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## Final Report

# 2012-601 Evaluation of the Parliamentary Precinct Volume 2: Support for Continual Operations

March 19, 2015

Office of Audit and Evaluation





## Table of Contents

INTRODUCTION.....	i
About Support for Continual Operations .....	i
Evaluation Reporting.....	ii
Summary of Conclusions .....	iii
MANAGEMENT RESPONSE AND ACTION PLAN.....	iii
SECTION 1: RELEVANCE .....	1
SECTION 2: PERFORMANCE .....	6
APPENDIX A: ABOUT THE EVALUATION.....	15
APPENDIX B: LOGIC MODEL.....	18



## **INTRODUCTION**

1. The following report presents the results of the Evaluation of the Parliamentary Precinct Branch, Volume 2: Support for Continual Operations, undertaken by the Office of Audit and Evaluation (OAE). The Parliamentary Precinct is situated in the Public Works and Government Services Canada (PWGSC) Program Alignment Architecture under sub-program 1.2.5 (Parliamentary Precinct) and includes two business lines: the implementation of the Long Term Vision and Plan to rehabilitate the Parliament Buildings, and support for continual operations of all buildings under its custodianship. The Direct Program Spending for the Parliamentary Precinct as a whole in 2012-2013 was \$283.3 Million, or 4.9% of PWGSC's total spending for that year.
2. This evaluation was included in the Public Works and Government Services Canada's 2012-2017 Risk-Based Audit and Evaluation Plan.
3. This evaluation provides an assessment of the relevance and the performance of the Parliamentary Precinct sub-program's Support for Continual Operations for the period from April 2008 to March 2013. Research for Volume 2 was conducted from December 2012 to November 2014, in accordance with the Treasury Board's Standard for Evaluation for the Government of Canada and OAE's evaluation standards at PWGSC. More information on the approach, methodologies and limitations associated with this evaluation can be found in Appendix A.
4. The Parliamentary Precinct Branch (PPB), on behalf of the Minister, is responsible for the management of major renovations and new construction of buildings within the Parliamentary Precinct (examined in Volume 1: the Long-Term Vision and Plan of the Evaluation), as well as for the provision of general purpose accommodation through the care, upkeep, structural integrity and appearance of the premises (examined here in Volume 2: Support for Continual Operations). The Evaluation of the Parliamentary Precinct examined these two main business concurrently, using separate evaluation matrices and reporting formats for each business line.
5. A logic model (contained in Appendix B) was developed for the Evaluation that describes the activities, outputs and outcomes of the Parliamentary Precinct Program. The activities, outputs and outcomes associated with Support for Continual Operations are distinguished from those of the Long Term Vision and Plan (LTVP).
6. An analysis was conducted to determine the appropriate level of research effort to be dedicated to Volume 2. Compared to PPB's LTVP, the materiality and risk associated with the Support for Continual Operations are relatively low. As a result, the evaluation team chose a streamlined matrix format to report on the findings for Volume 2.

## **ABOUT SUPPORT FOR CONTINUAL OPERATIONS**

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**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

---

7. The buildings and grounds of the Parliamentary Precinct are functionally defined as the premises which the Senate, the House of Commons and the Library of Parliament occupy. The Parliamentary Precinct is composed of 33 Crown owned buildings, and 28 active leases in 19 buildings in 2012-2013. The Parliamentary Precinct includes all of the buildings on Parliament Hill, as well as buildings on the south side of Wellington Street, the north side of the Sparks Street Mall, and a food production facility in the south-end of the city.
8. The Parliamentary Precinct houses several thousand federal employees and government officials, including Parliamentarians and their staff. It includes the buildings enabling Senators and Members of Parliament to perform their work and the related premises and grounds required to support that work (excluding constituency offices). As of March 2012-2013, there were 52 commercial tenants throughout the Precinct, including 31 retail, utilizing approximately 9,000m<sup>2</sup> and in 2012-2013 reimbursing revenues in the amount of \$3.7 million.
9. Under the *Parliament of Canada Act*, the Parliamentary Partners are responsible for all financial and administrative matters respecting their members, premises, services and staff. However, the Minister of Public Works and Government Services (PWGS) is the official custodian of the Parliamentary Precinct as a result of the *Department of Public Works and Government Services Act*. Under Section 10(1), the Minister is responsible for "the administration of all federal real property and federal immovables not situated in Yukon, the Northwest Territories, or Nunavut, except those under the administration of any other minister, board, or agency of the Government of Canada or any corporation."
10. Previously, PWGSC met its custodian responsibilities for the Parliamentary Precinct through the Real Property Branch. The PPB was established as a stand-alone Branch of PWGSC in 2008 to support the implementation of the Long Term Vision and Plan, and responsibility for PWGSC's Support for Continual Operations was transferred to the Branch as well.
11. Total expenditures by Support for Continual Operations were \$123.7M in 2012-13, which include 193 full-time equivalent staff. These expenditures were partially offset by \$3.75M in revenue from commercial clients of space in the Precinct.

