

REPORT ON PHASE ONE
OF THE
FORMATIVE EVALUATION OF THE
CULTURAL STATISTICS PROGRAM

submitted to
The Department of Communications
Arts and Culture Branch

Statistics Canada
Institutions and
Agriculture Statistics Branch

June 23, 1981

P
91
C655
C83
1981
v.1

Queen
P
91
C655
C83
1981
v.1

Industry Canada
Library Queen
JUL 20 1998
Industrie Canada
Bibliothèque Queen

REPORT ON PHASE ONE
OF THE
FORMATIVE EVALUATION OF THE
①
CULTURAL STATISTICS PROGRAM

submitted to
The Department of Communications
Arts and Culture Branch

Statistics Canada
Institutions and
Agriculture Statistics Branch

June 23, 1981

~~COMMUNICATIONS CANADA
JULY 4 1985
LIBRARY - BIBLIOTHÈQUE~~

TABLE OF CONTENTS

		<u>Page</u>
	<u>EXECUTIVE SUMMARY</u>	i
PART 1	<u>FORMAT OF THIS REPORT</u>	1
PART 2	<u>BACKGROUND AND PURPOSE</u>	2
PART 3	<u>APPROACH AND METHOD</u>	4
3. 1.	Introduction	4
3. 2.	Sample Framework	5
3. 3.	Survey Instruments	5
3. 4.	Planning Document Approval	5
3. 5.	Training of Interview Team	6
3. 6.	Pre-Testing	6
3. 7.	Quality Control	6
3. 8.	Extent of Survey	6
3. 9.	Lessons Arising from the Experience	7
PART 4	<u>OVERVIEW OF THE CULTURAL STATISTICS PROGRAM (CSP)</u>	8
4. 1.	History of the CSP	8
4. 2.	Goals and Objectives	9
4. 3.	Program Management	10
4. 4.	Statistical Series Within the CSP	11
4. 5.	Dissemination and Marketing of the CSP	11
4. 6.	CSP Methodology	12
PART 5	<u>FEATURES OF THE ENVIRONMENT FOR THE CULTURAL STATISTICS PROGRAM</u>	13
5. 1.	Classification of Potential Users and Uses	13
5. 2.	Data Needs	14
5. 2. 1.	Characteristics of Data for Operational Management	14
5. 2. 2.	Characteristics of Data for Analysis of the Cultural Environment	14
5. 2. 3.	Types of Data Desired	15
5. 3.	Characteristics of Potential Users	15
5. 4.	Other Features of the Environment of the CSP	16
PART 6	<u>EFFECTIVENESS-TO-DATE OF THE CSP</u>	19
6. 1.	Criteria for Assessing Effectiveness-to-date	20
6. 2.	Results of Effectiveness-to-date	21
6. 2. 1.	Correspondence between Users' Fields of Interest and Perspective and the CSP Data	21

6. 2. 2.	Extent to Which the CSP Has Penetrated the Market for Statistics on Culture	22
6. 2. 3.	Data Uses Served by the CSP	27
6. 2. 4.	Extent to Which the Individual Projects Have Met the Detailed Data Needs of Users	31
6. 2. 5.	Extent to Which CSP Program Delivery Has Met Users' Needs	34
6. 2. 6.	Comparison of the CSP to Other Sources of Statistics on Culture	36
6. 2. 7.	Data Reliability	37

PART 7

	<u>SYNTHESIS OF EFFECTIVENESS-TO-DATE AND ANALYSIS OF THE ENVIRONMENT: DECISION ISSUES ON THE CSP</u>	39
7. 1.	Strategic Decision Issues on the CSP	39
7. 1. 1.	Limitations to Program Improvements Within Statistics Canada	40
7. 1. 2.	Objectives and Clients of the CSP	41
7. 1. 2. 1.	"Which Users?"	41
7. 1. 2. 2.	"Which Uses?"	42
7. 1. 2. 3.	Scope of the CSP: "Fields" and "Perspective"	43
7. 1. 2. 4.	Stance	44
7. 2.	Program Delivery Decision Issues	45
7. 3.	The Phase Two Project-Level Investigations	45

PART 8

WORK PLAN FOR PHASE TWO, PROGRAM DELIVERY

APPENDICES

A.	List of CSP Projects
B.	Framework of Culture Developed by the CSP
C.	Description of Program Marketing Efforts
D.	Description of Program Dissemination Processes
E.	Interview Questionnaire
F.	List of Interviews Conducted for Phase One
G.	Policy on the Production and Dissemination of Measures of Data Quality and Methodology Reports for STC Surveys and Their Outputs
H.	Special Requests

EXECUTIVE SUMMARY

E. 1. PURPOSE OF PHASE ONE OF THE FORMATIVE EVALUATION

The purpose of Phase One was to provide to the Joint Co-ordinating Committee, for its selection, alternative users, uses and fields of culture to be surveyed by the CSP (see Section 3. 1.).

E. 2. APPROACH AND METHOD

Two major inputs were used to develop decision issues: an analysis of the major features of the CSP environment, and a brief review of effectiveness-to-date of the program, focusing on past users and uses of the CSP (see Part 3). The structured interview was selected as the survey instrument.

E. 3. DECISION ISSUES FOR THE JOINT CO-ORDINATING COMMITTEE (JCC)

Decisions required of the JCC prior to the commencement of Phase Two of the evaluation are threefold:

Strategic decisions made by the JCC will define the specific direction and limitations to be established for the Phase Two investigation; and, the users, uses, scope and stance for the program to be reflected in the revised statements of goals, objectives and clients for the program (see Section 7. 1.);

Program Delivery Decisions. A number of discretionary issues on program delivery are presented. The JCC should select from the list of issues which they would like examined in Phase Two. In preparing the Phase Two work plan the project team will assess whether resources would be available to address them (see Section 7. 2.).

Decisions on Phase Two Project-Level Investigations. The main points recommended by the project team for investigation in Phase Two on a project-by-project basis are listed. The JCC should determine which of these main points it wishes addressed in the project-level investigations (see Section 7. 3.).

Recommendations on all of the above decisions are presented in the executive summary in Section E. 4.

E. 4. RECOMMENDATIONS ON DECISION ISSUES

The following recommendations are made by the project team on the decision issues listed above.

R(1) Phase Two Investigations

It is recommended that the JCC make two decisions on the following five issues prior to the preparation of the Phase Two work plan:

- is there sufficient flexibility within existing STC policies and procedures to permit innovative approaches to these issues? and,
 - does the committee wish this particular issue to be addressed in Phase Two? (see details in Section 7. 1.)
- . Timeliness of the Published Data, i.e. is it feasible within STC to examine innovative approaches to addressing this issue?
 - . Provision of Disaggregated Data, i.e. is it feasible to give priority to establishing arrangements with provincial Departments and statistical Agencies for provisions of disaggregated data and attaining agreement from respondents for release of particular individual data items?
 - . Questions of Analysis, i.e. what priority will be given to analysis vis-à-vis the provision of a clean, comprehensive data base?
 - . User Education Services, i.e. is it feasible within STC to develop and implement an active approach to educating users in the uses and benefits of using statistics? Could resources be reassigned within the program for carrying out this function?
 - . Market Penetration Strategy, i.e. is it feasible within STC to provide the resources to develop an innovative marketing strategy designed to respond to the heterogeneous nature of CSP clients?

R(ii) Users

- . Establish as the primary clients of the program representatives of federal and provincial government Departments and Agencies and cultural interest and service organizations.

R(iii) Uses

- . CSP should continue to serve the uses for research, lobbying, etc., but consider extending this to some aspects of operational management by examining, in Phase Two, options for program delivery which would facilitate this use of the data.

R(iv)

- . Continue to survey the fields currently covered by the CSP but explore the possibility of providing data on the link between tourism and cultural activities, and, the possibility of surveying crafts as a separate field;
- . Continue efforts aimed at developing standardized definitions in data collection; and,
- . Continue with the present perspective, which blends economic and other views, but determine which additional data are required and could be collected to assist users in conducting economic impact analyses.

R(v) Stance

- . An examination should be conducted in Phase Two of the costs and resources required to add a service for assisting users in interpreting their data needs and a program to actively educate potential users on the uses of statistics.

R(vi) Program Delivery

We recommend that the following discretionary issues be considered for Phase Two of the evaluation, should resources permit:

- possible improvements to consultation with users on both survey design and output;
- the possible relationships that could be developed with provincial government Departments and statistical Agencies for marketing, survey design, data dissemination, etc.;
- the feasibility of the CSP providing a clearing house role;
- the development of a plan for ensuring that CSP is in accord with the STC policy on Measures of Data Quality.

R(vii) Phase Two Project-Level Investigations

The main points recommended by the project team for investigation at the project level in Phase Two are:

- levels of disaggregation to be provided;
- improved methods of consultation;
- the relationship between the CSP and other data sources;
- the individual data elements to be contained;
- the definition of timeliness, and factors causing associated problems;
- innovative approaches to data dissemination;
- the priority to be given to analysis vs the development of the data base and,
- approaches to user education.

PART 1 - FORMAT OF THIS REPORT

This report consists of eight (8) Parts. Part 2 describes the background and purpose of the formative evaluation and Phase One of the evaluation. Part 3 describes the method used in Phase One. Part 4 presents an overview of the CSP. Parts 5 and 6 ("Features of the Environment for the Cultural Statistics Program" and "Effectiveness-to-date of the CSP") provide the information used in developing the decision issues presented in Part 7.

Three levels of decision issues are presented in Part 7: strategic decision issues; program delivery decision issues; and Phase Two project level investigations. Strategic decision issues contain two subsets: one requiring decisions on the objectives and clients for the program, and the other requiring fundamental decisions on certain aspects of program delivery and the direction of Phase Two of this evaluation. These decisions must be made prior to the commencement of Phase Two of this evaluation. Program delivery and Phase Two project-level investigations consist of options to be considered by management for developing the detailed terms of reference and work plan for Phase Two.

Part 8 presents the work plan for Phase Two of the evaluation. The work plan is based upon the decisions taken by management on the options and recommendations contained in Part 7, and the terms of reference for Phase Two in the May 1980 proposal submitted by DPA Consulting Limited.

PART 2 - BACKGROUND AND PURPOSE

DPA Consulting Limited conducted an evaluation assessment of the Cultural Statistics Program (CSP), presenting a final report in December 1979. The Statistics Canada/Department of Communications Joint Co-ordinating Committee reviewed the various evaluation options which were presented and requested proposals for a formative evaluation to examine alternatives for the future design of the CSP. A contract with DPA Consulting Limited was signed in November 1980, calling for a two-phased formative evaluation.

The purpose of the evaluation is described as follows:

"To conduct formative evaluation research on the joint Statistics Canada/Department of Communications Cultural Statistics Program (CSP);

A two-phased approach for the conduct of the evaluation research will be followed;

Phase I - Would produce a revised statement of the goals-objectives-clients hierarchy for the CSP as well as a statement on program effectiveness-to-date.

Phase II - Would build on these results and produce a recommended set of statistical series and dissemination plans for the CSP, detailed recommendations on the delivery structure of the program, and an implementation plan for the recommended action."

Note that the detailed terms of reference for Phase One state that the presentation of alternative goals, objectives and clients for the CSP would identify:

- . "alternative scopes for the program, i.e. activities or sectors of culture on which surveys would be taken;
- . alternative users of the CSP; and,
- . a range of data needs and uses for the data."¹

Thus, the focus in the following report is on potential and recommended users for the CSP, uses of data to be served (objectives), and fields of interest to be surveyed by the program.

¹ A Proposal to Conduct Formative Evaluation Research: Cultural Statistics Program; DPA Consulting Limited, May 1980.

The purpose of this report is to present the findings of the Phase I evaluation research; the decisions taken by the Joint Co-ordinating Committee on identified issues; and the detailed Work Plan for Phase II of the formative evaluation of the CSP.

PART 3 - APPROACH AND METHOD

3. 1. Introduction

Two factors were the major determinants of the approach taken in this formative evaluation: the nature of the CSP and its objectives, and the specific tasks assigned to the study team.

First, the program itself. The outputs of the CSP are data and information. The stated objective of producing and disseminating these data is to contribute to the goal of more effective decision-making on, and in, cultural activities. Thus, the ultimate test of the effectiveness of the CSP lies in the extent to which better decisions on culture are being made, and whether CSP outputs contribute to such better decisions. Details on the program objectives are presented in Part 6, Effectiveness-to-date.

The difficulty of defining the decision processes of organizations is well appreciated. Attempting to isolate the impact on individual decisions of specific elements of the CSP data is a further complication. Most decisions taken by groups or individuals rely on a wide variety of inputs; isolating the effect of one such purely numerical input is likely to be a task dependent upon highly subjective analysis.

The second factor to be considered is the terms of reference for this study. This study was not to be a scientific assessment of the goals and objectives achievements to date of the CSP. Neither was it intended to test the underlying program rationale which says that: good data lead to better decisions which lead to better allocations of resources.

Rather, the focus of this study was to be on the determination of specific improvements that could be made to the CSP. The basis for this determination was to be a general assessment of the performance to date of the program, coupled with an analysis of the changes that were taking place in the environment of the CSP.

In consideration of these factors, the study team undertook research into two areas: an assessment of the uses being made of the CSP data by a variety of organizations involved in culture activities, and an analysis of the environment of the CSP.

Both areas required the surveying of actual and potential users of the CSP. Actual users are those who use the CSP data for any number of uses, while potential users are defined as groups and individuals who are active in affecting the Canadian cultural context but do not use the CSP in their respective activities.

The evaluation team, with assistance from the Statistics Canada/DOC working group, examined a variety of survey alternatives, including telephone surveys, mail-out questionnaires, group meetings of users and personal interviews. It was decided to use the structured interview with users and potential users, as the basic research instrument.

The interview team consisted of consultants and staff members of Statistics Canada and the Department of Communications.

3. 2. Sample Framework

A sample framework for the interview survey was developed, based on the following criteria:

- all of the existing cultural sectors were covered, based on the program framework used in the evaluation assessment study;
- activity areas, common to most cultural sectors and identified in the program framework, were included;
- a geographic distribution across Canada was used, due to the fact that the CSP is a federal program;
- government officials at federal and provincial levels, and from a variety of relevant departments and agencies were identified; and,
- recognition was given to the two official language groups in cultural activities.

3. 3. Survey Instruments

The major survey instrument was a structured guide which focused on the following areas:

- The organization and its fields of interest in culture;
- Major issues/problems of the organization regarding the fields of interest in culture;
- Activities carried out by organizational unit of respondent on issues/problems;
- Uses of statistics;
- Evidence of use and assessment of the CSP;
- Changes to the environment of the program; and,
- Changes which could be made to improve the program.

