

**Evaluation of the Lieutenant
Governors' Program
(State Ceremonial and Protocol)
2012-13 to 2016-17**

**Evaluation Services Directorate
May 10, 2018**

Evaluation of the Lieutenant Governor's Program (State Ceremonial and Protocol)

Period from 2012-13 to 2016-17

Evaluation Services Directorate

May 10, 2018

Cette publication est aussi disponible en français

This publication is available in PDF and HTML formats

on the Internet at <https://www.canada.ca/en/canadian-heritage/corporate/publications/evaluations.html>

©Her Majesty the Queen in Right of Canada, 2018.

Catalogue No. CH7-60/2018E-PDF

ISBN 978-0-660-26670-1

Table of contents

List of tables	i
List of figures	i
Acronyms	ii
Executive summary	iii
1. Introduction	1
2. Program profile	2
2.1. Background and context	2
2.2. Objectives and outcomes.....	2
2.3. Program management and governance	3
2.4. Target groups, key stakeholders and delivery partners	4
2.5. Program resources	4
3. Evaluation methodology	6
3.1. Evaluation scope, calibration and quality control	6
3.2. Evaluation questions by issue	7
3.3. Evaluation methods	7
4. Findings: Relevance	9
4.1. Continuing need.....	9
4.2. Compliance with government priorities	10
4.3. Alignment with government roles and responsibilities.....	10
5. Findings: Performance	11
5.1. Achievement of expected outcomes	11
6. Demonstration of efficiency	17
6.1. Overlapping or complementing other programs.....	17
7. Other evaluation questions	19
8. Conclusion	20
Appendix A: Evaluation Framework	21
Appendix B: Eligible Expenses	27
Appendix C: Bibliography	28

List of tables

Table 1: Logic model.....	3
Table 2: Target groups, key stakeholders and delivery partners.....	4
Table 3: LGs' social media presence.....	16

List of figures

Figure 1: Estimated number of annual activities per province.....	12
Figure 2: Number of prizes, medals and distinctions per province.....	14
Figure 3: Number of organizations per province for which the LGs act as honorary patrons.....	14

Acronyms

GBA+	Gender-Based Analysis Plus
ESD	Evaluation Services Directorate
LG	Lieutenant Governors
PCH	Department of Canadian Heritage
LGP	Lieutenant Governors' Program

Executive summary

Program description

Through the Department of Canadian Heritage (PCH)'s Lieutenant Governors' Program (LGP), the Lieutenant Governors in Canada's ten provinces receive funding each year in the form of a grant.

This funding is primarily used to defray administrative, hospitality and travel costs not covered by provincial governments, including travel within the province and Canada related to the duties of the office, and an audience with the Queen upon appointment.

Evaluation objective and methodology

The evaluation was conducted in accordance with the *Financial Administration Act* and the 2016-17 to 2020-21 Departmental Evaluation Plan. It covers the period from 2012-13 to 2016-17 and aims to assess the performance (effectiveness, efficiency and economy) and relevance of the program.

The evaluation responds to the requirements of the Treasury Board's Policy and Directive on Results (2016). It was calibrated to emphasize performance rather than relevance owing to the constitutional nature of the program.

Three methods of data collection were used: a literature review and LG website review, a document review and key stakeholder interviews.

A few concerns were identified: performance data was limited because grant recipients are not required to report on their activities and the main source of input was the private secretaries to the LGs, which provides a limited perspective.

Findings

Relevance

The LGP continues to be relevant because it is at the heart of the constitutional monarchy political system and because it contributes to the smooth functioning of the political system.

The LGP is aligned with the PCH's strategic outcome, "Canadians share, express and appreciate their Canadian identity," and the federal government's priorities to reinforce the Canadian identity. The LGP remains a federal responsibility enshrined in the Constitution.

Performance

Overall, the LG program achieved its outcomes. All the LGs participate in ceremonial activities (for example, representing the Queen) and community outreach activities (for example, speeches during ceremonies). Generally, their leadership is recognized in their respective provinces. The LGs also take part in the activities highlighted by the Government of Canada (for example, Canada Day).

The LGs are aware of and fully assume their constitutional role. They also assume their role of recognizing excellence in their province. To this end, numerous prizes and distinctions are awarded each year for accomplishments in various fields. Lastly, the LGs support community organizations in their province.

In the speeches and publications that were reviewed, the promotion of the Canadian political system and Canadian values is advanced. Respecting the diversity of each of the provinces, the LGs have developed various approaches to accessibility for the Canadian population (websites, social media, official residence, etc.).

There is little data available to confirm that the ultimate outcomes have been achieved. Nonetheless, the LGP certainly makes it possible to support actions that aim to increase Canadians' knowledge and appreciation for Canada's shared values and history and get them to express their Canadian identity at events.

Efficiency

The costs of this program are limited because of the small number of recipients and the nature of the grant. No suggestions for improving the management of the program were made following this evaluation.

The LGP complements other PCH programs and completes the financial support that the LGs receive from the provinces, but there is no overlap between the two.

1. Introduction

The report presents the findings from the 2012-13 to 2016-17 evaluation of the Lieutenant Governors' Federal Grant Program (LGP). The evaluation of the LGP was conducted to provide comprehensive and reliable evidence to support decisions regarding the relevance and performance of the program. The evaluation was conducted between March 2016 and August 2017.

The evaluation report provides information and context for the LGP, the evaluation methodology and the findings for each evaluation question, as well as overall conclusions. The evaluation was conducted as required by the 2016-17 to 2020-21 Departmental Evaluation Plan. The evaluation was led by the Evaluation Services Directorate (ESD) of the Department of Canadian Heritage (PCH).

The evaluation was designed and conducted in accordance with the Treasury Board Secretariat Policy on Results (2016). In accordance with the Directive on Results (2016), the evaluation addresses issues relating to the relevance, effectiveness, and efficiency of the LGP.

The report is structured as follows:

- Section 2 presents a program profile of the LGP;
- Section 3 presents the methodology approach employed for the evaluation and its associated limitations;
- Section 4 presents the findings related to the evaluation issue of relevance;
- Section 5 presents the findings for performance (including those related to achievement of outcomes);
- Section 6 presents the findings related to the efficiency;
- Section 7 presents the findings related to the other evaluation questions; and
- Section 8 presents conclusions and the management response.

