritage component serves an important function in preserving and providing access to Canada's Aboriginal heritage, and much work remains to be done. The Organizational Development component needs to be reviewed and re-designed, as does the Canada France agreement. While the CMA continues to be well supported by the Canadian museum community and is an important partner to PCH, this component could be better integrated with the rest of MAP.

5.1.2 Is federal government intervention justified and is MAP aligned with departmental and Government priorities?

The *Department of Canadian Heritage Act* confers on the Minister powers, duties and functions encompassing cultural heritage, i.e., national museums, archives and library, as well as national policies, programs and services. The program's terms and conditions define Canada's heritage as the collective memory of the country, a fundamental element of our identity, and links people, places and things from our past to both the present and future. Thus the fact that the Museums Assistance Program provides support to museums across Canada to both preserve Canada's heritage and provide access to it is consistent with the intent of the *Act*.

Assessing whether departmental programs are aligned with Government priorities is a difficult question given that in recent years there are few mentions of culture and heritage in documents that outline Government priorities.

The Museums Assistance Program is formally situated in the department's Program Activity Architecture (PAA), as it is one of five sub-activities under the Heritage program activity. The Heritage program activity falls under Strategic Outcome 1: "Canadian

artistic expressions and cultural content are created and accessible at home and abroad." The other sub-activities under the Heritage program activity are the Canada Travelling Exhibition Indemnification Program, Canadian Heritage Information Network, Canadian Conservation Institute and Movable Cultural Property Program.

There are very few references to museums or MAP in recent government priority documents such as the Speech from the Throne, or in departmental reporting documents (Report on Plans and Priorities, Departmental Performance Report). However, there are references to heritage and culture more generally. For example, the federal government re-affirmed its support for museums in Budget 2009, which provided funding of $60 million to support infrastructure-related costs for local and community cultural and heritage institutions, including museums. In June 2009, the Minister announced that the Cultural Spaces Canada Program would be renewed until 2014-15 (and renamed the Canada Cultural Spaces Fund).[13]

The Minister of Canadian Heritage has reiterated the Government's commitment to museums in several recent speeches. For example, the importance of Canada's national museums was noted in his February 2009 presentation to the Standing Committee on Canadian Heritage, *"Another priority for our Government is to do our part to support museums. That's why we've invested $100 million for our national institutions since 2006. We are ensuring that our national museums have the resources to maintain and operate the buildings and collections that they hold on behalf of Canadians."*[14] And in making a recent funding announcement on behalf of the Virtual Museum of Canada he stated, *"Our Government recognizes the importance of all our museums. We want to ensure that future generations have access to them, not only through our investments in the arts and culture but also through programs intended to support the development and outreach of Canadian museums."* [15]

However, there has been no formal articulation of the federal government's policy towards museums and the specific role of MAP since the publication of the museums policy in 1990 (this policy is not available on the departmental website, which raises the question of whether it is still considered to be government policy). The absence of an updated museums policy was frequently noted by key informants. While there have been several efforts to develop a national policy through working groups and consultations, none has come to fruition. The absence of a federal policy together with the decrease in MAP's budget over the years led some key informants to wonder whether the federal government is committed to museums in terms of the role they play in preserving Canadian heritage and providing access to it.

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[13] http://www.pch.gc.ca/pgm/ecc-csp/index-eng.cfm.

[14] Speech by the Honourable James Moore to the Standing Committee on Canadian Heritage, February 9, 2009; available at: http://www.pch.gc.ca/pc-ch/minstr/moore/disc-spch/20090209-eng.cfm.

[15] Funding announcement for the Musée de la civilization and the Centre de l'environnement, Quebec, Quebec, May 19, 2009; available at: http://www.pch.gc.ca/pc-ch/minstr/moore/disc-spch-eng.cfm?action=doc&TpID=2&DocIDCd=SJM090451.

Over the past two decades, the environment affecting Canadian museums has changed considerably, with the emergence of the Internet together with the introduction of other support programs, such as Cultural Spaces Canada. Updating the 1990 policy would enable the Government to work with the Canadian museums community to assess the current needs of museums and the appropriate role of MAP and the other government programs in addressing these needs. The absence of an updated policy makes it difficult to determine whether MAP is sufficiently aligned with the needs of museums.

Summary: Justification for MAP and alignment with Government priorities – The provision of support to non-federal museums via MAP is consistent with the mandate of the Minister of Canadian Heritage, which includes implementing policies, programs and projects with respect to Canadian heritage. Assessing whether PCH programs are aligned with government priorities is difficult to answer given that in recent years there are few mentions of culture and heritage in official documents that outline government priorities. MAP is formally situated in the department's Program Activity Architecture which has been approved by Treasury Board. The absence of an updated Canadian museums policy was frequently noted by key informants. Updating the 1990 policy would enable the Government to consult with stakeholders to ensure that MAP along with other programs are aligned with the needs and opportunities of the Canadian museum community.

5.2   Success/Impacts

MAP has several intended immediate and intermediate outcomes, shown in the logic model presented earlier in Figure 1. This section presents the findings of the evaluation regarding the program's success in achieving these two sets of results/outcomes.

5.2.1 Achievement of immediate outcomes

Immediate outcomes

As shown in the logic model (presented earlier in Figure 1), MAP has three immediate outcomes which pertain to the outputs associated with funded projects by the various components. These three immediate outcomes are:

- Production of travelling exhibitions and associated products.
- Preservation and interpretation projects of Aboriginal heritage.
- Policies and procedures relating to key museum functions; enhanced professional skills.

As described earlier in Section 2.4, the Access to Heritage component provides funding for the production of travelling exhibits. As noted in Table 3, some 122 Access to Heritage projects were approved by MAP between 2005-06 and 2007-08, with a total value of $9.5 million. Another 57 Exhibition Circulation Fund projects received $395K in funding.

Similarly, a total of 62 Aboriginal Heritage projects were approved, with a total value of $4.3 million. Finally, 212 Organizational Development projects were approved, with a total value of $6.4 million.

Based on the views of key informants and the survey of MAP recipients and applicants, MAP funding is viewed to be critical to these projects. MAP recipients were asked to state what would have happened to their project in the absence of MAP funding. The results are as follows:

- 60 per cent of MAP recipients stated that their projects would not have been carried out in the absence of MAP funding.
- Another 36 per cent stated that their projects would have been carried out, but reduced in size or scope or delayed.
- Only 2 per cent stated that their projects would have gone ahead with no changes.

The survey of MAP applicants asked a similar question about what happened to the project for which they had applied to MAP for funding. The results are as follows:

- 38 per cent of MAP applicants stated that their projects would not have been carried out in the absence of MAP funding.
- Another 48 per cent stated that their projects would have been carried out, but reduced in size or scope or delayed.
- Only 6 per cent stated that their projects would have gone ahead with no changes.

Summary: "Achievement of immediate outcomes" – Over the three years covered by the evaluation (2005-06 to 2007-08), MAP's various components provided a total of $20.6 million in funding to 455 projects. MAP's impacts appears to have been largely incremental, in that most of these projects either would not have gone ahead without MAP funding, or would have gone ahead but been reduced in size or scope, or delayed. A similar finding was reached by the previous 2005 summative evaluation.

5.2.2 Achievement of intermediate outcomes

MAP has two intermediate outcomes:

- "Increased opportunities for Canadians to appreciate their heritage."
- "Increased adoption of sound professional practices and policies by museums."

This section assesses the success of MAP in achieving each of these outcomes.

a)   Increased opportunities for Canadians to appreciate their heritage

The main MAP components that linked to this outcome are Access to Heritage and the Exhibition Circulation Fund.