3. 4. Planning Document Approval

The sample framework, sample listings and the structured interview guide were included with the Planning Document, submitted to and approved by the Statistical Review and Paperburden Review staff.

3. 5. Training of Interview Team

A one-day orientation session was conducted for all interview team members (consultants; DOC and Statistics Canada staff). The interview guide was examined and discussed in detail to ensure a uniform, consistent understanding and approach to the interviews.

3. 6. Pre-testing

A pre-test series of interviews was conducted by the members of the project team. A review session resulted in modifications to the interview questionnaire and the process for administering it.

3. 7. Quality Control

Throughout the pre-test and the formal survey operation, the quality control measures consisted of:

- central reception, review and storing of all interview write-ups;
- some double interview sessions were conducted;
- the senior consultant reviewed all write-ups and provided advice to interviewers when required; and,
- follow-up telephone calls were made on a random basis to verify the validity of the information obtained.

3. 8. Extent of the Survey

A total of 110 interviews were held over the course of 8 weeks. Appendix F provides detail on the organizations and individuals interviewed.

Summaries, for analysis, were developed for each interview covering five key issues:

- fields of interest in culture and issues identified;
- specific uses of statistics;
- specific uses of CSP statistics;
- new issues and requirements; and,
- general comments on improvements/changes to the program.

Throughout the entire developmental, survey interview and review stages of the project, the working committee supported the consultants materially in providing advice and direct assistance.

3. 9. Lessons Arising from the Experience

Although this study was not a formal evaluation of the objectives, achievements or rationale of the CSP, it was considered to be a part of the overall evaluation program of Statistics Canada. The Departmental Executive Committee noted that the evaluation was considered to be a "pilot" and that its methodology and results were to be reviewed in a manner similar to other pilot evaluation studies in STC.

We offer the following list of issues that could be considered in assessing the effectiveness of the method taken in this study, as opposed to alternative methods:

- the merits and costs of conducting double-person interviews as a quality control device;
- the need for and costs of more than one entry to an organization;
- the use of conferences as a central point for reaching users;
- the utilization of Program staff for interview surveys;
- the requirement for structured, uniform format as interview guides;
- the value of mid-course reviews and changes;
- the cost/benefit considerations in follow-up and written reports;
- the use of the personal identification approach in identifying potential users;
- the usefulness and efficiency of joint project teams;
- the value of pre-identification of the nature and content of surveys with users; and
- the utilization of "field-based" secretarial assistance in conducting interview surveys.

Of perhaps even greater importance is the assessment of the approach taken to identifying the effectiveness-to-date of the program, i.e. the concentration on the identification of specific users and uses of the data. Assessments and comparisons could be made of alternative approaches.

PART 4 - OVERVIEW OF THE CULTURAL STATISTICS PROGRAM (CSP)

4. 1. History of the CSP

The Cultural Statistics Program was developed in response to a need expressed by Cabinet in 1972 for a valid statistical series to assist in the decision-making process with respect to present and future cultural activities.

In response to this need for statistics on cultural activities, a decision was taken by Cabinet in June 1972 to adopt a program of cultural statistics to be carried out by Statistics Canada on behalf of the Department of the Secretary of State.¹ Although cultural statistics had been collected by Statistics Canada prior to 1972, it was not until that year that a program with this sole focus was developed.

The history of the program can be divided into two phases, each characterized by a particular funding arrangement. The initial arrangement was a revolving fund. In the present funding arrangement, the Secretary of State's money for the program has been transferred to the main estimates of Statistics Canada. Secretary of State has the option to review the Program any time after the first three years of operation.

Phase One: Revolving Fund Arrangement (1973-1976)

In July 1973 an Assistant Director was hired for the program on an acting basis and in January 1974 an official appointment was made. As laid out in the Cabinet document of 1972, the Assistant Director spent the 1973-76 period designing the program, staffing the program, carrying out five surveys and developing with the Secretary of State a new agreement and funding arrangement. The five surveys conducted up to 1976 were:

- . the book publishing survey;
- . the Performing Arts survey;
- . the libraries survey;
- . the survey of museums; and,
- . the survey of cultural activities of Canadians.

During this period, Statistics Canada (STC) conducted the surveys and was reimbursed by Secretary of State (SOS). Generally STC would request the required money to conduct a survey from SOS in advance of it.

¹ Record of Cabinet Decision, June 19, 1972, p. 1

In the winter of 1976 efforts began to develop a new agreement between the Secretary of State and Statistics Canada. The new agreement established the conditions for the transfer of Secretary of State funds to the main estimates of Statistics Canada. The reason for the new arrangement as stated in the Agreement between the two departments was that the revolving fund arrangement, although useful during the initial development period of the program, was not the best way of managing and financing an ongoing permanent program.¹

Phase Two (1977-1979)

The agreement of November 19, 1976 stated that the Secretary of State would ask the Treasury Board to transfer \$650,000 from its main estimates to the main estimates of Statistics Canada for the purpose of the Cultural Statistics Program and that Statistics Canada would accept the money to use it for the Cultural Statistics Program. Further, Statistics Canada would add the transferred money to the existing budget of the existing Cultural Sub-Division in its Education and Culture Division (\$300,000).

The budget for the program for 1977-78, then, was \$950,000. The Secretary of State retained \$180,000 in its budget for the "Cultural Activities of Canadians" which is part of the CSP. It was also agreed that Statistics Canada would avail the Cultural Sub-Division of the required person years for carrying out the program. For 1977-78 this consisted of 42 person years plus 7 person years already allocated to the Travel, Tourism and Recreation Section.² The responsibilities of each Department are described in detail in this agreement.

In April 1977 the SOS money for the program was transferred to the main estimates of Statistics Canada on a three-year trial basis, subject to review by Secretary of State in 1980. The 1981-82 budget for the program is \$165,000.

4. 2. Goals and Objectives

The goals and objectives of the CSP are derived from the 1972 memorandum to Cabinet and further reinforced by the 1976 agreement between the then Secretary of State Department and Statistics Canada respective to a Programme of Cultural Statistics.

¹ An Agreement between the Secretary of State Department and Statistics Canada - Perspective to a Programme of Cultural Statistics, 19 November, 1979, p. 1

² An Agreement between the Secretary of State Department and Statistics Canada Respective to a Programme of Cultural Statistics, 19 November, 1976, p.3

The goals were expressed as:

- . to contribute to orderly developmental cultural policies; and,
- . to contribute to more rational allocation of sources.

The Program objectives, contained in the 1972 memorandum to Cabinet, are summarized as follows:

(a) Program

- . enable us to describe, analyze and evaluate cultural activities;
- . meet the statistical needs and requests of the federal government and other organizations;
- . contribute to an evaluation of "net human benefits";
- . provide a tool for the planned use of federal government funds in cultural fields; and,
- . collect data on specific items/issues.

(b) Project Specific

Objectives for each project are stated in terms of the perceived needs of potential users. Generally, objectives refer to providing data needed to assist decision-policy-makers in assessing cultural needs, priorities, etc.

4. 3. Program Management

Based on the 1976 agreement, the Program management and co-ordination is shared between Statistics Canada and DOC through a joint co-ordinating Committee which has the following responsibilities:

1. To direct the implementation of the Cultural Statistics Program and to monitor its progress and development.
2. To prepare an annual report to the Chief Statistician and the Under Secretary of State on the development of the program.
3. To review annually, and amend as necessary, the five-year plan for the Cultural Statistics Program in advance of Statistics Canada's timetable for Program forecast preparations.
4. To review Program Forecast and other budgetary submissions of the Education, Science and Culture Division related to the program in draft form and to support these submissions as required before Statistics Canada and Treasury Board Officials.
5. To establish "project teams" and any other committees deemed necessary.
6. To review the progress reports of the various project teams and to review and/or decide upon matters referred to them by the project teams.

7. To consider any other matters deemed relevant to the successful development and administration of the program and to engage outside expertise or advice if required.
8. The Joint Committee shall submit its recommendations for approval to the Under Secretary of State and the Chief Statistician.

The Joint Co-ordinating Committee, with senior representation from DOC and Statistics Canada, meets two or three times a year.

The actual surveys planned and/or conducted are developed through a project team approach involving members of both Departments. The surveys are based upon a detailed framework of the cultural sectors which was designed for the program. The CSP projects and the framework are described in Appendices A and B respectively.

4. 4. Statistical Series Within CSP

Appendix A provides details on the various surveys within CSP.

4. 5. Dissemination/Marketing of CSP Products

The dissemination/marketing of CSP products is achieved through a variety of methods. Volume 1, No. 1, entitled Cultural Statistics, was given wide distribution and is still used as a basic information vehicle for interested enquirers. The contacts made with industry and cultural groups during survey design, preparation and operation frequently result in new users and respondents becoming aware of program products. Members of CSP also participate in cultural meetings/conferences where the use of CSP statistics is identified and marketed.

Because the official publications emanating from each survey series may take up to six months to produce, an early compilation of survey results is produced through service bulletins. An announcement in the Statistics Canada Daily release is the mechanism used by CSP to advise interested users of the availability of the initial statistics. Following the announcement, data release is provided through the bulletins, data tapes or in special circumstances through the Special Requests facility provided by the Program. This latter service is also available to users for special analysis or development of the statistics to meet special needs. Appendices C and D summarize marketing activities and dissemination processes.

4. 6. CSP Methodology

CSP has responsibility for the determination of the sample framework for each survey; the design and development of survey instruments; the design and editing of the computer programs; and, data assembly and analysis. Program staff assured the consultant team that the CSP methodology conforms to the standard statistical gathering and processing techniques of Statistics Canada.

The DOC staff of Arts and Culture, and a variety of user groups, are involved at the survey design stage.

The Cultural Statistics Program, in its present form, is still relatively new. The Service Bulletins describing the program were issued only three years ago. Many of the surveys have only one year of comparative data; some are still in the developmental stage.

Within this formative environment the Program is attempting to meet a changing, growing cultural interest and one which is, even today, under examination from a variety of interest levels. As the external environment has a significant impact on the operations and effectiveness of the CSP, we have described in the following Part 5 features of the environment for the CSP, the current and future milieu and its effects on the Program.

PART 5 - FEATURES OF THE ENVIRONMENT FOR THE CULTURAL STATISTICS PROGRAM

The first major input to the identification of CSP decision issues is an analysis of the current and anticipated environment for the CSP.

The purpose of the analysis is to provide to senior management the information required to make strategic decisions on objectives and clients for the program. Due to the service nature of the program, objectives and clients are closely linked. Strategic decisions pertaining to objectives and clients are:

- . Who should be selected as the primary clients for the program? and,
- . Which of their data needs and uses should be met by the CSP?

The analysis of the environment, then, focuses on the potential users for the CSP, their data uses and needs, as well as current and anticipated issues of concern to them on culture.

Features of the environment are presented under the following headings: classification of potential users and uses of data; data needs; characteristics of users and potential users; and, other relevant features of the environment.

5. 1. Classification of Potential Users and Uses

A classification of potential users, based upon their primary roles in culture, is presented in Figure 1. Figure 1 also presents the major uses for which potential users employ statistics. This classification was developed for selecting the interview sample and will assist senior management in making strategic choices between users to be identified in the reformulated program objectives and clients. Note that this is a classification of potential users and not a classification of fields on which statistics would be collected. The categories of potential users are:

- . federal government Departments and Agencies;
- . provincial government Departments and Agencies;
- . arts and culture interest and service organizations;
- . cultural industries (for profit and not for profit), consisting of publishing of books and periodicals, film and recording companies;
- . live performing arts companies;
- . academic institutions and researchers;
- . cultural institutions;
- . private sector supporters of the arts;
- . individuals (as creators and consumers); and,
- . the media.

Purposes for using statistics (i.e. uses) vary according to the roles of potential users and their experience with, and attitudes towards, statistics. However, the many discrete uses of statistics which were reported to the research team can be grouped into two major categories. These are:

- . uses for operational management, consisting of such activities as program administration, marketing, annual funding requests, etc.; and,
- . uses for understanding or affecting the Canadian cultural context, such as research-to-knowledge, policy research and planning, program development, and lobbying.

Although specific data items are similar for both uses, implications for currency of data, format, etc., are different. Section 5. 2. describes these differences.

5. 2. Data Needs

Data needs of potential users refers to both the broad types and characteristics of data, as well as the specific data items desired on each field of interest in culture. Data needs for each of the above two types of uses are described below.

5. 2. 1. Characteristics of Data for Operational Management

The key characteristics of data that were reported as necessary for uses falling into this category are content-related, and concerned with characteristics such as timeliness, accuracy and format. Despite the differences in the types of users and their levels of sophistication, the following common characteristics were identified:

- . Disaggregated data are required to facilitate specific comparisons, e.g. between individual companies on market, sources of revenue, and expenditures, or at provincial or city levels;
- . Current, up-to-date pictures are required to assist in making business decisions. These data should be current to the past fiscal year; monthly estimates would also be valuable;
- . Financial year-end summaries must be accurate but estimates would be sufficient for monthly statements;
- . Simple, easy-to-read format is required, without analysis which might be biased and complicated by policy concerns.

5. 2. 2. Characteristics of Data for Analysis of the Cultural Environment

The main characteristics of data and data needs which were identified for uses falling into this category are:

- . Historical data to facilitate year-to-year comparisons and to analyze trends. There must be consistency in data and reporting format over time;
- . Comparisons between provinces, disciplines and countries;
- . Accurate data; and,
- . Disaggregated, accessible data bases to allow for statistical analysis, e.g. breakdowns by size of establishments, product types, etc.

Current, up-to-date data are not as critical for these purposes as they are for operational management, although up-to-date data are always desired in discerning changes in trends.

5. 2. 3. Types of Data Desired

Types of data that were most frequently identified by potential users, for both of the above uses, were:

- . economic data;
- . comparable data on different jurisdictions; and,
- . data on participation and preferences in arts and cultural activities.

Examples of economic data are those describing revenues, expenditures and markets of arts and culture organizations. These data are required for both of the above uses. A particular use of widespread and growing interest is using these data to evaluate the economic impact of cultural activities.

Jurisdictional data refers to data which can be used to compare provincial, municipal and/or company activities; support and participation in arts and cultural activities; international comparisons on the health of certain arts and cultural endeavours; comparisons on the priority given to arts and culture in Canada; and, comparisons between different fields of interest and culture.

Data on participation and preferences in arts and cultural activities refers to leisure time activities, audience profiles, etc., and are desired for illustrating the support by the various publics of arts and cultural activities, and to assist in program development by arts and culture companies.

