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Summative Evaluation of  
Class Grant Program for the National  
Offices of the Cadet Leagues of Canada

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## List of Acronyms

ACL	Air Cadet League of Canada
ACLC	Army Cadet League of Canada
AGM	Annual General Meeting
CATO	Cadet Administrative and Training Orders
CF	Canadian Forces
C Res & Cdts	Chief Reserves and Cadets
CRS	Chief Review Services
CSTC	Cadet Summer Training Centre
D Cdts	Director Cadets
DND	Department of National Defence
E-Zines	Web Magazine
FY	Fiscal Year
GoC	Government of Canada
IACEA	International Air Cadet Exchange Association
MOU	Memorandum of Understanding
NLOC	Navy League of Canada
NOTAM	Notice to Airmen
OPI	Office of Primary Interest
PAA	Program Activity Architecture
RBAF	Risk-based Audit Framework
RMAF	Results-based Management and Accountability Framework
TB	Treasury Board
USAF	United States Air Force
VCDS	Vice Chief of the Defence Staff



## Results in Brief

In accordance with the Treasury Board (TB) Policy on Transfer Payments, an evaluation of the National Offices of the Cadet Leagues of Canada is required before TB can renew the Class Grant Program. The current Terms and Conditions expire on 31 March 2009.

An evaluation plan to guide this study was approved in the Results-based Management and Accountability Framework (RMAF) completed in November 2004.

The purpose of this evaluation was primarily to determine the extent to which the National Offices have made progress in achieving their stated expected results, as expressed in the Logic Model of the approved RMAF. In addition, evaluation issues related to program relevance and cost effectiveness were also examined.

### Overall Assessment

- Cadet Leagues continue to be relevant and important to the Department of National Defence (DND)/Canadian Forces (CF) and the Government of Canada.
- Steady progress is being made in the achievement of identified outcomes.

## Findings and Recommendations

**Continued Relevance of the Program.** The Cadet Leagues remain relevant and important for two reasons. Firstly, they contribute directly to one of the strategic objectives approved for DND/CF: “Contribute to Canadian government, society and the international community in accordance with Canadian interests and values.” Secondly, they contribute to one of the federal government’s key areas of interest: social affairs; therefore, the Leagues are relevant to Government of Canada priorities.

Mission statements of the three National Offices continue to be relevant and aligned with both government-wide priorities and DND strategic objectives. While the Navy and Army Cadet Leagues have clear, concise mission statements, the Air Cadet League could benefit from a more succinct mission statement that explains why the organization exists and what it intends to achieve in the future.

**Success/Results Achieved.** Overall, steady progress is being made in the achievement of the short-term and intermediate outcomes identified in the Logic Model:

- Improve League management and support;
- Increase communications available through the Leagues’ National Information Centre; and
- Promote liaison with the Government.

It is recommended that:

- definitions for the terms “volunteer” and “member” be clarified to ensure consistency across the three Leagues;
- data integrity be improved;



- a communications strategy be developed for the scholarship program;
- performance measures be established for the communications programs; and
- the mandate of National Cadet Council Meetings be reviewed.

**Cost Effectiveness.** Changes in program design that would significantly improve program efficiency or effectiveness were not identified during the evaluation. Notwithstanding, from a cost effectiveness perspective, the Leagues are generally sharing what they can and seeking opportunities, where feasible and logical, to obtain cost efficiencies. If the National Offices of the Cadet Leagues were to have their funding reduced, they would be unable to provide the same amount of direction to their provincial and local sponsors. Furthermore, the current level of the Cadet Program could not be delivered, particularly in communities that lack a DND/CF presence.

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**Note:** For a more detailed list of CRS recommendations and management response, please refer to [Annex A](#)—Management Action Plan.

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## Introduction

### Purpose and Scope

The purpose of this evaluation was primarily to determine the extent to which the National Offices of the Cadet Leagues have made progress in achieving their stated expected results, as expressed in the Logic Model of the approved RMAF (see [Annex C](#)). In addition, evaluation issues related to program relevance and cost-effectiveness were also examined.

### Evaluation Context

Although funding was approved for a five-year period in 2005, the initial year of the grant covered fiscal year (FY) 2004/05 retroactively. Therefore, the current Terms and Conditions will expire on 31 March 2009. In accordance with the Policy on Transfer Payments, an evaluation of the Program is being completed ..... before the grant can be renewed.

The requirement for a summative evaluation was approved in the RMAF prepared for the National Offices of the Cadet Leagues of Canada in November 2004. It considered the following questions:

#### Program relevance

- Is the Class Grant Program consistent with government-wide priorities and DND/CF strategic objectives?
- Are the objectives of the Class Grant Program relevant? Does the Class Grant Program realistically address an actual need?
- Is the Class Grant Program the most appropriate response to an identified need? Has the identified need that led to the Class Grant Program's implementation changed?

#### Success/results achieved

- Is the Class Grant Program meeting its short-, intermediate and long-term outcomes as identified in the Logic Model ([Annex C](#)) by providing a highly effective volunteer association framework to facilitate youth access to the Cadet Movement across Canada?
- In particular:
  - Have improvements been made to League management and support?
  - Has access to consistent, reliable internal/external information been improved?
  - Has liaison with the government been enhanced?

#### Cost effectiveness

- Are the most appropriate and efficient means being used to achieve outcomes?
- Is the Class Grant Program being implemented as intended?
- What unexpected costs/benefits are associated with delivering the Class Grant Program?



## Methodology

A review of related Cadet documents and reports provided a better understanding of the program along with the identification of information needs and possible gaps. The program and potential methodological problems were discussed with the responsible program representatives.

Data collection methodologies combined both quantitative and qualitative techniques and analysis, including:

- Interviews with key stakeholders;
- Quantitative and qualitative analysis of the performance data; and
- Limited financial analysis of audited financial statements.

Some key documents reviewed included:

- Performance measurement templates completed annually by the recipients as a major component of their respective annual reports;
- Statistical reports and other documentation prepared by the Cadet Leagues; and
- Baseline Survey of Cadets conducted by Ipsos-Reid in 2006 to explore awareness and perceptions of the Cadet Program.

As this Class Grant Program represents a relatively low amount in terms of total dollars granted, the evaluation was largely restricted to an internal review process. The Cadet Leagues submitted annual reports to DND to detail their progress towards meeting expected results. Qualitative and quantitative data prepared by the Cadet Leagues, on an annual basis, as well as other data collected by the Department was analyzed by Chief Review Services (CRS). The League Executive Directors were interviewed, with the Director Cadets (D Cdts)–2 in attendance. Cadet Leagues were also compared to one another as a method of promoting the sharing of best practices and to determine an aggregate for the three Leagues.

An evaluation matrix ([Annex D](#)) was established to identify the evaluation questions and data collection methods for each component of the study: relevance, success, and cost effectiveness.



## Program Profile

### Program Description

The Navy, Air and Army Cadet Leagues of Canada are federally incorporated, not-for-profit volunteer organizations that provide assistance and support in the delivery of the Cadet Program within communities across the country. The DND/CF is strongly committed to the development of a youth program that promotes good citizenship, leadership and physical fitness in Canada.

Since 1971, the DND/CF has been providing a grant to all three of the Cadet Leagues in support of their respective National Offices. The amount received annually under the Class Grant Program is \$1.14 million, which is divided equally among the three Leagues.

National Offices of the three Leagues serve as a single point of contact for their provincial/regional counterparts and the sponsoring bodies of the local cadet corps. A strong national and central foundation is required to ensure all levels are working in concert.

### Activities and Expected Outcomes

The National Offices are responsible for the following activities:

- Making recommendations on the formation, organization and disbandment of Cadet Corps;
- Assisting in the promotion of the program;
- Attracting League members and officers;
- Ensuring appropriate accommodations, training material and support are available for League members/volunteers and cadets;
- Providing recruitment and supervision for local Cadet Corps sponsoring bodies;
- Maintaining a centralized member/volunteer screening database; and
- Ensuring those who volunteer to work with the Cadets have an Enhanced Reliability Screening Certification.

Outcomes expected from the three National Offices include:

- Improvement of League management and support through the development of member management, corporate governance, standardized policies and procedures, and risk assessment/risk management practices;
- Increased communications through the Leagues' national information centre, including web and paper-based communications tools for internal and external communication;
- Active recruitment to increase League and Cadet Corps membership; and
- Promotion of liaison with the Government (at the national and international levels) through attendance and participation in national forums, e.g. National Cadet Council, meetings with the D Cds staff, international cadet organization activities and provision of visibility at the federal level.





