Evaluation of the Canadian Food Inspection Agency's Food Safety Program Modernization – Part 1

Final Report

February 6, 2017
RDIMS #7506844

Table of Contents

List of Abbreviations

AC – Project Advisory Committee
AEB – Audit and Evaluation Branch
AHP – Animal Health and Zoonotics Program
CAHSN – Canadian Animal Health Surveillance Network
CFIA – Canadian Food Inspection Agency
CFSIN – Canadian Food Safety Information Network
CNPHI – Canadian Network for Public Health Intelligence
EC – Evaluation Committee
ESDP – Electronic Services Delivery Platform Project
FIMS – Food Inspection Modernization System
FSMI – Food Safety Modernization Initiative
FSP – Food Safety Program
GTA – Greater Toronto Area
HR – Human Resources Branch
IFIM – Improved Food Inspection Model
IM/IT – Information Management/Information Technology
ISO – International Organization for Standardization
MEL – Modernizing Equipment & Laboratories
MRAP – Management Response and Action Plan
OPS – Operations Branch
PAA – Program Alignment Architecture
PMC – Policy Management Committee
PPB – Policy and Programs Branch
PREP – Pre-Requisite Employment Program
PRP – Plant Resources Program
RPP – Report on Plans and Priorities
SCC –Standards Council of Canada
SFCA – *Safe Food for Canadians Act*
SFCAP – Safe Food for Canadians Action Plan
SMC – Senior Management Committee
TB – Treasury Board of Canada
TBS – Treasury Board Secretariat of Canada
WG – Working Group

Executive Summary

The Canadian Food Inspection Agency (CFIA or Agency) is a science-based regulatory agency guided by the following strategic outcome: "A safe and accessible food supply and plant and animal resource base" (CFIA, 2014a, p. 6).

The Food Safety Program (FSP) is an established, long-standing program at the CFIA. The objectives of the program are to "mitigate risks to public health associated with diseases and other health hazards in the food supply system and to manage food safety emergencies and incidents" (CFIA, 2014a, p. 21). The FSP uses a considerable portion of the Agency's annual resources. For example, from fiscal year 2011–12 through fiscal year 2014–15, the FSP accounted for between 45 and 50 per cent of the CFIA's overall expenditures.

Following the release of the *Report of the Independent Investigator into the 2008 Listeriosis Outbreak* (the Weatherill Report) in 2009, the Government of Canada committed funds in Budget 2011 to modernize Canada's food safety system (Government of Canada, 2011). As a result, the CFIA developed the Food Safety Modernization Initiative (FSMI) – a suite of eight projects designed to improve the FSP. CFIA recognizes the need for change within the Agency to address risks affecting its operations. These risks include the effectiveness and ability of programs such as FSP to support the overall strategic outcome.

This evaluation, carried out between January 2015 and March 2016, examines the $87.4 million initially allocated for the FSMI between fiscal years 2011-12 and 2014-15. [1] It was atypical of Government of Canada evaluations, as it did not attempt to directly assess an established and ongoing program.

Key Findings and Recommendations

Key Findings

- There is a continued need for FSP and a demonstrated need for the FSMI.
- The design of individual FSMI projects is aligned with overall project objectives.
- The FSMI supports government-wide and CFIA priorities. It will enhance how the CFIA carries out its activities.
- Despite some delays, project activities are producing their respective outputs, but there is a lack of performance measurement to track the initiative's effects on the FSP.
- Project delays are largely a reflection of associated FSMI dependencies.
- Communication and stakeholder buy-in are common challenges across all FSMI projects.
- Financial data supports project delays, but it is projected most funding will be spent within the five-year timeframe ending in fiscal year 2015-16. Remaining funding has been extended to fiscal year 2017-18.

[1] The FSP Modernization – Part 2 evaluation is tentatively scheduled to begin in fiscal year 2018–19, and will focus on FSP delivery and results.

- There is minimal evidence to support the efficiency of FSMI projects, in part due to delays; however the fact that all projects were either implemented or are scheduled to be completed without significant overages provides reasonable evidence of efficiency.
- Generally, most FSMI initiatives are at too early a stage to report on outcomes. However, there is no evidence of a plan to track the initiative's effects on Agency programming.

Relevance: Need, Alignment with Government Priorities, and Alignment with Federal Roles and Responsibilities

Overall, the evaluation found the FSMI to be relevant and necessary for modernizing the FSP. Furthermore, FSMI projects are in line with the recommendations from the Weatherill report, federal priorities, and the Government of Canada's Blueprint 2020 vision. The evaluation also found all FSMI projects were well designed to meet established program needs and objectives.

These projects represent the beginning of long-term change activities at the Agency; therefore, ongoing efforts will be required to fully realize their intended benefits on CFIA programs. Without this, there is a risk the effectiveness of the initiative's investments will be undermined. Ensuring appropriate levels of effort rests in part on maintaining CFIA staff and external stakeholder buy-in for change.

The following recommendation is meant to establish a culture of change and support Agency program improvements.

Recommendation 1: The Agency should establish and monitor an internal and external communication process to share ongoing information about the FSMI projects and their benefits.

Performance: Achievement of Outputs, Outcomes, and Demonstration of Efficiency and Economy

Despite some delays, all FSMI project activities are progressing along their intended plans and are producing outputs. Measureable outputs produced under the FSMI include:

- Completion of a new food inspection model
- Completion of a system plan for an Electronic Service Delivery Platform (ESDP)
- Completion of a plan for the Food Safety Information Network
- Implementation of core and refresher training for inspectors
- Implementation of the first wave of an improved food inspection model

Of particular concern, the evaluation demonstrates there is a lack of an established and effective means of measuring the influence of FSMI projects and their impacts on the FSP, as well as broader Agency programming. Without an established and effective means for measurement, there is a challenge in establishing the effectiveness of FSMI investments and, therefore, justifying future investments in Agency change initiatives.

The following recommendation is meant to establish the basis for measuring the effectiveness and efficiency of change initiatives affecting the FSP.