For the Access to Heritage component, the survey of MAP recipients collected data on two measurement indicators:

- The extent to which travelling exhibits actually travel, measured in terms of the number of venues per exhibit, both within the home province and outside the home province.
- The total number of visitors to each travelling exhibit to date, across all of the venues.

One of the issues with the Access to Heritage component is whether the funded exhibits meet the touring requirements as specified in the program guidelines, in terms of travelling to at least two venues outside the province/territory of origin. A related question is whether the travelling exhibits have a lifespan beyond this commitment.

We noted from the key informant interviews and the file review that, in a few cases, the funded exhibits have not been able to find the required two venues outside the home province. Some PCH managers commented that they have had ongoing concerns with this issue as well.

The results from the survey for a sample of 31 Access to Heritage exhibits are shown in Table 6. On average, the exhibits travelled a total of 1.1 times within the home province and 2.0 times outside the home province to date, for a total of 3.1 trips. If we add in the number of times each exhibit is forecast to travel outside the home province in the future, the total increases to 4.0 trips.

The average number of visitors per exhibit is 73,678 (across all venues). Note that this figure does not represent the incremental impact of the exhibits, as each museum would have had some traffic in the absence of the touring exhibition.

As shown in the table, almost one-half of exhibits (45.2%) had not met the minimum requirement of travelling to two venues outside the home province (to date). However, if we add in the forecast trips, the percentage drops to 9.7%.

One factor that is likely causing the low percentage of actual trips to date outside the home province is that some of the exhibits may not have toured yet, i.e., they are still in the design and development stage or are being exhibited first at the host museum before touring. Key informants told us that the typical exhibit can take several years before it is ready for the touring stage. While the survey sample consisted of exhibits that were approved between 2005-06 and 2007-08, further analysis revealed that some of the projects had not toured yet, while others were ready for touring but had not lined up the required two venues outside the home province. But in most cases, the museum does expect the exhibit to meet the requirement.

Table 6 – The Travelling Experience of Access to Heritage Exhibits (Survey of recipients)

Indicator	Survey Results (31 exhibits)
# of times to date the exhibit has travelled within the home province	1.1
# of times to date the exhibit has travelled outside the home province	2.0
# of times the exhibit is forecast to travel in the future within the home province	2.0
# of times the exhibit is forecast to travel in the future outside the home province	2.0
Total # of times the exhibit has or will travel	7.1
# of visitors to the travelling exhibit to date	73,678
% of exhibits with less than 2 trips outside the home province to date	45.2%
% of exhibits with less than 2 trips outside the home province to date or in future	9.7%

In cases where recipients are not able to meet their obligations under the contribution agreement, the reasons may be many and complex. From the file review we identified three projects where the travel requirements do not appear to have been met. Two of these cases were in Quebec. In both instances, the funded exhibit travelled to only one other venue outside the province (this was verified by reviewing the websites of the particular museums, which listed the touring history of the exhibits). In the third case (in western Canada), one outside venue has been confirmed to date (this is a recent project so perhaps a second venue will eventually be identified). We noted that the borrowing cost for the exhibit is quite high (close to $20K), which may be limiting its market during the recession of 2009. This was somewhat surprising to us, since this project received support for circulation, and thus we would have expected that the borrowing cost would be lower. We spoke to this museum and the representative indicated that one barrier is the fact that museums cannot access the Exhibition Circulation Fund to borrow this exhibit. There appears to be some confusion over this point, however. According to program management, a project is ineligible for ECF support only if the costs of circulating the exhibition to the particular institution were included in a project funded by the Access to Heritage component. Program management also noted that the wording of this criterion in the program guidelines has changed over the years, which might be part of the source of the confusion.

As a side note, when we searched the websites of the museums that had participated in this component, we found that some Access to Heritage recipients had no information about their exhibit tours. It seems to us that this should be a condition of the contribution agreement. Also, it would greatly facilitate the program's performance measurement efforts in terms of monitoring the travelling history of funded exhibits.

Turning to the Exhibition Circulation Fund, the survey of MAP recipients collected data on the number of visitors to funded projects. On average, 8,926 visitors had visited the

exhibits covered by the survey. While this figure is much lower compared to the corresponding figure for Access to Heritage exhibits (73,768), the amount of funding devoted to ECF exhibits is much lower as well. The figure also captures only the number of visitors to the one venue (the museum that borrowed the exhibit with ECF support). Again, this figure does not represent the incremental impact of the program. According to one of the MAP case studies, the incremental impact of the ECF exhibit was estimated at 100 per cent (i.e., the presence of the ECF exhibit doubled the number of visitors to the museum during the three-months the exhibit was on display).

The survey also asked ECF recipients to rate the success of their exhibit in "enhancing access to Canadian heritage across expanded geographic regions of the country." As shown in Table 7, 91 per cent of respondents stated that their ECF exhibits were successful in this aspect.

Table 7 Success of Exhibition Circulation Fund projects (Survey of recipients)

Q. 22 – To what extent was the [INSERT NAME OF PROJECT] project implemented as a result of the ECF successful in enhancing access to Canadian heritage across expanded geographic regions of the country?

1 Very Unsuccessful	2	3	4	5 Very Successful	Don't know/No opinion	Total	n	Mean Rating
8%	0%	0%	8%	83%	0%	100.0%	12	4.6

b)   "Increased adoption of sound professional policies and practices by museums"

As shown in the MAP logic model, two components are linked to this second intermediate outcome: Organizational Development and Canadian Museums Association Support.

Starting with the Organizational Development component, assessing the success of this component is challenging, given the diverse range of funded activities, e.g., digitization of collections, development of museum policies, purchase of storage and shelving equipment, etc. There is limited information available from the program on the success of MAP in achieving this objective. Ideally, the program would have carried out research in recent years that would have collected data from museums on such indicators as the state of professional policies and practices, the extent to which museum collections had been digitized, etc. Unfortunately, no such research has been carried out.

Key informants from the provincial museums associations who had carried out professional development activities were very supportive of the component's work in this area. For example, one of the provincial associations (Nova Scotia) has carried out a series of training workshops over the years on behalf of the community museums in the province. The provincial government carries out regular assessments of the capabilities of

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museums (involving ratings by peers) and had found an improvement, which was viewed to be due largely to the influence of the Organizational Development component.

The survey of MAP recipients asked respondents to rate the success of their Organizational Development projects in terms of "contributing to the knowledge, skills or professional practices of their organization." As shown in Table 8, recipients believe very strongly that their projects have been successful, as 87 per cent of Organizational Development recipients agreed that their projects had contributed to the knowledge, skills or professional practices in their organization.

Table 8 Success of Organization Development projects (Survey of recipients)

Q. 25 – To what extent was the [INSERT NAME OF PROJECT] project implemented as a result of the Organizational Development program successful in contributing to the knowledge, skills or professional practices in your organization?

1 Very Unsuccessful	2	3	4	5 Very Successful	Don't know/No opinion	Too early to tell	Total	n	Mean Rating
2%	4%	2%	23%	64%	2%	2%	100.0%	47	4.5

Turning to the Canadian Museums Association Support component, the MAP survey of recipients asked respondents to rate various aspects of the activities carried out by the CMA via support from MAP. Several of the items pertained to the work of the CMA in the area of human resources and professional development. As shown in Table 9, several CMA activities were highly rated by MAP recipients, including its work in advocating for the museum community and their administration of the Young Canada Works in Heritage program. However, several other activities were less highly rated, particularly some of the HR-related activities, such as providing professional development opportunities for volunteers and full-time staff of museums and planning for future HR issues in the museums community.