5. 3. Characteristics of Potential Users

The group of potential users of the CSP has some features that are an important part of the program's environment. They are:

- . Existing and potential users are not homogenous with respect to their experience and familiarity with statistics. Some groups and individuals have had "hands-on" experience with both statistics and the CSP. Others are

- not highly acquainted with either the uses and potential benefits of statistics, or with the CSP and its services. Thus, while concerns and data needs may be similar, means of serving these groups would differ;
- Many of the potential users stated that they have little knowledge, capability or natural leaning to use statistics, but they expressed opinions that statistics are increasingly important and that they would like to learn how to use them and the CSP;
 - The lack of experience with statistics of many potential users is manifested in an inability to define clearly specific statistical needs. These groups would require assistance in defining their data requirements and interpreting the data available;
 - Other users and potential users have specialized research and planning units which use statistics from a variety of sources. These organizations often possess large data bases themselves, collected either through original research or derived from sources such as grant applications submitted by their clients. Representatives of a number of these organizations suggested, in fact, that their data might be useful to the CSP and should likely be provided to program officials; and,
 - Potential users range in size and level of sophistication (e.g. from small performing arts companies to the Canada Council). However, between them there exists a number of networks upon which the program might capitalize to provide educational services and to market the CSP and its services. Groups and individuals are linked through granting relationships, national conferences, policy concerns, service organizations, and even trade journals.

5. 4. Other Features of the Environment of the CSP

Other features of the environment of the CSP consist of current and anticipated issues and events of concern to potential users, and thus the CSP. The major features which we identified are listed below.

- (i) A market for comparable, comprehensive and readily-accessible data on culture is developing and, in fact, the need for such data is becoming a relatively high profile issue. A variety of groups are calling for cultural data bases. Examples are the attempts by some provincial governments to create data bases for making policy and program decisions on arts and culture (e.g. Québec, Alberta); the call by the Niagara Institute, in conjunction with representatives of the Banff School of Fine Arts, the Ontario Arts Council and others, for a data base to be used for long-range planning in the support and development of the arts; and the growing demand for credible, effective advocacy. The large majority of respondents urged strongly that the initial decision to develop the CSP be supported, and that future work be devoted to improvements;

- (ii) A variety of sources of data are used by those interviewed. Examples frequently cited are the Council for Business and the Arts (CBAC) and the Canadian Conference of the Arts. Implications for the CSP are two-fold: one implication is the potential for co-ordinating the efforts of these groups, given the growing demand for data on arts and culture; a second is that some potential CSP clients may, in fact, be using program data but are not aware of this due to it being published by other groups, e.g. Canadian Conference of the Arts;
- (iii) "Arts and Culture" is a relatively high profile issue, at present. Examples of this are:
- The federal government's Cultural Review Committee. Some policy issues raised by the Committee are:
 - the approach to international vs Canadian content;
 - approaches to public access to cultural activities;
 - regional and national approaches to the support of culture;
 - alternative policy and support approaches based upon the supply and demand sides of cultural economics; and,
 - alternative approaches to, and sources of, funding.
 - The number of submissions to the committee and the press coverage being received by the hearings; and,
 - The fairly recent creation, in a number of provinces, of branches and divisions responsible for arts and culture. An example is the Cultural Service Branch in British Columbia which was developed, in part, as a response to the increased amount of cultural activity in British Columbia; and to a demand by the arts and culture community for a less political approach to funding the arts than existed prior to the creation of the branch.
- (iv) Restraint is continuing in government funding of arts and culture; this is leading to the recognition by many individuals and groups that efforts must be made to tap other potential sources of funding, in particular the private sector. Representatives expressing this view stated that organizations must be equipped with "hard facts" in attempting to acquire funds from the private sector;
- (v) A related feature is the increasing sophistication in the lobbying, marketing and fund-raising activities of arts and culture organizations. This trend was cited by government officials and representatives of arts and culture organizations. Representatives expressed the view that increased sophistication in these activities would require more informed use of statistics;

- (vi) The economic impact of cultural activities is an analysis desired by many of those involved in culture. It is considered that arguments like "Arts for Arts' Sake" should be complemented with economic impact data in order to achieve political support of cultural activities. We noted that the danger of such impact arguments is not widely appreciated;
- (vii) The relationship between tourism and cultural activities is an emerging issue for many provinces and performing arts companies;
- (viii) The phrase "cultural industries" is currently in vogue amongst culture-related organizations, especially in governments. No standard definitions exist for this phrase; we found it to be used very loosely and to be sufficiently flexible to cover almost all eventualities. The implications of this phrase are difficult to estimate for the CSP. However, its usage probably indicates that requests made of the CSP may tend to concentrate on economic and financial matters. It should be noted, however, that a significant number of respondents rejected the designation "cultural industries", based primarily on their concern for the economic emphasis it implied (e.g. performing arts companies, museums, crafts, and Canada Council officers);
- (ix) The burgeoning of communications technology is a feature of the environment which was identified as an important issue with, as yet, undefined implications for arts and cultural activities. While potential impacts and implications of technologies such as Pay-TV, videodisc, etc., are unclear, this may be an area which could be monitored by the CSP as a potential field to be addressed by the program in future. Communications technology also has potential implications for delivering the CSP. The possibilities for application of specific technologies should, then, be addressed in Phase Two of this evaluation, program delivery;
- (x) Efforts are being made at the international level to establish a standardized approach to statistics on culture (see a recent submission to the culture subcommittee of the Canadian Commission for UNESCO). This reinforces the need for standardization to facilitate meaningful comparisons at all levels. The involvement by the program assistant director should ensure that international decisions are considered by CSP officials on the issue of standardization.
- (xi) A range of specific issues which pertain to individual surveys was identified in the interviews but does not constitute major factors in the CSP environment.

FIGURE ONE: POTENTIAL USERS, THEIR ROLES IN CULTURE AND USES OF STATISTICS IN GENERAL

POTENTIAL USERS (ORGANIZATIONS AND INDIVIDUALS INVOLVED IN CREATING THE CANADIAN CULTURAL CONTEXT)

MAJOR ROLES IN AFFECTING THE CULTURAL CONTEXT

USES OF STATISTICS IN GENERAL

. Federal and Provincial Government Departments and Agencies

- . policy making
- . program development and administration
- . grant administration

. policy-oriented research, program research and evaluation, ministerial speeches and briefings, treasury, submissions, client services, monitoring of specific fields of culture

. Arts and Culture Interest and Service Organizations

- . services to members
- . education of public
- . lobbying on government policy

. monitoring of fields of culture, preparation of grant applications, papers and briefs to policy makers

. Cultural Industries

- . provide products/services
- . influence policy

. market research
. financial planning - administration, policy submissions

. Live Performing Arts Companies

- . provide cultural products/services
- . provide access to public
- . influence policy

. financial management and program administration, audience analyses, policy submissions, grant applications, funding requests from private sector

. Cultural Institutions

- . preserve, interpret, provide access to cultural resources
- . influence policy

. financial management and program administration, visitor analyses, policy submissions, funding applications

POTENTIAL USERS (ORGANIZATIONS AND
INDIVIDUALS INVOLVED IN CREATING
THE CANADIAN CULTURAL CONTEXT

. Academics and Researchers

. Individuals as creators, consumers
and interested parties in cultural
fields/activities

. Private sector supporters of
Arts and cultural activities

MAJOR ROLES IN AFFECTING
THE CULTURAL CONTEXT

. conduct issue-oriented
research
. conduct research-to-knowledge
. provide courses to future arts
administrators, performers,
creators, librarians, curators
. provide courses on cultural
activities (e.g. leisure time)

. create products
. consume products
. deliver products, performances
. general understanding of the
Canadian cultural life

. support individuals and
organizations through funding,
buying products, publicity,
development of special projects
(e.g. economic impact of galleries
work sheet)

USES OF STATISTICS IN GENERAL

. in all research, program
development

. read for information, to increase
level of awareness
. information on government activities
. assess markets
. grant applications

. to determine priority areas for
support

PART 6 - EFFECTIVENESS-TO-DATE OF THE CSP

The second major input to the identification of CSP decision issues is a review of the effectiveness-to-date of the program in meeting its stated objectives.

Two sets of objectives shape the CSP activities: overall program objectives, and individual project objectives for the CSP surveys. However, only one objective was selected as the basis for the assessment of effectiveness-to-date. This objective is:

"to meet the statistical needs and requests of the federal government and other organizations."

Two questions arise: why was only one objective selected? and, why this particular one?

The reason for selecting only one objective stems from the specific nature of this assessment. It was not to be a formal evaluation of goals or objectives achievements; neither was it to be a thorough analysis of the impacts and effects on the culture-related community of the availability of the CSP data. Rather, the focus of the review was to be the identification of strengths and weaknesses in the experience to date that posed decision issues for the future design of the CSP. Thus, the selection of only one objective for the assessment of effectiveness-to-date was undertaken as a means of economy.

The major reason for selecting this particular objective ("meeting the statistical needs and requests of the federal government and other organizations") is that it is the most important objective in the view of senior management.

The CSP is a pure service program: its end products are data and data analyses. These data and analyses are intended to meet the needs for statistics posed by policy and management issues in culture-related activities. Hence the overriding, and continuing, importance of the above objective. It was believed that assessing program achievements to date against this objective would lead to the most important decision issues for the future of the CSP.

The approach adopted in the review was also affected by the following features of a pure service program of this nature:

- The determination of how and by whom policy decisions are made is a problem of complexity in itself. To attempt to isolate the specific impacts of data on such enigmatic processes is virtually impossible; and,

- . Asking individuals to define their data needs usually presupposes experience with data, and leaves the individual the choice of identifying all data as his requirement.

The interview guide attempted to address these problems by focusing the interview on the fields, issues and activities of the respondents for which they use or need data.

The interview guide consisted of seven steps (see Appendix E), covering the following issues:

- (i) The organization and its fields of interest in culture;
- (ii) Major issues/problems of the organization regarding the fields of interest in culture;
- (iii) Activities carried out by organizational unit of respondent on issues/problems;
- (iv) Uses of statistics;
- (v) Evidence of use and assessment of the CSP;
- (vi) Changes to the environment of the program; and,
- (vii) Changes which could be made to improve the program.

6. 1. Criteria for Assessing Effectiveness-to-date

Effectiveness-to-date of the CSP is assessed against the following criteria:

- (i) the extent to which the fields surveyed, and the perspective taken on them, correspond to the priority interests of CSP users and potential users;
- (ii) the extent to which the CSP has penetrated the market for statistics on culture (i.e. organizations, individuals and institutions that affect culture);
- (iii) clients' uses of data for which the CSP statistics have been employed;
- (iv) the extent to which the individual projects have met the detailed data needs of users;
- (v) the extent to which the characteristics of program delivery have met the users' needs regarding accuracy, timeliness, format, etc.;
- (vi) comparison of the CSP to other sources of data; and,
- (vii) data reliability.

Note that while these criteria were designed to assess effectiveness against only the one objective, in fact they contribute to an assessment of effectiveness against the other program objectives also.

6. 2. Results of Effectiveness-to-date

This section presents the results on effectiveness-to-date which emerged from the interviews. Results are presented under headings which correspond to the criteria listed above.

6. 2. 1. Correspondence between Users' Fields of Interest and Perspective, and the CSP Data

The assessment of the program against this criterion will be used to develop decision issues on the scope of the program.

"Fields of interest" refers to the broad subject matters of concern to users, and those on which surveys are taken by the program. "Perspective" refers to the type of data required (e.g. content, economic, etc.) on the fields to be surveyed.

Findings on this criterion were acquired by asking those interviewed to describe the fields of interest in culture and the issues which are of concern to them/the organization they represent on these fields. It should be noted here that responses of particular importance were those of officials from provincial government Departments and Agencies who have wrestled, through their program development, with the problem of defining culture. As well, these representatives bring provincial vantage points on culture which can be compared to that developed by a national institution.

On fields of interest, responses indicate that the fields surveyed by the CSP correspond generally to the fields of interest of users. No major calls were made for substantial change. It was suggested that attention be focused on building and consolidating the current CSP data base and framework, as opposed to changing it. Note the comment below on tourism, however.

An important caveat to this finding was the need expressed by many respondents for the CSP, as a central program, to develop detailed standardized definitions of "culture", and particular topics covered by the surveys (e.g. attendance figures). This was particularly important for provincial government representatives concerned with determining expenditures by provinces on cultural activities.

On perspective, an overwhelming majority of users expressed a desire for increased attention to financial, marketing and economic perspective in the surveys. In particular, as pointed out in Section 5. 4., there is a widespread and growing demand for data which can be used to conduct economic impact studies of cultural activities on communities, the provinces and the country. It was considered that these data plus data reflecting levels of activity by

Canadians in culture (as consumers and creators/producers) would buttress arguments on the value of "arts for arts' sake" in gaining public and political support for cultural activities.

Specific comments on the fields surveyed and perspectives taken were:

- . Opinions were expressed that while the framework of culture used as the basis for the CSP is appropriate, the program has yet to completely support the framework with statistics. Users of the CSP expressed the desire for data on each of the elements of the process included in the framework, i.e. from creation through to utilization (consumption), and considered that this complete picture has not yet been provided. In particular, data are desired on distribution;
- . Respondents expressed the need for clear, standardized definitions to be used in reporting by provinces and by individual organizations and institutions (e.g. performing arts companies, museums). The requirement for standardized definitions was considered to be particularly critical for drawing comparisons between provinces, between fields and within fields of culture (in particular on expenditures on arts and cultural activities and participation in activities);
- . A further comment on fields covered was that some important users expressed the need for an analysis of the link between cultural activities and tourism. This request stems from the view that cultural activities make significant contributions to the tourism industry, and from the desire to assess the tourist market for cultural activities. Currently the framework of the CSP does not include tourism as a subject matter, although the CSP assistant director does have a travel and tourism responsibility and a staff member responsible for this function. Also some representatives considered that crafts should be considered as a separate field.

6. 2. 2. Extent to Which the CSP Has Penetrated the Market for Statistics on Culture

The objective against which this review has been conducted defines the market for the CSP as "the federal government and other organizations". An important measure, therefore, of effectiveness-to-date is the extent to which the CSP has been used by various organizations and federal Departments who are influential in affecting the Canadian cultural context.

This section was not intended to be a rigorous market analysis for the program but, instead, to constitute one input to the brief review of program strengths and weaknesses to be used in developing decision issues. In this section we describe: users of the CSP, non-users of the program, and reasons for not using the program. The purpose in describing reasons for not using the program is to contribute to the identification of areas for possible program improvement and decision issues on the program.

It is not implied that all non-users should be served by the CSP.

Three major findings are highlighted. These are:

- The CSP data have provided to individuals, organizations and institutions data not available prior to the creation of the program. This has resulted in the clearer definition of data needs by some users;
- The CSP data are used by a variety of individuals, organizations and institutions active in many fields of culture. Some of the uses of the CSP are very high profile. The current examples are the use of the CSP data in many presentations made at the recent conference on Book Publishing and Public Policy, as well as by the number of special requests made of the program (see Appendix H); and,
- Notwithstanding the efforts of the program in marketing and evidence of the above uses, our findings indicate there remains still a large untapped market for statistics on culture.