## **EVALUATION REPORTING**

12. The results of OAE's research and analysis on Support for Continual Operations are presented in a matrix format (see Sections 1 & 2). The tables present the findings, evidence, conclusions and recommendations by evaluation issue. The indicators and data sources used to assess the Evaluation issues are included in the tables as well. This reporting format meets the requirements for evaluation reporting set out in Section 6.4.1a (i-ix) of the Treasury Board's *Standard for Evaluation for the Government of Canada*. An additional evaluation Report – Volume 1: Parliamentary

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

---

Precinct Branch Long Term Vision and Plan – is being submitted to the Audit and Evaluation Committee separately.

## **SUMMARY OF CONCLUSIONS**

1. The operation and maintenance services provided by PWGSC under Support for Continued Operations for all PPB clients are relevant in that they address a continued need. These services are aligned with federal priorities and the PWGSC's strategic outcome, and is an appropriate role and responsibility for the federal government.
2. Based on the indicators reviewed by OAE, PPB has been found to be achieving of its intended outcomes for Support to Continual Operations. OAE has identified one area (through Recommendations 1) for further examination by PPB to assist the Branch in ensuring they are meeting these outcomes going forward.
3. Based on the indicators reviewed by OAE, PPB has achieved a level of efficiency with respect to vacancy rates and the cost of leased accommodation. PPB's costs of operations, maintenance, repair and square meter accommodation of Crown-owned buildings may be high if compared to other federal government common-use buildings to other federal government common-use buildings, but that is because they are fundamentally different.

## **MANAGEMENT RESPONSE AND ACTION PLAN**

### **Management Response**

The Parliamentary Precinct Branch acknowledges the recommendation, which seeks to enhance its capacity to better manage asset life cycle elements and the work to maintain the integrity of its assets. The Branch started planning and design, in May 2014, of a comprehensive and holistic approach to maintenance programs and other interventions required to maximize the performance of each asset in delivering both the Long Term Vision and Plan and the broader Parliamentary Precinct Program. Efforts will continue in that regard.

### **Recommendations and Management Action Plan**

**Recommendation 1:** The Assistant Deputy Minister, Parliamentary Precinct Branch, should examine the management of non-automated maintenance with the intent to improve the Branch's capacity to manage the life cycle of its assets and the work required to maintain the integrity of its assets.

**Management Action Plan 1.1:** Over the next year, PPB will move to a new framework on the management and maintenance of real property assets. Specifically, PPB will further evolve the Life Cycle Management approach through the

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

---

establishment of an Owner Investment role. The strengthening of the management of assets will focus on Assets Plans to provide a comprehensive and holistic approach to maintenance programs and other interventions necessary to maximize the performance of each asset.

**Management Action Plan 1.2:** PPB will continue to ensure that the non-automated maintenance program is properly managed and prioritized among all portfolios through the establishment of a data collection and management system that is more easily retrievable. This new reporting process will be put in place in the new Fiscal Year.



**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

---

## **SECTION 1: RELEVANCE**

**Continued Need:** Assesses the extent to which a demonstrable need continues to be met and to which there is responsiveness to the needs of PWGSC's clients.