Table 9 Success of CMA Support Component (Survey of recipients)

| Q. 8 –To what extent have the following CMA activities that are funded under MAP helped your organization? |
|---|

	1 Not at all	2	3 To some extent	4	5 To a great extent	Don't know/No opinion	Total	n	Mean Rating
Highest-Rated Activities									
Advocating for the advancement of the museum community	5%	3%	13%%	24%	49%	5%	100%	100	4.2
Hiring heritage students and interns under the Young Canada Works in Heritage program	13%	1%	11%	14%	54%	7%	100%	100	4.1
Providing "best practices" standards for various museum activities	11%	7%	10%	38%	25%	10%	100%	100	3.7
Providing access to pertinent articles on museum issues	9%	8%	23%	29%	25%	5%	100%	100	3.6
Providing resources to ensure that policies of the federal government reflect the concerns of the museum community	9%	8%	24%	22%	27%	10%	100%	100	3.6
Providing communications between the CMA and the museum community	9%	12%	15%	34%	21%	9%	100%	100	3.5
Providing other membership services	13%	10%	19%	23%	28%	6%	100%	100	3.5
Lowest-Rated Activities									
Providing professional development opportunities for volunteers	39%	12%	12%	8%	7%	21	100%	100	2.7
Providing resources to improve communications skills of museum community	11%	11%	30%	18%	13%	16%	100%	100	3.2
Planning for future HR issues in the museum community	11%	16%	25%	22%	11%	16%	100%	100	3.1
Providing professional development opportunities for full-time staff	23%	12%	22%	14%	19%	9%	100%	100	3.1
Providing tools to assess museum performance	16%	7%	27%	22%	13%	15%	100%	100	3.3

Finally, the survey of MAP recipients also gathered feedback on the Bursary Program that is administered by the CMA and funded by MAP. Some 35 per cent of MAP recipients stated that they are not aware of this program. The level of awareness was highest among ECF recipients and lowest among Aboriginal Heritage recipients.

Of the 65 per cent who were aware, some 59 per cent had participated in this program. Those who had participated were quite positive in their assessment of the impacts of the program, with at least three-quarters indicating that the program had made a positive impact across a range of outcomes (Figure 3).

When asked whether any changes should be made to the program, most respondents did not offer any recommendations. The most common improvement suggestions were related to funding, i.e., to increase the amount or percentage (16 per cent of Bursary Program users). Other suggestions were to simplify the application processes (15 per cent), broaden the eligibility criteria (10 per cent) and allow the travel component to be used for conferences (5 per cent).

Figure 3 - Impacts of the Bursary Program
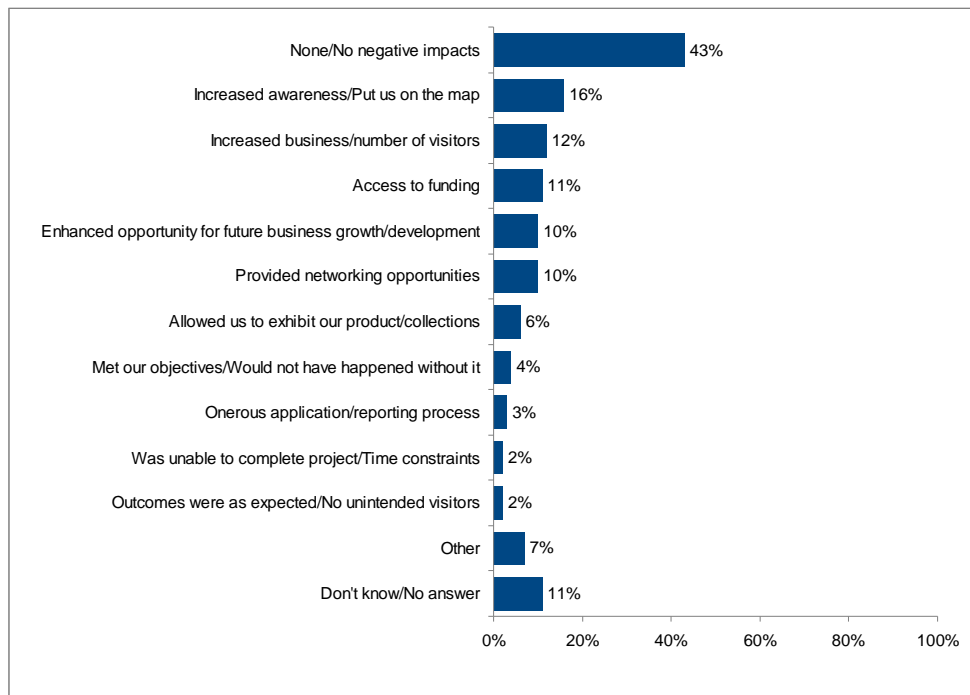**(MAP recipients who had accessed this program, n=40)**
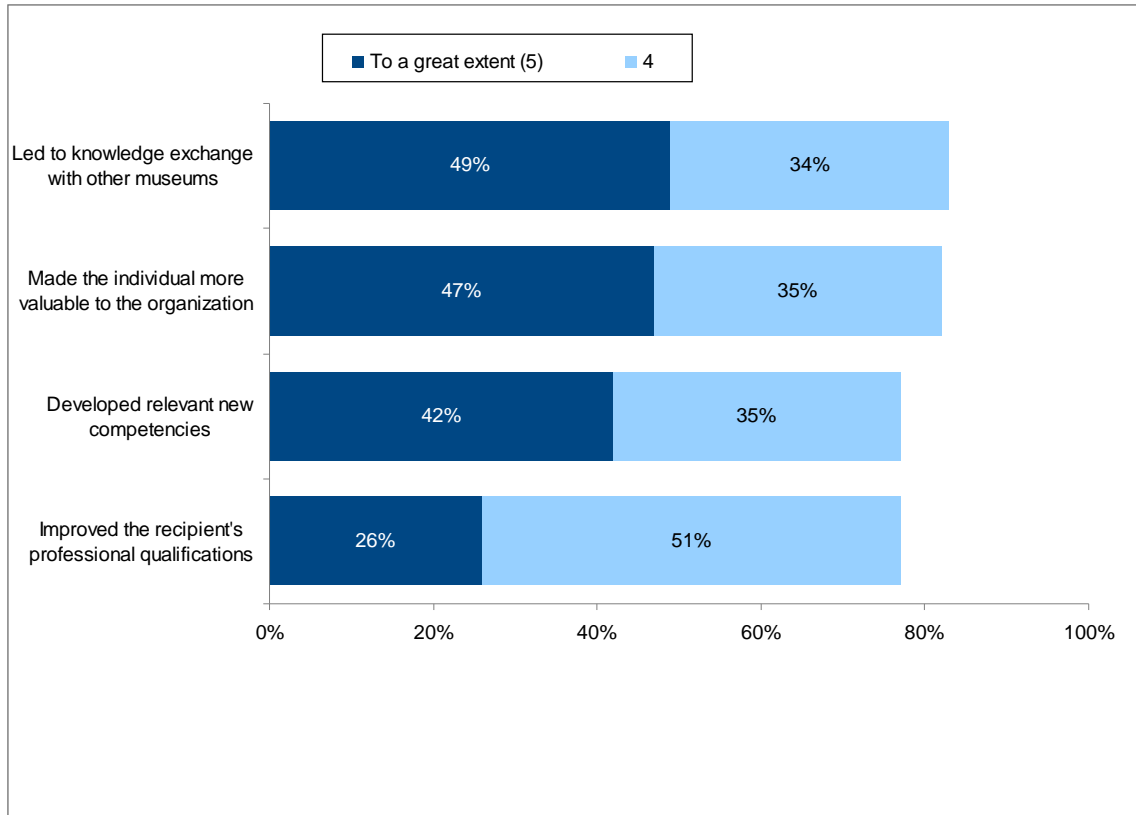
Summary – Achievement of intermediate outcomes – MAP has two intermediate outcomes pertaining to providing Canadians with increased access to heritage and strengthening professional practices of museums. On average, a travelling exhibit funded by the Access to Heritage component is experienced by 73,678 visitors. Each exhibit has travelled 1.1 times within the home province and 2.0 times outside the home province, for a total of 3.1 trips. Almost one-half (45 per cent) of exhibits had not yet met the requirement to travel to at least two venues outside the home province. However, this is partly due to timing, as some of the exhibits were either still in development or were on display in the host museum before travelling in the future. Thus when forecast future trips are included, only 10 per cent of museums are not able to meet the requirement. Turning to the Exhibition Circulation Fund, an average of 8,926 visitors had visited each exhibit. While this figure is much lower compared to the Access to Heritage component, the amount of funding devoted to ECF exhibits is much lower as well. Less evidence is available regarding the second intermediate outcome. Ideally, the program would have undertaken research over the years which would have examined the state of professional policies and practices in museums and role played by the Organizational Development and CMA components. Recipients of Organizational Development funding strongly believe that their projects have been successful. The view of MAP recipients towards the work of the CMA in contributing to this outcome is mixed.