Penetration of the Federal and Provincial Government Market

Interviews were conducted on uses of the CSP with 37 representatives of federal and provincial government Departments and Agencies. Of these, 34 reported that they were aware of the program, although several in a very limited fashion; 24 reported that they used the program and its services (3 in a very limited fashion); and, 10 reported that they do not use the program. Details concerning these results are listed below.

Respondents who use the program were asked which of its services they used most frequently. Of those responding to this question, most reported that they used the data published in service bulletins and in the catalogues. Twelve (12) respondents reported being aware of the special request and ten (10) reported having used this service. Virtually no mention was made of other services of the program.

Reasons reported for not using the CSP are threefold:

- do not use statistics;
- consider that CSP data are not useful to them; and,
- not aware of or familiar with the CSP.

Respondents reporting that they do not use statistics gave the following reasons:

- "it takes a lot of time and staff already works very hard";
- "scared of statistics" but would be interested in seminars on availability and how to use data;
- "uncomfortable with statistical reports".

Respondents who reported that the CSP data are not useful gave the following reasons:

- . the data are irrelevant because they are not sufficiently disaggregated and because they group together fields which should have separate surveys (e.g. museums, aquariums, etc.);
- . the data are inaccurate because of definitional problems and the lack of qualified staff in surveyed organizations to complete the surveys; and,
- . a representative of the Yukon government said that federal surveys never include the Yukon so they are of little use to him.

Penetration of the Cultural Service and Interest Organizations Market

Interviews were conducted with representatives of 24 service organizations. Of these, 16 were aware of the CSP; 11 reported that they use the CSP; and 5 reported that they do not use the CSP.

Results on usage of program services were:

- . the majority of those who reported using the CSP use only the published material, i.e. either catalogue or service bulletins;
- . a limited number of those using the CSP reported making use of the special request or other special services of the program.

Reasons reported by those who were aware of the program for not using the CSP were:

- . data are out of date by the time they are published;
- . format is too complex; should have fewer tables and more bar charts;
- . poor service; examples are:
 - certain publications being out of print;
 - consulted by program officials on improvements to survey instruments and never heard back; and,
 - no response by officials to offer made on assisting in survey design;
- . resources not available to carry out research - "too busy keeping our head above water"; and,
- . don't use or want statistics.

Penetration of the Cultural Industries Market

Interviews were conducted with representatives of 10 organizations classified as cultural industries. It should be noted that almost all of those interviewed were representatives of book publishing or book publishing service companies (Interviews were, however, conducted with service organizations representing other cultural industries). Although the limitations of the coverage of cultural industries is acknowledged, the results obtained from book publishing representatives are an important contribution to this review due to the attention which has been spent by CSP staff on relevant surveys.

Results on market penetration were:

- . nine (9) of those interviewed were aware of the CSP and 8 of them reported, with important qualifiers, having used the program;
- . qualifiers on use of the program by respondents were:
 - (i) several used the statistics in non-business activities (e.g. as journalists, researchers, members of lobby groups);
 - (ii) the uses made of the program were very limited (see Section 6. 2. 3.).

Of those reporting using the CSP in their business activities (6), almost all were reported as having used the special request facilities but were not reported as using other special facilities of the program.

Reasons given by those who did not use the program for business purposes were:

- . lack of timeliness;
- . inadequate level of disaggregation;
- . "we're too busy doing our jobs";
- . not aware of the CSP; and,
- . necessary aspects of the business are not covered (see Section 6. 2. 1.).

Penetration of the Live Performing Arts Market

Interviews were conducted with representatives from thirteen live performing arts organizations. Of those interviewed, 9 were reported as being aware of the CSP; one (1) was reported as using the program. The one company reported using the service bulletin.

Reasons given for not using the CSP were:

- . not aware of the program;
- . other sources provided the detailed data required in a more useful format; in particular, companies reported using the CBAC;

- . used to receive service bulletins but they stopped coming;
- . don't make much use of statistics;
- . not very interested in data at the national level;
- . CSP data are out of date; and,
- . data are too aggregated.

Penetration of the Cultural Institutions Market

Interviews were conducted with representatives of seven (7) cultural institutions. Of those interviewed, all reported being aware of the CSP; three (3) reported using the CSP and four (4) reported not using the CSP.

Services used most frequently were the publications. All of the users reported that they were not aware of other services, such as special requests or pre-release facilities.

Reasons given for not using the CSP were:

- . apprehensive about the data being misused due to the grouping together of so many different types of institutions;
- . too out-of-date;
- . problems with format - "don't want to wade through a whole bunch of data";
- . too aggregated; and,
- . don't use external statistics.

Penetration of Academic and Research Market

Nine (9) researchers and representatives of academic institutions were interviewed. Of those interviewed, 6 were aware of the CSP; all 6 used the CSP; and 3 reported that they did not use the CSP.

All of those who reported using the CSP data use the published data and reported using other special services (e.g. tapes and special requests). Those who reported not using the CSP did not because they were unaware of the program.

SUMMARY

Of the 100 persons interviewed on this subject, 81% were aware of the CSP. This indicates a relatively high level of awareness and reflects program efforts in marketing. 53% indicated that CSP data were used. Of the 47% who did not use CSP data the reasons ranged from total lack of awareness of the program, through a group of respondents who lacked the sophistication to apply

data, to the highly specialized groups who required data on a more timely basis or in a particular fashion. Market penetration varied also from group to group, based on types of needs. Our findings on the level of penetration, in terms of actual use of CSP data, indicate that an untapped market still exists.

6. 2. 3. Data Uses Served by the CSP

This section presents the findings on reported uses made of the CSP as compared to the uses made of cultural statistics in general. Findings on uses of statistics and those served by the CSP are presented for each of the major user groups. Note that comments made on improvements to the individual projects are discussed in Section 6. 2. 4.

Data Uses of Government Officials Served by the CSP

Uses of statistics in general reported by representatives of federal and provincial Departments and Agencies are:

- . for program planning and development (e.g. to determine funding requirements and to prioritize sectors for distributing grants);
- . to influence the level of support by government and the public for cultural activities by illustrating relative performance compared to other governments, the economic contributions to communities of cultural fields and activities, and the level of activity in cultural fields.
- . to evaluate own performance against performance of other governments;
- . to set guidelines, procedures and standards for program delivery;
- . to improve management services to clients by providing them with facts on their cost breakdowns compared to other comparable culture organizations and institutions;
- . as back-up to publications and courses provided to clients;
- . to identify research projects by testing hypotheses which might be followed up with qualitative analyses (e.g. attitudinal surveys);
- . to monitor and profile various fields of culture to determine possible areas for future policy investigations and decisions;
- . in once-off analysis.

Uses made of the CSP which were reported to the research team by federal and provincial government officials were:

- . in attempts at gaining support by various sectors for cultural activities;
- . for research-to-knowledge purposes;
- . for longer-term planning;
- . to evaluate trends;

- . as background to the preparation of cabinet and treasury submissions;
- . to monitor developments across the country; and,
- . for ongoing monitoring and profiling to determine problems in specific fields of culture.

In summary, the uses of statistics in general reported by officials of government Departments and Agencies were for purposes other than operational management, and CSP data were important in contributing for these purposes.

Data Uses of Culture Interest Organizations Served by the CSP

Uses of statistics in general reported by cultural service and interest organizations were:

- . in briefs and other lobbying activities to influence government policy on specific cultural fields;
- . in activities aimed at raising interest of the public in cultural activities;
- . to provide analyses to members to assist in their marketing and other activities, and to inform them of their performance against other comparable organizations by monitoring the status of their operations;
- . to support funding submissions to government Agencies; and,
- . in speeches and at conferences, both nationally and internationally.

Uses of the CSP reported by respondents were:

- . to provide data as a service to members;
- . at conferences and in talks, both nationally and internationally;
- . special once-off studies; and,
- . in press releases to raise the public profile of cultural activities and creators.

In summary, while the CSP data are used for activities aimed at analyzing the Canadian cultural context (e.g. research, lobbying, etc.) needs and meet a substantial portion of these organizations' needs, they are not used for the operational management services provided by these organizations to their members.

Data Uses of Cultural Industries Served by the CSP

Uses of statistics in general reported by representatives of cultural industries were:

- . to conduct business-related analyses, such as market studies;
- . to determine costs, estimate sales, to monitor performance of own company;

- . to assess public trends, costs, patterns, and technical issue analysis;
- . for ongoing monitoring of sales and market shares; and,
- . for monitoring the industry situation in general;

Uses of the CSP data by industry representatives were:

- . to report on public trends and to conduct special focus articles on leisure time use.

In summary, the CSP meets only a few of the uses of statistics for business decisions of industry representatives due to the needs for up-to-date, disaggregated data in operational management.

Data Uses of Cultural Institutions Served by the CSP

Uses of statistics in general reported by representatives of cultural institutions were:

- . lobbying;
- . teaching;
- . meeting data requests of library users;
- . internal administration and budgeting;
- . developing a building expansion program by assessing data on potential operating and capital costs;
- . in government grant applications and in funding efforts aimed at the private sector;
- . for marketing purposes by conducting comparative analyses of audiences.

Uses of the CSP reported by cultural institutions were:

- . teaching;
- . providing data to library clients; and,
- . in a limited manner for internal administration through library use statistics.

In summary, cultural institutions use statistics for operational management and for purposes such as lobbying and providing services to clients (e.g. library users). The CSP data are used only in a limited fashion, primarily for uses other than operational management.

Data Uses of Live Performing Arts Companies Served by the CSP

It should be noted here that, although similar uses were reported by performing arts companies, the level of complexity involved in these activities varies between individual companies.

Uses of statistics in general reported by live performing arts companies were:

- . lobbying;
- . fund-raising;
- . marketing;
- . contract negotiations;
- . to determine sources of revenue through comparative analyses of other cities, companies;
- . to support requests for increased funding from government Agencies;
- . internal management by conducting comparisons with other companies on expenditures on various items;
- . for general background and awareness;
- . policy influencing, e.g. Cultural Review Committee; and,
- . for programming.

Only one representative reported using the CSP data. The particular data used were produced from leisure data.

In summary, uses reported are primarily for operational management, with the result that CSP data were reported to be used very rarely.

Data Uses of Academics and Researchers Served by the CSP

Academics and researchers reported using statistics in general for the following purposes:

- . in the preparation of books and papers on topics such as leisure and social change;
- . by students in research papers on topics such as book consumption;
- . as background material for courses and in planning courses;
- . in issue-oriented contract work for various government Departments (e.g. economic impact studies of cultural activities, data needs analyses).

Respondents reported using the CSP data for all of the above purposes, but primarily for the first three.

Summary

The CSP data are used in virtually all areas of cultural activities, but in widely varying degrees. In general they are not being used for operational management, but are contributing to certain lobbying, research and planning functions of organizations.

Note that no criticism of the Program should necessarily be drawn from the finding that it is not being used in operational management. Meeting these particular needs may be outside the scope of a statistical program, or may be very costly to achieve. Our purpose in making this finding is to contribute to the clarification of objectives and clients for the program.

6. 2. 4. The Extent to Which the Individual Projects Have Met the Detailed Data Needs of Users

This section presents the findings of the research team on the individual CSP projects. The focus of this section is the improvements to the projects that were suggested by respondents in order to make them more useful for their purposes. The results are used to develop the project-level decision issues. Results are presented for each of the projects on which comments were made by respondents. It is important to note that some requests of respondents reported below could, in fact, be met currently by the CSP. This indicates that, in some cases, increased marketing efforts of what the CSP can provide would be of benefit.

Book Publishing and Book Distribution Surveys

The detailed comments below reflect the improvements that individuals have suggested to these surveys. Note that much of the detailed data requirements listed below would assist in extending the use of the CSP data to operational management use (if it was timely). However, individual data items suggested are also desired for longer-term purposes.

Comments made on the book publishing and distribution projects were:

- . the B questionnaire is too complicated and of little use; it should be modified substantially (NOTE - efforts are currently planned by CSP officials to undertake modifications);
- . the projects are not useful for business-related purposes (an example cited which could be examined was the Association of American Book Publishers);
- . an overwhelming need was expressed for data on book sellers, wholesalers, where the booksellers buy their books, number of Canadian books sold, and buying patterns of retail outlets;
- . more detail on foreign imports;
- . provide comparisons between independent vs chain retailers;
- . clarify the breakdowns of expenditures, capital and spending;
- . separate hardcover and softcover (CSP staff say this is available);
- . provide data on distributors, in particular those that are U.S.-based;
- . provide detailed customer data such as where books are bought, francophones inside and outside of Québec, buying sources;
- . provide export data; and,
- . provide data to be used in productivity analysis.

The overall thrust of the comments made on the book publishers and distributors was the requirement for more detail, and, in particular, detailed data that could be used for market-related purposes.

Film Survey

Film data are used primarily for longer-term purposes, due to the fact that respondents stated the published data are out of date.

Specific comments on data that are currently not provided in the published data are:

- . need export data and data on international distribution costs;
- . too much aggregation of feature films with other films;
- . provide inter-company comparisons; and,
- . provide data on revenues, expenses and relevant trends.

Performing Arts Survey

The following suggestions were made on improvements that could be made on the performing arts data:

- . provide provincial comparisons on sources of funding of performing arts companies;
- . provide detailed comparisons between individual companies on the financial status, audiences, funding received and costs of operations;
- . provide data which can be used to illustrate the economic contributions to communities of performing arts companies, acknowledging the important difference between companies and communities;
- . provide data on amateur companies, as they are breeding ground for professionals; and,
- . provide content analysis of performances.

Survey of the Sound Recording Industry

Comments made on the sound recording data were:

- . provide much greater detail, in particular financial data;
- . provide data on "what happens to the product once it hits the marketplace";
- . provide data on home recordings, and their usage by demographic characteristics; and,
- . provide data which distinguish between French and English products and markets.

Surveys of Public, Centralized School and University Libraries

Comments made on the data published on libraries were:

- . provide financial statistics on buying volume, printed material;
- . provide data on trends such as who is changing, uses of technologies, reference service data;
- . size categories of libraries are required;
- . provide data on the percentage of Canadian books in stock; and,
- . provide data on salaries, staff, etc.

Survey of Museums, Galleries, and Other Associated Institutions

Comments made in general on this survey were that there is a need to ensure that the different types of institutions are covered separately, acknowledging their differences. Specific data items required to improve the project were:

- . improve data on attendance by providing breakdowns of different types of users, i.e. researchers vs visitors, return visitors vs one-time visitors; in particular, attention should be focused on achieving standardized counting by institutions;
- . provide data on physical plants;
- . provide data on individual museums;
- . provide data to be used to show the economic contribution to the community and province of these institutions;
- . provide provincial comparisons;
- . provide data on staff, i.e. training received, training needs, number of full-time, part-time, and volunteer workers;
- . change timing to capture summertime-only operations; and,
- . provide data on revenues, earning by sources.