## Findings and Recommendations

### Relevance

The *Federal Accountability Act* requires all Transfer Payment Programs to be reviewed (relevance and effectiveness) over a five-year cycle.

#### A. DND/CF Mandate and Priorities

Is the Class Grant Program consistent with government-wide priorities and DND strategic objectives?

#### DND/CF Strategic Objectives

Youth programs, specifically the Canadian Cadet Program, continue to be included in the Defence Portfolio of the Report on Plans and Priorities, 2007/08. The Cadet Leagues remain relevant and important to DND/CF as they contribute directly to one of the three programs identified in the Program Activity Architecture (PAA)<sup>1</sup>: “Contribute to Canadian government, society and the international community in accordance with Canadian interests and values.”<sup>2</sup> In particular, the three Cadet Leagues enable DND/CF to “contribute to youth and education.”<sup>3</sup>

#### Government-wide Priorities

One of the federal government’s key areas of interest is social affairs, which consists of several components including:

- Safe and secure communities;
- A diverse society that promotes linguistic duality and social inclusion; and
- A vibrant Canadian culture and heritage.

These components result in strategic outcomes such as “Canadians live in an inclusive society built on intercultural understanding and citizen participation.”<sup>4</sup> One of the key activities contributing to this outcome is “participation in community and civic life.”<sup>5</sup>

**Mission Statements.** Mission statements of the three National Offices continue to be relevant and aligned with both government-wide priorities and DND strategic objectives. While the Navy and Army Cadet Leagues have clear, concise mission statements, the Air Cadet League would benefit from a more succinct mission statement that briefly explains why the organization exists and what it intends to achieve in the future. The current mission statements for each of the Cadet Leagues are shown in Table 1.

<sup>1</sup> PAA is an inventory of an organization’s programs and activities that are linked to its strategic outcomes.

<sup>2</sup> Department of National Defence – Program Activity Architecture (PAA), DDM5 – 30 August 2005.

<sup>3</sup> Ibid.

<sup>4</sup> Canada’s Performance Report 2006/07, the Government of Canada’s Contribution, Treasury Board of Canada.

<sup>5</sup> Ibid.



Navy Cadet League	Air Cadet League	Army Cadet League
<p>The Navy League of Canada is a community-based, volunteer-led organization dedicated to developing the resourcefulness, vitality and leadership potential of young Canadians through an appreciation of our great naval traditions and the exciting technological opportunities of the future.</p>	<ul style="list-style-type: none"> <li>• To promote and encourage among young people a practical interest in aeronautics and to assist those intending to pursue a career in the field of aviation.</li> <li>• To provide a voice in Canada for the Air Cadet Movement as a whole so that the Canadian public is kept aware of the accomplishments and capabilities of the Movement and of its ability to fulfill its aims.</li> <li>• To advise and assist the CF in developing and improving Air Cadet training programs, manpower needs of the Cadet Instructor Cadre, and in resolving problems relating to the implementation of policies and procedures.</li> <li>• To study and initiate proposals from and to DND and other government departments which enhance the future of the Air Cadet Movement and which are consistent with Canadian economic and social objectives.</li> <li>• To participate in long- and short-term planning for Air Cadets with the CF, and to promote a friendly relationship through mutual respect and understanding of the roles of each partner.</li> <li>• To encourage discussion and resolution of any problems that develop within the Air Cadet Movement and continually endeavor to ensure that the Movement will continue to progress and prosper.</li> </ul>	<p>The Army Cadet League of Canada, a civilian non-profit organization, commits to support the Army Cadets by working in partnership with local communities and the Canadian Forces in the development of policies and methods for achieving the aims and objectives of the Canadian Cadet Movement in general, and the Royal Canadian Army Cadets, in particular.</p>

**Table 1. Mission Statements Cadet Leagues of Canada.**

OPI	RECOMMENDATION
VCDS/C Res & Cdts	<p><b>Mission Statement.</b> The Air Cadet League should develop a clear and succinct mission statement that explains why the organization exists and what it intends to achieve.</p>

## B. Class Grant Program Objectives

Are the objectives of the Class Grant Program relevant? Does the Class Grant Program realistically address an actual need?

Objectives of the Class Grant Program for the National Offices of the Cadet Leagues are as follows:

- Improve League management and support by:
  - reducing Government's exposure to risk through adequate insurance;
  - improving risk identification and mitigation measures to increase the safety of cadet programs;
  - maximizing standardization of program delivery to ensure and enhance the safety of youth members;
  - maximizing compliance with government requirements;
  - minimizing risk through member/volunteer screening to increase the protection to Leagues and cadets through training; and
  - improving fundraising knowledge and expanding options available to local levels.
- Increase communications available through the Leagues' National Information Centre by:
  - increasing internal/external access to consistent, reliable information, thereby preventing misinformation and as a result increasing cadet and volunteer membership.
- Promote liaison with Government amongst D Cdts, the National Cadet Council and the federal government in order to:
  - influence decision making, strategic direction and policies;
  - maintain and/or increase the level of support for the Cadet Movement; and
  - increase awareness of the value of the programs.

These National Office objectives remain relevant due to the following:

- Programs are delivered provincially and locally. It is the National Offices that provide standardization of programs, screening and policies.
- National Offices coordinate national communications and the sharing of lessons learned.
- Their location enables them to coordinate their efforts with the CF and liaise with government offices in Ottawa.

Does the Class Grant Program realistically address an actual need?

In January 2006, Ipsos-Reid published the findings of a Baseline Survey of Cadets and the General Public. Telephone and online survey research methodologies were employed to gain a better sense of how cadets, parents of cadets, youth within the general public (12 to 17 years) and parents of youth respond to questions of importance to the Cadet Program. The research explored awareness and perceptions of the Cadet Program including:

- Familiarity with and interest in the Program;
- Perceived strengths and weaknesses of the Program; and
- Values associated with Cadets.



Results were reported for each of the four major groups:

**Cadets.** Participants (94 percent) in the Cadet Program were positive towards the Program overall and with respect to most aspects of the Program. Key benefits of the Program were identified as the ability to develop leadership skills and the experiences one cannot get elsewhere. Drawbacks related to conflicts with schoolwork and the time-consuming nature of the Program. Cadets expressed the highest degree of satisfaction with marksmanship, bushcraft and leadership.

**Cadet Parents.** Parents of cadets (94 percent) also expressed positive views of the Program overall and with respect to most aspects. Parents identified self-discipline and confidence as the main benefits. Approximately 50 percent felt there were no drawbacks to the Program, while the rest identified conflict with school. Nearly all the cadet parents said that the Program has had a positive impact on their child.

**General Public Youth.** Six in ten (61 percent) of youth with at least a passing familiarity with the Program expressed positive views towards it. The main benefits perceived by this group were the acquisition of survival and technical skills. Not enough time to participate was the reason given most frequently for not being interested in joining the Program.

**General Public Parents.** General public parents (80 percent) expressed more positive views of the Program, both overall and in some particular respects, than general public youth. Self-discipline and confidence were identified as the main benefits. Drawbacks included Program being too militaristic and conflicts with schoolwork. At the same time, 33 percent said there were no drawbacks to the Program. Also, the majority said that involvement in the Program would have a positive impact on their child.

Overall, it was found that the Cadet Program enjoys an extraordinary amount of good will among its participants and their parents, as well as among members of the general public, despite their lower familiarity with the Program. As evidenced by their respective mission statements (Table 1) the Leagues are essential promoters and enablers of the Cadet Program, which could not function without these strategic roles being fulfilled.

### C. Continued Appropriateness of Class Grant Program

Is the Class Grant Program the most appropriate response to an identified need? Has the identified need that led to the Class Grant Program's implementation changed?

Although the Class Grant Program is not considered to be necessarily ideal, it is the favoured option, given other possible choices. At times, the funding arrangement is viewed as cumbersome, administratively burdensome and restrictive. Notwithstanding, it is an effective mechanism for securing a reliable funding stream for the Leagues.