Indicator	Finding	Source	Conclusions (and Recommendation)
Evidence of the rationale's continued validity.	<p>The current rationale for PWGSC's provision of real property services to the Parliamentary Precinct can be found in the 2008-2009 Report on Plans and Priorities: PWGSC provides functional accommodations (as well as preserving the Parliamentary Precinct's architectural integrity) so as to ensure that Parliamentarians and their staff can exercise the democratic responsibilities of Parliament.</p> <p>This rationale remains valid as Parliamentarians continue to need functional accommodation so that they can exercise their responsibilities. As PWGSC remains the custodian of the Parliamentary Precinct, it is the Department's role to provide the functional accommodation.</p>	Document Review	<p>There is a continued need to provide functional accommodations, including the real property services to support continual operations, to Parliamentarians and their staff.</p>
Evidence of a legislative requirement to provide the services.	<p>Under <i>The Department of Public Works and Government Services Act</i>, Section 10(1), the Minister of PWGS is responsible for the administration of all federal real property and federal immovables. This gives PWGSC the authority to carry out renovation, rehabilitation</p>	Document Review	

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

Indicator	Finding	Source	Conclusions (and Recommendation)
	and maintenance within the Parliamentary Precinct.		
Level of demand for real property services.	<p>There is a high level of demand for the accommodation services. Between 2008-09 and 2012-13, the PPB processed 49 Occupancy Instruments in response to requests for new or renewed space from clients in the precinct. It should be noted that some of these Occupancy Instruments were for space in buildings managed by PWGSC's Real Property Branch, rather than by PPB.</p> <p>By 2012-13, the PPB was managing 293,857 square metres of office and other space, up from 280,542 in 2008-09.</p> <p>As well, in 2012-13 the PPB carried out over 5,000 scheduled maintenance tasks.</p> <p>The Evaluation found evidence of future potential demand for the need for Support for Continual Operations in the coming years following the adoption of the <i>Fair Representation Act</i> on December 16, 2011. This Act increases the number of seats in the House of Commons from 308 to 338 (10%) as of the October 2015 federal election. There will be a</p>	Program Data review and analysis	

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

Indicator	Finding	Source	Conclusions (and Recommendation)
	further increase in 2025, which will be based on population estimates in the 2021 census. PPB's current planning takes into account this anticipated increase.		

**Federal Priorities and Departmental Strategic Outcomes:** Determined by assessing linkages with federal government priorities and with departmental strategic outcomes.

Indicator	Finding	Source	Conclusions (and Recommendation)
Support for Continual Operations' alignment with PWGSC's Departmental strategic outcome.	As a component of the Accommodation and Real Property Services Program Activity, PPB's Support for Continual Operations is aligned with PWGSC's Strategic Outcome to "...deliver high-quality, central programs and services that [...] meet the program needs of federal institutions"	Document Review	PPB's provision of real property services to the Parliament of Canada is aligned with PWGSC's strategic outcome.

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

**Appropriate Role and Responsibility for the Federal Government:** Determined by examining decentralization to other federal departments and agencies; devolution of responsibility to another level of government; and, devolution of responsibility to the private sector.

Indicator	Finding	Source	Conclusion (and Recommendation)
Potential for decentralization to other departments and agencies.	<p>The Minister of PWGS is the legal custodian of the Parliamentary Precinct under the <i>Department of Public Works and Government Services Act</i>. PPB is also responsible for implementing the LTVP. As noted in the <i>Evaluation of Parliamentary Precinct Volume 1: The Long-Term Vision and Plan</i>, any change in the organization responsible for the LTVP would be a machinery of government decision and is outside the scope of the evaluation to provide a conclusion on the appropriateness of the role of PWGSC in the LTVP.</p> <p>Given the tight link of the activities for the Support for Continual Operations to implementation of the LTVP (i.e. the need to coordinate ongoing space management, operations and maintenance and repairs with the rehabilitation of the Parliamentary Precinct through the LTVP), it would not be feasible to transfer PPB's Support for Continual Operations to another federal organization without also transferring the responsibility for</p>	<p>Document Review</p> <p>Interviews</p>	<p>PPB's Support for Continual Operations is an appropriate role and responsibility for the Federal Government. PWGSC's is the legal custodian of the Parliamentary Precinct. The transfer of real property services to another level of government or to the private sector would be inappropriate.</p>