5.2.3 Unintended impacts and effects

Very few comments were made by key informants on this issue. We did receive some feedback that participation in MAP projects has led to partnerships that otherwise would not have occurred. One of the examples was a museum that had partnered with an Aboriginal group to carry out an Aboriginal Heritage project. On the other hand, a couple of museums with Aboriginal collections noted that this component gives priority to applications from Aboriginal cultural centres and therefore traditional museums are being placed at risk in terms of preserving and providing access to their collections.

The survey of MAP recipients also asked a question about unintended impacts and effects. As shown in Figure 4, a variety of positive impacts were mentioned, such as increased awareness and an increased number of visitors. Networking opportunities were also mentioned. Virtually no negative impacts were mentioned.

Figure 4
Unintended impacts (Survey of recipients, n=100)

None/No negative impacts	43%
Increased awareness/Put us on the map	16%
Increased business/number of visitors	12%
Access to funding	11%
Enhanced opportunity for future business growth/development	10%
Provided networking opportunities	10%
Allowed us to exhibit our product/collections	6%
Met our objectives/Would not have happened without it	4%
Onerous application/reporting process	3%
Was unable to complete project/Time constraints	2%
Outcomes were as expected/No unintended visitors	2%
Other	7%
Don't know/No answer	11%

Summary: Unintended impacts – Key informants identified very few positive or negative unintended impacts from MAP, the main positive impact being the formation of partnerships. The survey of MAP recipients identified a number of positive impacts and virtually no negative impacts. This is the same finding as for the previous 2005 MAP evaluation.

5.2.4 Performance measurement

This evaluation issue concerns the availability of ongoing results-based information on MAP and whether such information is being reported to Parliament and to Canadians. As noted in Section I, the measurement of the results/impacts of MAP is challenging, given its multiple components.

Previous evaluation studies of other programs have found that ongoing performance measurement is an issue with many of the department's grant and contribution programs in the arts and heritage sectors.

There is insufficient follow-up and analysis on each of the MAP components. For example, for the Access to Heritage component, no monitoring takes place on the number of venues that a funded exhibit has travelled to. For Organizational Development, no research has been conducted on the state of professional management practices in museums. For the CMA Support component, the annual report that is prepared by the

CMA and submitted to PCH provides little useful information on results achieved and trends in performance.

Several MAP recipients also noted that the program seems to place little emphasis on ongoing performance measurement. For example, they said they put time and effort in preparing end-of-project reports, but receive no feedback from project officers on these reports, which gives the impression that they are not considered to be important documents. A review of MAP project files provided no evidence that these end-of-project reports are used and that the information provided is rolled up across all funded projects. Also, there is no standard reporting template and thus inconsistent information on project results is provided by recipients. (We were told that the program is currently working on a standard reporting template.)

Several key informants also noted that there is no results/outcomes-based information available on MAP. No annual report is published. One key informant recommended that one-page summaries be prepared for all MAP projects and posted on the PCH MAP website, so that museums could share information on lessons-learned and best practices.

Summary: Performance Measurement – The MAP program has no systematic process in place for assessing and reporting on an ongoing basis on whether it is making progress on its intended outcomes. No results-based information is published on MAP on an ongoing basis, for example, in the form of an annual report.

5.2.5 How well does MAP meet the federal government's commitment under Section 41 of the Official Languages Act to linguistic minority communities in Canada?

The PCH Heritage Group's commitments under Section 41 of the *Official Languages Act* are to ensure that strong links are developed and maintained with official language minority communities (OLMCs), and that OLMCs continue to be regular clients and have access to the Heritage Group's programs and services (including MAP) in the language of their choice.

According to reports prepared by the program, the primary methods by which these commitments have been met to date for MAP are: 1) through ongoing consultations between the regional offices and OLMCs; 2) via contributions to MAP projects carried out by museums located in OLMCs; and, 3) through travelling exhibits that reach museums located in OLMCs. The results of consultations with OLMCs are a regular agenda item in meetings between the regional offices and HQ in order to ensure that these commitments are being met.

In 2005-06, OLMC initiatives within MAP included consulting with OLMCs in the development of a new museums policy, and as part of a program review that was scheduled to be undertaken at that time. OLMCs participated in the language of their choice during the consultations that were held for the development of a new museums policy and were able to access information and discussion guides in both official languages. However, the MAP program review was not held as planned in 2005-06.

In 2005-06, 4 organizations from OLMCs received funding from MAP (3 per cent of total requests). In 2006-07, regional program officers reported regularly on their discussions with OLMCs, and 16 projects (10 per cent of total projects funded by MAP) originated in OLMCs. In 2007-08, 6 projects (7 per cent of all MAP projects) originated in OLMCs.

While examining this issue, we attempted to verify the figures provided in the reports by the program. Due to a lack of clear documentation and reporting criteria, it was difficult to discern how the program's commitments to OLMCs were being measured. The percentages that were reported were much lower than what could actually be considered as projects related to OLMCs, either as originators of projects, or as recipients of projects. For example, a GCIMS report produced for this evaluation showed that for 2005-06, 58 projects (across all of the components) approved in that year could be seen as fulfilling MAP's commitments to article 41, either by funding projects that foster the full recognition and use of both English and French (bilingual exhibitions, programming materials, etc), or by funding projects that support and assist OLMCs (projects undertaken by organizations of an official language minority or aimed at an official language minority community).

Over the years studied the program has received requests from the Citizenship and Heritage sector to update the information for 2005-06 and 2006-07. For 2007-08, a template was developed to facilitate reporting. However, for these reporting years, we were unable to find criteria or detailed reports from the regions relating to how they had measured the program's commitment to article 41. A positive result of this research is that the program is now proactively working with the sector to clarify reporting criteria and methodologies. It is expected that the next reporting period will show stronger and clearer results in this area which will be measurable over time.

We also discussed this issue with key informants, who included both recipients and MAP regional officers and managers. When queried, both recipients and PCH personnel felt that OLMCs were served through the requirement for all MAP funded exhibits to be presented in both official languages. Reporting on the links between the regions, the program and OLMCs is apparently part of ongoing meetings between the regions and HQ; however it was not mentioned by the regions in the context of this question. It is possible that there needs to be greater awareness around the issue of serving OLMCs. However, given that the regions are very active in operations and in serving the entire museum community (which includes OLMCs), it could be that the question is too specifically targeted to be pertinent to actual MAP program delivery and evaluation. As the program is now actively working with the sector to clarify reporting requirements and methodologies, it is expected that this will be clearer for the next reporting period.