2. Program profile

2.1. Background and context

The LGP is managed within PCH, and provides the ten provincial LGs with yearly funding in the form of a federal grant. This funding is to be used primarily to help defray administrative, hospitality and travel costs (see Appendix B) not covered by provincial governments, including travel within the province and Canada related to the duties of the office, and an audience with the Queen upon appointment.¹

The presence of LGs in Canada is mandated in articles 58 to 68 of *Canada's Constitution Act, 1867*. The appointment of a LG is made by the Governor General in Council on the recommendation of the Prime Minister. Terms are generally for five years, though these have been known to extend on occasion. The *Constitution Act, 1867* (Article 60) also states that the salaries of the LGs shall be fixed and provided by the Parliament of Canada. Despite being federally appointed and paid, since 1892, legal judgments relating to the office and evolution of Canadian federalism have further clarified and confirmed the status of LGs as the representatives of the Crown in the Provinces.

The LG's constitutional duties include, among others:

- Swearing in the provincial government's Executive Council (Premier and Cabinet);
- Opening each session of the provincial legislative assembly; and
- Providing Royal Assent to provincial bills².

LGs also play a key ceremonial role in their province as well as in their community. In this regard, their functions include, among others:

- Promoting a sense of identity;
- Representing the Queen in the province;
- Acting as the province's official host;
- Supporting social causes; and
- Recognizing outstanding citizens³.

2.2. Objectives and outcomes

The following table provides an overview of the activities, outputs and expected outcomes of the LGP.

¹ At the discretion of PCH, funds may be provided in addition to the federal grant for certain activities undertaken by the LGs. Contributions are also paid for LGs' superannuation and supplementary retirement benefits.

² Government of Canada. [The Lieutenant Governors](#). [Page consulted on October 12, 2016].

³ Ibid.

Table 1: Logic model

PCH strategic objectives	Canadians share, express and appreciate their Canadian identity
Activities	Management of Federal Grants for LGs
Outputs	<ul style="list-style-type: none"> • Annual funding letters from the Director General of Major Events, Commemorations and Capital Experience Branch⁴ to the LGs • Grants allocated to LGs
Immediate outcome / Short term result	<ul style="list-style-type: none"> • LGs carry out constitutional obligations, ceremonial duties and community outreach functions
Intermediate outcomes / Mid-term results	<ul style="list-style-type: none"> • Functioning constitutional monarchy • Outstanding achievement of Canadians recognized • Canadians receive support to contribute to their communities • Strengths and values shared by Canadians reinforced • Canadians have access to the Office of the LG which provides knowledge of constitutional monarchy and reinforces sense of Canadian identity
Ultimate outcomes / Long term results	<ul style="list-style-type: none"> • Canadians have increased knowledge and appreciation for Canada's shared values and history • Canadians express their Canadian identity at events and ceremonies

2.3. Program management and governance

The LGP is administered through the State Ceremonial and Protocol Directorate, within the Major Events, Commemorations and Capital Experience Branch of the Sport, Major Events and Commemorations Sector.

Prior to the beginning of each fiscal year, the LGs submit an annual budgetary proposal to the program. Written notification from the Director General is subsequently sent informing them of their grant levels for the year. Three equal payments are then issued in April, August and December. The LGs manage the funds according to their varying priorities. This allows for longer-term planning with regard to costs associated with priorities of the office, especially those surrounding transition (e.g. moving in/out, audience with Her Majesty the Queen upon appointment, etc.).

LGs are expected to provide on a voluntary basis two financial reporting documents to PCH:

- an interim report on the expenditure of federal grant funds by November 1st in each fiscal year⁵;
- a final report on the expenditure of federal grant funds, including a statement on the "right to examine" by the Government of Canada no later than September 1st of the

⁴ Annual funding letters were signed by the Minister of PCH until 2015. For the past two years, the Director General has signed these letters.

⁵ Since 2017-18, this interim report is no longer a requirement.

following fiscal year. This information is to be published on the departmental website no later than September 30th.⁶

LGs are not otherwise required to report on their activities.

LGs are effectively the Chief Executive Officers of the provinces. As such, the provincial governments provide the majority of the financial support for the effective performance of the duties of the LGs and their offices. Each province has its own arrangements for supporting the LGs.

2.4. Target groups, key stakeholders and delivery partners

The main beneficiaries of the LGP delivery mechanisms are non-profit organizations and Canadian residents. Table 2 presents the key stakeholders and target populations.

Table 2: Target groups, key stakeholders and delivery partners

Target population	<p>The specific individuals or organizations who will benefit from the program.</p> <ul style="list-style-type: none"> • Her Majesty the Queen and other members of the Royal Family • Official guests to the province (e.g., ambassadors, heads of state) • Provincial premiers and the Cabinets • Members of the provincial legislatures • Communities • Non-profit organizations • Residents of the province
Key stakeholders	<p>Agencies, organizations, groups or individuals who have a direct or indirect interest in the program intervention or its evaluation.</p> <ul style="list-style-type: none"> • Her Majesty the Queen • Provincial premiers and the Cabinets • Non-profit organizations • Canadian residents
Delivery partners	<p>(where applicable)</p> <ul style="list-style-type: none"> • Provincial governments which also contribute to the operating costs of the Office of the LGs

2.5. Program resources

⁶ Department of Canadian Heritage. The Lieutenant Governors' Briefing Book, Revised January 2016, page 15.

Since 2004-05, \$836,080 has been budgeted annually for the federal grants to the LGs.

3. Evaluation methodology

3.1. Evaluation scope, calibration and quality control

The nomination of LGs in provinces and the payment of their salary is constitutionally mandated and fall under the responsibility of the federal government, therefore questions related to relevance are necessarily part of a larger discussion on Canada's constitutional monarchy. Further, there is currently an absence of public opinion research and feedback related to the LGP, which prevents the measurement of the outcomes related to the impact of the program on Canadians. There is, however, public opinion research on the monarchy which can provide some context for the functions of the LGs.

The last evaluation of the LGP program was conducted in 2012, and there were no recommendations at that time. The 2012 evaluation methodology also utilized document and file reviews, as well as key informant interviews as primary data resources, given that there were limited data sources⁷.

Scope of evaluation

The evaluation was conducted in accordance with the requirements of the article 42.1 of the *Financial Administration Act* and the 2016-17 to 2020-21 Evaluation Plan for PCH to support departmental decision-making. The evaluation covers the period from 2012-13 to 2016-17. It only covers funding provided through the LGP and does not include funding provided to cover the cost of salaries and benefits for the LGs⁸. This evaluation addresses the core issues of relevance and performance, including effectiveness, efficiency and economy, in accordance with the 2016 Treasury Board Policy on Results.