While the Grant Program has been adjusted slightly over the years, the overall changes have been modest. In addition to the Class Grant Funding, the Navy and Army Leagues' National Offices are also subsidized by funding from branches of provincial and local offices. The Air Force League operates a little differently in that it only requests some funding from the provinces to cover insurance.



Overall, the Leagues' importance is recognized. If the National Offices of the Cadet Leagues were to have their funding reduced, they would be unable to provide the same amount of direction to their provincial and local sponsors. Furthermore, the current level of the Cadet Program could not be delivered, particularly in communities that lack a DND/CF presence.



## Success/Results Achieved

Is the Class Grant Program meeting its short-, intermediate and long-term outcomes as identified in the Logic Model?

### A. Short-Term and Intermediate Outcomes

#### League Management and Support

**Insurance.** Proof of adequate insurance coverage for cadets, League personnel, real property and assets is provided in the Grant Recipient's Annual Reports.

Although two different insurance brokers are used, the Leagues have the same underwriter and therefore the same carrier. Thus, it is unlikely that any economies of scale can be realized through a combined effort. Notwithstanding, an Insurance Working Group was recently formed to explore potential efficiencies while promoting consistency and standardization of coverage among the Leagues. This working group meets as required and is considered a reasonable mechanism to contribute to intended outcomes.

Proof of insurance is provided annually to D Cdts, who is responsible to the Deputy Minister for the overall Cadet Program. Information about insurance is published on the League websites.

**Risk Management.** A Risk-based Audit Framework (RBAF) was prepared in November 2004, and revised in May 2008, to describe the level of risk associated with this Class Grant Program. Based on the following factors, the associated risks are assessed as low:

- The Class Grant Program has a relatively low dollar value;
- Funds are designated for specific purposes;
- Appropriate controls are in place; and
- Financial results are audited independently by a public accounting firm.

As well, failure of the Leagues to provide the required documents and returns would preclude payment of future grants. The relationship between the Department and the Cadet Leagues is sound at the national level and both work together to minimize any potential risks that are identified (see Table 2). All three Cadet Leagues have accepted the Grant Arrangement and comply with the reporting requirements.



Potential Risk Area	Likelihood	Consequences	Risk Level	Mitigating Actions	Residual Risk
Fails to comply with Policy.	Low	Low Relationship problems. Grant not approved/paid. Adverse public awareness.	Low	<b>Existing</b> Annual review. Ongoing day-to-day interaction. <b>Incremental</b> Request documentation. Review of policy requirements.	Low
Fails to provide annual financial report, data or statistics.	Low	Low Relationship problems. Grant not approved/paid. Adverse public awareness.	Low	<b>Existing</b> Annual review. Ongoing day-to-day interaction. <b>Incremental</b> Request documentation. Review of policy requirements.	Low
Cannot form an executive/lack of membership.	Low	Medium Relationship problems. Grant not approved/paid. Adverse public awareness.	Low	<b>Existing</b> Annual review. Ongoing day-to-day interaction. <b>Incremental</b> Request documentation. Review of policy requirements.	Low
Use of funds for non-eligible purposes, poor tracking of revenue and expenditures, inability to conduct business in credible manner.	Low	Medium Relationship problems. Grant not approved/paid. Adverse public awareness. Conflict of interest.	Low	<b>Existing</b> Annual review Ongoing day-to-day interaction. <b>Incremental</b> Review of policy requirements.	Low
Negative public awareness.	Low	Medium Relationship problems. Adverse public awareness. Conflict of interest.	Low-Medium	<b>Existing</b> Ongoing day-to-day interaction. Communications plan. <b>Incremental</b> Communications group.	Low

**Table 2. Risk Framework for the Cadet League Class Grant Program.** While there are a number of potential risks, only a few are considered to be key.

Key risks include inability to form an executive/lack of membership and failure to provide an annual financial report, data or statistics. The potential risk is that the Cadet Leagues may not have an executive to oversee operations nor be able to ensure conformance with policy. Compliance with the terms and conditions of the Grant is essential to receiving additional funds



and controls are in place to enforce that requirement. In most instances, the residual risk is minimal as mitigation measures provide a mechanism to decrease or cut the Grant. The prospect of having the Grant drastically cut or eliminated for lack of due diligence is a strong incentive for program managers to adhere to annual reporting requirements, thereby minimizing risk.

Examples of risk mitigation initiatives engaged in by the National Offices include:

- Improved screening process for volunteers;
- Introduction of National Registry for Offenders;
- Use of insurance certificates;
- Review of risk scenarios with legal advisors; and
- Discouragement of parents/volunteers assuming responsibility for accommodations.

In view of the foregoing, the mitigation measures are accepted as being sufficient for the level of risk related to the Class Grant Program. Overall, the Class Grant Program poses low financial and operational risks while yielding significant benefits for the Department, Canada’s youth and local communities.

**Policies and Procedures.** Although the three National Offices share many procedures, it is noteworthy that they are different organizations with their own specific requirements. For example, three different elements of the CF are used to appeal to youth and the Leagues work for separate Boards of Directors—making it difficult to find common ground. A coordinated/standardized approach to the development and issuance of policies and procedures is neither apparent, nor feasible and hence has not been pursued. Nevertheless, efforts are being made, as exemplified by the recent co-location of the National Offices in the same building. Taking this step has improved synergies and sharing of infrastructure amongst the Leagues.

To ensure effective governance and compliance with Government of Canada regulations, a number of new policies and procedures have been established and implemented (Table 3):

Navy League	Air Cadet League	Army Cadet League
<ul style="list-style-type: none"> <li>• Information Protection &amp; Privacy</li> <li>• Awards &amp; Recognition Program</li> <li>• Call to Order Précis (process of conducting meetings)</li> <li>• MOU (DND/NLOC) Implementation Guides for Branches and Divisions</li> <li>• Volunteer Screening Coordinator’s Handbook</li> <li>• Terms of Reference – National Board of Directors</li> <li>• New model of Governance for the NLOC</li> <li>• New financial controls and policies to reduce theft and fraud within the Branches</li> </ul>	<ul style="list-style-type: none"> <li>• Revisions to policy and procedure manual which is available on the League’s website</li> <li>• Member Registration &amp; Screening</li> <li>• New Investment Policy</li> <li>• Policy and Procedure for review and sign-off of Squadron Sponsoring Committee ACC-9s by the supervising Provincial Committee of the Air Cadet League</li> <li>• New By-laws</li> <li>• A new Governance Committee has been formed to improve corporate governance at all three levels of the League</li> </ul>	<ul style="list-style-type: none"> <li>• Amendments to By-laws</li> <li>• On-line Reference Manual, which includes a Finance &amp; Accounting Policy</li> <li>• Improved financial procedures and management; external bookkeeping service assigned oversight responsibility</li> <li>• Expanded cost control measures</li> </ul>

**Table 3. New Policies and Procedures for the Leagues.**



**Corporate Governance.** Examples of compliance with Government requirements include:

- Provision of a list of Board of Directors to Industry Canada;<sup>6</sup>
- Compliance with the Canada Revenue Agency for charitable organizations;
- Submission of by-law changes to Industry Canada;<sup>7</sup>
- Receipt of funding from Lottery Commission in Western Canada;
- Compliance with requirements for registered lobbyists (Army and Navy); and
- Preparation of annual reports.

It is estimated that there has been a 15 percent increase in this workload component during the period of the most recent Grant funding.

**Volunteer Management.** The number of volunteers by League for FYs 2004/05 to 2007/08 is shown in Table 4:

Fiscal Year	Volunteers at beginning of year	Volunteers brought in during the year	Volunteers who left during the year	Volunteers at end of year
2004/05	0	16	N/A	16
2005/06	16	405	N/A	421
2006/07	421	783	N/A	1,204
2007/08	1,204	549	N/A	1,753

**Table 4a. Number of Navy League Screened Members.**<sup>8</sup>

Fiscal Year	Volunteers at beginning of year	Volunteers brought in during the year	Volunteers who left during the year	Volunteers at end of year
2004/05	5,568	1,237	1,070	5,735
2005/06	5,735	1,324	1,306	5,753
2006/07	5,753	1,398	1,351	5,800
2007/08	5,800	278	285	5,793

**Table 4b. Number of Air Cadet League Volunteers.**<sup>9</sup>

Fiscal Year	Volunteers at beginning of year <sup>10</sup>	Volunteers brought in during the year	Volunteers who left during the year	Volunteers at end of year
2004/05	1,164	51	42	1,173
2005/06	1,173	557	51	1,679
2006/07	1,679	618	42	2,255
2007/08	2,255	660	20	2,895

**Table 4c. Number of Army Cadet League Members/Volunteers.**<sup>11</sup>

<sup>6</sup> *Canada Corporations Act* (1970, c. C-32), Section 133 requires all corporations to submit to Industry Canada an annual return providing, among other things, the names and addresses of all individuals on the Board of Directors.