Recommendation 2: The Agency should develop and implement a performance measurement strategy to track how FSMI projects are affecting the Food Safety Program. The strategy should include:

- Indicators directly linked to overall Food Safety Program outcomes
- Indicators to measure the effects of FSMI investments on program efficiency

1.0 Introduction

The Canadian Food Inspection Agency's (CFIA) 2014 Departmental Evaluation Plan identified a two-part evaluation on the Food Safety Program (FSP), an established and long standing program at the CFIA.[2] This report presents the findings of the FSP Modernization Evaluation – Part 1, with a focus on the impact of the Food Safety Modernization Initiative (FSMI). This initiative is a suite of eight projects designed to improve the FSP.

The evaluation was conducted in accordance with the Treasury Board (TB) *Policy on Evaluation* (2009) and its supporting Directive and Standard. The evaluation focused on the relationship between FSMI and FSP, and therefore examined issues of relevance and performance of both.

The evaluation was carried out between April 2015 and March 2016, and examined fiscal years 2011–12 through 2014–15.

1.1 Report outline

The remainder of this report is laid out in the following four sections:

- **Section 2.0** describes the FSP and associated FSMI projects
- **Section 3.0** details the evaluation approach, including limitations and mitigation strategies
- **Section 4.0** outlines the evaluation findings
- **Section 5.0** provides the concluding remarks and recommendations

[2] An evaluation on the FSP was set up in two parts: Part 1 was designed to cover the modernization activities, and Part 2 will be designed to focus on delivery and results.

2.0 The Food Safety Program

The CFIA is a science-based regulatory agency guided by the following strategic outcome: "A safe and accessible food supply and plant and animal resource base" (CFIA, 2014a, p. 6). The FSP is one of three main programs contributing to this strategic outcome. The other two programs are the Animal Health and Zoonotics Program and the Plant Resources Program.

These three main programs are supported by two others found under the Agency's Program Alignment Architecture (PAA):

- International collaborations and technical agreements
- Internal services

Within the FSP, there are a number of commodity-based sub-programs. These include:

- meat and poultry
- eggs
- dairy
- fish and seafood
- fresh fruits and vegetables
- processed products
- imported and manufactured food products (CFIA, 2014a, p. 6)

Figure 1 presents the Agency's PAA.

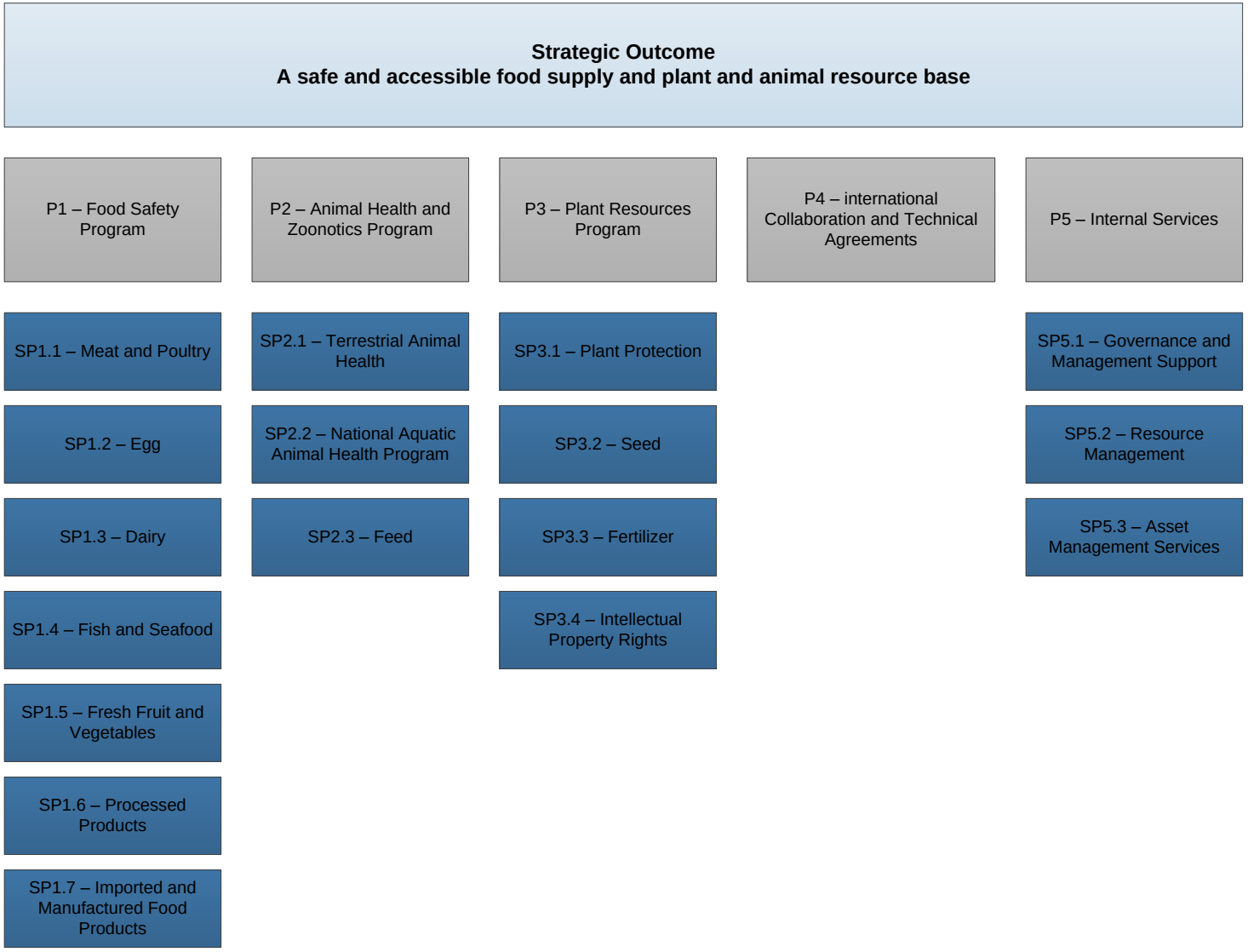

Figure 1 – CFIA PAA

2.1 Objectives

The FSP is an established, long-standing program at the CFIA. Its objectives are to "mitigate risks to public health associated with diseases and other health hazards in the food supply system and to manage food safety emergencies and incidents" (CFIA, 2014a, p. 21).

FSP aims to achieve these objectives by:

- ensuring awareness of, and verifying industry compliance with, the relevant regulations and standards;
- responding to food safety emergency situations;
- undertaking food-safety related public awareness and engagement activities;
- ensuring that consumers have access to safe food and nutritional information;
- preventing instances of unfair food market practices; and
- supporting Agency participation in international organizations and collaborations involving food safety (CFIA, 2014a, p. 21).