Survey of Culture and Leisure Time Activities

Leisure time data are used extensively, i.e. by representatives of most fields surveyed. Comments made here are:

- . provide data reflecting the relationship of cultural activities and tourism;
- . breakdown of data by province;
- . provide metropolitan breakdowns;
- . on reading habits, provide detail on last title of book read, magazine titles, distance travelled to buy book, book cost, time when read;
- . provide comparisons between leisure time activities; and,
- . provide projections, attitudinal data, etc., to be used in lifestyle studies and analyses.

Survey of Cultural Expenditures

This project is considered to be one of the most critical to users for all fields of interest and types of users. The main comments made about the gaps in the cultural expenditures project were:

- . provincial data are needed, based upon detailed standardized definitions;
- . the same data are required at the local level and by individual disciplines; and,
- . surveys should report all sources of funding, not just government, but private sector as well.

6. 2. 5. Extent to Which the CSP Program Delivery Has Met Users' Needs

The study team, in determining the extent to which the CSP Program Delivery has met the statistical needs of users concentrated on the following delivery elements:

- . timeliness of published data;
- . format of published data;
- . accuracy and reliability of data;
- . level of aggregation of published data; and,
- . client service in general, including special requests.

The purpose of this section is to present comments made by respondents on the above features of the program. It is worth repeating at this point that many users expressed satisfaction with the general program products. The results reflected here serve only as input to developing detailed issues that could be addressed in Phase Two of the evaluation, program delivery.

Also, "reliability" is discussed in a separate section, Data Reliability (6. 2. 7.)

Timeliness of Data

All respondents consider that the more up-to-date the data are, the more useful they become. For operational management uses, however, this characteristic is essential to enable comparisons on performance, market analysis, etc., to be made. An overwhelming number of respondents stated that the major problem with the CSP publications is that they are out of date. Of this number, a significant proportion were unaware of program initiatives to provide earlier access to data. Many users rely primarily on other sources for uses which demand up-to-date data (see Section 6. 2. 6.).

Format of Published Data

Format of published data refers to two features: the level of simplicity and clarity; and, actual presentation, e.g. bar graphs, tables etc.

Respondents stressed, in their comments on format, that they preferred simple, easy-to-read publications, with an emphasis on highlights of change for each field. Many of the respondents stated that the CSP publications (catalogues and bulletins) are incomprehensible and difficult to use. In particular, respondents suggested that alternatives be considered by program officials, such as:

- . Prepare a "fly sheet" of one or two pages consisting of highlights of change or on specific issues of relevance to individual fields; and,
- . Simplify the presentation and format by providing simple tables and no issue-specific analysis or discussion.

Level of Aggregation

An overwhelming majority of respondents stated that the CSP data are too aggregated for their needs. The improvements suggested for the individual projects by respondents indicates the level of aggregation they desire (see Section 6. 2. 4.).

These comments are partially due to a lack of awareness by individuals of the special request services. However, even those that have used special requests stated that they require more disaggregated data. This issue should be addressed in Phase Two. In particular, the potential for developing special arrangements with the provincial statistical agencies would be relevant here.

Client Services

While many respondents considered the level of user consultation in the CSP was unusual for a federal program, some comments were made by the respondents on client services in general. In particular, the following issues were raised:

- . the need for more consultation and feedback on survey design and output;
- . the need for establishing specific contacts from the program that individuals would contact on special requests, etc.;
- . a need was expressed for a brief summary and index of the CSP, describing "what the program can do for us". This would include a description of the data and all the data accessing options; and,
- . a number of users have suggested that it would be worthwhile to examine alternative arrangements for assisting users in identifying their data requirements.

Analysis

A diversity of opinion was expressed by users on the role of analysis within CSP. Some of the comments expressed were:

- . analysis of data by CSP staff is not needed and only raw, clean base data is required;
- . some fears were expressed that a DOC influence or bias was reflected in the analysis produced;
- . less sophisticated users needed assistance in interpreting data;
- . analysis of data should be limited to special requests; and,
- . CSP should concentrate on completing survey development for the full framework rather than analyzing existing surveys data.

The issue to be decided for Phase Two is where the priority should be between analysis and the continued development of an accessible, reliable data base for the cultural activities framework.

6. 2. 6. Comparison of the CSP to Other Sources of Statistics on Culture

The purpose of comparing the CSP to other sources of data used by the respondents was to determine data needs and program delivery elements of importance to users, and the needs of users met by other sources. This assessment contributes to the decision issues on program scope and delivery.

This section lists the most frequently cited sources of data used by respondents and then describes the main benefits ascribed to these sources by their users.

Of those interviewed who use statistics, the majority use other sources of data as well as, or instead of, the CSP. Sources which were cited frequently were:

- . the Council for Business and the Arts;
- . American sources on specific disciplines, e.g. Opera, Symphony, Book Publishing;
- . Main estimates of provincial governments;
- . Direct contacts with individuals in comparable organizations and provincial government Departments and Agencies;
- . The Canadian Conference of the Arts; and,
- . Trade journals and financial magazines.
- . Internally generated data, e.g. revenues, operating costs, etc.

Other less cited sources which were mentioned:

- . research reports of the Arts and Culture Branch of the Department of Communications;
- . the Hamilton Library;
- . the National Museums Corporation; and,
- . other surveys of Statistics Canada.

The most frequently reported benefits and important characteristics of these sources were:

- . They provide detailed financial statistics which are highly disaggregated;
- . They are in simple, easy-to-read format; and,
- . They are current.

In summary, the major findings of the comparison of the CSP to other sources of statistics on culture are:

- . other sources of data are used by potential and existing CSP users because they provide up-to-date data in a simple format with the level of disaggregation desired by users. This should be considered in the Phase Two examination of program delivery;
- . the characteristics of timeliness, disaggregated data and simple formats are again emphasized and should be considered in the decision issues on program delivery; and,
- . other sources of statistics are meeting the operational management needs of those in some fields of culture. Consideration should be given to the relationship of the CSP with these sources in Phase Two of the evaluation.

6. 2. 7. Data Reliability

The overall goal of the CSP is to contribute to a better allocation of resources in culture, through the provision of pertinent statistics and information. A necessary condition for the achievement of this goal is that the data provided be reliable, i.e. that the statistics be accurate, and that sources of error be eliminated in both the collection and interpretation processes.

Many of the users of the CSP, as well as the potential users, assume that the Statistics Canada trademark on the publications is an automatic guarantee of data reliability. Obviously the name Statistics Canada carries considerable prestige.

Most of the actual users interviewed did little, if any, intensive probing of the CSP data base. The statistics presented in the CSP publications were held to be reliable, based on the reputation of Statistics Canada.

However, a particularly important group of the most frequent users of the CSP data base recommended that each CSP data base release be accompanied by a technical report describing, inter alia:

- . the universe, sampling methods, updating procedures and definitions of concepts and variables;
- . a regular analysis by CSP staff of the reliability of the individual statistics presented; in particular, assessments should be made of the effect on reliability of low or different response rates for related questions;
- . the algorithms used in verifying survey returns, and in dealing with inconsistencies or omissions in individual returns;
- . estimation procedures; and,
- . an analysis of any other data difficulties due to misinterpretation, cut-off dates, etc.

In view of the overriding importance of the question of data reliability, it was urged that Phase Two of this project include a detailed comparison of CSP data quality controls with those of other programs of Statistics Canada and in conformance with the "Policy on the Production and Dissemination of Measures of Data Quality and Methodology Reports for Statistics Canada Surveys and their Outputs", February 9, 1978 (See Appendix G).

PART 7 - SYNTHESIS OF EFFECTIVENESS-TO-DATE AND ANALYSIS OF THE ENVIRONMENT:
CSP DECISION ISSUES FOR THE JOINT CO-ORDINATING COMMITTEE

The purpose of Parts 5 and 6 was to provide information on the program and its environment to be used by the Joint Co-ordinating Committee in making decisions about the future design of the CSP.

This part synthesizes the major findings of Parts 5 and 6 in three sets of decision issues on the program. The sets of decision issues are:

- (i) strategic decision issues on the CSP;
- (ii) program delivery decision issues; and,
- (iii) the Phase Two project-level investigations.

All three sets of decision issues are interrelated. In particular, decisions taken on sets (i) and (ii) will provide the necessary framework for making project-level decisions (iii).

The specific decisions taken by the Committee on the following issues will determine the future objectives and clients of the Program, as well as the direction to be taken in Phase Two of this evaluation.

7. 1. Strategic Decision Issues on the CSP

Two subsets of strategic decision issues will shape the future of the CSP and the investigation to be conducted in Phase Two of this evaluation: decision issues on the kind of initiatives that could be considered in Phase Two, and decision issues on the objectives and clients for the CSP.

Decisions taken by senior management on the first subset will establish the limitations on the kinds of initiatives for improving program delivery which could reasonably be considered by the project team in Phase Two of this evaluation. While there are other issues concerning program delivery (see Section 7. 2.), these strategic issues are the ones considered by the consultants and the steering committee to be those of highest priority in establishing the direction for Phase Two of the evaluation. This group of issues is presented under "Limitations To Program Improvement within Statistics Canada" (Section 7. 1. 1.).

Decisions taken on the second subset of strategic issues will result in the clarification of objectives and clients for the CSP by specifying users and data uses to be served, as well as "scope" and stance of the CSP.

7. 1. 1. Limitations to Program Improvements Within Statistics Canada

In many programs the following issues would not require the judgment of senior management. However, the CSP is jointly sponsored by the DOC and STC. It is considered by the steering committee members and the consultants that institutional constraints of STC on potential program improvements must be identified prior to Phase Two of this evaluation, so that recommendations for improvements are in fact feasible and could be implemented within STC.

Decisions on these issues are of highest priority in achieving an agreement between the two program sponsors on their expectations for Phase Two of the evaluation.

For each of the following five issues, two decisions are required of the Joint Co-ordinating Committee:

- is there sufficient flexibility within existing STC policies and procedures to permit innovative approaches to these issues? and;
 - does the committee wish this particular issue to be addressed in Phase Two?
- (i) Timeliness of the published data; i.e., is it feasible within STC to examine innovative approaches to addressing this issue, either by providing estimates on an interim basis, by examining alternatives to the standard published format, alternative technologies, or providing resources to reduce the time lost in returns of the surveys?
- (ii) Provision of disaggregated data; i.e., is it feasible to give priority to establishing arrangements with provincial Departments and statistical Agencies for provision of disaggregated data and attaining agreement from the respondents for release of particular individual data items?
- (iii) Question of analysis; i.e., what priority will be given to analysis of data vis-à-vis the provision of a clean, comprehensive, and easily-accessible data base; would the STC management be willing to shift resources from analysis to the development of the data base, if this was deemed necessary by the project teams in the Phase Two project by project studies?
- (iv) User education services; i.e., is it feasible within STC to develop and implement an active approach to educating users on the uses and benefits of using statistics? Could resources be reassigned within the program for carrying out this function?
- Market penetration strategy; i.e., is it feasible within STC to provide the resources to develop an innovative marketing strategy designed to respond to the heterogenous nature of the CSP clients?

7. 1. 2. Objectives and Clients of the CSP

Establishing limitations on the program through more clearly defined objectives and clients emphasizes that the program is not intended to meet all of the data uses of anyone who might happen to want statistics on culture.

We offer alternatives for objectives and clients by presenting options on users, their uses of data which could be met by the program, and "scope" and "stance" for the program.

7. 1. 2. 1. "Which users?"

The question concerning users is, "Which groups should be considered as "primary program users?" In considering this decision issue, note that the actual data desired by different users are quite similar (see Part 5). Thus, the exclusion of certain groups from the "primary" users category does not mean that many of their actual data requirements would not be met. The selection of a set of users as "primary" has no implications for excluding others from access to the data. In addition, an important benefit of selecting "primary" users is that this group can be used in ongoing consultations and fundamental reviews of the CSP in the future. This primary set of users would be those considered in the design of CSP surveys and services.

In fact, there are two decision issues here. The first is whether to attempt to serve all potential users or only a subset. The second decision issue is, if management decides to serve a subset of users, which subset?

Options suggested for consideration by senior management in selecting a set of primary clients for the CSP are:

- . all of the potential user groups described in Figure 1;
- . a selected subset of the list representing specific fields of interest in culture; or,
- . a subset of this list representing a limited set of user types but covering all the fields surveyed.

We recommend the third option because:

- . it provides limitations required to develop effective consultative and marketing efforts; and,
- . most important, it provides the basis for a much clearer definition of CSP objectives and clients, to be used in the management of the program.

In selecting the particular subset of potential clients we recommend the following groups:

- . representatives of federal government Departments and Agencies;
- . representatives of provincial government Departments and Agencies; and,
- . representatives of cultural service and interest organizations representing the views of various cultural fields.

The selection of the above three groups as the recommended set of primary clients is suggested because:

- . the above set of users are aware of the concerns and requirements of other groups, both on a regional basis and for individual fields of culture; and,
- . the data requirements of these groups are quite similar to those of other groups for both uses of statistics.

An important caveat, however, is that, in Phase Two of this evaluation, attention be given to developing a strategy for information dissemination and consultation with other potential user groups to monitor their evolving data needs.

7. 1. 2. 2. "Which Uses?"

There are a variety of uses of data on culture. Clearly, as has been recognized, the CSP cannot respond to all data uses of selected users. In fact, attempting to assume such an undertaking would not only be time-consuming and never-ending, but would also duplicate much of the services provided to users by other statistical institutions.

To date, the CSP data have been used primarily for uses other than operational management. In fact, operational management uses are often served by other sources. The options and recommendations presented below were developed with these factors in mind.

Options for senior management on data uses to be served by the program are:

- . continue to provide data and services for uses such as research and lobbying;
- . as above, but respond to some of the operational management uses by dealing with the question of timeliness.

We recommend the second option, i.e. that the CSP continue to serve the uses, such as research, lobbying, etc., but consider improvements to the timeliness of the data dissemination which would likely facilitate their use in some aspects of operational management.

7.1.2.3. Scope of the CSP - "Fields" and "Perspective"

The determination of the scope of the CSP consists of two components: "fields" to be surveyed and "perspective" to be taken on the selected fields. Decisions taken on this question have potential implications for the allocation of resources among the CSP activities. If, for instance, a number of fields of interest to selected users were not covered by the CSP, the decision to survey them might result in the inability of program management to conduct other activities or to improve existing surveys.

However, as a result of interviews with users, only two major options emerged on fields to be surveyed. As well, on perspective to be taken, interview results suggest that no major change in perspective be considered. Options are presented below.