<sup>7</sup> *Canada Corporations Act* (1970, c. C-32), various sections, require that changes to certain corporate by-laws be reported to Industry Canada.

<sup>8</sup> Screened members only – memberships are controlled at the local level.

<sup>9</sup> Includes members and volunteers.

<sup>10</sup> Includes screened volunteers only.

<sup>11</sup> Numbers for 2007/08 are extrapolated, as data collected by calendar year.



In the interest of protecting cadets, the Leagues have established a Volunteer Screening Program in conjunction with the CF. Volunteer Screening Handbooks have been prepared by the Cadet Leagues to provide step-by-step instructions to assist with volunteer selection. Key features include:

- A central repository for tracking cadet volunteers;
- Local background checks to supplement the Canadian Police Identification Check;
- An Identification Verification System and Safety Guidelines for Volunteer Drivers;
- A comprehensive Harassment and Abuse Policy;
- Ability to share information with other youth organizations; and
- Requirement to be re-screened every five years.

In 2005, the three Leagues decided to use a single database so that information on volunteer candidates could be shared (see Table 5). Further discussion with DND has resulted in the implementation of a Volunteer Agreement for candidates who are going to work at the squadron level. In 2008, to reduce expenditures, the Army League will bring the administration of the Screening Program in-house and will cease to share the costs of this process with the Navy League of Canada.

Fiscal Year	Air Cadet League <sup>12</sup>	Army Cadet League	Navy Cadet League
2004/05	1,237	11	16
2005/06	1,324	526	405
2006/07	1,398	583	783
2007/08	278	640	549

**Table 5. Numbers of Volunteers Screened.**

**Terminology.** During the conduct of the evaluation, it was noted that the terms “member,” “volunteer” and “cadet” have differing meanings across the Leagues (see [Annex B](#) for clarification of terminology). Generally, the Leagues are clearer on the term “cadets.” In the Air and Navy Cadet Leagues, the terms volunteer and member are virtually interchangeable. Within the Army Cadet League, however, the two terms have slightly different meanings. To be a member in the Army Cadet League of Canada (ACLC), an individual must be paid up and in good standing in accordance with the by-laws. Further, these individuals may or may not volunteer with a cadet corps.

OPI	RECOMMENDATION
VCDS/C Res & Cdts	<b>Terminology.</b> Definitions of the terms “volunteer” and “member” require clarification to ensure either consistency or explanations of terminology differences across the three Leagues.

<sup>12</sup> Includes members and volunteers.



## Volunteer Training Initiatives

### Navy Cadet League

Guided by the vision of providing the best possible learning experience for Navy League Cadets, a professional development program is offered to volunteer officers and instructors.

Training is delivered at the Branch level by the Division personnel, which may vary due to local needs.

### Air Cadet League

A national training package for members and volunteers is available in both official languages from the Air Cadet League. At each Annual General Meeting (AGM) of the League there is usually an open forum or plenary session that is frequently dedicated to updates on various cadet initiatives and/or training. Topics have included:

- National selection process;
- Effective communications and media relations;
- Member registration and screening;
- Fundraising; and
- General Cadet Program updates.

### Army Cadet League

Training is delivered at the Branch, provincial/territorial level. Since the training provided reflects the regional needs, the topics vary between branches. Representative topics include:

- Volunteer screening policy;
- Interviewing techniques; and
- Videos and strategies for dealing with volunteers at the local level.

Training on the ways and means to deliver effective local recruiting programs is being developed.

**Fundraising Guidance.** While the Cadet Leagues each receive \$380,000 (1/3 of \$1.14 million) annually, these funds only cover expenditures for the basic operation and administration of the respective National Offices. Each of the Leagues conducts fundraising activities to augment their operating budgets.

### Air Cadet League

At the National level, the Air Cadet League conducts two direct mail campaigns per year for donations and actively seeks, throughout the year, funds for scholarships and awards to be presented to cadets. Funds are also raised to support the operating budget through an online catalogue of products. Approximately \$230,000 is raised annually by the National Office. Memorandum of Understandings (MOUs) also exist with certain corporations. For example, the



Canadian Air Space Human Resource Council provides goods in lieu of funding, e.g., tickets for transportation. Suggestions for fundraising activities at the provincial and local levels are contained in the policy and procedure manual.

#### Army Cadet League

The Army Cadet League has implemented an assessment to the branches per capita to raise \$68,000 per year to fund ineligible Grant expenses. Fundraising tools and activities are developed at the provincial level with the exception of support to the domestic and international expeditions, which are done on a national level. The national level is studying various means to support and encourage local community and provincial fundraising techniques and programs. As a new initiative, the National Office is approaching corporate Canada. For example, one company provides funding to Cadet expeditions outside of Canada and splits the cost 50/50 with the League. It is difficult, however, to fundraise for bureaucracy, especially when the perception exists that the Government funds the Program.

#### Navy Cadet League

For the Navy League, their guaranteed source of income is the annual assessment fee of \$400 per sea cadet corps. Each year these fees yield \$70,000, which is used to fund activities outside the Grant. At the National Office level an annual membership campaign continues to be developed to raise funds to support the Newsletter, Sea Cadet Regatta and other cadet activities. An education foundation has recently been created through estate bequests. Also, a Maritime Affairs Program has been created which requires 17 related defence companies to pay an annual fee.

### Communications

**Increase Internal/External Access to Consistent Reliable Information.** This section presents findings related to the achievement of the second short- to medium-term outcome identified in the Logic Model for the National Offices of the Cadet Leagues: increase communications.

The three National Offices have a coordinated approach to communications. Each League has a communications manager, and all three are co-located in one building. The League communications representatives attend national and international meetings, and they handle communications matters that are outside of the Public Affairs mandate of DND. An example of an issue addressed by a League communications officer occurred when the Leagues were criticized for creating “child warriors.” It was decided that this would be best handled by the Leagues themselves. For the most part, however, there are few external communications by the Leagues as this is normally the responsibility of D Cdt.

It is generally agreed amongst the Leagues that each is a separate organization with their respective areas of emphasis. Therefore, there is little efficiency to be realized through a standardized approach to communications activities.



The Navy and Air Leagues have communications plans and strategies that they find to be beneficial and well used, while the Army has a communications plan that it does not regard as being particularly beneficial. For all three, their websites are the primary source of communication.

In terms of the four websites pertaining to Cadets, there was little commonality in format or content. The Executive Directors believe that the Leagues need to be autonomous on website content as it is an entry point for members and therefore needs to be tailored to meet the specific needs of the respective Leagues. Generally, when prospective candidates choose to join the Cadet Movement it is because they wish to be associated with a particular environment of the CF. Accordingly, in the view of the Executive Leaders of the respective Leagues, the availability of comparative information is deemed to be, for the most part, unimportant to website users.

The Leagues indicated that they share communications and other resources to the extent practicable. Namely, the National Offices share a common server for electronic information needs and other equipment such as a photocopier. These sharing initiatives are facilitated by the co-location of the Leagues in the same building.

In order to assess the impact of their communications efforts, the Leagues use periodic surveys. For example, the Navy conducts an annual survey as a source of feedback, but places a greater emphasis on the AGM as a key two-way, face-to-face communications tool. The Army has recently conducted a survey and is assessing the results. Another feedback mechanism is the relaying of complaints and concerns to the Executive Directors. The AGMs are viewed by all three Leagues as an excellent communications tool.

One area of concern involves communication of the Flying Scholarship Program. Separate scholarships are provided by the Air Cadet League and D Cds. However, the differences between these two funding sources for Cadets have not been very well communicated. A communications strategy is now being developed for the scholarship program.

While it is recognized that meaningful metrics are a challenge to develop, it is important to systematically measure the effectiveness of internal and external communications as this function is a key responsibility of the National Offices. As specific communications metrics are not being collected, an opinion survey was intended to provide an indication of the efficiency and effectiveness of the approach taken by the Cadet Leagues.