Figure 2 presents the FSP logic model.[3] The model demonstrates how groups of activities under the FSP are meant to influence the Agency's strategic outcome.

[3] The FSP logic model was developed by AEB for the FSP Evaluation – Part 1, and is based on the overall CFIA logic model developed for the Agency's Departmental EP.

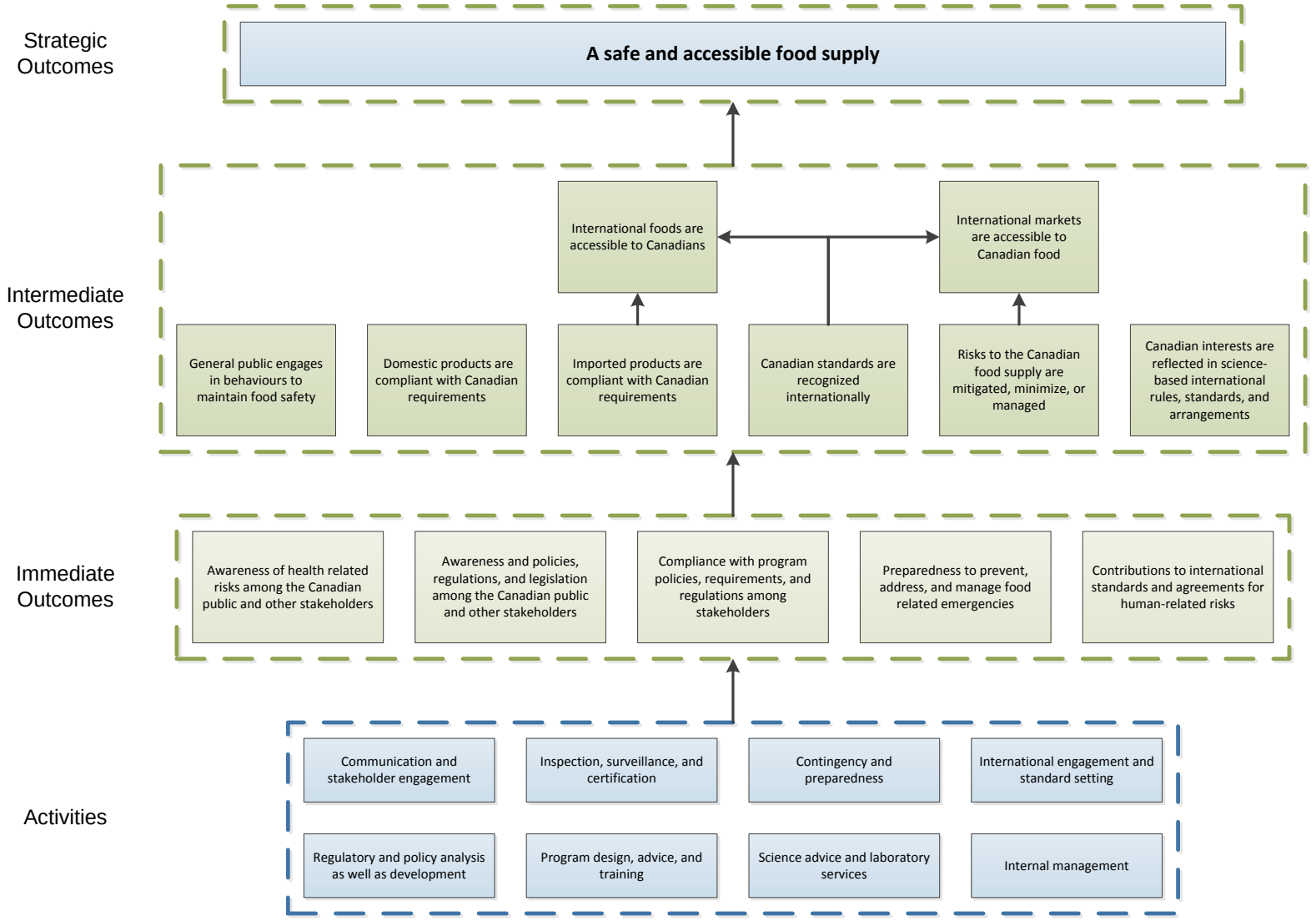

Figure 2 – FSP logic model

2.2 Risks

Like the other CFIA programs, the FSP faces a number of risks to its effectiveness and its ability to support the Agency's strategic outcome. This includes risks related to:

- ***Information management and IM/IT infrastructure*** – the program's ability to make risk-based decisions due to a lack of timely, accurate, and useful data and information.
- ***Inspection effectiveness*** – the program's ability to expeditiously prevent, detect, and respond to food safety threats.
- ***Scientific capability*** – the program's ability to use scientific capability to adapt and respond in a timely manner.
- ***Legislative, regulatory and program framework*** –the current legislative, regulatory and program framework's ability to support the effective delivery of the Agency's mandate.
- ***Managing change*** – the program's ability to effectively manage change on an ongoing basis. Change including modernization, staffing and etc.
- ***Transparency and leveraging relationships*** – the Agency's ability to capitalize on the opportunity to increase transparency and accountability to stakeholders.
- ***Emergency management*** – the program's ability to respond to multiple simultaneous or large-scale emergencies (CFIA, 2014a, pp. 9–12).

2.3 Stakeholders

The FSP targets a number of stakeholders, including:

- consumers
- producers
- industry
- other federal government departments and agencies
- provincial and territorial governments
- international organizations
- other countries (CFIA, 2014b, pp. 28–29)

The CFIA regularly interacts with these groups, ensuring their perspectives are considered in the development of FSP policies and strategies (CFIA, 2014b, pp. 28–29).

2.4 Resources

The FSP uses a considerable portion of the Agency's annual resources. As Table 1 indicates, between fiscal years 2011-12 and 2014-15, the FSP accounted for between 45 and 50 per cent of the Agency's overall expenditures.