Calibration

Calibration refers to the process of adjusting how evaluations are conducted based on a number of different factors such as the scope, the approach and design, the data collection methods, reporting and/or project governance and management - while maintaining the credibility and usability of the evaluation results.

As the LGP is constitutionally mandated, the evaluation was calibrated focusing more on the performance of the program than on its relevance.

Quality control

Evaluators conducted the work in a manner that is consistent with Treasury Board Directive on Results (2016) and acted in a neutral manner and with integrity in their relationships with

⁷ PCH, Office of the Chief Audit and Evaluation Executive, Evaluation Services Directorate. Evaluation of the Lieutenant Governors' Federal Grant Program, September 2012

⁸ Under section 60 of the Constitution Act, 1867, the Parliament of Canada fixes and provides for payment of the salary of Lieutenant Governors. The Department of Canadian Heritage has the legal administrative responsibility for funding the salaries and superannuation of all the LGs.

stakeholders. To ensure that professional standards were respected regarding the evaluation process and protocol, evaluation planning and design, reporting and project management, a variety of techniques and tools were used by the evaluators.

3.2. Evaluation questions by issue

The questions and associated indicators with core issues, as well as the data sources and collection methods are set out in the evaluation matrix, found in Appendix A.

3.3. Evaluation methods

Data collection was undertaken between March 2016 and August 2017. The three following lines of evidence were used:

Literature and websites review

The literature review provided a summary of research from recently published literature reports, articles, academic journal, publications, and public opinion research on subject matter related to a variety of questions identified in the evaluation matrix. This also included a review and analysis of the LG office websites as well as available social media data.

Document review

Documents of relevance to the program were reviewed. The document review included The LGs' briefing book, communications, applicable legislation, Speeches from the Throne, Federal Budgets, Reports on Plans and Priorities, Departmental Performance Reports, previous evaluation and audit reports, and annual financial reports submitted by some of the LGs.

Key informant interviews

Interviews were conducted with key informants (n=17). The purpose was to gain a better understanding of the perceptions of individuals who have a significant knowledge, role or experience with the LGP. The key informant interviews addressed most of the evaluation questions. Key informants included current management and staff responsible for delivering the LGP (n=3), key staff in the office of the LGs (n=10) and external stakeholders who received support from LGs (n=4). Interviews were conducted either in person or by phone, in the official language of choice of the interviewee.

Methodological limitations

Some challenges have been identified for this evaluation:

- Limited performance data. As stipulated by the Policy on Transfer Payments, "A grant is not subject to being accounted for by a recipient nor normally subject to audit by the department. The recipient may be required to report on results achieved."⁹ As a result, there is extremely limited data to determine whether the outcomes of the program have been achieved.

⁹ [Policy on Transfert Payments](#)

- The number of interviews with key informants was quite small and mostly limited to the principal or private secretaries to the LGs. They were the main source of input on planned program outcomes, which provides a limited perspective. A few other external stakeholders, receiving the support of the LGs in their good deeds were interviewed.

4. Findings: Relevance

Evaluation questions:

- Is the LGP still relevant? What is the value added?
- Does the LGP meet the needs of Canadians?
- To what extent is the LGP aligned with the government's priorities?
- To what extent is the LGP aligned with the government's roles and responsibilities?

Key findings:

- The LGP makes it possible to meet a continuing need that is expressed through the representation of the Crown in the Canadian provinces.
- The LGP supports government priorities and the departmental strategic outcome "Canadians share, express and appreciate their Canadian identity."
- The federal government has a constitutional responsibility with respect to LGs. The funding provided by the federal government so that the LGs may execute their responsibilities is enshrined in the *Constitution Act* (section 60).

4.1. Continuing need

The LGP is at the very core of the Canadian political system of constitutional monarchy. This system, implemented when the *Constitution Act*, 1867, was passed, and confirmed during the changes that preceded the patriation of the Constitution in 1982, provides for the presence of a lieutenant governor in each of the Canadian provinces as well as their role in the functioning of the provincial parliamentary democracy.

The LGP, by supporting the implementation of the LGs' roles and responsibilities in the provinces, contributes to the smooth functioning of the practical and symbolic dimensions of the political system that is the Canadian constitutional monarchy.

As representatives of the Crown, the LGs enjoy all the prerogatives of the Crown within their respective provinces. They embody the framework of legitimacy in which policy and policy development must occur, thereby making it possible to distinguish the constant presence of the Crown, as a moral and political authority, from the partisan nature of the political exercise, thus participating in separating the duties and smooth functioning of the government from the partisan struggles that characterize access to political power.

The LGs are politically neutral persons whose duties are, above all, to protect the Constitution and to defend democracy, to ensure that a democratically elected government is in place and that the government makes use of its power in a way that complies with the law, democratic principles and the Constitution. As such, the royal prerogative can be used in situations that may affect the democratic principle of the government in charge.

In addition to their constitutional role, the interviews indicate that the LGs play an important

role in their provinces. Their active participation in various community events (academic, military, sports, etc.) is appreciated. They help to increase the visibility of events in the community, among other things. They are generally perceived as Canadian symbols and ambassadors of Canadian unity who promote Canadian values, history and culture.

As such, the funding granted by the LGP makes it possible to meet a continuing need that is expressed through the significant contribution by the Crown's provincial representatives to committing to a form of political harmony and reinforcing a sense of identity and national cohesion.

4.2. Compliance with government priorities

The LGP is at the heart of certain government and federal department priorities pertaining to Canadian identity and its various components. Moreover, according to PCH's 2016-17 Report on Plans and Priorities, the LGP is aligned with Strategic Outcome 2: Canadians, share, express and appreciate their Canadian identity, as part of Sub-Program 2.1.3: State Ceremonial and Protocol and included under Program 2.1: Attachment to Canada.

4.3. Alignment with government roles and responsibilities

The federal government has a constitutionally mandated responsibility with respect to LGs. The *Constitution Act, 1897* prescribes that Executive Government and Authority of and over Canada is vested in the Crown. This authority is exercised in a province by the LG who is appointed by the Governor General in Council. The *Constitution Act* further prescribes that the salaries of the LGs shall be fixed and provided by the Parliament of Canada. Although LGs are federally appointed and paid, they are provincial officers.

5. Findings: Performance

The LGs are the Crown’s representatives in each of the Canadian provinces. In this capacity, their ceremonial and community activities vary significantly based on multiple considerations, such as, for example, the size of the province, the number of inhabitants in the province, the makeup and distribution of the population in the province, the presence or absence of Indigenous communities and the historical relationship with the Crown. Therefore, each LG aims to achieve these outcomes depending on the diversity specific to their province.