**Opinion Survey.** An Ipsos-Reid Survey completed in January 2006 included questions that touched on the impact or effectiveness of communications initiated by the Cadet Leagues. Respondents were asked how they had heard about the Cadet Program. About 1 in 4 Canadian adults (23 percent) said they were either very or somewhat familiar with the Program. Among the general public respondents interviewed online fewer than 3 in 10 youth (28 percent) and 2 in 5 parents (40 percent) said they were very or somewhat familiar with the Cadet Program.

Youth and parents in the general public who were familiar with the program were asked how they had heard about the Cadet Program. Most often these respondents replied that they had heard about the Program through a relative, or friend who was in it (youth 38 percent; parents 41 percent). Youth also frequently mentioned school as their source of information (28 percent).



About 1 in 10 youth (10 percent) and parents (13 percent) mentioned hearing about the Cadet Program in the media, while fewer said they had heard about the Program directly from the organization itself (youth 5 percent; parents 7 percent).

The survey recommended that in promoting the program among a wider audience, it might be necessary to address time management concerns and/or communicate the value of the program as an important part of participants' busy schedules. One communications goal should be to provide information to change the opinion of those who would not rule the program out altogether by showing that the skills and experiences offered by the program are relevant beyond a military context.

OPI	RECOMMENDATIONS
VCDS/C Res & Cdts	<b>Communications Strategy.</b> Develop a communications strategy to promote the Program.
VCDS/C Res & Cdts	<b>Performance Measurement.</b> Develop performance measures for the communications programs.

**Publication of Newsletters.** Table 6 shows the flagship and ancillary publications, along with circulation data, by Cadet League:<sup>13</sup>

	Navy League	Air Cadet League	Army Cadet League
Name of flagship and ancillary publications	At the Helm	<ul style="list-style-type: none"> <li>NOTAM (Notice to Airmen)</li> </ul>	On Target <ul style="list-style-type: none"> <li>Kit Bag (Supply) catalogue</li> <li>E-Zines</li> </ul>
No. of subscriptions (2006/07)	1,100	300 (est)	1,500

**Table 6. Newsletters and Other Publications.**

**Cadet and Volunteer Membership.** Increased cadet and volunteer membership is one of the goals of effective external communications.

#### Navy League Volunteers

As shown in Table 4a, figures available reflect screened members only. Therefore, it is not possible to analyze success in increasing overall volunteer membership from this data, as these figures reflect neither the number of members/volunteers who were not screened, nor the number at the beginning of the period.

#### Air Cadet League Volunteers

The Air component has experienced slight growth in the number of volunteers for the period FY 2004/05 to FY 2006/07 (see Table 4b). Between the beginning of FY 2004/05 and the end of FY 2007/08, the number of volunteers increased from 5,568 to 5,793 (4 percent).

<sup>13</sup> Leagues provide an electronic newsletter so number of subscribers cannot be measured accurately.

Army Cadet League Volunteers

Similar to the Navy League, statistics are only available for the number of screened members/volunteers (see Table 4c). Therefore, it is not possible to comment on the growth or decline in the overall number of volunteers.

The number of cadets<sup>14</sup> for the Navy, Air and Army Leagues is shown in the following tables:

Training Year	Cadets at start of year	Cadets joining during the year	Cadets leaving during the year	Cadets at end of year
2004/05	8,060	N/A	N/A	7,425
2005/06	10,404	5,285	5,200	10,492
2006/07	10,285	4,596	4,874	9,844
2007/08	9,787	4,026	4,535	9,255

**Table 7a. Royal Canadian Sea Cadet Membership.**

Training Year	Cadets at start of year	Cadets joining during the year	Cadets leaving during the year	Cadets at end of year
2004/05	NA	N/A	N/A	NA
2005/06	21,849	14,436	10,032	26,762
2006/07	26,530	12,507	12,734	25,976
2007/08	25,707	10,989	12,134	24,393

**Table 7b. Air League Cadet Membership.**

Training Year	Cadets at start of year	Cadets joining during the year	Cadets leaving during the year	Cadets at end of year
2004/05	15,314	N/A	N/A	14,107
2005/06	19,768	11,683	7,404	22,394
2006/07	22,296	10,470	10,988	21,406
2007/08	21,033	9,034	10,192	19,784

**Table 7c. Army League Cadet Membership.**

**Changing Youth Demographics.** Analysis of the number of cadets shows an increase for each of the Leagues over the period of the Grant. However, during FY 2007/08, the latest year for which data is available, all three Leagues experienced a decrease in numbers as shown below:

League	% Growth Grant Period (2004/05 to 2007/08)	% Decrease Latest Fiscal Year (2007/08)
Sea Cadets	14.8%	-5.4%
Air Cadets	11.6% <sup>15</sup>	-5.2%
Army Cadets	29.2%	-5.9%

**Table 8. Changes in Cadet League Membership.**

<sup>14</sup> The number of cadets is reported by training year which runs from September through to June of the following year. For this reason some of the data in tables 7a, b and c do not add as expected.

<sup>15</sup> Data available for period 2005/06 to 2007/08 only.



A Communications Study on Canada’s Changing Demographics was conducted in 2008 by the Navy League of Canada. The purpose of the study was to examine the vitality of the cadet programs in relation to the changing youth demographics. Changes in cadet populations versus the total youth population for the period between 2001 and 2006 of the Canadian Census were examined. Rates of population change for this period are shown for each of the Leagues in Table 9.

	Total Population Change	Sea Cadet Population Change	Army Cadet Population Change	Air Cadet Population change
Canada	5.35%	1.23%	7.09%	8.27%

**Table 9. Rates of Population Change 2001 – 2006.**<sup>16</sup>

Long-range projections show that the population of children (under 14) will continue to drop from 5.7 million to 4.8 million over the next 50 years.

The recruiting effectiveness for each of the Cadet Leagues was also determined in the study. To calculate recruiting effectiveness, the attraction statistic weights cadet population change against the societal population change for the appropriate ages from 2001 to 2006.

	Sea Cadet Attraction	Army Cadet Attraction	Air Cadet Attraction
Canada	-3.52%	2.33%	3.52%

**Table 10. Recruiting Effectiveness 2001 – 2006.**

Relative to the number of youth in the general population which has been gradually shrinking, by maintaining the current number of cadets, the Program is actually increasing in terms of its percentage share of the youth population.

**Data Integrity.** Data was sought in the development of tables that would demonstrate, for a four-year period, the number of members/volunteers and cadets who joined and departed the respective Leagues. Differences in terminology, changes in information systems and ways of collecting data have posed challenges to collating this data. While data has a “rough order of magnitude” degree of accuracy, the integrity is somewhat questionable. In order to address this issue, it is recommended that a process be put in place to assure the consistency and correctness of reported statistical data.

OPI	RECOMMENDATION
VCDS/C Res & Cdts	<b>Data Integrity.</b> Establish processes to ensure that data gathered for statistical reporting is assimilated in a rigorous way in order to assure a high level of data integrity.

<sup>16</sup> Demographics are based on the variance between 2001 and 2006 Census figures, Statistics Canada.



## National/International Liaison

The third major component or activity identified in the Logic Model is national/international liaison. In particular, the objectives for this component are to promote liaison with D Cdts, the National Cadet Council and at the federal level.

**Liaison with D Cdts.** The Executive Directors of each of the National Offices of the Cadet Leagues have numerous opportunities to influence decision making, both formally and informally. For example, draft Cadet Administrative and Training Orders (CATO) are circulated to the Executive Directors for their review. Prior to this there is discussion with the Leagues during the drafting stage. Other opportunities include informal conversations, discussion papers, bi-monthly meetings between the Executive Directors and D Cdts, monthly conference calls, participation in annual Cadet Summer Training Centre (CSTC) meetings, as well as public affairs meetings.

Recent examples of how the Executive Directors have influenced decision making include:

- Accommodation for the Air Cadets in the new Armoury in Edmonton;
- Development of the new screening process for volunteers; and
- Selection process for Co-op International Exchange.