Fields to be covered

Options are:

- continue the existing surveys, with emphasis on building the program to correspond to the framework of culture. In particular emphasis should be placed on the "distribution" column of the framework;
- as above, but explore the possibilities of two changes: illustrating the link between the tourism field with other fields surveyed by the program; and, conducting a separate survey of crafts.

We recommend the second option, with the important addition that CSP/DOC staff continue their efforts to achieve standardized definitions of the fields.

Perspective

Options are:

- continue with the present perspective, which is a blend of economic and other views;
- make the economic/financial perspective the dominant one in the surveys;
- continue with the present perspective, but in a staged approach determine for each survey the additional data which the CSP could collect to assist users in conducting economic impact analyses.

We recommend the third option. The current general desire by users for data which could be used to conduct economic impact analyses should be supported, but we do not believe that this perspective should distort the present perspective of the program.

In summary, on Scope of the CSP we recommend that the program continue to survey the fields covered to date, with emphasis on building the program to correspond to the cells of the framework of culture. In particular, emphasis should be placed on the "distribution" column. Consideration should be given to providing data on the link between tourism and cultural activities and the possibility of developing a separate survey on crafts. The priority, however, should be placed on strengthening the relationship between the surveys and the framework. It is further recommended that the present "blended" perspective of the surveys be continued. However, for each survey, throughout this building and consolidating process, program officials should determine what specific additional data elements could be collected to provide some of the data needed to conduct analyses of economic impact.

7. 1. 2. 4. Stance

An important issue which emerged from the analysis of interview results is that of "stance" of the CSP in providing services to clients. The question in this decision issue is: "Should the CSP develop a more formalized approach to assisting users in defining their data needs and to user education?"

The options regarding the provision of such assistance to clients are:

- (i) Maintain the status quo, i.e. carry out the services on an informal basis;
- (ii) Establish, as a new program activity, services to assist users in defining their data requirements; or,
- (iii) as above in (ii), with the addition that CSP actively educate potential clients on uses of statistics and quantitative analysis, through seminars, etc.

We recommend the third option. In Phase Two, the project team would consider possible resource re-allocations both in DOC and CSP for providing these services.

7. 2. Program Delivery Decision Issues

Strategic decision issues on program delivery were listed in Section 7. 1. 1. As well, the terms of reference for Phase Two have specified a number of organizational management issues to be examined. A number of other program delivery issues were identified during the study; however, we believe them to be discretionary in that they need not be included in the program delivery study if resources are constrained.

The decision required of the Joint Co-ordinating Committee is whether the project team, in preparing its Phase Two work plan should consider the costs for program officials for including the following issues in the program delivery investigation:

- (i) an analysis of the consultation with users on the output of the surveys as well as the survey design;
- (ii) the relationship that could be developed with provincial government Departments and Agencies and cultural service organizations for purposes of marketing, needs analysis, survey design and data delivery;
- (iii) the possibility of the CSP providing a "clearing house" function; specific options to be considered are:
 - providing an information service pointing users to other sources of data; and,
 - actually keeping copies of other organizations' data on file at the CSP.
- (iv) the development of a plan for ensuring that CSP is in accord with the STC policy on Measures of Data Quality.

7. 3. The Phase Two Project-Level Investigations

We present here a listing of the key features of the individual project-level investigations that would be undertaken in Phase Two if the recommendations presented in Sections 7. 1. and 7. 2. are accepted by the Committee.

Note that the comments presented in Section 6. 2. 4. will also be assessed and more details provided on a project-by-project basis in Phase Two of the evaluation.

The key features are as follows:

- (i) Level of disaggregation to be provided by each project. An examination would be made with a core set of users for each project on the level of disaggregation required and alternative approaches for providing this (e.g. specific arrangements with provincial statistical agencies and other provincial government Departments);

- (ii) Improved methods of consultation with users on survey design and output. Specific methods would be developed with the core set of users identified for each project;The relationship to be established between
- (iii) the CSP and other data sources relevant to the fields covered by each project;
- (iv) The individual data elements to be contained in each project;
- (v) The definition for each project of "timeliness"; the identification of specific factors causing problems with timeliness of the published data and means of eliminating these problems;
- (vi) Consideration of innovative formats, technologies and arrangements for dissemination and marketing of the data to be developed for each project;
- (vii) The priority to be given to analysis of the data vis-à-vis the development of the data base; and,
- (viii) Approaches to user education.

FIGURE TWO:

OVERVIEW OF RELATIONSHIP BETWEEN DECISION ISSUES, FEATURES OF CSP ENVIRONMENT AND EFFECTIVENESS-TO-DATE

<u>DECISION ISSUES</u>	<u>FEATURES OF THE CSP ENVIRONMENT</u>	<u>FINDINGS ON EFFECTIVENESS-TO-DATE</u>
I - Strategic Decision Issues		
(i) Feasible Changes to CSP within S&C	<ul style="list-style-type: none">- user groups interested in innovations	<ul style="list-style-type: none">- possible limitations in Statistics Canada mandate on ability to respond to innovations
(ii) Program Objectives and Clients: "Which Users?"	<ul style="list-style-type: none">- heterogeneity of users in degree of sophistication in using statistics and uses of statistics- network exists between potential users through organizations, activities, etc.- provincial government Departments and Agencies have wrestled with the definition of "culture" and are familiar with provincial concerns in culture- federal and provincial government Departments and Agencies are often more experienced in using statistics and defining needs than individuals, performing arts companies, etc.	<ul style="list-style-type: none">- similarity in fields of interest and data requirements of users- CSP used more frequently by officials of federal and provincial government Departments and Agencies than by individual performing arts companies and cultural institutions

DECISION ISSUES

FEATURES OF THE CSP ENVIRONMENT

FINDINGS ON EFFECTIVENESS-TO-DATE

(iii) "Which Uses?"

- users have two major uses of statistics: operational management and for analysis of cultural context, policy making, research, lobbying
- operational management uses are frequently served by other sources of statistics
- data requirements for both uses are similar but timeliness is a major factor in operational management uses

- CSP is used more frequently for uses other than operational management, due to timeliness and needs for more disaggregated data

(iv) Scope of the CSP

Fields to be surveyed

- some important users are concerned about illustrating with statistics the link between tourism and cultural activities

- users are in general agreement with framework of culture developed for CSP
- a desire was expressed for completing the framework of culture, in particular, the column on "distribution"
- users recommend that CSP officials continue their efforts at standardization

Perspective on Fields to be surveyed

- some concern about concept of "cultural industries" dominating views and activities of governments but also desire for data on economic impacts to buttress arguments like "Arts for Arts' Sake"

- users would like increased attention by CSP to financial, market and economic data in addition to other data on content, etc.

DECISION ISSUES

FEATURES OF THE CSP ENVIRONMENT

FINDINGS ON EFFECTIVENESS-TO-DATE

(v) Stance in providing services to clients

- Heterogeneity of users, i.e. some are familiar with statistics and conduct sophisticated analysis; others require assistance in defining their data needs and in interpreting data

- some non-users "afraid" of using statistics

- others users want only access to data base to allow their own sophisticated statistical analysis

II Program Delivery Decisions

Issues

- timeliness
- dissaggregation
- marketing
- user education
- analysis vs comprehensive data base
- consultation
- format

- heterogeneity of clients requires different approaches to dissemination, format, etc.

- burgeoning of new communications technology

- need for education of some users in defining data needs and in data interpretation

- network between users

- request for more dissaggregated data

- request for more timely published data

- users often not aware of other services beyond published data

- some potential users unaware of CSP

- differing views on analysis

- requests by some users for simplified formats, etc.

- desire for increased consultation in particular on survey outputs

DECISION ISSUES

FEATURES OF THE CSP ENVIRONMENT

FINDINGS ON EFFECTIVENESS-TO-DATE

III Project level
Decision Issues

- general desire for program to complete framework of culture developed for CSP
- concern for completing distributing column of framework
- specific suggestions on additions/changes to individual surveys

APPENDIX A
LIST OF CSP PROJECTS

Description of Projects

TITLE OF PROJECT	BRIEF DESCRIPTION	FREQUENCY	METHODOLOGY
1. Book Publishing	type, content, purpose, sale, etc., of books, activities, type of control, financial situations, etc., of publishers	Every year	Direct survey with two separate questionnaires of the whole universe.
2. Book Distribution	activities, financial situation, type of books, seasonal variation, clientele, etc.	Every year	Direct survey of exclusive agents and of other distributors.
3. Newspapers and Periodicals	content, writers, other personnel, periodicity circulation, financial situation	Every two years at the most	Direct survey of the publishers' universe.
4. Film	content, purpose, origin, type of produced or distributed films and companies' ownership and other financial, cultural and economic data	Every year	Addition to already existing surveys by Merchandising and Services Div. of Stats. Can.
5. Radio and Television	programmes according to content, purposes, origin and listeners according to socio-economic characteristics	To be determined	Analysis of CRTC, ERM and other sources' material.
6. Performing Arts	performance, employment, income and expenditures and other descriptive and supplementary data	Every year	Survey of companies receiving Canada Council grants; universe to be expanded to other companies.
7. Recording Industry	production of records by size of organization; type and content of records; sales by language, ownership, type, size and content category; export and mode of distribution.	Every year	Survey of recording studios, record manufacturers and pre-recorded sound tape manufacturers.
8. Libraries	content, financial situation, activities, services, facilities, personnel, clientele of libraries	Every year for public, every second for academic or special libraries.	Survey of the universe, at time through Provincial department.
9. Museums	type, financial situation, clientele, personnel, collections, activities, facilities	Every second year	Survey of the whole universe.
10. Other Facilities	type, financial situation, services, facilities, clientele, personnel of cultural or art centres,	One or two types a year	For each type, survey of the whole universe.
11. Creators and Performers	background, socio-economic characteristics and activities of writers, artists, song writers, sculptors, etc.	One type a year	For each type either survey of the universe or of a sample.
12. Cultural Activities of Canadians	analysis of time spent on different cultural activities in depth studies of some of these activities including the type, the circumstances, the degree of satisfaction, etc.	Every three years for the general background. Every year in between with one type or another.	To be determined
13. Education and the Arts	background, socio-economic characteristics and activities of teachers and students involved in arts education. Possible analysis of programme offered by Universities and Colleges.	Every two years from 1979-1980.	By putting together the relevant information already available at Statistics Canada.
14. Cultural Expenses	expenditures by objects and functions of the federal, provincial and municipal governments about the subjects as described in Table 1.	Every year.	Analysis of public accounts with the collaboration of the the Public Finance Division.

APPENDIX B

MODEL OF CULTURE DEVELOPED FOR THE CSP

Table 1

Description of Culture

		CREATION AND PRODUCTION	PRESENTATION AND DISTRIBUTION	CONSERVATION	UTILIZATION
	SECTORS	SUBJECTS	SUBJECTS	SUBJECTS	SUBJECTS
in written form	Books	Authors Publishers	Book Stores Other sales outlets (Publishers)	Libraries	Money spent Time spent Interest
	Newspapers	Journalists Publishers	Stands (Publishers)	Libraries	Money spent Time spent Interest & Satisfaction
	Periodicals	Authors Publishers	Stands (Publishers)	Libraries	Money spent Time spent Interest & Satisfaction
in visual form	Plastic Arts	Artists Craftsmen	(Artists) Arts stores	Museums Galleries	Purchases Visits to Museum Satisfaction
	Film	Authors Producers Cinema Actors	Cinema Cultural Centres	Audio-videothèque	Cinema attendance T.V. viewing Satisfaction
	Drama	Authors Actors Theatre Companies	Theatre Companies Cultural Centres Records and tapes	Libraries Audio-videothèque	Money spent Time spent Satisfaction
	Dance and Ballet	Authors Dancers Dance Companies	Ballet Companies Cultural Centres	Audio-videothèque	Money spent Time spent Satisfaction
	Architecture	Architects	...	Historical Monuments and sites	Time spent visit Satisfaction
	Television	T.V. Artists Other Professionals T.V. Stations	T.V. Stations Cables	Audio-videothèque	Equipment Money spent Time spent & Satisfaction
	in audio form	Instrumental Music	Composers Instrumentalists Orchestra	Orchestra Concert halls Records and Tapes	Audio-videothèque
Vocal Music		Composers Singers Opera	Singers Concert halls Records and Tapes	Audio-videothèque	Equipment Money spent Time spent & Satisfaction
Radio		Radio professionals Radio Station	Transmitters Cables	Audio-videothèque	Equipment Money spent & Satisfaction

CULTURAL EXPRESSION

APPENDIX C
DESCRIPTION OF PROGRAM MARKETING EFFORTS

Examples of Program Marketing Activities

The following are examples, prepared by CSP officials, of program marketing activities.

1. Presentation to the members of the Assembly of Art Administrators in the fall of 1976.
2. In January 1977, an article was written in the Canadian Statistical Review entitled Can Culture Be Measured?
3. In May 1978, a first service bulletin on culture statistics (vol. 1, no. 1) was prepared explaining the purpose of the program, its content and the distribution of information strategy. The bulletin, with the help of the Information Division, was mailed to approximately 4000 persons.
4. In the spring of the same year, at a conference on Social Research and Cultural Policy held at the University of Waterloo, a paper was presented on "A Comprehensive and Integrated System of Cultural Statistics and Indicators in Canada". The paper was reproduced first in the international periodical Loisir et Société/Society and Leisure, vol. 1, no. 1. It was also reproduced in the Monograph 1 published by the University of Waterloo.
5. Using the same material, the magazine "Arts", bulletin of the Canadian Conference of the Arts, published an article entitled Statistics Canada Goes Cultural.
6. Around the same time, after an interview, an article appeared in Le Devoir explaining the program.
7. In March 1979, the assistant director was invited to present a paper at the Annual Meeting of the Canadian Daily Newspaper Publishers Association held in Toronto. The paper was reprinted in July 1979 in the Canadian Statistical Review.
8. A conference was given to the members of Magazine Canada in July 1980.
9. Officers of the culture sub-division attend, from time to time, annual meetings of the Canadian Library Association.
10. Program officers also presented, more than once, our statistics to Book Publishers Associations, Writers Unions, and others.
11. A paper was presented by the assistant director at the First Congress on Leisure held at Laval University explaining the purpose of the program. It was reproduced in the publication which gave the main papers of the conference.
12. A paper was presented at the second Leisure Conference held in Toronto; it was on the analysis of data.

13. An article appeared also in Leisure Newsletter (vol. 7, no. 4, Feb/79), official publication of the Leisure Researchers of the International Association of Sociology.
14. A second service bulletin (vol. 3, no. 1) in February 1980 took a second look at the Cultural Statistics Program.