5.1. Achievement of expected outcomes

Question about the immediate outcome

- To what extent have LGs carried out ceremonial and community outreach functions?

Key finding:

- In addition to their constitutional obligations, all of the LGs carry out ceremonial and community outreach activities in their provinces.

Depending on the province, the LGs take on numerous activities related to their ceremonial duties, such as:

- representing the Queen during ceremonial activities;
- welcoming royal guests (during the evaluation period, more than twenty royal visits took place in several Canadian provinces and territories)¹⁰;
- meeting with official representatives of other countries; and
- maintaining the Crown’s traditional relationship with Indigenous communities and the Canadian Armed Forces.

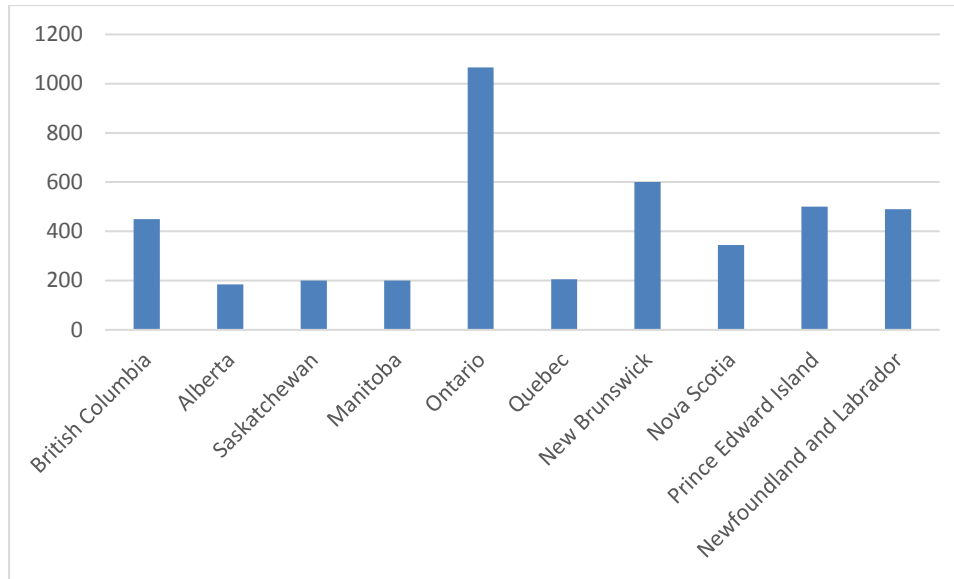
The LGs are actively involved in a large number of community outreach activities. Their leadership is recognized in the communities they serve. These activities are held in various locations within the provinces as well as at LGs’ official residences, in the following cases:

- speeches at opening ceremonies of social or sporting events, award ceremonies, celebrations or commemorations;
- honorary patronage or presence at meetings held by non-profit and volunteer organizations supporting a range of social causes;
- presiding at citizenship ceremonies;
- meeting with the media;
- relaying congratulatory messages;
- travelling throughout the province to meet with residents and travelling internationally, for example, to support a provincial mission; and
- celebrating the outstanding accomplishments of citizens.

¹⁰ Government of Canada, [Past Royal Tours](#).

As indicated in Figure 1, the LGs participated in at least 4,241 community events; the annual estimated number varies between 185 and 1,066 depending on the province.

Figure 1: Estimated number of annual activities per province¹¹



LGs systematically participate in certain activities celebrated by the Government of Canada, such as Canada Day and Veterans Day. Certain LGs were also very active in marking the Queen’s Diamond Jubilee in 2012, the 50th anniversary of the national flag of Canada in 2015, and the 800th anniversary of the Magna Carta in 2015 and in 2016. Special commemoration activities were also held in a few provinces for the 100th anniversary of women’s first right to vote in Canada. Lastly, several LGs participated in Canada’s 150th anniversary in 2017 and in the “Road to 2017” initiative.¹²

¹¹ Data collected in 2016. Sources: LG interviews and annual reports when available.

¹² As part of the PCH Celebration and Commemoration Program, a total of \$89,970 was granted in 2011-12 to certain LGs for the commemoration of the Queen’s Diamond Jubilee, while \$577,902 in grants and contributions was awarded as part of the “Road to 2017” as well as for the purpose of commemorating the 100th anniversary of women’s first right to vote in Canada between 2014 and 2016. Lastly, \$173,400 was granted for Canada’s 150th anniversary.

Questions about the intermediate outcomes:

- To what extent has there been a functioning constitutional monarchy in the province?
- To what extent has the outstanding achievement of Canadians been recognized?
- To what extent has non-financial support been provided to those contributing to their communities?
- To what extent have the strengths and values shared by Canadians been reinforced through the activities of the LGs?
- To what extent do Canadians have access to the Office of the LG which provides knowledge of constitutional monarchy and reinforces sense of Canadian identity?

Key findings:

- The LGs are aware of and fully assume their constitutional role.
- Each of the provinces awards various prizes, distinctions, medals and trophies to recognize the excellence of its citizens.
- The LGs play an essential role in supporting organizations that contribute to civil society. To this end, the LGs sometimes agree to act as patrons of organizations by providing essential support and official recognition.
- The population has access to the LGs' offices or, if they exist, to their official residences.
- All the LGs are present on the internet, where they are more or less active depending on the province. Some also have a social media presence.

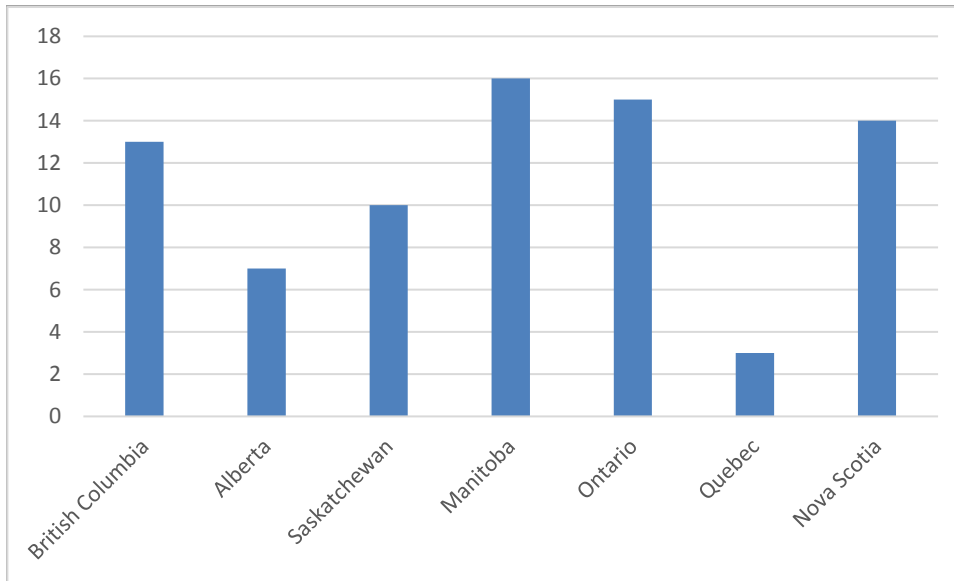
During the period examined as part of this evaluation, it is very clear that all the LGs are well aware of and fully assume their constitutional role. Recent events have demonstrated the importance of the LGs' role in the framework of the Westminster parliamentary system as neutral arbitrators in the interpretation of constitutional conventions.¹³