Cadet involvement in international forums or international meetings of Cadet organizations is reflected in Table 11:

Navy League	Air Cadet League	Army Cadet League
<ul style="list-style-type: none"> <li>• Annual meeting of International Sea Cadet Association. Canada has continually served as Secretary.</li> </ul>	<ul style="list-style-type: none"> <li>• USAF Civil Air Patrol AGM.</li> <li>• Hosted 2006 International Air Cadet Exchange Association (IACEA) Conference in Quebec City.</li> <li>• 2005 IACEA meeting (Brussels).</li> </ul>	<ul style="list-style-type: none"> <li>• 2006/07 Executive Director is current President of the Army Cadet International Exchange.</li> <li>• 2004/06 Executive Director was Vice-President and Treasurer of International Army Cadet Exchange.</li> </ul>

**Table 11. Attendance at International Cadet Forums.**

**National Cadet Council.** Another opportunity for the Executive Directors to influence strategic direction or policies is through the National Cadet Council. Each League sends representatives and thereby has access to the Council executive. The primary aim of this Council is to improve coordination of efforts amongst stakeholders of the Cadet Program. It provides a forum to discuss national and/or inter-League issues and new opportunities. The Leagues ensure that people work through the established chain of command. However, this Council is no longer felt to be very useful for its originally intended purpose, as it is considered more effective to resolve issues that arise periodically between the Executive Directors and D Cdts. Therefore, the Council is now viewed as an arbitrator of last resort and the frequency of meetings has been reduced from two face-to-face to one meeting and one videoconference. The League Executive Directors and the D Cdts representative unanimously expressed the view that one or two annual videoconferences with the National Cadet Council would be sufficient.

Some of the outcomes or changes realized through these meetings include:

- Army League lobbied for a CATO on risk management pertaining to parachuting as the current underwriter no longer wanted to insure them;
- Navy League recommended a CATO on scuba diving;
- Agreement on screening of volunteers;
- Agreement on support from DND for the Member Registration and Screening Process;
- Support for the relocation of the three League National Offices; and
- Agreement on a program theme for each cadet year.

OPI	RECOMMENDATION
VCDS/C Res & Cdts	<b>Liaison with the Government.</b> Review the mandate of the National Cadet Council Meeting with a view to enhancing its effectiveness.

**Federal Level.** Relatively little effort is focused at the federal level as the Cadet Program is viewed, very much by many outside the Department and CF, as solely a DND initiative. Accordingly, the Executive Directors of all three Leagues and D Cdts agreed to remove “...Preserve & increase level of support to Cadet Movement...” as a federal-level outcome from the Logic Model. It was agreed, however, that it would be appropriate to leave the second objective of this outcome “...Increase awareness of program’s value...”<sup>17</sup>

## B. Achievement of Long-term Outcome

Through a highly effective volunteer association framework, facilitate youth access to the Cadet Movement across Canada.

There is reasonable evidence of incremental progress towards the achievement of this outcome. The number of youth in the general population has been gradually shrinking while overall the number of cadets has been maintained. In maintaining the number of cadets at current levels, the Cadet Program is actually increasing in terms of its percentage share of the youth population.

An analysis of the success of the Leagues in facilitating youth access to the Cadet Movement across Canada showed that the largest proportion of cadet units formed in the last five years has been in smaller communities (i.e., with populations of less than 50,000).

**Army League.** While the ACLC was the only League that disbanded more units than it formed in the past five years for a net decrease of six units, it did establish 14 new units. Of the three Leagues, it was the most successful in reaching out to the smaller communities with 79 percent of its newly formed units being established in communities with populations of less than 5,000. Ninety-three percent of new ACLC units went into communities with populations of less than 10,000. Only 7 percent of the new Army cadet units (representing one unit) went into a community with a population greater than 50,000.

<sup>17</sup> [Annex C](#)–Logic Model Cadet Leagues has been amended to reflect this change.



**Air Cadet League.** The Air Cadet League formed the most new units at 15, with seven disbandments for a net increase of eight new units. While the Air Cadet League was less successful than the ACLC in reaching the smallest of communities, it still managed to place four units, or 27 percent of its new units, in communities with populations of less than 5,000 people. As well, it achieved a respectable level of 60 percent or nine of its new units being placed in communities with populations of less than 50,000. Approximately 40 percent, or six new units, were established in communities with populations of greater than 50,000.

**Sea Cadet League.** The Naval arm of the Cadet Leagues enjoyed a net gain of five in the number of cadet units resulting from the establishment of eight new units and only three disbandments. The Navy League of Canada (NLOC), through its local units, impacted smaller communities as well with five of the new units going to communities with populations of less than 5,000 and six of the eight new units, or 75 percent, being established in communities with populations of less than 10,000.

It is reasonable to conclude that smaller communities generally have fewer formal programs that are available for the development of Canada's youth than do the larger centres. Accordingly, it is clear that the Cadet Leagues, through their provincial and local affiliates, have impacted communities where fewer opportunities exist. Through this thrust, the Cadet Leagues have reached out to the youth of Canada, thereby facilitating access to the Cadet Movement.

In spite of the lack of a specific "volunteer association framework," there is an established network at various levels of maturity in each of the three leagues. Anecdotal evidence indicated that these volunteers greatly facilitated youth access to the Cadet Movement.



## Cost Effectiveness

Are the most appropriate and efficient means being used to achieve outcomes?

Changes in program design that would significantly improve program efficiency or effectiveness were not identified during the evaluation. While there are some areas of commonality among the Leagues, generally there are differing problems and concerns. From a cost-effectiveness perspective, the Leagues are generally sharing what they can and seeking opportunities where feasible and logical to obtain cost efficiencies. In the end, the Leagues apply a philosophy of sharing when practicable, while concurrently providing for the unique needs of each as well.

Is the Class Grant Program being implemented as intended?

In accordance with the Grant Arrangement, signed in March 2005, the National Offices of the Cadet Leagues must comply with specific guidelines for expenses. Audited financial reports provide the required independent audit assurance that each of the Cadet Leagues is 100 percent in compliance for authorized expense requirements, e.g., meeting and exceeding the allocated \$380,000 annual Class Grants.<sup>18</sup>

What unexpected costs/benefits are associated with delivering the Class Grant Program?

In terms of unexpected costs/benefits realized through the Class Grant Program, interviewees described the extensive community involvement of cadets. A variety of achievements are provided to communities by cadets outside of the normal activities. In their community activities, these young people become ambassadors for the Cadet Program and Canada.

## Annual Reporting Process

As Grant recipients, each of the National Offices of the respective Cadet Leagues of Canada submits an annual report that includes the following:

- An audited financial statement;
- Cadet League reports to their respective AGM;
- Completed Annual Report for Performance Measurement Template (see [Annex E](#));
- Copies of relevant documents and publications that demonstrate compliance with the grant as noted in the “Application Requirements” section of the Terms and Conditions;
- Data on the Cadet Leagues based on site visits;
- Attendance at events and meetings;
- Periodic review of web-based material available to the public; and
- Cadet League’s membership.

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<sup>18</sup> Each of the Leagues fully expends its Class Grant annually. Each of the Leagues has fundraising activities that yield additional resources. Accordingly, the Leagues actually spend more than their Class Grant funding only because they are able to raise those additional funds through other means.



However, there are some inconsistencies between the short- and medium-term outcomes identified in the Logic Model and the performance indicators required to be completed in the Recipient’s Annual Report for Performance Measurement Template. Thus, evidence to assess progress towards achieving the outcomes was sometimes lacking. For example, the outcome objective of promoting liaison with government at the federal level is missing from the template. Also, it was noted that the annual reports are very voluminous. It is clear that considerable time is invested in the development of these lengthy reports and an assessment should be made of the value for money of preparing such comprehensive documents.

### Recommendations

As ongoing data collection and reporting is a requirement of Grant funding, some recommendations are provided to improve annual reports:

OPI	RECOMMENDATIONS
VCDS/C Res & Cdts	<b>Performance Measurement Template.</b> Revise the Recipient’s Performance Measurement Template for the Annual Report to ensure all the outcomes identified in the Logic Model are included.
VCDS/C Res & Cdts	<b>Annual Reporting Process.</b> Review contents of annual reports with the intent of including only essential information and streamlining reporting requirements.

## Annex A—Management Action Plan

### Relevance

#### CRS Recommendation

1. **Mission Statement.** The Air Cadet League should develop a clear and succinct mission statement that explains why the organization exists and what it intends to achieve.