APPENDIX D
DESCRIPTION OF PROGRAM DISSEMINATION PROCESSES

Data for Dissemination Processes

The following summarizes a paper prepared by CSP officials on Data Dissemination

CULTURE SUB-DIVISION

Data Dissemination Program

1. Publications

Short of a better term, "publications" are all documents printed and distributed by Statistics Canada. There are four identified types now being used and which we intend to continue using.

- a) Service bulletin or Quarterly are short, typed publications. Their objective is to report the results of surveys in the most timely manner and in a relatively easy-to-read presentation. They describe as briefly as possible the survey itself, the highlights of the findings and the different ways of obtaining more information. They can contain relatively simple tables and charts. They should be addressed to almost all our users, especially to inform them of the availability of the data in a format which might be appropriate to each category of user.
- b) Monographs. With the same frequency as we survey each of the fourteen projects of our program, we publish an analysis of the results, giving the meaning of the information, its cultural implications, its relation to certain variables, its comparison to previously obtained data or to similar information from other countries and, whenever possible, projections of the major trends. They are written mainly for those who advise policy makers, for private sector administrators, for artist and culture associations, for researchers in part and for the media.
- c) Biannual Synthesis on Culture and Tourism

We try to bring forth in a concise way major information on these subjects. The digest on tourism is more detailed than the other. It gathers information available from all sources in Statistics Canada on travel, tourism and recreation. The other will attempt to describe the cultural situation in Canada, synthesising the available statistical information. The first one is written for the same users as the monographs while the second is for the public at large though other groups of users benefit from it.

- d) Occasional catalogued or non-catalogued publications are written either because a special subject is worth examining or because a certain number of users are requesting the same otherwise unavailable information. The groups for which these publications are written vary.

2. Articles in newspapers and journals

We have written and will continue to write articles for the media. Taking into consideration the nature of the periodicals and the population reading them, the articles are aimed at the public at large or at more restricted groups. Thus far we have written at least ten such articles. Pending new publication pricing policies we may carefully examine the possibility of using this as a means of disseminating our data.

3. Papers

Presented at seminars, conferences and meetings, papers are considered a very interesting means of disseminating our information as well as informative to potential users of our program of culture statistics. Of course, our target clientèle varies with the conferences. Thus far we have written at least fifteen papers and we intend to increase their frequency if possible.

4. Release of micro-data tapes

This is another excellent way of disseminating information. There are five such tapes available now. Four others, on domestic travel, will be prepared in the near future and we are examining the possibility of preparing other tapes. These tapes are of prime interest mainly to the researchers, be they in universities, industries or government departments, who prepare documents and recommendations to policy makers.

5. Information on Request

This method supplements our other means of dissemination. Regardless of the data analysis, articles or studies published, there will always be researchers, administrators, associations and even journalists needing more information than is readily available. In such cases, analyses of existing statistics are conducted to meet specific requirements.

6. Electronic mass-media

This method should be used more extensively to convey the information to the public at large. Other groups of users could profit by it. We have had some interviews on radio and television programs but we did not initiate them. We simply accepted invitations from radio and television stations. We need to initiate a detailed plan to be more aggressive and systematic in our approach to disseminating information in this way. We will examine the possibility with Information Division.

7. We should re-examine the possibility of using CANSIM as a way of making some of our key data available to CANSIM clients.

APPENDIX E
INTERVIEW QUESTIONNAIRE

I. THE ORGANIZATION, FIELDS OF INTEREST IN CULTURE

1. To begin the interview could we first discuss your organization/company/institute?

What is the purpose of the organization which you represent?

- profit or not-for-profit
- fields of interest in culture
(what's included, what's excluded)
- clientele
- role

2. How old is the organization?

3. What is the role of your particular unit in this organization/company/institute?

e.g. policy development?
administration of ongoing activity?
environmental monitoring?

4. How long has your unit been in existence?

II. MAJOR ISSUES/PROBLEMS OF ORGANIZATION REGARDING FIELDS OF INTERST IN CULTURE

5. What are the current major problems/issues that your organization is facing with respect to the fields of culture in which you are interested?

III. ACTIVITIES

6. What kinds of activities is your organizational unit carrying out with respect to the issues/problems which you have identified?

e.g. market research, policy studies, ongoing monitoring, etc.

IV. USES OF STATISTICS/QUANTITATIVE ANALYSIS BY UNIT ON ISSUES/PROBLEMS

7. Does your unit use statistics and quantitative analysis as part of this work?

8. IF NO: why not? - never thought about it
(Probe)

- statistics and quantitative analysis are not applicable to the issue

- no statistics available; (how do you know? what attempts did you make to explore for statistics?)

- too difficult to get relevant statistics (explain)

- wouldn't know how to use them on this issue
- tried but the statistics we acquired were not useful
- generally hostile toward statistics

(Go to Question 24, Right hand side of page)

IF YES:

9. Please give specific examples of uses of statistics and quantitative analysis in your activities.

e.g. Did briefs or policy studies contain statistics/quantitative analysis?

10. How important were/are the statistics and quantitative analysis to your work on this issue?

What alternatives would you pursue if the data sources were no longer available?

- continue to do work with no statistics or quantitative analysis?
- conduct original data collection?
- other?

11. What data sources did you/do you use in this work?

- Cultural Statistics Program?
- (If CSP, which series?)
- Other statistics from Statistics Canada
- (which series?)
- Other sources?

e.g. university research
research institutes
consultant original research
direct to population
others

12. Of the above sources which do you use the most frequently? Which of the sources is most important to you in your work? Why?

e.g. accuracy?
ease of access?
most suitable to your needs?
quick turn-around time?
easy to understand?
timely?
other?

13. Do the CSP series that you use overlap with other sources of statistics that you use?

Please give examples of overlap.

14. Do these data sources contain gaps in the coverage of your field of interest?

i) within fields of interest to you (i.e. specific statistics, attitudinal data)

ii) broad subject matters covered.

15. Have you had to carry out any original data collection directly from the population of interest to you? Once-off or ongoing?

16. What kinds of data analysis would be, or is, most important to you in conducting your work?

- historical, forecasting, comparative, impact?

USE AND GENERAL ASSESSMENT OF THE CULTURAL STATISTICS PROGRAM

IF USER OF THE CSP

17. How long have you been using the program?
18. How did you become aware of the program? e.g. Other sources, other STC, word of mouth, other?
19. Which of the services of the CSP do you use?
- publications?
- service bulletins?
- special requests?
- pre-publication release?
(If not, are you aware of the daily service bulletin?)
20. Which of the services listed do you most frequently use?
21. For what purposes?

e.g. - special requests for once-off issue - specific research
- publications for ongoing monitoring of specific subject matters.
22. How does the CSP compare to other data sources which you use?

- timeliness
- frequency
- ease of access
- accuracy
- format, ease of understanding
- level of detail
- extent of subject matter coverage (scope and detail)
- adequacy of analysis
23. Which of these characteristics are most critical to your work?

IF NOT CURRENT USER OF THE CSP

24. Prior to this interview, were you aware of the Cultural Statistics Program?

IF NO: Go to 27

IF YES:
25. Have you ever used it?
26. Why do you not use it currently?

- tried but no response?
- data are not useful?
- other sources are more suitable for individual's purposes?
- don't know how to?
- other?

V. SPECIFIC EVIDENCE OF USES OF STATISTICS, QUANTITATIVE ANALYSIS IN GENERAL AND THE CSP IN PARTICULAR

(May be skipped if covered by answers to previous questions)

27. Over the past three (3) years what were the most significant events that confronted your organization in your field of interest on culture?
28. Why was it significant? Impact?
29. What was the role of your organizational unit in creating or responding to this event?
30. What was the result of these actions, what is the status and what was the impact of your actions?
31. Did you use statistics or quantitative analysis in these actions? Please describe in detail, get copies of any publications, reports, etc.
32. Did you use the CSP to acquire your statistics? Which series? Other sources?
33. How did you access the CSP data?
e.g. publications,
special requests,
other?

VI. CHANGES TO THE ENVIRONMENT OF THE PROGRAM

One of the major purposes of this evaluation is to determine if the CSP should be modified to better serve the needs of its clientele. In order to do this we would like to discuss:

- issues which you anticipate as the major emerging ones which will concern your organization.
 - groups/organizations which may not be served by the CSP now but perhaps should be in the future.
 - specific improvements you would suggest that could be made to the CSP to better serve your needs.
34. What do you anticipate as the major emerging issues/problems which will confront your organization over the next few years?
 35. Are you currently monitoring relevant events, groups etc. that might be involved in this issue?
 36. What other activities or plans do you have regarding this issue?
 37. Do you require or anticipate any requirements for data on this issue? Please describe in detail.

VII CHANGES TO THE PROGRAM

39. Are there any specific changes that you would suggest the CSP management consider making to the program?

- field of culture addressed?
- issues
- dissemination?
- consultation with users?
- ongoing revisions to program?
- handling of special requests?
- other activities?

Finally, could you suggest other individuals in your organization that we might discuss these matters with?

Thank you for your time.

CSP EVALUATION: SUMMARY SHEET

PURPOSE OF THIS INTERVIEW

SIX QUESTIONS TO BE ADDRESSED:

- i) Field of interest in culture? Issues, problems?
- ii) Specific uses of statistics on culture?
- iii) Specific uses of CSP data/and assessment of Value of Program.
- iv) New/emerging issues, and related data requirements?
- v) General Comments on improvements or changes to Program.
- vi) Others who should be interviewed in your company/other organizations?

APPENDIX F
LIST OF INTERVIEWS CONDUCTED FOR PHASE ONE

List of Interviews Conducted for Phase One of the Formative Evaluation of the C

1. Société des artistes en arts visuels
Patrick Ouvrard
2. Libre Expression
André Bastien
3. UQAM - Département d'Histoire et d'Art
Raymond Montpetit
4. Théâtre d'Aujourd'hui
Danielle Morin
5. Canadian Music Centre
J. Roberts
6. Canadian Motion Picture Distribution Association
M. Roth
7. Composers, Authors, Publishers Association
John Mills
8. Periodical Writers Association of Canada
Ann Billings
9. National Film Board
G. D'Entrement
10. Canadian Amateur Musicians
Mr. Simons
11. Penguin Books
Mr. Waldock
12. Secretary of State - Cultural Property Import and Export
Mr. Van Raalte
13. Canada Council
H. Chartrand
14. Canada Council
T. Porteous
15. Applebaum, Hébert Committee
L. Applebaum

16. Department of Communications
Ralph Hodgson
17. Industry, Trade and Commerce - Cultural Industries Division
G. Pallant, A. Georges, J. Adams
18. University of Western Ontario
Prof. Jean Tague
19. Canadian Association of Professional Dance
Roger Jones
20. Canadian Actors Equity
Graham Spicer
21. Canadian Film and Television Association
John Teeter
22. Canadian Association of Motion Picture Producers
David Perlmutter
23. University of Waterloo
Dr. J. Zuzanek
24. Ontario Industry and Tourism - Film Industry Development
B. Villeneuve
25. Industry, Trade and Commerce - Cultural Industries Division
Dan Roseborough
26. Industry, Trade and Commerce - Cultural Industries Division
Robert Latellier
27. Canadian Artists Representation
Linda Freed-Shields
28. Manitoba Department of Cultural Affairs
Cecil Semchvshyn
29. Manitoba Arts Council
E. Stigant
30. Performing Rights Organization
Manager of Publicity and Promotion; Legal analyst
31. Ontario Arts Council
W. Pitman, Executive Director; R. Evans, Director of Research

32. Ontario Ministry of Culture - Cultural Industries
D. Spencer, Director
33. University of Toronto Press
Harold Bohne, Director
34. Canadian Book Publishers Council
J. Nestman, Executive Director and Comptroller
35. Professional Association of Canadian Theatres
Curtis Barlow
36. Alberta Film and Literary Arts
J. Gillese, Director
37. Vancouver Art Gallery
L. Rumbout, Executive Director
38. Vancouver Opera
H. McClymont, Managing Director
39. Vancouver Symphony Society
Executive Director; and, Comptroller, Funding Development Manager
40. Vancouver Centennial Museum
R. Watt, Director
41. Vancouver Public Library
S. Yates, Social Science Division
42. Vancouver Community Arts Council
A. MacDonald, Executive Director
43. Canadian Crafts Council
P. H. Weinrich
44. Canadian Library Association
P. Kitchen
45. Policy, Museums and Archives (DOC)
R. Taylor
46. Canadian Recording Industry Association
Brian Robertson, Executive Director

47. Readers' Digest
Ms. E. L'Ecuyer, Market Research Manager
48. Jeunesse Musicale du Canada
Mme Tessier
49. E. P. I.
André Préfontaine
50. Société québécoise de développement des industries culturelles
Michèle Parent
51. Association of Canadian Book Publishers
M. Lester, P. Yaffe
52. Jim Lorimer and Company, Ltd.
Jim Lorimer, President
53. MacLean Hunter
G. Gilmore
54. Ampersand Publishing Services, Inc.
Mr. Matheson
55. Canadian Museums Association
L. Ogden
56. Cultural Services Branch, Government of British Columbia
C. Thomas, Director of Operations and Research
57. Alberta Ministry of Culture
Mr. Usher, Advisor and Minister
58. Department of External Affairs - Bureau of International Relations
Marcele Dumoulin
59. Betsy Lane (B. C.), member, Applebaum-Hébert Committee
and culture sub-committee, Canadian Commission of UNESCO
60. Alberta Visual Arts
L. Graff, Director
61. Alberta Performing Arts
Mr. Cook, Director; Mr. Holgerson, Director of Finance
62. Citadel Theatre
W. Fipke, Manager

63. Ceramic Masters of Canada
R. Hopper, President
64. B. C. Culture, Recreation and Heritage
Mr. Turner, ADM
65. B. C. Libraries
Mr. Martin, Director
66. B. C. Provincial Archives
Mr. Bovey, Provincial Archivist
67. B. C. Cultural Services Branch
Tom Fielding, Director
68. Ms. M. Bayer, member Canadian Commission of UNESCO, culture sub-committee and President of Heritage B. C.
69. Betty Zimmerman, Director, Radio Canada International
70. Nini Baird, Independent Researcher (B. C.), and Emily Carr College
of Art, Director of Outreach Program
71. Museum of Man and Nature
Dr. E. Hannibal
72. Winnipeg Symphony
J. Mills
73. New Brunswick Culture Department
D. Maillet
74. Winnipeg Free Press
R. Garlick
75. Art Gallery of Nova Scotia
B. Riordan
76. Neptune Theatre
J. Neville, D. Rooney
77. University of St. Francis Xavier, Nova Scotia
Prof. J. O'Donnell, Music Department
78. Atlantic Symphony
Mark Warren
79. Mermaid Theatre
W. Jolimore, E. Barbary, G. Whitehead