Table 1: FSP and CFIA Overall Expenditures — 2011–12 to 2014–15				
Item	**2011–12**	**2012–13**	**2013–14**	**2014–15**
FSP overall expenditures	$328,935,486	$353,600,998	$364,310,525	$421,520,442
CFIA total overall expenditures	$737,696,357	$782,055,725	$805,751,653	$848,492,889
% FSP of CFIA overall expenditures	44.6%	45.2%	45.2%	49.7%
Source: (Government of Canada, 2014, 2016)				

As Table 2 demonstrates, between fiscal years 2011-12 and 2014-15, approximately half of all Full-Time Equivalents (FTEs) at the CFIA were dedicated to the FSP. During this time period, there was an increase in FSP staffing relative to other programming.

Table 2: FSP and CFIA Staffing FTEs — 2011–12 to 2014–15				
Item	**2011–12**	**2012–13**	**2013–14**	**2014–15**
FSP FTEs	3,238	3,216	3,296	3,250
CFIA total FTEs	6,623	6,446	6,378	6,138
% FSP of CFIA FTEs	48.9%	49.9%	51.7%	52.9%
Source: (Government of Canada, 2013a, 2013b, 2014)				

2.4 Supporting change at the CFIA

For more than a decade, the CFIA has recognized the need for change. Changes to Agency operations have been, and continue to be, meant to modernize its services. Many of these changes relate specifically to food safety, and are driven by:

- outdated food safety legislation and regulations;
- an increased need for the Agency to oversee a larger number of sectors;
- new varieties of food products demanded in Canada;
- new technologies in food production;
- increased consumer expectations for food safety information; and
- new approaches to food safety in jurisdictions outside of Canada (Crawford, 2015, p. 6).

The need for change is also emphasized in the CFIA's Long Term Strategic Plan. The plan notes the Agency must incorporate the following across all programming:

- "[an] increased focus on prevention;
- [a] strengthen[ed] citizen-centred service delivery culture;
- optimize[d] performance; [and]
- diverse talent supported by modern tools" (CFIA, 2013, p. 6).

The CFIA is also focussed on ensuring change activities align with the Government of Canada's Blueprint 2020 vision, which attempts to develop:

- "an open and networked environment that engages citizens and partners for the public good;
- a whole-of-government approach that enhances service delivery and value for money;
- a modern workplace that makes smart use of new technologies to improve networking; access to data and customer service; and
- a capable, confident and high-performing workforce" (CFIA, 2013, p. 10).

The Royal Assent of the *Safe Food for Canadians Act* (SFCA) on November 20, 2012, and the regulations to be made thereunder (the *Safe Food for Canadians Regulations*,) provide the basis for significant change in the food safety environment (CFIA & SFCA, 2012).

The SFCA directly addresses the need for updated legislation and regulations and will, upon fully coming into force, repeal and replace four existing *Acts*: the *Fish Inspection Act*, the *Meat Inspection Act*, the *Canadian Agriculture Products Act*, and the food related provisions of *Consumer Packaging and Labelling Act*.

The *Act* and forthcoming regulations will provide better management of food safety risks, more consistent inspection across all food commodities, greater clarification on established industry requirements, and improved consumer protection. They will also allow the Agency to focus more on prevention (CFIA & SFCA, 2012; Crawford, 2015).

2.5 The Food Safety Modernization Initiative (FSMI)

Following the release of *Report of the Independent Investigator into the 2008 Listeriosis Outbreak* (the Weatherill Report) in 2009, the Government of Canada committed funds in Budget 2011 to modernize Canada's food safety system (Government of Canada, 2011). As a result, the CFIA developed the FSMI.

The FSMI can be broken down into three main elements:

- inspection system modernization
- enhanced science capacity
- improved information management/information technology (IM/IT)

These three elements can be further broken down into eight distinct projects (sub-initiatives), which collectively support FSP modernization.

Table 3 describes the FSMI projects.

Table 3: FSMI Project Descriptions	
Element #1: Inspection System Modernization	
Project	**Description**
Improved Food Inspection Model (IFIM)[4]	Development of a single approach to food inspection that is consistent in its approaches to food safety risks and non-compliance issues. Inspection across all food commodities will be standardized so that one inspector can perform all necessary activities at a particular establishment.
Verifying Industry Compliance with Health Canada's Revised Listeria Policy[5]	Enhancement of inspection and testing activities, as well as analytical laboratory capacity, to improve Listeria controls in all high-risk ready-to-eat foods. This will result in earlier identification of contamination in the food processing environment, leading to fewer product recalls and fewer high-risk products on the market.
Electronic Services Delivery Platform (ESDP)	Creation of a modern, web-based portal that will make the Agency's programs and services accessible electronically to stakeholders. For example, the portal will provide easier access to CFIA regulations, standards, and inspection procedures. It will include an export requirements management tool, allowing export certification information to be electronically exchanged with foreign governments. This will help to facilitate the approval of Canadian commodities before they are shipped to other countries, and will support common domestic business functions at the Agency.
Recruitment and Training of Inspectors	Creation of a national approach to inspector recruitment and training that will provide more consistency across all program areas and the Agency's 14 commodity groups. The new approach to recruitment and training is also intended to ensure that inspectors have the skills needed for the Agency's evolving work.
Element #2: Enhanced Science Capacity	
Project	**Description**
Developing a Laboratory Network Strategy (CFSIN)[6]	Development of a strategy for an integrated food laboratory network. This network will increase the ability of Canada's laboratories to detect and respond to food safety risks and hazards and share the information across food safety authorities.
Modernizing Equipment and Laboratories (MEL)	To respond more efficiently to food-borne illnesses and outbreaks, the addition of modern equipment will help laboratories conduct more sensitive and rapid testing. Renovation to two laboratories — one in St. Hyacinthe, Quebec, and another in Scarborough, Ontario — will allow for more effective use of laboratory space for testing and analysis.
Enhancing Laboratory Response Capacity (ELRC)	To help achieve earlier detection and faster response to food safety risks and hazards, the number of highly-skilled scientists working in CFIA laboratories will be increased, and new food safety testing methods to more quickly and accurately identify pathogens will be developed. The new personnel will work with international standard-setting organizations to validate new testing methods and maintain proficiency testing and laboratory quality assurance.
Element #3: Improved IM/IT	
Project	**Description**
Increased Efficiency through Improved IM/IT	This initiative will provide the Agency's staff with up-to-date information, management capabilities, and tools. This involves ensuring that these tools will support the IFIM being developed through the FSMI. Information will be available at the point of inspection and in remote areas, enabling Agency staff to make proactive and risk-based decisions.