#### Management Action

Develop a clearer and more succinct mission statement for the Air Cadet League of Canada.

OPI: VCDS/C Res & Cdts

Target Completion Date: 1 December 2008

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### Success/Results Achieved

#### CRS Recommendation

2. **Terminology.** Definitions of the terms “volunteer” and “member” require clarification to ensure either consistency or explanations of terminology differences across the three Leagues.

#### Management Action

Determine a strategy and course of action, including target milestones, to address the inconsistencies in the use of the terms “volunteer” and “member” among the three leagues.

OPI: VCDS/C Res & Cdts

Target Completion Date: 1 December 2008

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#### CRS Recommendation

3. **Communications Strategy.** Develop a communications strategy to promote the Program.

#### Management Action

In consultation with the three leagues and C Res & Cdts Public Affairs staff, develop a communications strategy to promote the Cadet Program.

OPI: VCDS/C Res & Cdts

Target Completion Date: 1 December 2008

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#### CRS Recommendation

4. **Performance Measurement.** Develop performance measures for the communications programs.

#### Management Action

In consultation with the three leagues, and C Res & Cdts Public Affairs staff, develop performance measures for each of the communications initiatives of the respective leagues.

OPI: VCDS/C Res & Cdts

Target Completion Date: 1 December 2008

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## Annex B—Clarification of Terminology among the Three Leagues

During discussions with the Executive Directors of the three Leagues it became apparent that the terms League “members,” “volunteers” and “cadets” have differing meanings across the Leagues.

### Navy League of Canada (NLOC)

**League Members.** A member of the Navy League is an individual who has elected to join the Navy League, pays his or her annual dues and is issued a Navy League Membership Card. As a card-carrying member of the Navy League, the individual is entitled to vote in League elections, participate in meetings and be indemnified by insurance provided by the League. Members who will be volunteering their time to work with the Sea Cadets are screened.

**Volunteers.** Volunteers are individuals who volunteer their time to assist the cadets as a group by driving them to and from activities/events or otherwise assisting groups of Sea Cadets. These volunteers are not screened to be in contact alone with any one cadet. Volunteers do not pay dues and work with/assist the cadets sporadically rather than on any sort of a regular basis. These individuals do not have a formal affiliation with the Navy League.

**Cadets.** There are two groups of cadets served by the Navy League of Canada: the Navy League Cadets comprising youths aged 9 to 13 years; and the Royal Sea Cadet Corps, also referred to as Sea Cadets, which serves youths aged 12 to 18 years. For purposes of this report, any references to cadets under the Navy League are aimed only at the Sea Cadets.

### Air Cadet League of Canada (ACL)

**League Members.** There is no distinction between members and volunteers in the ACL. Upon registering, an individual is accepted as a member and becomes involved in aspects of the ACL’s business and activities. Members must pass a screening process in order to have direct contact individually with the Air Cadets. All members are de facto volunteers, but are limited in their volunteer activities until they have successfully passed through the screening process. Members/volunteers do not pay membership dues and are there to support the mission of the ACL.

**Volunteers.** There is no distinction between members and volunteers in the ACL.

**Cadets.** The youths aged 12 to 18 who join the Air Cadet League are the beneficiaries of program activities sponsored by the ACL.

### Army Cadet League of Canada (ACLC)

**League Members.** Similar to the Navy League, upon registering and paying one’s dues, an individual can become a member of the ACLC. Members will not necessarily become volunteers unless they would like to work directly with the Cadets. Members only become volunteers and eligible to work with the Cadets once they are screened.





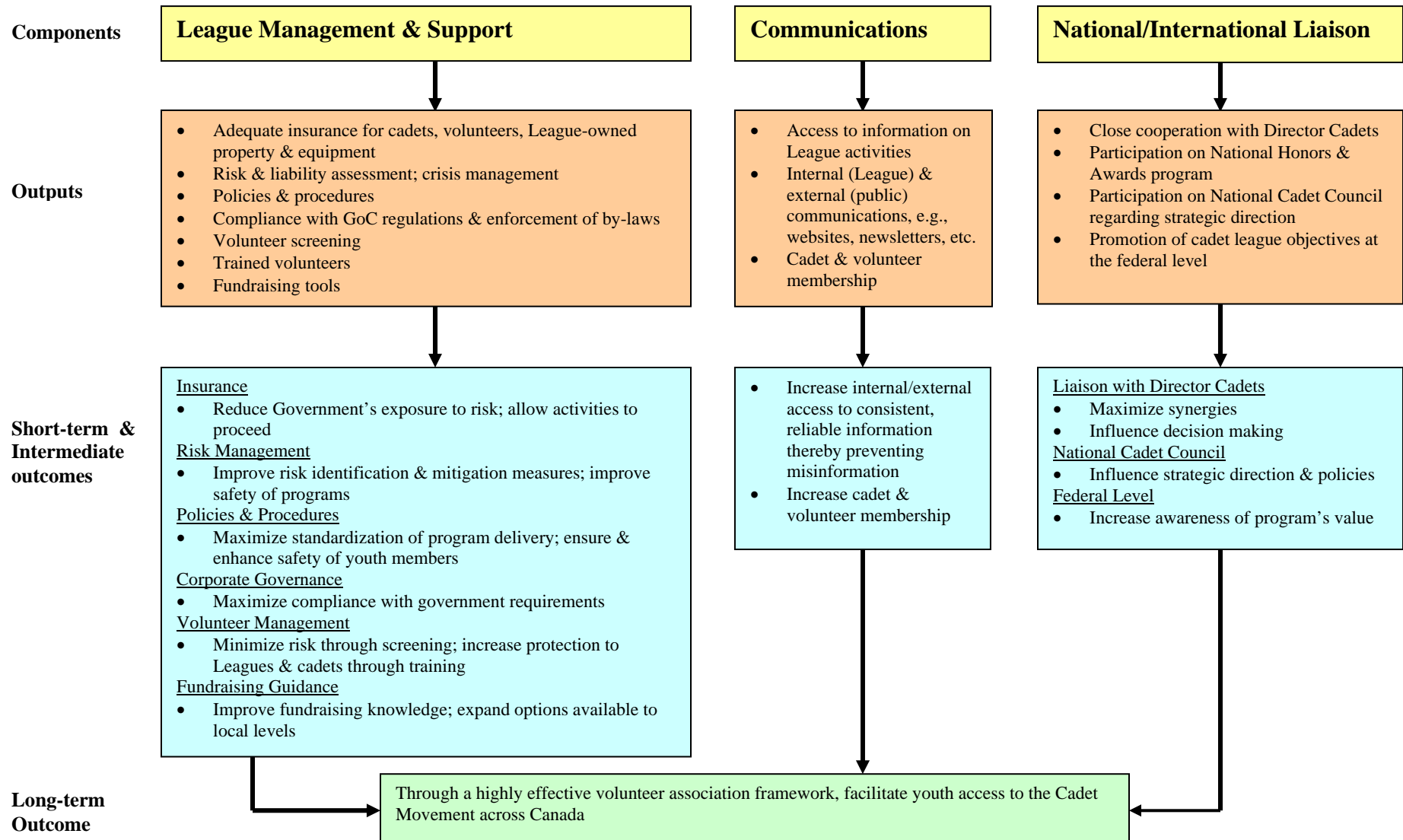
**ANNEX B**

**Volunteers.** All members start out registering as members but can become volunteers later if they wish. The members who become volunteers are only authorized to work one-on-one with the Cadets once they have been screened.

**Cadets.** The ACLC cadets are between 12 and 18 years of age. They are participants in the ACLC activities and beneficiaries of the range of services offered by the League.



### Annex C—Logic Model National Offices Cadet Leagues of Canada



## Annex D—Summative Evaluation Matrix

### Evaluation Issues/Questions

#### Relevance Issue #1:

Is the Class Grant Program consistent with government-wide priorities and DND/CF strategic objectives?

#### Indicators

- Congruence of mission statements of Cadet Leagues with DND/CF strategic objectives and federal government priorities.

#### Data Sources

- Policy documents

#### Collection Methods

- Documentary analysis
- 

### Evaluation Issues/Questions

#### Relevance Issue #2:

Are the objectives of the Class Grant Program relevant? Does the Class Grant Program realistically address an actual need?

#### Indicators

- Positive responses from cadets, cadet parents, general public youth and general public parents towards the program overall and most aspects of the program.