Summary: Meeting Section 41 of the *Official Languages Act* – ESD requires that all evaluation studies examine whether the program in question is meeting the Department's commitments under Section 41 of the Official Languages Act. In the case of MAP, over the three years covered by the evaluation, between 3 and 16 projects were approved from organizations located in Official Language Minority Communities. Many more projects

each year involve the production of bilingual exhibits. The program is currently working with the Citizenship and Heritage sector to clarify reporting criteria and processes.

5.3 Cost-Effectiveness/Alternatives

5.3.1 To what extent does MAP complement, duplicate/overlap or work at cross purposes with other programs?

The overall view of key informants was that there are very few other programs that are similar to MAP.

Many museums noted that while the various provinces provide operational support to museums, MAP takes a project approach and thus is quite distinct. A few provinces offer "sector initiative funds" that provide funding for professional development. We noted in the file review that provincial museums associations typically access this funding source when applying to MAP's Organizational Development component. Key informants noted that these funds are not specific to the museums sector and their availability is not guaranteed each year.

The survey of MAP recipients asked respondents whether they had received assistance from any other federal government programs over the past three years, and, if so, to specify the particular programs. Overall, 80 per cent of respondents had accessed other federal government programs. As shown in Figure 5, the most popular program is Young Canada Works (used by 72 per cent of respondents who had accessed any federal government program, or 58 per cent of all respondents), followed by CAHSP (32 per cent of all respondents), CHIN (22 per cent of all respondents), Cultural Spaces Canada (21 per cent of all respondents) and Canada Council for the Arts (20 per cent of all respondents).

Figure 5
Other federal government programs used by MAP recipients (n=80)
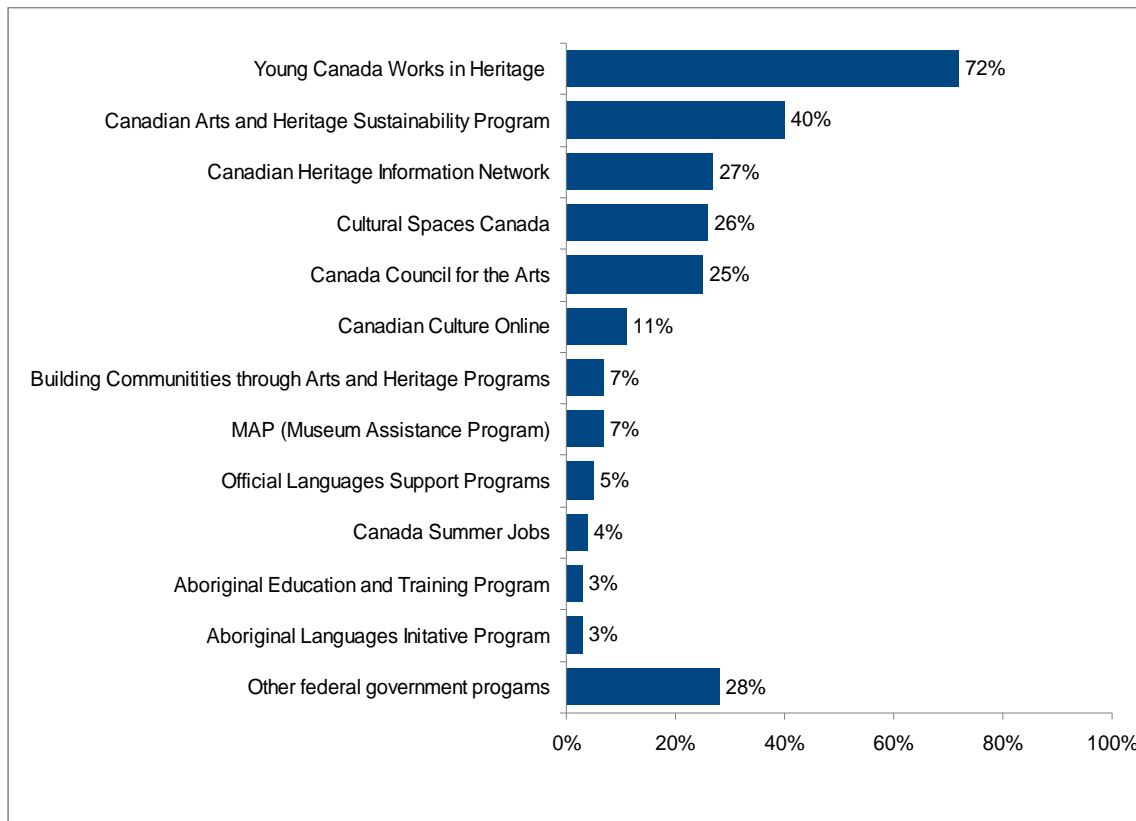
Note: 80 respondents had used another federal government program. This chart shows the percentage of this group that had used each specific program.

There continues to be some confusion/overlap between MAP's Organizational Development component and CAHSP's Capacity Building component (as discussed earlier, the Capacity Building component is in its final funding cycle in 2009-10). This issue was raised in the previous 2005 evaluation report, and the subsequent 2005 MAP terms and conditions made some changes to the eligibility criteria for the Organizational Development component in an attempt to remove the overlap between the two programs. However, one key informant stated that his organization had accessed the OD component to provide training for museums in governance and fundraising, among other things. When we asked whether this sort of activity might have been funded under CAHSP, he said he knew nothing about CAHSP and then argued quite strongly that MAP was all about developing organizational capacity. Perhaps part of the confusion is due to the fact that the names of the two components connote a similar objective.

As discussed earlier under the rationale section, the Organizational Development component provides funding for digitization of collections that often have an access objective, and the question was raised of whether this activity would be better situated under CHIN. Similarly, the Organizational Development component provides funding for

minor capital, such as the purchase of storage and shelving equipment, which might be better placed under the Cultural Spaces Canada program.

Summary: Duplication/overlap – While MAP recipients frequently access other PCH programs, there do not appear to be any major issues concerning duplication or overlap with these other programs. There still appears to be some overlap/confusion between MAP's Organizational Development component and CAHSP's Capacity Building component, but this was more of an issue in the 2005 evaluation. The Organizational Development component also provides funding for the digitization of collections, and the question was raised whether this type of support would be better situated under the programs offered by CHIN. Similarly, the Organizational Development provides support for minor capital, which might be better situated under the Cultural Spaces Canada program.

5.3.2 Are any changes required to the MAP delivery strategy?

The EWG identified several delivery issues for examination by the evaluation study, which are discussed below.

a)   **How effective is MAP's communications strategy, particularly in terms of managing the expectations of clients?**

Most key informants that had been MAP recipients stated that their main source of information on MAP was the program officer for their region. Most were highly complementary towards their MAP program officers. The only criticism made by a few recipients is that there had been turnover of officers on a particular file, with each officer having different information requirements. In a couple of instances, the previous officer was still working in the PCH office and the recipient did not understand why a switch had to be made.

The survey of MAP recipients included a question about the helpfulness of PCH staff. Overall, 89 per cent of MAP recipients agreed that the MAP staff in the regional offices are helpful.

A few key informants mentioned that they had met with representatives of the Heritage Group in PCH in recent years and complimented the department on the work done to ensure that there is coherence in the suite of PCH funding programs.

As noted earlier, several key informants stated that there is insufficient information provided on what has been accomplished by MAP projects. Museums with an interest in the ECF component would like PCH or perhaps the CMA to provide a matching service to help link lenders with borrowers.

Internally, some PCH managers stated that they would like to see stronger collaboration between HQ and the regions. This issue was also raised by the recent internal audit of MAP. Regional officers have considerable knowledge of their clients and projects and could be better utilized by HQ in the development of strategies, program renewals, etc.

They feel they are currently underutilized as knowledge experts. The regions also stated that they sometimes lack information on changes being made to administrative processes, policies and strategic directions. On the hand, we noted that during the course of the evaluation study there was one national conference of regional officers and another meeting of regional managers.