80. Canadian Folk Music Society
Prof. J. O'Donnell
81. Canadian Libraries Association
Ron Yeo
82. Shaw Festival Theatre
Chris Banks
83. Globe Theatre
Ken Camer
84. Winnipeg Royal Ballet
Bill Riske
85. Winnipeg Art Gallery
R. Selby
86. Saskatchewan Department of Culture and Youth
D. Clarke
87. Saskatchewan Writers Guild
N. Burton
88. Saskatchewan Art Board
J. Cohnstaedt
89. Société pour le Développement du Livre et du Périodique
T. Déri
90. Affaires Culturelles (Québec) - Service des bibliothèques publiques
Pierre Matte
91. Ministère des Affaires Culturelles
Nicole Martin
92. Développement Culturel
J. Martucci, Sous-ministre
93. Bureau de Statistique du Québec
Y. Fortin
94. Radio Canada
Michelle Paré
95. Centre d'études canadiennes-françaises
Yvan Lamonde

96. Canadian Government Office of Tourism - Department of Industry,
Trade and Commerce
Gordon Taylor
97. Banff School of Fine Arts
Peter Green, Mr. Gary Frey
98. Yukon Recreation Branch
Barrie Robb, Director
99. Newfoundland Culture Department
John Perlin
100. Nova Scotia Department of Culture
Allison Bishop
101. Department of Communications - Arts and Culture Branch
I. Bradley
102. Department of Communications - Arts and Culture Branch
B. Harrison
103. Department of Communications - Arts and Culture Branch
B. Kinsley
104. Department of Communications - Arts and Culture Branch
M. Malik
105. Department of Communications - Arts and Culture Branch
J. Thera
106. Alberta Culture
W. Kaasa, ADM
107. CRTC
J. Lawrence, Vice Chairman
108. Ontario Association of Architects
109. Manitoba Theatre Centre
Z. Bajin
110. Writers' Union of Canada
H. Horwood

APPENDIX G

1332-0

POLICY ON THE PRODUCTION AND DISSEMINATION
OF MEASURES OF DATA QUALITY AND METHODOLOGY REPORTS FOR
STATISTICS CANADA SURVEYS AND THEIR OUTPUTS

LIGNE DE CONDUITE CONCERNANT LA PRODUCTION ET LA DIFFUSION
DES MESURES DE LA QUALITÉ DES DONNÉES ET LES RAPPORTS DE MÉTHODOLOGIE
POUR LES ENQUÊTES DE STATISTIQUE CANADA ET LEURS RÉSULTATS

FEBRUARY 9, 1978

LE 9 FÉVRIER 1978

POLICY ON THE PRODUCTION AND DISSEMINATION
OF MEASURES OF DATA QUALITY AND METHODOLOGY REPORTS FOR
STATISTICS CANADA SURVEYS AND THEIR OUTPUTS

A. Introduction

In order to draw valid conclusions from a set of data it is essential that users have both a knowledge of the concepts and definitions underlying the data and a knowledge of the quality of the data. In other words, they must know what exactly the data purport to measure and how well they measure it. A knowledge of the concepts and definitions underlying the data is needed to establish that these are appropriate to the problems and hypotheses being investigated. This need is currently reflected in bureau publications which normally include descriptions of the concepts and definitions used. Of equal importance to the data user is a knowledge of the quality of the data he is manipulating or analysing. The need for such information is not generally met since many bureau publications provide little or not indication of data quality. The desire to ensure that indications of data quality are available to users of bureau data has lead to the development of this policy.

Given that:

- (i) it is recognized by statisticians, and is now becoming more widely recognized by data users generally, that all data from whatever source and whatever their method of collection are potentially subject to error;
- (ii) a knowledge of the method of production and the quality and limitations of the data being analyzed is essential for determining when phenomena observed in the data reflect real phenomena and when they are entirely or in part the result of variability or bias in the data being analyzed;

- (iii) the responsibility for describing the method used for producing data and the quality and limitations of data must rest with the producer of data who is most familiar with the methodology used in its collection and processing and who, often alone, has access to the micro-records upon which many methods of data quality assessment depend;

it follows that a prime responsibility of Statistics Canada as a major producer of a wide range of demographic, social and economic data is to inform users of the methodology used in collecting and processing its data and of the quality, limitations, and applicability of all the data it produces.

For the purpose of stating bureau policy with regard to the fulfillment of this responsibility, a distinction will be drawn between data produced and disseminated as a direct result of a particular survey (see explanatory note (i), and data produced and disseminated as a result of the manipulation of data from several surveys or other sources (e.g., G.N.P. figures, estimates and projections). While recognizing the bureau's responsibility to provide information about the quality, limitations and applicability of all data it disseminates, this policy statement is concerned only with data derived directly from surveys. Pending the development of a policy for other data disseminated by the bureau, the items in Appendix 2 part (ii) will be regarded as working guidelines for the provision of relevant information to users of these other data.

B. Policy Statement

1. Statistics Canada will work towards a situation where all the data it produces and disseminates as a result of its surveys are accompanied by descriptions of their quality, limitations and applicability. Although the extent and depth of these descriptions will vary from survey to survey they should always cover at least the basic elements of data quality described in Appendix 1 to this statement.

- 2. Statistics Canada will work towards a situation where all the data it produces and disseminates are accompanied by a Methodology Report describing the survey design, estimation procedures and the methods by which the data were collected and processed. Although the amount of detail covered in such Methodology Reports may vary from survey to survey they should always cover at least the basic topics described in Appendix 2 to this statement.
- 3. Effective from the date of this policy statement, for continuing surveys all currently existing and reliable indicators of data quality, and all existing descriptions of methodology that satisfy the requirements described in Appendix 2 should be disseminated or referenced to users in each new publication of survey data.
- 4. Effective from the date of this policy statement, all new surveys should have the requirements of items 1 and 2 of this policy statement built into their design, schedule, and budget.

Explanatory Notes:

- (i) The term survey in this policy statement covers all data collection activities, i.e., sample surveys, 100% Censuses and use of administrative records in lieu of direct collection.
- (ii) Items 1 and 2 of this policy statement are intended to refer to all data disseminated by Statistics Canada whether collected by, or merely assembled by, Statistics Canada. In the latter case the Methodology Report should clearly describe the limited role of Statistics Canada in the production of the data but should include information on the collection methods and on data quality.
- (iii) It is intended that this policy statement cover all surveys carried out by Statistics Canada whether funded by the bureau directly or through the revolving fund. It cannot apply to surveys which the bureau approves under the Rule of Ten but sponsors of such surveys should be encouraged to adopt the standards set out in this policy statement.

- (iv) It is intended that this policy refer to all data disseminated outside Statistics Canada through whatever medium (print, computer tape, micro-film, etc.) and to whatever class of user (federal departments, provinces, general public, etc.). The method of informing users about the reliability of data and about the existence of a Methodology Report may, of course, vary depending on the nature of the dissemination medium.
- (v) There may be special circumstances under which the requirements of this policy cannot be satisfied. Exemptions from these requirements may be granted with the approval of the Policy Group designated to administer this policy.

C. Implementation

The long-term objectives of the policy are covered in items 1 and 2 of the policy statement while items 3 and 4 describe two immediate steps towards these long-term objectives.

In order to achieve the long-term objectives of the policy, a plan whereby existing bureau surveys can be made to conform to the standards of this policy has to be formulated.

To this end, within six months from the effective date of this policy, each primary data collecting Field, working in collaboration with the appropriate Methodology Division, will produce a report on the impact of this policy on its activities covering the following topics:

- (i) current state of conformity with this policy;
- (ii) difficulties foreseen in applying this policy to the Field's activities;
- (iii) a realistic schedule whereby the objectives of items 1 and 2 of the policy statement would be met;
- (iv) identification of any additional resources that would be required to implement this policy.

Basic Elements of Description of Data Quality

The following three aspects of data quality are regarded as basic and some indication of their level should be given for every survey.

- (i) Coverage - the quality of the survey frame or list as a proxy for the desired universe should be assessed (including probably gaps, duplications or definitional problems).
- (ii) Sampling error - if the survey is based on a random sample then estimates of the standard error of tabulated data based on the sample should be provided, together with an explanation of how these standard error figures should be interpreted. The method of presentation may vary from explicit estimates of standard errors to use of generalized tables, graphs or other indicators. If the survey is based on a non-random sample, the implications of this on inferences that can be made from the survey should be stated.
- (iii) Response rates - the percentage of the target sample or population from which responses were obtained (on a question by question basis if appropriate) should be provided. Any known differences in the characteristics of respondents and non-respondents should also be provided as well as a brief indication of the method of imputation used.

In addition there may be other aspects of data quality that are of prime importance given the objectives of a specific survey. These should be included with the basic indicators of data quality. Examples may be: unusual collection problems, misunderstandings of the intended concepts by respondents, major strikes, etc.

In large or repeated surveys the most recent available information on the following more detailed aspects of data quality may also be provided in separate reports on data reliability. These quality measures are usually the results of special evaluations. In different surveys different sources of error may predominate. What is important is to have a least a periodic evaluation of the most important likely sources of error and to disseminate the results of such evaluation in the most convenient form for the users.

- (iv) Total variance (or total standard error) and/or its components by source - the overall variability of survey data, including the effect of sampling error, response error, and processing error, may be provided both for censuses and sample surveys.
- (v) Non-response bias - an assessment of the effect of non-response on the survey data may be provided.
- (vi) Response bias - evidence of response bias problems stemming from respondent misunderstanding, questionnaire problems, or other sources, may be provided if available.
- (vii) Edit and imputation effect - the effect of editing and imputation on the quality of data may be assessed.
- (viii) More detailed information on the basic aspects (i), (ii) and (iii) above.
- (ix) Any other error sources that are important for the particular survey should be described.

Basic Contents of Methodology Reports

(1) Data Resulting from Statistics Canada Surveys

Methodology Reports should provide at least an outline of the main steps in the taking of the survey and should provide more detailed information on those aspects of the survey methodology that have a direct impact on the quality and applicability of the data produced from the survey. The following topics should be covered:

- (a) Objectives of the survey;
- (b) The desired universe to be surveyed and any differences between this and the survey frame actually used;
- (c) The questionnaire(s) used and all important concepts and definitions (reference could be made to the bulletins containing the survey results if these concepts and definitions are already given there);
- (d) The sample design and estimation procedure (where applicable);
- (e) The method used for collecting the data (e.g., interviews, phone, mail, etc.) and details of follow-up procedures of non-respondents;
- (f) Any manual processing (e.g., coding) that takes place prior to data capture;
- (g) The method of capturing data on magnetic tape or disk (where applicable);
- (h) Quality control procedures used in connection with operations (e) to (g) above;
- (i) Procedures for editing the survey data and for handling non-response and invalid data;
- (j) The form in which the final data are stored and the tabulation or retrieval system (including confidentiality protection procedures);
- (k) Descriptions and brief summary of results of any evaluation programs;
- (l) Any other special procedures or steps that might be relevant to users of the survey data.

APPENDIX H
SPECIAL REQUESTS

ESTIMATE OF
DAYS SPENT ON SPECIAL REQUESTS

calculated for a 12-month
period

	<u>Project Number</u>														<u>Total</u>
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	
B. Anderson	-	-	-	-	-	-	-	-	40	-	-	-	-	-	40
R. Bacon	3	1	2	2	1	2	2	2	2	2	2	40	2	2	65
M. Almey	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
A. Boutell	-	-	-	-	-	-	-	-	-	-	-	40	-	-	40
B. Cardillo	-	-	-	-	-	-	-	-	-	-	-	80	-	-	80
M. Durand	2	2	2	2	2	2	2	15	15	2	10	15	2	2	75
J. Gordon	-	-	-	-	-	-	-	-	-	38	-	-	2	-	40
G. Kokich	20	-	15	15	-	-	-	-	-	-	-	-	-	-	50
M. Parent	-	10	-	-	-	-	-	-	-	-	-	-	-	-	10
T. Pethorick	-	-	-	-	-	60	-	-	-	-	-	-	-	-	60
R. Langlois	-	-	-	-	-	-	-	-	-	-	-	170	-	-	170
M. Lavallée-Farah	-	-	-	-	-	-	-	40	-	-	-	-	-	-	40
S. Nesbitt	-	-	-	-	-	-	-	-	-	-	20	-	-	-	20
B. Reagan	-	-	-	-	-	-	75	-	-	-	-	-	-	-	75
A. Short	15	15	10	10	-	-	20	5	5	-	-	5	-	-	85
N. Verma	-	20	-	-	20	-	-	-	-	-	-	-	-	-	40
L. Diotte	<u>5</u>	<u>2</u>	<u>3</u>	<u>2</u>	<u>3</u>	<u>20</u>	<u>20</u>	<u>10</u>	<u>10</u>	<u>20</u>	<u>5</u>	<u>50</u>	<u>2</u>	<u>3</u>	<u>155</u>
<u>TOTAL</u>	45	50	32	31	26	84	119	72	72	62	37	400	8	7	1,045

- | | | |
|---------------------------|------------------------------|------------------------|
| (1) Public Libraries | (6) Leisure | (11) Newspapers & Per. |
| (2) Museums | (7) Creative & Perf. Artists | (12) Book Publishing |
| (3) School Libraries | (8) Recording | (13) Radio & T.V. |
| (4) University Libraries | (9) Film | (14) Other |
| (5) Cultural Expenditures | (10) Performing Arts | |

(F)

Note that the nature of the special requests is very diverse. Some requests require the processing of special tabulations, others do not. This is not reflected in this chart.

SUMMARY OF SPECIAL TABULATIONS PROCESSED FOR OUTSIDE AGENCIES

PERIOD STARTING 1 JAN.81, ENDING 17 JUNE 81.

- This report presents special requests for which tables had to be prepared. On the average, each request resulted in the production of 15 tables. This includes only those requests received directly from outside Stats Can. Beside these, since Jan.81, twelve(12) Leisure micro data files were released. In most cases, the name of the requestor is available.

SUBJECT	JAN.	FEB.	MAR.	APRIL	MAY	JUNE	TOTAL COUNTS	TOTAL TABLES.
MUSEUMS	1				1		2	30
BOOK PUBLISHING	3	12	2	3	3	3	26	390
LIBRARIES	1	2	2		2		7	105
EXCLUSIVE AGENTS					1		1	15
WRITERS	2		5		4	3	14	210
VISUAL ARTISTS			1	1	3		5	75
LEISURE TIME			2	3			5	75
FILM INDUSTRY		1					1	15
NEWSPAPERS & PERIODICALS		1					1	15
RECORDING INDUSTRY		1			2		3	45
PERFORMING ARTS	1	1	1	2	3		8	120
ACTORS	3	1					4	60
TOTAL / MONTHS COUNTS	11	19	13	9	19	6	<u>77</u>	—
TOTAL / MONTHS TABLES	165	285	195	135	285	90	—	1155