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

---

Indicator	Finding	Source	Conclusion (and Recommendation)
	<p>the rehabilitation of the Parliament Precinct.</p> <p>Finally, given PWGSC's role as custodian of the buildings combined with the Department's expertise in the provision of real property and heritage building services, it would not be feasible to decentralize the provision of PPB's Support for Continued Operations to another department or agency.</p>		
Potential for devolution of responsibility to another level of government.	As noted above, it would be inappropriate to devolve responsibility for real property services to other levels of government (i.e. provincial or municipal).	Interviews	
Potential for devolution of responsibility to the private sector.	As noted above, it would be inappropriate to devolve responsibility for real property services completely to the private sector. However, PWGSC engages private sector contractors and leverages their expertise in providing real property services.	Interviews	

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

## SECTION 2: PERFORMANCE

**Outcome Achievement:** *Immediate Outcome* – Clients are provided with space that meets their requirements and relevant standards.

Indicator	Finding	Source	Conclusion (and Recommendation)
Extent to which client requirements were met.	Between 2008-2009 and 2012-2013, PPB negotiated 49 Occupancy Instruments with Parliamentary Partners and other federal government clients. Of these, 38 were for renewal of existing space. Client requirements were met 100% of the time in the case of these 49 Occupancy Instruments.	Program Data	PPB is meeting client requirements through its implementation of Occupancy Instruments.
Extent to which client departments are within their departmental space envelope.	Federal government departments and agencies are required to comply with federal government standards for space allocation. These standards are not applicable to the Parliamentary Partners; however, they are applicable to federal government departments and agencies located within the Precinct. Should occupants exceed their space envelope, they are responsible for reimbursing PWGSC for the excess space. PWGSC monitors the occupants usage of space and seeks compliance through administrative measures.  The current (as of 2012) Government of Canada (GoC) national average space allocation standard for general office accommodation is 16m <sup>2</sup> (Full-Time Employee (FTE), based on rentable square	Program Data PWGSC Documents	Non-Parliamentary occupants of building space are operating within their authorized space envelopes.

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

Indicator	Finding	Source	Conclusion (and Recommendation)
	<p>metres. It should be noted that this represents a national average for the government as a whole; individual departments may have higher average space utilization due to a higher than average percentage of executive staff; security requirements; or because they are located in heritage buildings or in buildings leased in an “as-is” condition, where it would not be cost-effective to bring accommodation up to the standard.</p> <p>Based on the application of these standards, the Evaluation analyzed the extent to which federal departments and agencies occupying space in the precinct are within their departmental space envelope.</p> <p>According to Occupancy Instruments in place as of 2013- 2014, the two federal departments that occupy space within the Precinct were within their overall departmental space envelope.</p> <p>In the event an occupant exceeds overall space envelop, PPB will plan with the occupant to meet the standards going forward. According to PPB officials, a gradual approach is required because it is not always possible, or cost effective, to reduce occupied space quickly due to the heritage nature of the buildings. The current plan allows for reductions in occupied space where it makes economic sense to invest in refits to comply with standards.</p>		

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

**Outcome Achievement:** *Intermediate Outcome* – Buildings are maintained and operated such that clients are equipped to conduct their business as required.

Indicator	Finding	Source	Conclusion (and Recommendation)
Extent to which preventative maintenance is carried out in accordance with established schedules	<p>PPB dispatched a total of 16,096 maintenance work orders between 2008-2009 and 2012-2013. Of these, 90% (14,489) were completed in the same month. The remainder were either completed within the next month (8.6%) or was cancelled (1.4%). Cancellations occur for a variety of reasons, including decommissioning of the asset or the conduct of repairs on an asset that preclude the need for scheduled maintenance.</p> <p>PPB engages in two types of preventative maintenance: automated and non-automated. PPB carries out corrective maintenance in addition to preventative maintenance.</p> <p>PPB maintains an inventory of scheduled maintenance requirements for electrical and mechanical equipment and systems. Schedules are based on manufacturer's recommendations or on equipment life cycle specifications. These schedules are the basis for the automated servicing regime.</p> <p>PPB also actively manages non-automated maintenance. This is the non-automated scheduling of maintenance activities for architectural elements</p>	<p>Program Data</p> <p>Interviews</p>	