Summary: MAP communications – MAP recipients were highly complimentary towards their program officers across Canada. The MAP website could be enhanced by providing information on the results of projects. Internally, some PCH managers believe that there needs to be stronger collaboration between the regional offices and PCH headquarters.

b)   Administrative efficiency

The program provided an estimate of the administrative costs involved in delivering MAP over the three years covered by the evaluation (2005-06 to 2007-08). It was difficult for the program to estimate these costs because the budgeting practices vary by region and by year, and the department has not implemented activity-based costing. Unlike newer programs in the department, an annual allocation to each region of MAP-specific salary and O&M dollars does not take place, so regions must depend on resources provided by their annual A-base budget and from resources that were originally provided to deliver former *Tomorrow Starts Today* programs, such as CAHSP.

The program estimated the annual delivery costs for MAP to be $1,176,313 (Table 10). Note that this estimate consists of direct delivery costs only.

Table 10
MAP Average Annual Administrative Costs, 2005-06 to 2007-08

Salary (A-base)	$884,284
Salary (TST-funded positions)	$163,174
O&M	$128,855
Total	$1,176,313

Source: PCH.

MAP's total G&C envelope over the three years was $22,536,800 (Table 1). Therefore, MAP's administrative cost ratio is estimated at 13.5 per cent over the three-year period.[16]

This administrative cost ratio is similar to CAHSP's.[17] Several of the Department's project-based G&C programs tend to be relatively costly to administer, due to the

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[16] Administrative cost ratio = (Administrative costs / (total G&C envelope + administrative costs)) x 100.
[17] CAHSP's administrative cost ratio was estimated at 16.5 per cent. See the *Summative Evaluation of CAHSP*, 2009.

substantial amount of oversight and reporting involved.[18] Many MAP projects are of relatively low dollar amounts, yet project files tend to be voluminous. MAP is also delivered regionally.

Summary: Administrative efficiency – Over the three year period covered by the evaluation, the administrative cost ratio for MAP was 13.5 per cent. Several of the Department's G & C programs have similar administrative cost ratios. In the case of MAP, this is due to the high level of oversight/analysis of MAP projects, the extensive reporting required and the decentralized delivery structure.

c)   What are the pros and cons of the decentralized vs. centralized delivery model?

Most – but not all – key informants stated that they preferred the current decentralized method of program delivery. This was particularly the case for key informants in the North, who felt that it is important for the program to maintain a regional presence, as it permits program officers to better understand Aboriginal issues and priorities.

Similarly, the survey of MAP recipients found that they are overwhelmingly in opposition to the idea of a centralized delivery model. As shown in Figure 6, the main factors cited by recipients were a loss of personal connection and regional knowledge or specialization.

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[18] Looking at the federal government as a whole, the 2006 Blue Ribbon Panel report on federal grant and contribution programs ("*From Red Tape to Clear Results*") estimated that the federal personnel costs of administering some $26.9 billion of grant and contribution programs was at least 5 per cent of the total, or $1.5 billion. *From Red Tape to Clear Results: The Report of the Independent Blue Ribbon Panel on Grant and Contribution Programs*, December 2006, p. 4.

Figure 6
Views on switching to a centralized delivery model
(Survey of recipients, n=100)
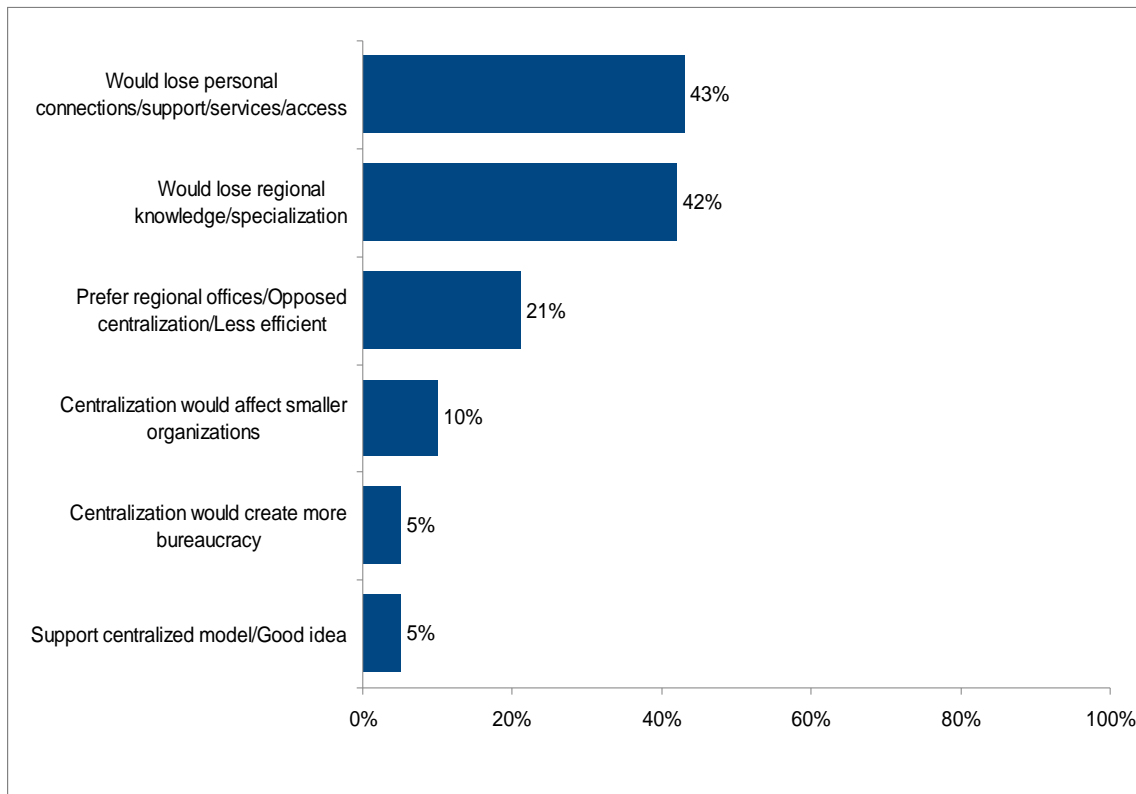
MAP project applications typically require a considerable amount of interaction between the program and the applicant. At our focus group with MAP program officers, it was suggested that the number of MAP applications would decline if the centralized delivery model were to be adopted. We tend to agree with this view, although it raises the basic question of whether a program that requires a lot of personal support has become overly complex.

Some museums noted that they had considerable experience with both forms of program delivery at PCH, and found that the program officers who were located in the regions were better informed.

From the file review, it appears as well that each region has a different approach to the management of project working papers. This issue could be avoided by adopting a more standard type of filing procedure, which could be put in place under either a regional or centralized model.

Several key informants also noted that one by-product of the regional delivery model is that program officers were often engaged in the local cultural and heritage community, which enabled them to better understand local issues.

In summary, the evidence suggests that if the program did decide to move to a centralized model, then each officer should focus on a particular geographic region. They would need to be provided with a travel budget in order to meet clients on a periodic basis. (Thus the costs of the models would need to be compared to see if there any significant cost savings.)

An interesting variation would be to place personnel in each region to carry out the marketing and account management activities. They would all report to a manager at HQ. Costs could be minimized by permitting these individuals to work out of their homes, given they would be on the road part of the time.

In summary, the issue of centralized vs. decentralized delivery is complex. If the Department is considering a change to the current decentralized model, then a study should be conducted to examine the potential options. Also, the delivery of MAP should not be examined in isolation from the delivery of other departmental programs.