The LGs of all the provinces also largely assume their role of recognizing the excellence of deserving Canadian citizens. Numerous prizes, distinctions, medals and trophies pertaining to various aspects of civil life are awarded every year for accomplishments in public administration, agriculture, architecture and heritage (cultural or environmental), commercialization, engineering, the arts, literature / creative writing / literacy, academics, community service, health, sports and excellence, as well as for exemplary acts of bravery and courage.

Both the number of prizes, medals and distinctions awarded, which fluctuates between 3 and 16 depending on the province, and the subject of their recognition reflect the diversity of each of the Canadian provinces and underscore the importance of Canadian values across the country.

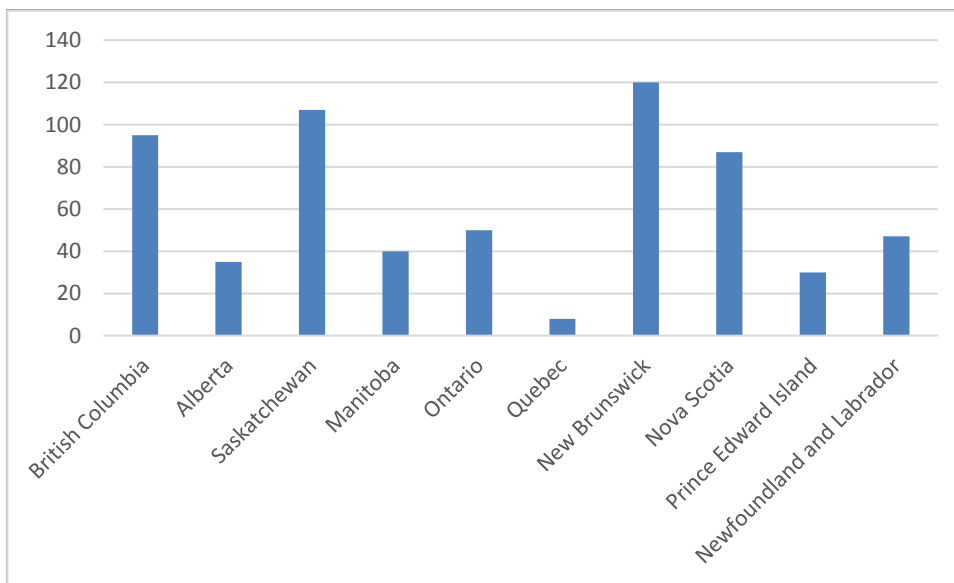
¹³ The Globe and Mail, [Judith Guichon, the Lieutenant-Governor who decided B.C.'s political fate](#), June 29, 2017. CBC News, [Eyes turn to B.C.'s lieutenant governor in minority government](#), May 20, 2017.

Figure 2: Number of prizes, medals and distinctions per province¹⁴



The LGs support numerous community organizations by acting as patrons of those organizations. It is estimated that the number of organizations supported in 2016 varied between 8 and 120, depending on the province.

Figure 3: Number of organizations per province for which the LGs acted as honorary patrons in 2016



¹⁴ Websites of lieutenant governors for each province. Data not available on the New Brunswick, Prince Edward Island and Newfoundland and Labrador websites.

LG support is especially appreciated by organizations. LGs are perceived as representatives of all the citizens of their province, not of the government and its political staff. Having an LG act as a patron is considered to be important for organizations, which benefit from:

- advertising for their organization;
- an increase in the public profile of their organization;
- a network of contacts developed by the LGs;
- an easier time recruiting volunteers; and
- heightened visibility during financing campaigns.

Furthermore, some organizations emphasized the important role that LGs play in creating relationships between community organizations for the purpose of achieving important goals to address issues with a wide-ranging impact (for example, mental health). Lastly, the work of the LGs in recognizing the importance of Indigenous communities and their full acceptance in Canadian society was raised on several occasions.

Hundreds of speeches and publications (press releases) published online between 2012-13 and 2015-16 on the LGs' websites were reviewed. The promotion of the Canadian political system and Canadian values is advanced. The documents highlight the importance of volunteering, courage, the culture of democracy, diversity, human rights, engagement, the environment, Canadian history, the institutions of the monarchy in Canada, leadership, freedom, respect, responsibilities, health and safety.

Canadians can access their LG's office in various ways. In the provinces where there are official residences, organized visits and events are a source of direct contact.

The LGs' offices have also developed an approach to accessibility with Canadian citizens, wherever they are in the province, by making relevant information available on their websites. This approach allows the offices to present the LG's roles and responsibilities to the public, provide information on the functioning of the monarchy and the Constitution, and advance Canadian values. Therefore, most of the websites contain speeches by the LGs, historical elements, information about protocols and monarchical symbols, and the calendar of activities of certain LGs (7/10), enabling whoever wishes to meet them to do so. All the websites include contact information for the LGs' offices, thus allowing people to provide feedback or ask questions. In fact, half of the LGs' websites have forms people can fill out to request birthday or wedding anniversary wishes. All of the LGs' websites are easy to find using the main search engines.

Information on traffic to the LGs' websites was also examined. However, it was not possible to provide the data in a comparable format owing to the absence of information on traffic to half of the LGs' website, the use of different criteria to express traffic volume, the absence of data covering multiple years, and significant population differences among the provinces and the impact that has on the potential number of visitors.

Four LGs are active on social media, in particular on Twitter and Facebook. As illustrated in

Table 3, some of them communicate with the citizens of their province very actively using this approach.