[4] This project is now referred to as the Integrated Agency Inspection Model (iAIM)
[5] This project was not examined during the FSP Evaluation Part 1. Listeria was examined under the CFIA's Evaluation of Meat Programs (2016).
[6] The network developed under this project is now referred to as the Canadian Food Safety Information Network (CFSIN).

Figure 3 presents the FSMI logic model. Developed for the FSP Evaluation – Part 1, the logic model shows project linkages to the collective outcomes of the FSMI. The FSMI logic model is colour-coded to identify:

- the elements of the FSMI being reviewed during the current evaluation (green)
- those that are related to these elements but not examined directly during the evaluation (blue)
- the intended outcomes of the projects, both individually and collectively (yellow)

To the extent possible, the logic model is organized according to the elements noted in Table 3 above. The largest exception involves improved IM/IT. The outcome under this element supports the achievement of outcomes for all other FSMI elements and their associated projects.

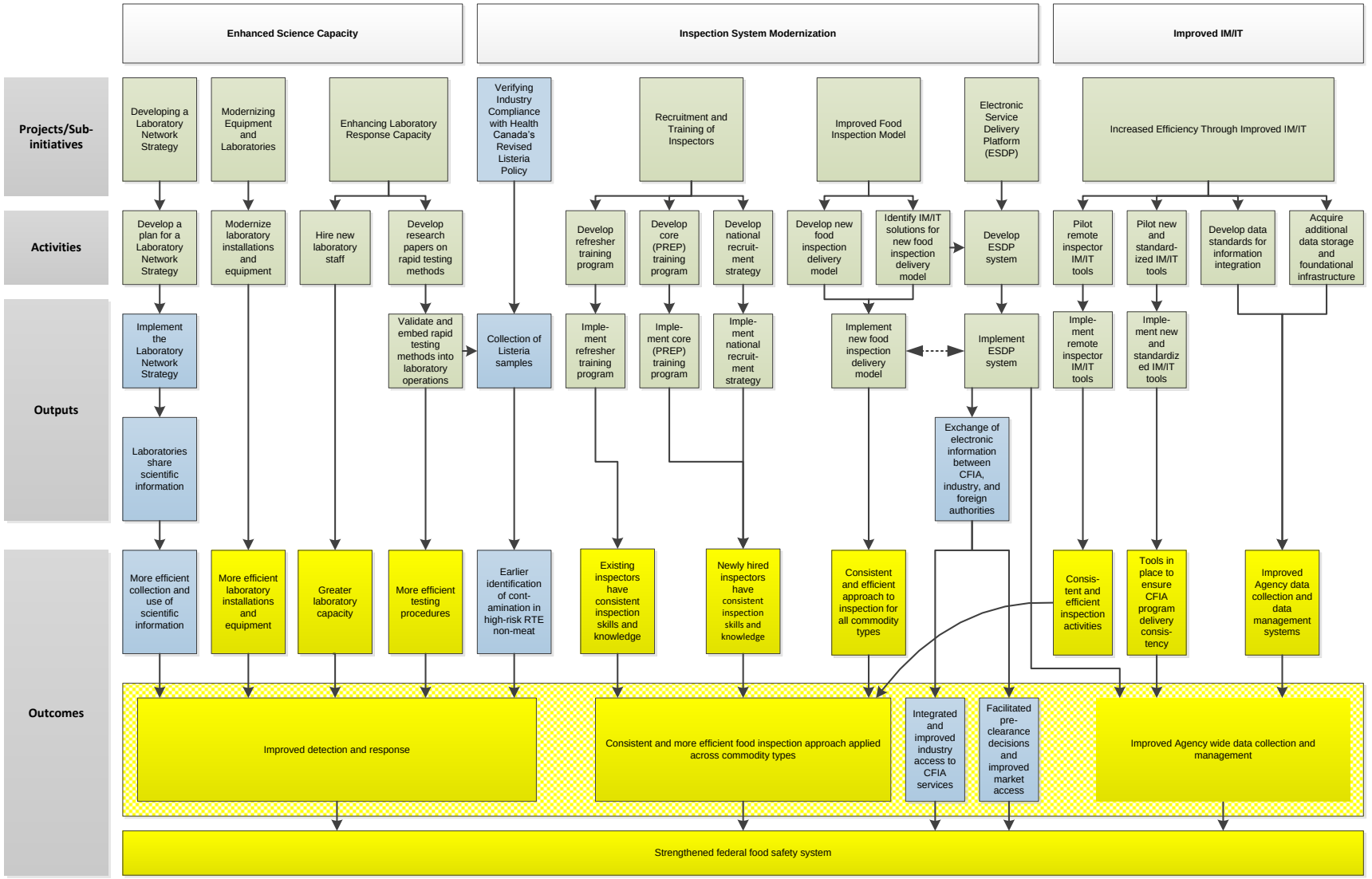

Figure 3 - FSMI logic model

2.6 FSMI resources

A total of $139.8 million was allocated to the FSMI for fiscal year 2011-12 to fiscal year 2015-16. This includes $40 million that was reallocated from existing CFIA resources. Details on the CFIA internal reallocation are provided in Appendix C.

From the total of $139.8 million, $22.6 million was allocated to verifying industry compliance with Health Canada's Revised Listeria Policy. The Listeria project is not considered in the evaluation. In addition, $3 million was allocated to Health Canada as part of the initiative.

In summary, minus these allocations, the CFIA's portion of FSMI funding was $114.2 million.

Table 4 shows how the $114.2 million was distributed across the seven remaining projects in each of the five fiscal years from 2011-12 to 2015-16. The evaluation focussed on the funding and associated activities undertaken during fiscal years 2011-12 to 2014-15.