Summary: Centralized vs. decentralized delivery – MAP recipients are strongly opposed to the option of switching to a centralized form of program delivery, as they believe they would have less personalized service and program officers would have less regional knowledge. This latter factor is particular true for Aboriginal Heritage recipients located in the North. If the program does decide to move to a centralized model, then each officer should continue to focus on a particular region. A variation would be a centralized model but with officers located in the regions. In summary, the issue of centralized vs. decentralized delivery is complex. If the Department is considering a change to the current decentralized model, then a study should be conducted to examine the potential options. Also, the delivery of MAP should not be examined in isolation from the delivery of other departmental programs.

d) What are the pros and cons of using peer review panels to assess applications?

External peer review panels are currently used for the Access to Heritage and Aboriginal Heritage components, but not for Organizational Development (although the MAP website states that Organizational Development projects are subject to peer review.)

The MAP focus group with program officers had mixed views on the use of peer review panels: some officers strongly believe that peer review should be used for all MAP components while others were less sure, given the costs involved in administering a panel in comparison to the value of funded projects. They also believe that they have the expertise to assess applications under the Organizational Development component.

For Aboriginal Heritage, a national panel is used, but it was pointed out by key informants that it does not have representation from all three Aboriginal groups (Métis, First Nations, and Inuit), and therefore all applications may not necessarily receive equal consideration. However, in response, PCH managers stated that it would be inappropriate to have applications reviewed by members of different groups. It was suggested that it

might be more appropriate to group applications together throughout the year, and have them reviewed by a panel composed of representatives from each group. On the other hand, organizing several peer review panels throughout the year would increase the administration cost for this process.

Those program officers who strongly supported peer review expressed the opinion that MAP gains credibility within the museum community when peer review is used.

Turning to the views of key informants, most stated that peer review should be used for all MAP components. It was noted that peer review is standard practice at the Canada Council and at the granting councils (CIHR, SSHRC and NSERC). A few key informants had also been on peer review panels and valued the experience in that it provided useful networking opportunities. However, a couple of key informants who were familiar with past peer review panels for the Aboriginal Heritage component were disappointed with the process and believed that poorly prepared applications were approved due to personal relationships between panel members and applicants. The program noted that peer review panel members are instructed in conflict of interest and are asked to declare any conflict of interest (actual or perceived) and withdraw from the discussion of any application in question.

Finally, the survey of MAP recipients also included a question about the usefulness of peer review. Some 84 per cent of recipients of funding from the Aboriginal Heritage or the Access to Heritage components agreed that the peer review process is "relevant and valuable."

Finally, as discussed earlier, the Organizational Development component currently supports a range of very different types of projects (digitization, storage units, professional development, etc.). It is not clear how peer review could be used to rate these different categories of projects.

Summary: Peer review – In summary, the evidence suggests that peer review should be used for MAP but that the current process needs to be reviewed and improved.

e) Other feedback on program delivery

The number one issue raised by key informants and survey respondents concerning the MAP delivery process is the very slow application approval process. A more efficient approval process is an urgent priority for improving the delivery of the program.

6. Conclusions

The conclusions on each of the evaluation issues and questions are as follows.

6.1 Rationale and Relevance

Overall, the evidence indicates that MAP continues to be relevant to the Canadian museums community. MAP recipients are highly supportive of the program and its individual components. While some of the components should continue, others need to be re-considered. The level of demand for the Access to Heritage component has declined in recent years, although there still appears to be a sufficient number of museums that are interested in developing and touring travelling exhibits. The program will need to monitor demand and examine whether there are any design features that are affecting the ability of museums to borrow funded exhibits. The Exhibition Circulation Fund continues to be relevant to those museums that depend on receiving travelling exhibits to fulfil their exhibition schedule. The Aboriginal Heritage component serves an important function in preserving and providing access to Canada's Aboriginal heritage, and much work remains to be done. The Organizational Development component needs to be reviewed and re-designed, as does the Canada France agreement. While the CMA continues to be well supported by the Canadian museum community and is an important partner to PCH, this component is not sufficiently integrated with the rest of MAP. PCH should consider whether funding should be devoted to specific projects that support MAP's overall objectives of increasing access to heritage and strengthening professional practices.

6.2 Success and Impacts

Over the three years covered by the evaluation (2005-06 to 2007-08), MAP's various components provided a total of $20.6 million in funding to 455 projects. MAP's impacts appears to have been largely incremental, in that most of these projects either would not have gone ahead without MAP funding, or would have gone ahead but been reduced in size or scope, or delayed. A similar finding was reached by the previous 2005 summative evaluation.

MAP has two intermediate outcomes pertaining to providing Canadians with increased access to heritage and strengthening professional practices of museums. On average, a travelling exhibit funded by the Access to Heritage component is experienced by 73,678 visitors. Each exhibit has travelled 1.1 times within the home province and 2.0 times outside the home province, for a total of 3.1 trips. If both historical and planned trips are combined, about 10 per cent of museums are not able to meet the requirement of travelling to at least two venues outside the home province. Turning to the Exhibition Circulation Fund, an average of 8,926 visitors had visited each exhibit. While this figure is much lower compared to the Access to Heritage component, the amount of funding devoted to ECF exhibits is much lower as well.

Less evidence is available regarding the second intermediate outcome. Ideally, the program would have undertaken research over the years which would have examined the state of professional policies and practices in museums and role played by the Organizational Development and CMA components. Nonetheless, recipients of Organizational Development funding strongly believe that their projects have been successful. The view of MAP recipients towards the work of the CMA in contributing to this outcome is mixed.

The program has no systematic process in place for assessing and reporting to Parliament and to Canadians on an ongoing basis whether it is making progress towards its intended outcomes.

6.3   Cost-effectiveness and Alternatives

While MAP recipients frequently access other PCH programs, there do not appear to be any major issues concerning duplication or overlap with these other programs. There still appears to be some overlap/confusion between MAP's Organizational Development component and CAHSP's Capacity Building component, but this was more of an issue in the 2005 evaluation. The Organizational Development component also provides funding for the digitization of collections, and the question was raised whether this type of support would be better situated under the programs offered by CHIN. Similarly, the Organizational Development provides support for minor capital, which might be better situated under the Cultural Spaces Canada program.

The evaluation also examined several other delivery-related issues. MAP recipients were highly complimentary towards their program officers across Canada. The MAP website could be enhanced by providing information on the results of projects. Internally, some PCH managers believe that there needs to be stronger collaboration between the regional offices and PCH headquarters. MAP has an estimated administrative cost ratio of 13.5 per cent. This is due to such factors as the high level of oversight/analysis required, the extensive reporting by recipients and the decentralized delivery structure. MAP recipients are strongly opposed to the option of switching to a centralized form of program delivery, as they believe they would have less personalized service and program officers would have less regional knowledge. This latter factor is particular true for Aboriginal Heritage recipients located in the North. The issue of centralized vs. decentralized delivery is complex. If the Department is considering a change to the current decentralized model, then a study should be conducted to examine the potential options. Also, the delivery of MAP should not be examined in isolation from the delivery of other departmental programs.The evidence suggests that peer review should be used for all MAP project-based components but that the current process needs to be reviewed and improved. Finally, the number one delivery issue raised by recipients is the very slow application approval process.

7. Recommendations and Management Response

1.   The MAP program continues to be relevant, but the evaluation found that some modifications are required in the short term.