Table 3: LGs’ social media presence

Social Media ¹⁵	Ontario	Saskatchewan	British Columbia	Nova Scotia
Twitter	3,106 followers 3,126 tweets	818 followers 766 tweets	1,056 followers 668 tweets	2,264 followers 933 tweets
Facebook	843 likes	877 likes	663 likes	970 likes

In addition to the traditional approaches, launching websites that include a wealth of relevant information supports the acquisition of knowledge about the Canadian system of constitutional monarchy, while a social media presence increases Canadians’ access to the LGs who are on the platforms.

<p>Questions about the ultimate outcomes:</p> <ul style="list-style-type: none"> To what extent have the activities of the LG increased Canadians knowledge and appreciation for Canada’s shared values and history? To what extent have Canadians expressed their Canadian identity at events and ceremonies involving LGs? <p>Key finding:</p> <ul style="list-style-type: none"> The program supports the work of the LGs in achieving these ultimate outcomes.

It is hard to attribute these ultimate outcomes exclusively to the LGP because of the lack of data. Achieving these outcomes is possible through a series of actions from various sources. However, the LGP gives LGs the opportunity to contribute to these objectives and to support their accomplishments through their presence at official ceremonies and Canadian celebrations, community activities, speeches, and providing Canadians with access to knowledge about the monarchical constitutional system.

¹⁵ The statistics on Twitter and Facebook presence were collected in September 2016.

6. Demonstration of efficiency

Evaluation questions:

- To what extent is the delivery of the LGP efficient?
- Does the program complement or duplicate other similar programs?

Key findings:

- The cost of delivering the LGP is relatively low owing to the nature of the program.
- The program's funding has remained unchanged for a number of years.
- The LGP complements other PCH programs aimed at community engagement and strengthening Canadian identity, as well as provincial financial support.

Apart from the grant, the cost of which is the same (\$836,080) for each of the years, it was impossible to extract the program's direct costs¹⁶ from the other costs of the State Ceremonial and Protocol. Moreover, the program's financial data is incomplete. Only the financial data from 2014-15 and 2015-16 were available and complete.

The program's operating costs are limited by the fact that the number of beneficiaries is reduced (n=10), the funding is recurrent and the duties relate essentially to issuing payments, verifying two financial reports, and maintaining relations and communications with the LGs. A part-time employee handles program delivery. No suggestions were made about improving the management of the program.

The amount of the grants issued has remained the same since 2004-05. As noted by several of the people who were interviewed, the cost of living has increased significantly (24.5%) since that time.¹⁷ However, the LGs can request funding from other programs (for example, the Celebration and Commemoration Program) to participate in special projects (for example, Canada 150). Moreover, some provinces can rely on the support of several volunteers (more than one hundred, depending on the province) who help fulfill the LGs' duties.

6.1. Overlapping or complementing other programs

Some PCH programs have complementary objectives (for example, the Celebration and Commemoration Program). However, given the constitutional nature of the LGP, there is no overlap between their activities.

Moreover, the LGP completes provincial financial support, the level of which varies from province to province. The funding awarded as part of the federal grant is used to cover those expenses incurred by the LGs in the exercise of their official duties that are not covered by the provinces. The federal government also pays the LGs' salaries, benefits, and superannuation.

¹⁶ Salaries, benefits and maintenance and operation.

¹⁷ The inflation calculation was completed using the [Bank of Canada's](#) Inflation Calculator.

7. Other evaluation questions

Evaluation questions:

- Are the official language requirements met by the LGP?
- Has GBA+ been considered?
- Were there any unexpected outcomes as a result of the LGs' activities?

Key findings:

- The LGs' websites comply with the legal requirements pertaining to official languages where mandated by law.
- At the time of this evaluation, half of the LGs were women.
- Various unexpected outcomes and challenges were noted during the interviews. These vary depending on the province.

Websites in both of Canada's official languages are available where mandated by law (Manitoba, Ontario, Quebec) and in New Brunswick, which is an officially bilingual province. Some provinces (Alberta, Saskatchewan and Nova Scotia) also provide the LG's biography in French.

Although GBA+ considerations would apply to the activities led by the LGs, the limited data did not allow for further examination of this question. There was no evidence that GBA+ had been considered in the appointment of the LGs however, during the evaluation period, it was noted that half of the LGs were women.

All the individuals consulted agree that the LGs' activities do not bring about any negative impacts. Among the unexpected impacts mentioned were heightened visibility of events when LGs participated, a greater number of participants in activities organized by the LGs, greater interest on the part of immigrants, and the fact that people continue raising awareness of the importance of the LGs' role after participating in events held by the LGs.

In some provinces, the key stakeholders indicated several unexpected outcomes. These included the fact that the LGs' presence increases the visibility of events and activities and gives them more prestige, the unexpected number of visitors to certain LGs' residences, and the number of volunteers interested in supporting the LGs' duties and activities. Although none of them reported negative unexpected outcomes, several noted the numerous challenges faced by the LGs. These included the size of the area to cover, the reduced number of employees and financial resources and, in some cases, the LG's lack of visibility.

8. Conclusion

Owing to the Government of Canada’s constitutional responsibility with respect to LGs, the LGP continues to be relevant and support the priorities of the federal government and the Department. More specifically, the LGP supports the Department’s strategic objective “Canadians share, express and appreciate their Canadian identity” and PCH’s operational priority to reinforce Canadians’ sense of identity.

The LGP has achieved its immediate and intermediate outcomes and is contributing to its ultimate outcomes. A constitutional monarchy is in place in each Canadian province. The LGs have contributed to strengthening Canadians’ shared values through their activities. They have fulfilled their constitutional role, participated in ceremonial and community outreach activities and recognition events, acted as patrons, and recognized individuals who contribute to their communities. The LGs’ websites and offices were available to the public. The administrative costs associated with the LGP are very low owing to the nature of the program and the limited number of recipients.

In light of the findings of the evaluation, no recommendations were made. A management response to the evaluation findings is presented below.

Management Response

The LGP has reviewed the evaluation report and agrees with its findings. Given the constitutional requirement to support the LG’s and the low dollar value of the grant, we propose that this program be considered for an exemption in accordance with the Policy on Results (2016) in future evaluation cycles.