Table 4: FSMI Original Funding Allocations (millions)

Activity	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	Total
Inspection System Modernization						
Improved food inspection model (IFIM)	$3.0	$5.9	$10.3	$12.4	$5.6	$37.2
Electronic services delivery platform (ESDP)	$1.0	$3.1	$6.5	$6.4	$5.5	$22.5
Recruitment and training of inspectors	$0.6	$2.4	$5.1	$4.9	$4.9	$17.9
Subtotal	$4.6	$11.4	$21.9	$23.7	$16.0	$77.6
Enhanced Science Capacity						
Developing a laboratory network strategy	$0.2	$1.1	$1.2	-	-	$2.5
Modernizing equipment and laboratories	-	$0.5	$2.2	$3.8	$5.4	$11.9
Enhancing laboratory response capacity	$0.7	$0.8	$1.3	$1.3	$1.3	$5.4
Subtotal	$0.9	$2.4	$4.7	$5.1	$6.7	$19.8
Improved IM/IT						
Increased efficiency through improved IM/IT	-	$3.8	$4.8	$4.1	$4.1	$16.8
Subtotal	-	$3.8	$4.8	$4.1	$4.1	$16.8
Total	$5.5	$17.6	$31.4	$32.9	$26.8	$114.2

3.0 Evaluation Objectives

In accordance with the Treasury Board *Policy on Evaluation (2009)* and its associated Directive and Standard, the evaluation assessed the following core issues:

- continued need for the program (relevance)
- alignment with government priorities (relevance)
- alignment with federal government roles and responsibilities (relevance)
- achievement of expected outcomes (performance)
- demonstration of efficiency and economy (performance)

This evaluation was atypical of Government of Canada evaluations, as it did not attempt to directly assess an established and ongoing program. Rather, it examined a suite of time-limited projects and investments meant to improve the way in which the FSP – and more broadly, the Agency – operates.

Given the nature of the FSMI and its relationship to both the FSP and broader change at the CFIA, the evaluation also needed to:

- assess whether the FSMI projects represent an appropriate direction for Agency change; and

- assess whether the FSMI projects' collective impacts will effectively contribute to the Agency's operations beyond the completion of FSMI funding.

Therefore, this evaluation was designed to meet both TB requirements and the information needs of the Agency.

3.1 Evaluation team and support

The CFIA's Evaluation Directorate managed the evaluation and conducted it with the assistance of PRA Inc. The evaluation was guided by an Advisory Committee and a Working Group, which reviewed and provided feedback on the evaluation plan, evaluation matrix, logic model, findings, report and Management Response and Action Plan.

The evaluation team developed and conducted the following:

- the evaluation Matrix
- a document and literature review
- a data review and cost analysis
- interviews
- analysis and reporting

3.2 The evaluation matrix and FSMI logic model

To guide its work, the evaluation team developed an evaluation matrix, which included a list of the evaluation questions, organized according to the core TB issues (Appendix B). Each question was aligned with indicators and data collection methods. Aligning evaluation questions with the evaluation methods ensured the matrix maintain the evaluation scope. It also helped ensure that the evaluation methods were designed to address all of the identified evaluation questions.

Given the absence of an integrated performance measurement strategy and an approved logic model for FSMI, the evaluation team worked closely with members of the evaluation Working Group to finalize the logic model (Figure 3). The team modified a draft version of an FSMI logic model that was developed at the time of the initiative's inception with information gathered during preliminary discussions with members of the Working Group. This model outlined not only the immediate goals of the FSMI, but also highlighted their intended downstream impacts on Agency operations and ultimately strengthening the food safety system. This model was subsequently used to guide the evaluation, as it presented an overall view of the FSMI's expected impacts.

3.3 Data collection activities

The following data collection activities were conducted as part of the evaluation:

3.3.1 Document and literature review

The document and literature review leveraged existing documentation from within the Agency, along with academic and professional literature related to food safety.

A standardized template was used for the systematic review of this documentation and literature, and facilitated an overall understanding of these works. Information gathered through this review was valuable in addressing nearly all of the evaluation questions. It was particularly important in identifying FSMI project details and impacts, as well as changes to projects over time.

3.3.2 Data review and cost analysis

The data review and cost analysis generated quantitative financial information and, where possible, output and outcome information on FSMI projects. This information provided insight into the efficiency and economy of FSMI expenditures, specifically:

- whether FSMI funds were used as planned
- whether expenditures were reasonable
- whether projects were achieving their intended outcomes

3.3.3 Interviews

Thirty-seven interviews were conducted with representatives from Policy and Programs Branch, Operations Branch, Science Branch, Human Resources Branch, and IM/IT Branch. Interviewees were chosen based on their knowledge about the FSMI and related projects. The interviews were conducted after the document and literature review, in order to supplement existing information with contextual insight and interpretation on the part of program delivery staff and stakeholders. Further, it allowed the evaluation team to identify gaps and inconsistencies in information.

Eight interview guides were developed to facilitate semi-structured interviews – one for individuals associated with each of the seven FSMI projects, and a final guide for individuals involved with the initiative as a whole. These are provided in Appendix D.

3.4 Analysis and reporting

Information from the various data collection activities was analyzed in order to make conclusions regarding each of the questions included in the evaluation matrix. This triangulation process allowed the evaluation to use the strengths of each of the data collection activities to their best possible advantage. It also allowed the team to compare or confirm findings across data collection activities, as well as to supplement and contextualize the findings from one data collection activity to another.

The triangulation completed during the evaluation analysis also provides an opportunity to identify key information gaps. Not all questions identified in the evaluation matrix had an equivalent amount of data or information to support associated conclusions.

3.5 Limitations and challenges

The evaluation limitations and challenges, and the corresponding mitigation strategies, are described in Table 5 below.

Table 5: Evaluation Limitations and Challenges and Mitigating Strategies

Limitations/Challenges	Mitigation Strategy	Implications
Partially developed logic model – The FSMI had only a partially developed logic model at the start of the evaluation. This made it difficult to develop an initial understanding of the initiative's collective goals.	The evaluation team developed an FSMI logic model specifically for the evaluation.	The newly developed logic model used for the evaluation outlined the expected outputs and outcomes for the FSMI at its inception.
Ongoing change at the CFIA – Throughout the implementation of the FSMI, the CFIA has been undergoing significant change. This has influenced the FSP. At the same time, the FSMI forms part of these change activities	During the evaluation, the team took into consideration the FSMI's place within broader change activities at the Agency.	The evaluation focused on the FSMI's influence on the Agency's work as a whole and not only on its benefits to the FSP.