While some of MAP's components appear to be working well and continue to be important and relevant to the museum community, other aspects require re-consideration. The major suggestions for each component/sub-component are as follows:

- **Access to Heritage –** While demand for this component has declined in recent years, there still appears to be a sufficient number of organizations that are interested in developing and circulating travelling exhibits. This group uses these temporary exhibits to refresh their own audiences, and the resulting exhibits contribute to the department's objective of increasing access to our cultural heritage. However, some of these exhibits are not able to meet the minimum requirement of travelling to at least two venues outside the home province, and key informants stressed that intra-provincial travel should be permitted. The program should examine whether the out-of-province requirement should be relaxed. Recipients should be required to post information about the tours for funded exhibits on their websites. The department should assess what steps could be taken to help increase the amount of touring for each exhibit, e.g., by reviewing borrowing costs for funded exhibits.
- **Exhibition Circulation Fund** – This component continues to be relevant, as many museums depend on borrowing travelling exhibits in order to fulfil their exhibition schedule each year. The department should examine how the ECF component could better support the Access to Heritage component.
- **Aboriginal Heritage** – This component continues to be relevant. The Department should assess the potential demand for this component and adjust its annual budget accordingly.
- **Organizational Development** – This component needs to be re-designed and made more focused. At present, the component supports a diverse range of activities, some of which (e.g., minor capital upgrades and digitization of collections) might be better situated within other departmental programs. The re-design will also need to take into account the objectives and eligibility criteria of the CAHSP-replacement program.
- **Canada France Agreement** – This component should be reviewed and re-designed. For example, stakeholders indicated that international exchanges are a useful activity as museum professionals are exposed to best practices in other jurisdictions, but the program could be broadened to include other countries. PCH noted that any changes to this program would require a broader policy decision by the Government, for example, in terms of deciding whether to foster museum relationships with other countries.

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- **Canadian Museums Association Support** – The CMA is an important partner to PCH and stakeholders believe the organization does a good job in servicing and supporting the museum community. This component should become more integrated with the rest of MAP, so that it clearly supports the objectives of increasing access to Canada's cultural heritage and supporting professional practices in the museum community. The contribution agreement needs to be improved, to provide more focus on deliverables and results and for the funded activities to link more closely with MAP's objectives.

Management Response: Accepted

The program agrees that some modifications to MAP can be implemented within the existing policy framework.

a.   Based on the evaluation findings and draft recommendations, MAP Guidelines for FY 2010-2011 were revised to reflect the following changes:

- Museums receiving funding under the Access component for the development and circulation of travelling exhibitions will be required to post information on their websites concerning borrowing opportunities for these exhibitions.
- The rules governing access to funding under the Exhibition Circulation Fund for venues and costs not covered under an exhibition development contribution were clarified;
- Guidelines for the Organizational Development component were revised to indicate that priority may be given to projects that benefit multiple institutions and for applications related to digitization, that priority may be given to the introduction of new systems and databases.

Implementation date: Completed Nov 2009 for 2010/11 funding cycle

b.   Funding for the Aboriginal Heritage component will be assessed annually in relation to overall program demand as well as demand for this component and funding across component will be adjusted accordingly.

Implementation date: May 2010

c.   The next Contribution Agreement for the CMA (FY 2010/11 and 2011/12) will include a more clearly defined set of activities and results designed to provide support to the Canadian museum community.

Implementation date: Effective Apr/May 2010

d.   The Minister has agreed that the existing MAP Terms and Conditions be extended for a year to allow consideration of more profound changes and adequate notice to program clients. The relationship between MAP and

the Canada Cultural Investment Fund – Strategic Initiative component, and the role of international exchanges will be assessed as part of the consideration of more profound changes.

Implementation date: Completed

Responsibility: Director, Heritage Programs in consultations with Regional Directors & Cultural Managers

2.   Given the evolution in the program's environment since 1990, the Department should consider revisiting and updating its museum policy.

MAP was introduced in 1972 and re-affirmed with the 1990 Canadian Museum Policy. In 2005, consultations took place as part of a process to design a new Canadian museum policy but a new policy was never announced. Although the 1990 vision for MAP was never fully implemented, today MAP's suite of components is still based on the original concept outlined in 1990: support for travelling exhibitions; upgrading of facilities and equipment for conservation, storage and preservation; collections management; professional development; and the preservation and management of Aboriginal heritage.

While stakeholders are generally supportive of MAP and its various components, the environment has evolved considerably since 1990, with the introduction of new technologies, other government programs and changes in socio-demographics and consumer interests.

The Department's museum policy needs to be updated, taking into consideration the needs of the museum community; the role of the federal government vis-à-vis other levels of government; and the range of support programs currently available. As part of this work, a "new" MAP program should be designed.

The Department should propose a plan for the policy development and program design activities, which would include specifying the timeframe for introduction of a new MAP program.

Management Response: Accepted, subject to decision by the Government

The department will seek Ministerial direction as to whether there should be an updated statement of museum policy to reflect the changes in the federal approach to and support for museums that have been introduced since the last policy in 1990. Should the Government wish to proceed with a new policy, the role of MAP would be defined in the context of the overall suite of federal support instruments.

Implementation date: December 2010

Responsibility: Executive Director Heritage Group in consultation with RexDs, Regional Directors and Cultural Managers

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3. Performance measurement and program reporting need to be improved.

While the MAP program monitors various activity and output indicators (e.g., number and value of projects approved by region) based on data captured by the department's grant and contribution information system, no ongoing results-based performance information on MAP is provided to Canadians.

A regular performance report needs to be published for MAP (and the future new program), so that Canadians are made aware of the extent to which progress is being made towards the program's intended outcomes. The program also needs to implement a procedure whereby results data that is submitted by recipients is easily rolled up across projects to enable program-wide statistics on key performance indicators to be maintained.

Management Response: Accepted

a. Performance indicators developed in 2008-2009 will be reviewed and refined. An improved data collection strategy will be defined, together with a reporting strategy.

Implementation date: indicators /data collection strategy: March 31, 2010.

b. A standardized template that facilitates the gathering of relevant results-based information from clients will be developed and implemented.

Implementation date: Implementation of template and training. Jun 30, 2010.

c. Training sessions will be conducted for HQ and regional staff to ensure that all staff are well-informed on program outcomes, performance indicators and data collection requirements.

Implementation date: Implementation of template and training. Jun 30, 2010.

Responsibility: Director, Heritage Programs in concert with Regional Directors and Cultural Managers

4. Other improvements to program delivery are recommended

The Department should examine several other issues related to improving program delivery of the current program (and applied to a new MAP program as appropriate), including the following:

- Reduce the time required to approve MAP project applications.
- Review and improve the use of peer review as part of the application review process.

- Streamline the MAP application and reporting processes, which would not only reduce the burden on applicants/recipients but would reduce MAP administrative costs.
- Enhance the MAP website, to add information on success stories, lessons learned, etc.

Management response: Accepted

      a.   Program management, in consultation with Regional Directors and Regional Cultural Managers; will review the assessment tools available to facilitate file analysis and the ranking of applications. A common analysis grid will be developed and implemented, together with a template to facilitate the division of resources among regions.

Implementation date: March 31, 2010.

      b.   Peer Review Committees will continue to be used for the Access to Heritage and Aboriginal Heritage components. The Terms of Reference for the Expert Peer Review Committee structure will be revised, together with Guidelines for the committees, with a view to more clearly distinguishing the role of the committees and the role of staff.

Implementation date: February 28, 2010.

      c.   MAP applications forms will be reviewed with the objective of simplifying both the application and evaluation processes while continuing to enable risk-based analysis. As noted above, a standardized reporting template will be developed to facilitate clients' reports on project results.

Implementation date: September 30, 2010.

      d.   Following the implementation of the new data collection strategy and the new reporting template, consideration will be given as to what additional information could be made available through the Department's website within the limits of existing resources as part of the development of the reporting strategy.

Implementation date: March 31, 2011.

Responsibility: Director Heritage programs, in consultation with Regional Directors and Cultural Managers

List of Appendices

The following appendices are available upon request.

Appendix A – Evaluation Matrix
Appendix B – List of Key Informants
Appendix C – Data Collection Instruments
Appendix D – References

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