#### Data Sources

- Ipsos-Reid Baseline Survey of Cadets and the General Public (2006)

#### Collection Methods

- Analysis of survey results
- 

### Evaluation Issues/Questions

#### Relevance Issue #3:

Is the Class Grant Program the most appropriate response to an identified need? Has the identified need that led to the Class Grant Program's implementation changed?

#### Indicators

- Satisfaction level of Director Cadets and Executive Directors with the Class Grant Program.

#### Data Sources

- Annual and other reports
- D Cdots and Executive Directors National Offices

#### Collection Methods

- Documentary analysis
  - Face-to-face interviews
- 



**Evaluation Issues/Questions**

**Intermediate Term Results Achievement Issue #1:**

Have the National Offices improved their League management and support?

**Indicators**

- Reduction of Government's exposure to risk through adequate insurance coverage.

**Data Sources**

- Proof of insurance provided annually to D Cdts
- D Cdts and Executive Directors National Offices

**Indicators**

- Adequacy of risk identification & mitigation measures; improved safety of Cadet programs.

**Data Sources**

- RBAF (2004)

**Indicators**

- Efforts to maximize standardization of program delivery through common policies and procedures.

**Data Sources**

- Annual reports
- D Cdts and Executive Directors National Offices

**Indicators**

- Maximization of compliance with government requirements.

**Data Sources**

- Annual reports
- D Cdts and Executive Directors National Offices

**Indicators**

- Risk to Leagues and Cadets minimized through volunteer screening.

**Data Sources**

- Volunteer and member statistics
- Annual reports

**Indicators**

- Number and percentage of new volunteers/members screened annually.

**Data Sources**

- D Cdts and Executive Directors National Offices
- Volunteer screening database

**Indicators**

- Success of fundraising initiatives.

**Data Sources**

- Annual reports
- D Cdts and Executive Directors National Offices

**Collection Methods (applicable to all Indicators)**

- Documentary analysis
- Face-to-face interviews
- Statistical analysis



**Evaluation Issues/Questions**

**Intermediate Term Results Achievement Issue #2:**

Have the National Offices increased internal/external access to consistent and reliable information, thereby preventing misinformation?

**Indicators**

- Improved access to consistent, reliable information.
- Increased cadet and volunteer membership.

**Indicators**

- Annual reports
- D Cdts and Executive Directors National Offices
- Ipsos-Reid Baseline Survey of Cadets and the General Public (2006)

**Data Sources**

- Analysis of survey results
  - Documentary analysis
  - Face-to-face interviews
- 

**Evaluation Issues/Questions**

**Intermediate Term Results Achievement Issue #3:**

Have the National Offices promoted national/international liaison?

**Indicators**

- Extent to which liaison promoted with D Cdts, the National Cadet Council and the federal level.
- Number of major decisions influenced.
- Attendance and contributions at International Cadet Forums.

**Data Sources**

- Annual reports
- D Cdts and Executive Directors National Offices

**Collection Methods**

- Documentary analysis
  - Face-to-face interviews
- 

**Evaluation Issues/Questions**

**Cost effectiveness Issue #1:**

Are the most appropriate and efficient means being used to achieve outcomes?

**Indicators**

- Areas of commonality identified.

**Data Sources**

- Annual reports
- D Cdts and Executive Directors National Offices

**Collection Methods**

- Documentary analysis
  - Face-to-face interviews
-

**Evaluation Issues/Questions**

**Cost effectiveness Issue #2:**

Is the Class Grant Program being implemented as intended?

**Indicators**

- Compliance with Transfer Payment Agreement; MOUs.

**Data Sources**

- Audited financial reports

**Collection Methods**

- Documentary analysis
- 

**Evaluation Issues/Questions**

**Cost effectiveness Issue #3:**

What unexpected costs/benefits are associated with delivering of the Class Grant Program?

**Indicators**

- Un-attributed costs/benefits realized.

**Data Sources**

- Annual reports
- D Cds and Executive Directors National Offices

**Collection Methods**

- Documentary analysis
  - Face-to-face interviews
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## Annex E—Recipients’ Performance Measurement Template for the Annual Report

Description of Organization	
Identification of the Recipient.	Insert organization’s name.
Mission Statement.	Insert brief description.
Describe briefly the national importance of your organization.	Insert brief description.
Describe briefly how your Cadet League is organized and governed.	Insert brief description.
Activities Report (a summary of the organization’s activities for the past year).	Attach a copy of your League’s activities for the year.
Future plans (projected activities for the next five years with emphasis on the next fiscal year).	Attach a copy of your League’s planned activities for the future year.

Membership		
What is the total number of full-time staff in your National Office?	Enter number for current year.	Enter number for previous year.
What is the total number of part-time staff in your National Office?	Enter number for current year.	Enter number for previous year.
What is the number of volunteers/non-Board members in your National Office?	Enter number for current year.	Enter number for previous year.
What is the total membership of your organization? (Provide a list by province and territory detailing the number of League members with the number of associated clubs, associations, sponsors, etc.)	Enter total number for current year.	Enter total number for previous year.
National Executive.	Attach a list of the names of League officials and positions of current slate of national officers.	

Financial Information	
Annual audited financial statement for the preceding year with the name and address of the auditor as presented to the AGM, as a minimum showing revenue from memberships and other sources (outlining a breakdown by federal, provincial and municipal sources as required by stacking provisions) and disbursements made for eligible and non-eligible expenses.	Attach a copy of your League’s annual audited financial statement.
Forecast for revenue and disbursements for next fiscal year (budget).	Attach a copy your League’s projected income and expenses (budget).



Performance Indicators		
League Management and Support		
Evaluate, source & acquire adequate insurance for cadets, League members, League-owned real property and assets.	Demonstrate proof of proper insurance coverage for cadets, League personnel, real property and assets.	
Develop effective volunteer screening through policies and procedures, including implementation. Demonstrate proof of volunteer screening.	Provide information on number of volunteers screened of total membership including a breakdown of new and renewals.	
What new policies and procedures have been implemented over the year to maximize standardization of program delivery, and/or ensure and enhance safety of youth members?	Insert brief description.	
What training initiative for volunteers have been implemented or delivered?	Insert brief description.	
What numbers of volunteers have received League-developed training? (Nationally, provincially, locally)	Insert brief description and/or provide numbers.	
What fundraising tools and activities have the Leagues undertaken?	Insert brief description.	
What improvements have been made to the identification and mitigation of risks to improve Program safety?	Insert brief description.	
What honours and awards have been presented in recognition of member and volunteer achievement?	Insert brief description and/or provide numbers.	
Communications		
Policy and procedures.	List updates and new policy guides (copies available on request).	
How has internal/external access to consistent, reliable information been improved?	Insert brief description.	
Website		
What is the number of hits to your website?	Enter number for current year.	Enter number for previous year.
How many members have logged onto your website?	Enter number for current year.	Enter number for previous year.
What changes have you made to your website this year?	Insert description.	
What publications are available on line?	Insert description.	
Publication of newsletters		
Provide name of flagship publication and ancillary publications as appropriate.	Insert description.	
What is the circulation of the publication(s) in terms of subscribers, free issue, etc.?	Insert numbers.	
What outreach activities does the League undertake?	List of activities and outcomes.	
What teaching and research activities does the League undertake?	List of activities and outcomes.	





<b>Performance Indicators</b>	
<b>Liaison at National and International Levels</b>	
Attendance and contributions at Director Cadets meetings, National General Meetings, provincial meetings.	List meetings attended, reasons and frequency in general terms as well as outcomes or changes that have been initiated.
Attendance and contributions at International Cadet Forums or organization meetings.	List meetings attended, reasons and frequency in general terms as well as outcomes or changes that have been initiated.
Participation on National Cadet Council. Include strategic direction and policies influenced.	List meetings attended and frequency in general terms as well as outcomes or changes that have been initiated.
What impact, benefit or changes have resulted from attendance at meetings, conferences, councils or forums over the year?	List meetings attended and outcomes that have been realized.
<b>Other League Support Provided</b>	
What known and identified support through volunteer hours, provision of accommodation, optional training support, community efforts, etc. has been provided to the Cadet Movement in support of the aims?	Provide a list and a value where appropriate in support attributed to the appropriate level (nationally, provincially, locally).