and is meant to affect the way the Agency works overall.		
The need to examine multiple projects – This evaluation needed to examine multiple projects with differing approaches to management, varying data collection practices, and different amounts of available data. This made it challenging to maintain consistency and manage the scope of the evaluation.	The evaluation team worked closely with the Working Group to focus the evaluation on the most relevant aspects of each project. The team then used a findings table in the final report to support aggregate reporting across all projects.	A findings table in the FSP Modernization Evaluation – Part 1 provides for the simplification of many of the observations regarding individual FSMI projects and the alignment across FSMI project observations.
Limited information on food safety outcomes – Projects generally tracked their own activities and outputs well, but the evaluation team encountered very limited tracking of project effects on food safety.	The evaluation team made recommendations for measuring the influence of FSMI projects and more general Agency change activities on CFIA programming and outcomes.	Recommendations from the evaluation extend beyond the FSMI to track the link between projects and the FSP or other Agency programming.
Projects in early stages of development and implementation – Many of the FSMI projects remain at an early stage of implementation, with limited effects on the FSP to date.	Rather than leveraging existing outcomes data related to FSP changes, the evaluation team focussed on establishing whether the expected outcomes of the projects appeared likely given the available theory, business cases, best practices, and other evidence.	Recommendations from the evaluation focus on ensuring that the Agency has an efficient way of establishing the effects of the FSMI on FSP in the future.

4.0 Findings

The evaluation identified a number of project-specific observations, as well as observations that were similar across projects.

This section uses consolidated findings tables to present findings from the evaluation (Table 6 and Table 7). The intent is to allow readers to quickly identify the similarities and differences among the projects, and to facilitate general statements about the FSMI as a whole. A summary of observations precedes each table.

Observations included in the consolidated findings tables were compiled from information collected through all of the evaluation's data collection activities. A list of the documentation used to support the development of the tables is included in Appendix A.

4.1.1 Need and Objective: There is a continued need for FSP and a demonstrated need for the FSMI.

4.1.2 Project Design: The design of individual FSMI projects is aligned with overall project objectives.

4.1.3 Priorities, roles, and responsibilities: The FSMI supports government-wide and CFIA priorities. It will enhance how the CFIA carries out its activities.

4.2.1 Implementation and Outputs: Despite some delays, project activities are producing their respective outputs, but there is a lack of performance measurement to track the initiative's effects on the FSP.

4.2.1.1 Dependencies: Project delays are largely a reflection of associated FSMI dependencies.

4.2.1.2 Challenges: Communication and stakeholder buy-in are common challenges across all FSMI projects.

4.2.2 Economy: Financial data is in line with project delays, but it is projected most funding will be spent within the five-year timeframe ending in fiscal year 2015-16. Remaining funding has been extended to fiscal year 2017-18.

4.2.2.2 Efficiency: There is minimal evidence to support the efficiency of FSMI projects, in part due to delays; however the fact that all projects were either implemented or are scheduled to be completed without significant overages provides reasonable evidence of efficiency.

4.2.3 Outcomes: Generally, most FSMI initiatives are at too early a stage to report on outcomes. However, there is no evidence of a plan to track to track the initiative's effects on Agency programming.

4.1 Relevance

4.1.1 Need and objectives

Overall, the evaluation found there is a continuing need for the FSP, as it supports the CFIA's strategic outcome and plays a key role under food safety legislation. The need for FSMI supports the need for modernizing FSP. As well, the needs and the objectives of each of the FSMI projects are well aligned. However, the information available about the FSMI projects suggests a lack of or limited emphasis on linking the FSMI objectives with the broader needs for the FSP.

The activities of the FSP strive to ensure Canadians have access to safe food (including imported food), and that the food we export is safe. The continued need for FSP is supported by evidence of the need for a stronger focus on prevention, a stronger focus on compliance, increased efficiency, and improved consistency for FSP. These needs point to broad outcomes, such as modernizing in order to strengthen the FSP, which the FSMI is striving to achieve.

This is supported by the Government of Canada's commitment to strengthen food safety in Canada by allocating funds directly for the purpose of modernizing the food safety system through inspection and science (Government of Canada, 2011). The CFIA's Long Term Strategic Plan and Corporate Risk Profile further support the need for the FSP, and place significant importance on modernizing the program.

While the FSP plays an important role in ensuring safe food in Canada, a number of factors continue to impact the effectiveness of its activities. These include:

- changes in the global supply chain and the volume of trade
- changes in consumer behaviour and expectations
- advances in science and technology
- changes to international regulations
- the changes in the structure of the industry (CFIA, 2012b; CFIA, 2013j)

The CFIA's need to address these risks supports the relevance of the FSMI, which focusses on inspection effectiveness, scientific capabilities, IM/IT infrastructure, and transparency and leveraging relationships with consumers and industry. Under this initiative, the CFIA is modernizing the FSP through, a stronger focus on prevention and compliance, a citizen-centered service culture, optimizing performance, building capacity, and modernizing tools (CFIA, 2013j).

In many instances it is possible to understand the needs targeted by FSMI projects as the intended individual project outcomes. These projects share similar collective outcomes that support the overarching needs for FSP. For example, the need for a consistent approach to conducting inspections is being addressed by the design and implementation of a single inspection approach and a consistent approach to recruitment and training across all food commodities. Together, these activities address the need for consistency in the approach of the FSP. The relationship between the need for FSP and the need for FSMI, as observed during the evaluation process, underpins the relationship between the implementation of the FSMI projects and their eventual influence on the FSP and further Agency programming.

Table 6 demonstrates that the needs and objectives of each of the FSMI projects are closely aligned. For example, in the case of the Improved Food Inspection Model (IFIM) project, the need for consistency of inspection through a systems-based approach aligns well with the project's objective of shifting to an audit-based inspection approach that is based on the implementation of hazard control plans.

4.1.2 Project Design

The evaluation found individual FSMI projects were designed to meet overall objectives and were based on existing evidence, theories and experience.

In some cases, as with ESDP and IFIM, the Agency has looked to other jurisdictions, such as the United States, the Netherlands, Australia, and New Zealand for evidence of project similarity and success. These reviews examined not only the applicability of other IM/IT solutions and approaches, but also the success of alternative approaches to inspection in other jurisdictions. In the case of IFIM, proven industry practices have also been incorporated into project design. This includes moving toward using established health and safety plan approaches, as well as International Organization for Standardization (ISO) standards for control procedures.