Appendix A: Evaluation Framework

Issues/Questions	Indicators	Data Sources	Methods of Data Collection
Relevance			
Issue #1 : Continued need for program			
1. Is the LGP still relevant? What is the value added?	<ul style="list-style-type: none"> • Evidence and views of key informants of relevance for the federal government to provide financial support to the lieutenant governors expenses 	<ul style="list-style-type: none"> • LGP documents, files and data • LGP officials and lieutenant governors' private or principal secretaries 	<ul style="list-style-type: none"> • Document Review • Key informant interviews
2. How does the LGP serves the needs of Canadians?	<ul style="list-style-type: none"> • Interest and significance in constitutional monarchy, Canadian values and history 	<ul style="list-style-type: none"> • LGP documents, files and data • LGP officials and lieutenant governors' private or principal secretaries • Articles, reports, surveys and publications 	<ul style="list-style-type: none"> • Document Review • Key informant interviews • Literature and websites review
Issue #2: Alignment with Government priorities			
3. To what extent is the LGP aligned with federal government priorities and with the Department's strategic objectives?	<ul style="list-style-type: none"> • Extend to which LGP's mandate and objectives are aligned with: <ul style="list-style-type: none"> ○ the federal government's current priorities ○ PCH's strategic objectives 	<ul style="list-style-type: none"> • Federal Government and PCH publications (Speech from the Throne, RPP, DPR, Federal Budget) 	<ul style="list-style-type: none"> • Document review

Issue #3: Alignment with federal roles and responsibilities			
4. Is delivering the LGP aligned with the federal government's roles and responsibilities?	<ul style="list-style-type: none"> • Need for federal government to provide funding to lieutenant governors to cover some of their expenses • Extend to which LGP is aligned with the roles and responsibilities of the federal government 	<ul style="list-style-type: none"> • Federal Government and PCH publications (Speech from the Throne, RPP, DPR, Federal Budget) 	<ul style="list-style-type: none"> • Document review
Performance			
Issue #4: Achievement of Expected Outcomes			
Immediate Outcomes			
5. To what extent have Lieutenant Governors carried out ceremonial and community outreach functions?	<ul style="list-style-type: none"> • Range of functions carried out by lieutenant governors over the course of a year and the evaluation period • # of functions in a typical week the Lieutenant governors participate in 	<ul style="list-style-type: none"> • LGP documents, files and data • LGP officials and lieutenant governors' private or principal secretaries • Websites of lieutenant governors 	<ul style="list-style-type: none"> • Document review • Key informant interviews • Literature and websites review
Intermediate Outcomes			
6. To what extent has there been a functioning constitutional monarchy in the province?	<ul style="list-style-type: none"> • Provincial government and cabinet in place, legislation signed after passed by the provincial legislature • Stakeholders' views 	<ul style="list-style-type: none"> • LGP documents, files and data • LGP officials and lieutenant governors' private or principal secretaries 	<ul style="list-style-type: none"> • Document review • Key Informant Interviews

<p>7. To what extent has the outstanding achievement of Canadians been recognized?</p>	<ul style="list-style-type: none"> • # of different awards that the lieutenant governors are involved with handing out • # of award ceremonies that the lieutenant governors typically participate in annually • # of Canadians whose achievement is typically recognized annually by the lieutenant governors in the ceremonies they participate in 	<ul style="list-style-type: none"> • LGP documents, files and data • LGP officials and lieutenant governors' private or principal secretaries • Websites of lieutenant governors 	<ul style="list-style-type: none"> • Document review • Key informant interviews • Literature and websites review
<p>8. To what extent has non-financial support been provided to those contributing to their communities?</p>	<ul style="list-style-type: none"> • # of organizations for which the lieutenant governors act as an honorary patron • Lieutenant governors highlight activities of those contributing to their communities in speeches 	<ul style="list-style-type: none"> • LGP documents, files and data • LGP officials and lieutenant governors' private or principal secretaries • Websites of lieutenant governors • Provincial Speech from the Throne), media releases, etc. 	<ul style="list-style-type: none"> • Document review • Key informant interviews • Literature and websites review
<p>9. To what extent have the strengths and values shared by Canadians been reinforced through the activities of the Lieutenant Governors?</p>	<ul style="list-style-type: none"> • Lieutenant governors highlight the strengths and values shared by Canadians in speeches • Lieutenant governors attend events 	<ul style="list-style-type: none"> • LGP documents, files and data • LGP officials and lieutenant governors' private or principal secretaries • Websites of lieutenant governors and social media 	<ul style="list-style-type: none"> • Document review • Key informant interviews • Literature and websites review

	<ul style="list-style-type: none"> • Visibility of lieutenant-governors via social media, retweet and share numbers • Recognition for those achieving major life milestones (age, number of years married) 	<ul style="list-style-type: none"> • Provincial Speech from the Throne), media releases, etc. 	
10. To what extent do Canadians have access to the Office of the Lieutenant Governor which provides knowledge of constitutional monarchy and reinforces sense of Canadian identity?	<ul style="list-style-type: none"> • Web statistics-number of hits, time spent on pages, if available • Reference to other Canada Lieutenant governors Websites or the Governor General Website • Contact information readily available for those who wish to contact the Office of the lieutenant governor • Website provides information on constitutional monarchy and reinforces sense of Canadian identity 	<ul style="list-style-type: none"> • LGP documents, files and data • LGP officials and lieutenant governors' private or principal secretaries • Websites of lieutenant governors and social media 	<ul style="list-style-type: none"> • Document review • Key informant interviews • Literature and websites review
Ultimate Outcome			
11. To what extent have the activities of the Lieutenant Governor increased Canadians knowledge and appreciation for Canada's shared values and history?	<ul style="list-style-type: none"> • Extend to which the activities of the Lieutenant Governor increased Canadians knowledge and appreciation for Canada's shared values and history • Stakeholders' views 	<ul style="list-style-type: none"> • LGP documents, files and data • LGP officials and lieutenant governors' private or principal secretaries • Websites of lieutenant governors and social media 	<ul style="list-style-type: none"> • Document review • Key informant interviews • Literature and websites review