**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

Indicator	Finding	Source	Conclusion (and Recommendation)
	<p>within the framework of the Building Exterior Program (BEP). These activities are not captured through the automated National Maintenance Management System (NMMS). BEP activities are identified, scheduled and prioritized using subject matter expertise in masonry in consultation with property &amp; facility managers, and based on available funding among other pressures and priorities. Data for the program of non-automated maintenance was not available to the evaluation, as quantitative data is not compiled for this program. Available information is primarily narrative and is based on engineering assessments.</p> <p>PPB officials assert that the frequency of non-automated maintenance has been impacted by budgets reductions in recent years, unlike the automated maintenance system (inventoried mechanical/electrical systems). Evaluators could not validate data for this assertion, due to the lack of quantitative data.</p> <p>In addition to the preventative maintenance described above, the PPB also delivers corrective maintenance service, provided through the PWGSC National Service Call Centre (NSCC). The Evaluation did not address PPB's work in the area of corrective maintenance services.</p>		<p>PPB carries out 100% of scheduled maintenance on assets that are in operation and require this maintenance. The Branch also carries out non-automated maintenance of the buildings under its custodianship; however, the evaluation was unable to economically access data on the volume of non-automated maintenance.</p> <p><b>Recommendation:</b></p> <p>The Assistant Deputy Minister, Parliamentary Precinct Branch, should examine the management of non-automated maintenance with the intent to improve the Branch's capacity to manage the life cycle of its assets and the work required to maintain the integrity of its assets.</p>

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

Indicator	Finding	Source	Conclusion (and Recommendation)
Client satisfaction with building maintenance and repair	<p>The NSCC conducts periodic surveys of clients to assess satisfaction with its maintenance services. Based on data from the most recent survey completed nearing the time period assessed by the Evaluation Parliamentary Precinct clients were highly satisfied with the timelines (91%), quality of work (92%) and ease of doing business (92%) with the NSCC for the period of October through December 2013</p> <p>The Evaluation was unable to access data economically on the volume of this unscheduled maintenance with the NSCC.</p>	<p>Program Data</p> <p>Interviews</p>	<p>Client satisfaction with building maintenance and repair was high in the third quarter of the 2013/2014 fiscal year. Data on corrective maintenance is available within the NSCC, it can be extracted only in a manual form, at a significant cost in time and financial resources.</p>
The extent to which business days were lost by Parliamentarians and other clients due to building maintenance or operations.	<p>PPB officials report that the PPB began collecting data and reporting on time lost by Parliamentarians due to building maintenance and operations in 2012-13. Program officials rely on service call and incident reports to identify and estimate parliamentary time lost due to interruptions from building operations.</p> <p>Interruptions to Parliament are reported in the Departmental Performance Reports as a Key Performance Indicator for the Parliamentary Precinct. Based on the data in the Departmental Performance Report for that year, no time was lost by Parliament in that year.</p>	<p>Document Review</p> <p>Interviews</p>	<p>In 2012-2013, Parliamentarians were equipped to conduct their business as required.</p>

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

---

Indicator	Finding	Source	Conclusion (and Recommendation)
	Efforts are ongoing within the PPB to quantify/qualify parliamentary interruptions/time lost reporting.		

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

**Outcome Achievement:** *Ultimate Outcome* – Prudent management of real property assets in the Parliamentary Precinct.

Indicator	Finding	Source	Conclusion (and Recommendation)
Comparison of actual vacancy rates to targeted vacancy rates.	<p>As of July 2014, the overall vacancy rate for Crown-owned buildings in the Parliamentary Precinct was 4.2%. This rate is lower than the targeted 5% vacancy rate for the Accommodation and Real Property Services Program Activity as a whole. Overall vacancy rates for prior years covered by the evaluation were not available.</p> <p>Vacancy rates for commercial space in buildings owned by the Crown in the precinct declined from 7% in Quarter 4 of 2009-10 to 1.4% in 2012-13. Rates in the years 2010-2011 to 2011-12 ranged from 2.9% to 2%.</p>	Program Data	
Comparison of operation, maintenance and repair costs for PPB to other PWGSC common use buildings.	<p>PPB costs for operation, maintenance and repair of non-Parliamentary common use Crown-owned buildings in the downtown core in 2011-2012 were on average \$198.66 per square metre. PWGSC common-use buildings in the National Capital Area costs for 2011-12 were on average \$107.02. PPB costs for 2012-2013 were on average \$219.78. No comparison figure from PWGSC was available for 2012-2013 at the time of this Evaluation.</p> <p>PPB's higher costs for non-Parliamentary common use, Crown-owned buildings in the Precinct reflect their older age (100 years, on average, compared to 47 for other common-use NCA buildings). The age of these buildings is reflected in higher costs for repairs.</p>	PWGSC Data	