	<ul style="list-style-type: none"> • Public feedback at events, on website or social media? (if available) 	<ul style="list-style-type: none"> • Public opinion research, articles, reports, surveys and publications 	
12. To what extent have Canadian expressed their Canadian identity at events and ceremonies involving Lieutenant Governors?	<ul style="list-style-type: none"> • Stakeholders' views • Public feedback at events, on website or social media? (if available) 	<ul style="list-style-type: none"> • LGP officials and lieutenant governors' private or principal secretaries • Websites of lieutenant governors and social media • Public opinion research, articles, reports, surveys and publications 	<ul style="list-style-type: none"> • Key informant interviews • Literature and websites review
Issue #5: Efficiency and Economy			
13. To what extent is the delivery of the LGP efficient and economical?	<ul style="list-style-type: none"> • Cost of delivering the program in relation to the funds provided • Evidence and view of key informants regarding the efficiency in producing outputs and achieving outcomes. 	<ul style="list-style-type: none"> • LGP documents, files and data • Financial data • LGP officials and lieutenant governors' private or principal secretaries 	<ul style="list-style-type: none"> • Document and file review • Key informant interviews
14. Does the program duplicate or complement other similar programs?	<ul style="list-style-type: none"> • Extend to which LGP duplicates, overlaps or complements other programs • Stakeholders' views • # of other PCH programs that support Her Majesty The Queen and her representatives and their efforts to reach out and engage citizens 	<ul style="list-style-type: none"> • LGP documents, files and data • LGP officials and lieutenant governors' private or principal secretaries • Websites of lieutenant governors • Public opinion research, articles, reports, surveys and publications 	<ul style="list-style-type: none"> • Document and file review • Key informant interviews • Literature and websites review

Other questions			
15. Were all official language requirements met by the LGP?	<ul style="list-style-type: none"> • Websites available in both official languages (when appropriated) • Extend to which official languages were met for the LGP 	<ul style="list-style-type: none"> • LGP documents, files and data • Websites of lieutenant governors and social media 	<ul style="list-style-type: none"> • Document and file review • Literature and websites review
16. Has Gender-based analysis+ (GBA+) been considered?	<ul style="list-style-type: none"> • Extend to which the GBA+ has been taken into consideration • Historical trends and statistics on GBA+ 	<ul style="list-style-type: none"> • LGP documents, files and data • LGP officials • Websites of lieutenant governors • Public opinion research, articles, reports, surveys and publications 	<ul style="list-style-type: none"> • Document and file review • Key informant interviews • Literature and websites review
17. Were there any unexpected outcomes as a result of the Lieutenant Governors activities?	<ul style="list-style-type: none"> • Stakeholders' views 	<ul style="list-style-type: none"> • LGP documents, files and data • LGP officials and lieutenant governors' private or principal secretaries 	<ul style="list-style-type: none"> • Document and file review • Key informant interviews

Appendix B: Eligible Expenses

Eligible expenses include:

- travel and accommodation within the province that relate to the duties of the office and are not covered by the provincial government;
- travel and accommodation within Canada that relate to the duties of the office, including attendance at the annual meeting of the governor general, LGs and Territorial commissioners, and attendance events of state in the National Capital Region;
- one trip to the United Kingdom upon taking office for an audience with Her Majesty the Queen;
- hospitality expenses related to the duties of the office that are not covered by the provincial government, such as receptions and meals;
- official gifts¹⁸;
- second official-language training;
- moving expenses upon entering and departing office that are not covered by the provincial government;
- administrative support for a maximum of three months upon leaving office, at the discretion of the new incumbent. Support is normally provided in the form of reimbursement of actual expenses incurred by the outgoing LG and should not normally exceed \$10,000; and
- other administrative and operational expenses incurred in carrying out the official duties of the office that are not covered by the provincial government.¹⁹

¹⁸ Only gifts associated with performance of official duties and responsibilities may be paid. Department of Canadian Heritage. The Lieutenant Governors' Briefing Book, Revised January 2016, page 22.

¹⁹ Department of Canadian Heritage. The Lieutenant Governors' Briefing Book, Revised January 2016, pages 13-14.

Appendix C: Bibliography

Angus Reid Institute, [Canadians respect the Queen; divided over country's future as a monarchy 'for generations to come'](#), April 18, 2016.

Canadian Heritage, Major Events, Commemorations and Capital Experience Branch, May 2016, 15 p.

CBC News, [Eyes turn to B.C.'s lieutenant governor in minority government](#), May 20, 2017.

CTV News Nanos Survey, [Canadians' opinions on our connection to the monarchy](#), May, 2016.

[Expenses incurred by the Lieutenant Governors in the exercise of their official duties \(2010-11 to 2014-15\)](#)

Healthy Land, Healthy People, Healthy Communities, 2015 Annual Statement of the Lieutenant Governor of British Columbia

Le Devoir, [Libre opinion – Pour un président lieutenant-gouverneur \[Points of View – For a Lieutenant Governor President\]](#), January 8, 2013.

Le devoir, [Le nouveau lieutenant-gouverneur du Québec, un militant conservateur de longue date \[Quebec's New Lieutenant Governor, a Longstanding Militant Conservative\]](#), September 24, 2015.

Le Devoir, [Moderniser ou abolir la fonction? \[Modernize or Abolish the Office?\]](#), September 26, 2015.

[The Lieutenant Governors](#)

[Lieutenants-gouverneurs depuis 1867 \[Lieutenant Governors since 1867\]](#)

[Constitution Acts, 1867 to 1982](#)

[Monarchy and the Crown](#)

Canadian Heritage (2012), A Crown of Maples. Constitutional Monarchy in Canada

Canadian Heritage (2015), A Crown of Maples. [Constitutional Monarchy in Canada](#)

Canadian Heritage (2015). Departmental Performance Report 2014-15

Canadian Heritage, Program Alignment Architecture 2016-17

Canadian Heritage, 2014-15, 2015-16, 2016-17 Reports on Plans and Priorities

[Activity Report](#) (September 2014 to March 2016): The Honourable Elizabeth Dowdeswell, Lieutenant Governor of Ontario

Websites of LGs by province:

- [Alberta](#)
- [British Columbia](#)
- [Manitoba](#)
- [New Brunswick](#)
- [Nova Scotia](#)
- [Ontario](#)
- [Quebec](#)
- [Prince Edward Island](#)
- [Newfoundland and Labrador](#)
- [Saskatchewan](#)

Splendour in Unity, 2013 Annual Statement of the Lieutenant Governor of British Columbia,

Statistics Canada, [Spotlight on Canadians: Results from the General Social Survey](#), Canadian Identity, 2013

Stewarding the Future, 2014 Annual Statement of the Lieutenant Governor of British Columbia,

The Globe and Mail, [Canadians like the Queen, but her heir? Not so much, survey says](#), April 18, 2016.

The Globe and Mail, [Judith Guichon, the Lieutenant-Governor who decided B.C.'s political fate](#), June 29, 2017.

The Globe and Mail, [Universal health care much loved among Canadians, monarchy less important: poll](#), November 25, 2012.

The Lieutenant Governors' Briefing Book, Prepared by the Department of Canadian Heritage, Revised January 2016, 39 p.

Your Canada, Your Constitution, Two-thirds want changes to GG and prov. governors powers and positions, [Opinion survey](#) June 20, 2012.