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

Indicator	Finding	Source	Conclusion (and Recommendation)
	In addition, PPB incurs higher costs for security. How much these factors explain the difference in costs compared to other common-use buildings is not known.		<p>PPB is contributing to the prudent management of its real property assets in the Parliamentary Precinct as indicated by vacancy rates and the cost of leased accommodation.</p>
Comparison of PPB square meter leasing costs to the private sector	<p>In 2012-13, PPB paid \$542 per square meter for Class A accommodation, \$335 per square metre for Class B accommodation; and \$295 per square metre for Class C accommodation. The private sector asking rates in Quarter 4 of were \$539 for Class A accommodation; \$371 for Class B; and \$282 for Class C.</p> <p>PPB leasing costs are not directly comparable to these private sector rates. The PPB lease costs cited above represent average costs based on leases signed over the period of the evaluation (2008-09 to 2012-13), while the private sector figures reflect asking prices for the fourth quarter of 2013.</p> <p>As well, there are differences in the way rentable space is calculated; PPB's minimum building standards may be higher than the private sector; and PWGSC has many different types of leases, making comparisons with private sector rates difficult.</p> <p>Nevertheless, these private sector rates provide a rough benchmark of the reasonableness of PPB leasing costs. Based on current rates in the private sector, PPB's leasing costs appear to be reasonable.</p>	Program Data	

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

---

**Efficiency and Economy:** The extent to which resources are utilized in relation to the production of outputs and outcomes. Efficiency refers to the extent to which resources are used such that a greater level of output is produced with the same level of input or, a lower level of input is used to produce the same level of output. Economy refers to minimizing the use of resources in the pursuit of outcomes. A program has high demonstrable economy and efficiency when resources maximize outputs at least cost and when there is a high correlation between minimum resources and outcomes achieved.

In the course of evaluating Support for Continual Operations, efficiency and economy were evaluated in the context of evaluating the achievement of the program's ultimate outcome. The Evaluation has found that PPB has achieved a level of efficiency with respect to vacancy rates and the cost of leased accommodation. PPB's costs of operations, maintenance, repair and square meter accommodation of Crown-owned buildings may be high if compared to other federal government common-use , but that is because they are fundamentally different.

## **APPENDIX A: ABOUT THE EVALUATION**

### **Authority**

This evaluation was included in the Public Works and Government Services Canada (PWGSC) *2012-2017 Risk-Based Audit and Evaluation Plan*.

### **Evaluation Objectives**

OAE examined PPB's Support for Continual Operations, delivered under the Parliamentary Precinct sub-program, within PWGSC. OAE had two objectives:

- Under this activity, PPB provides general-purpose accommodation, and property and facility management. OAE examined the relevance and performance of these activities separately from the LTVP using the Matrix prepared for this business line.
- OAE assessed all three levels of its intended outcomes. OAE assessed efficiency and economy in the context of evaluating the ultimate outcome for this activity: Prudent Management of Real Property Assets in the Parliamentary Precinct.

### **Approach and Methodology**

The Evaluation was conducted in accordance with the Treasury Board's *Standard for Evaluation for the Government of Canada* and the OAE's evaluation standards for PWGSC in order to address the five core areas for Evaluations (*Directive on the Evaluation Function*, 2009).

OAE assessed the conduct of the continual operations business line for the period from April 1, 2007 to March 31, 2013.

A logic model for the Parliamentary Precinct Sub-Program was drafted by OAE, based on the expected results that have been identified for this PAA sub-program and on other available documentation, and refined through consultations with the Parliamentary Precinct Branch. This logic model includes the Parliamentary Precinct's LTVP, its business line of highest materiality. This logic model was subsequently accepted by the Assistant Deputy Minister for the Parliamentary Precinct as part of the planning package for this engagement. The methodologies identified below were employed to assess the evaluation issues and questions. When available, OAE used data and information collected for the evaluation of the Parliamentary Precinct's Long Term Vision and Plan (Volume 1).

*Document Review:* An initial document review for Volume I the Evaluation of the LTVP provided an understanding of the PPB's Support for Continual Operations. The document review for Volume I included Speeches from the Throne, federal budgets, legislation, policy documents, submissions for funding, departmental corporate documents (such as

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

---

annual *Reports on Plans and Priorities* and *Departmental Performance Reports*), Parliamentary Precinct Branch documents (*Annual reports*, *Branch Business Plans*) and other documents. All documentation was reviewed to examine the Support for Continual Operations' relevance, design and delivery, and performance. OAE also reviewed corporate reporting data from PWGSC's Departmental Scorecard, Monthly, Quarterly and Annual Reports to the Deputy Minister, Performance Measurement Framework and *Departmental Performance Reports* while conducting this evaluation.

*Interviews:* OAE used the information collected from key informant interviews with various stakeholder groups involved in the renovation and rehabilitation of the Parliamentary Precinct from Volume I. While information gathered during interviews for Volume 1 was used by the evaluation team for Volume 2, interviews with PPB representatives were required in order to obtain information specific to the issues contained in Volume 2.

*Program Data Analysis:* OAE examined operational data provided by PPB for seven sample buildings. These sources included data from the National Service Call Centre, data from the PPB work order database and building occupancy data. The information was used to determine if the program was achieving its outcomes and to determine the program's efficiency and economy. The sample of buildings included the Centre Block, Blackburn, Langevin, Birks, Victoria, National Press, and the Confederation buildings.

### **Limitations of the Evaluation**

The Evaluation of Support for Continual Operations undertook a risk-based approach that calibrated the level of effort to the materiality and complexity of Support for Continual Operations as well as to senior management needs for timely, credible information.

The methodology used for this evaluation has a number of limitations, however, multiple lines of evidence were used to research Support for Continual Operations. Specific comments on limitations encountered in the collection of data to support the assessment of performance measurement indicators for the outcome statements are as follows:

- No data was available on client satisfaction with building maintenance and repair by the PPB for the period under review by the Evaluation. To mitigate the impact of the lack of information on the Evaluation's ability to conclude in this area, program data from a period within the Evaluation's scope (October – December 2013) has been used.
- Due to the economic cost in time and resources to extract data from on corrective maintenance from the National Service Call Centre database, the effort to extract this data was abandoned.
- The data used to compare cost per square meter with the private sector, is not perfectly comparable because the evaluation did not have an average of the private sector asking cost for the entire period. However, the PPB data reviewed was taken over time and averages out.



**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

---

- Data on building vacancies was available only for the 2013-14 fiscal year.
- Data on the status of repair projects contained in PPB annual Programs of Work is widely dispersed through the organization. It was not possible to obtain this data within the timeframes applied to the preparation of Volume 2.
- Data on days lost by parliamentarians and other clients is extremely limited.

### **Reporting**

Findings were documented in a Director's Draft Report (Matrix Format), which was reviewed by the Office of Audit and Evaluation's Quality Assurance function. PPB's Director General was provided with the Director's Draft Report and a request to validate facts and comment on the report. A Chief Audit and Evaluation Executive's Draft Report was prepared and provided to the Assistant Deputy Minister, Parliamentary Precinct Branch, for acceptance as the Office of Primary Interest. The Office of Primary Interest was requested to respond with a Management Action Plan. The Draft Final Report, including the Management Action Plan, will be presented to PWGSC's Audit and Evaluation Committee for the Deputy Minister's approval in March 2015. The Final Report will be submitted to the Treasury Board Secretariat and posted on the PWGSC website.

### **Project Team**

The Evaluation project was conducted by employees of the Office of Audit and Evaluation, overseen by the Director of Evaluation and under the overall direction of the Chief Audit and Evaluation Executive. The Evaluation report was reviewed by the Quality Assessment function of the Office of Audit and Evaluation.

**2012-601 Evaluation of Parliamentary Precinct Program  
Volume 2: Support for Continual Operations Program  
Final Report**

## APPENDIX B: LOGIC MODEL