Others, like the FSIN project, have leveraged concepts from similar projects that have been implemented domestically. The FSIN project is a clear example of how theory provides a strong justification for the project. Specifically, the project's approach rests on the idea that building a laboratory network will allow better information sharing, will lead to better and more readily-available food safety data. This will support a more preventative approach to food safety. In certain cases, such as with the Modernizing Equipment and Laboratories (MEL) project, activities represent an extension of the ongoing work of the Agency, allowing the project to leverage this existing experience. It is clear that a strong theoretical justification for the work remains.

Table 6 indicates that individual FSMI projects have all leveraged existing evidence, theories, or experience bases in their design.

4.1.3 Priorities, roles, and responsibilities

The evaluation found FSMI contributes to a variety of federal government and Agency priorities such as ensuring a healthy Canadian population and the Government of Canada's Blueprint 2020 vision. Evidence from the evaluation also suggests the FSMI could improve the FSP's ability to support the Agency's strategic outcome. The mandate for providing safe food will not change; however, under FSMI the way inspectors conduct their business will be different.

Overall, FSMI projects align with federal priorities. For instance, all projects support the federal priority of a healthy Canadian population. Many FSMI projects also support priorities outlined in the Government's Blueprint 2020 vision, which calls for a modern and service-oriented federal government. For example, the investments in IM/IT and ESDP represent a significant step toward better use of technology and improving service delivery. Individually and collectively, FSMI projects directly support the Agency's ability to meet its strategic outcome.

The FSMI projects will not substantially change the Agency's roles and responsibilities with respect to food safety; however, some initiatives may result in subtle changes in the way the

CFIA interacts with industry, and scientific and international partners. For example, inspection modernization is intended to provide greater clarification around the role of industry vs. the role of the CFIA with respect to food safety. Industry has the principal role in food safety, while the CFIA is responsible for overseeing industry compliance with regulations.

Table 6 presents observations regarding the need, federal government and Agency priorities, project objectives and project design that support the FSP and its modernization through FSMI. This information supports the analysis presented in Section 4.1.

Table 6: Relevance							
Description	**Improved Food Inspection Model (IFIM)**	**Electronic Services Delivery Platform (ESDP)**	**Recruitment and Training**	**Information Management and Information Technology (IM/IT)**	**Developing a Laboratory Network Strategy (CFSIN)[7]**	**Modernizing Equipment and Laboratories (MEL)**	**Enhanced Laboratory Response Capacity (ELRC)**
Need – This describes how each of the individual FSMI projects is intended to strengthen the FSP. **Analysis: Section 4.1.1**	• A stronger focus on prevention • A stronger focus on compliance • A systems-based approach to inspection • Ensuring inspection consistency through a single inspection approach across commodities • Reducing overlap, duplication, and financial burden for industry • Maintaining international obligations and more readily adapting to emerging global and scientific trends	• Enhancing service delivery, optimizing performance, and increasing transparency • Moving away from a paper-based record keeping system • Improving inspection delivery service and information exchange with stakeholders	• Moving away from a system of independent, commodity-specific inspector training • Optimizing diverse talent supported by modern electronic tools for frontline inspectors • Consistent and standardized training and competencies for inspectorate across Areas and commodities • Targeted recruitment and retention • Timely and continued training in order to keep up with operational changes and an evolving industry	• Optimizing program performance • Providing electronic tools • Access to CFIA's secure network for Industry and trading partners • Access to the CFIA network from remote areas for CFIA staff • Increasing speed of connectivity • Increasing the volume of accessible information • Increasing the analytical capabilities of the Agency • Enabling electronic services for industry/trading partners	• A stronger focus on prevention and responsiveness • Enhancing overall capacity and information sharing • Maintaining and enhancing scientific capabilities • Leveraging advances in technology and science • Managing the risks of contaminants and chemical effects in food • Supporting an integrated and multi-jurisdictional food safety surveillance network	• Leveraging advances in technology and science • Managing risks associated with new foods • Maintaining and enhancing scientific capabilities • Improving quality management controls within laboratories • Maintaining and replacing equipment near or beyond its life expectancy	• Improving food safety through additional science capacity • Managing risks associated with new foods • Maintaining and enhancing scientific capabilities • Leveraging advances in technology and science • Managing an increased volume of global trade • Implementing mandatory scientific and technical training across all food commodities

[7] Developing a laboratory network strategy project is now known as the Canadian Food Safety Information Network

Table 6: Relevance							
Description	**Improved Food Inspection Model (IFIM)**	**Electronic Services Delivery Platform (ESDP)**	**Recruitment and Training**	**Information Management and Information Technology (IM/IT)**	**Developing a Laboratory Network Strategy (CFSIN)[7]**	**Modernizing Equipment and Laboratories (MEL)**	**Enhanced Laboratory Response Capacity (ELRC)**
Objectives – This row presents the objectives of individual FSMI projects. **Analysis: Section 4.1.1**	• Develop a consistent (single food) inspection approach across all food commodities • Reduce the need for multiple inspections at a single facility • Use an audit-based inspection approach based on hazard control plans • Ensure clear and consistent inspection requirements for industry	• Develop a web-based electronic portal for industry to access Agency services such as registration • Ongoing collection and tracking of inspection data and laboratory samples • Enable managers to track inspection activity and to target inspection resource allocation • Make inspector worksheets and daily tasks directly accessible to inspectors in the field	• Leverage existing training material to develop an inspector training curriculum aligned with the Agency's new inspection approach • Build a mechanism to support the new consistent training curriculum • Provide consistent training to CFIA inspectors (new and existing) and supervisors that reflects new competencies required by the new inspection approach • Foster a new operational culture	• Improve data management through data consolidation • Provide inspectors with tools to support their work and connectivity for remote areas	• Develop a plan for a network that would connect/centralize information from food safety laboratories across Canada	• Improve facilities and equipment at Scarborough and St. Hyacinthe laboratories • Purchase additional laboratory equipment to improve response time and laboratory capability	• Increase the number of highly-skilled scientists working at CFIA food safety laboratories • Collaborate with academia and universities to enhance knowledge of new technologies and scientific methods • Develop new testing methods
Design foundations – This row provides information on how individual FSMI projects were designed and developed. **Analysis: Section 4.1.2**	• Established Hazard Analysis and Critical Control Point (HACCP) and International Organization of Standardization (ISO) standards • The successful use of internationally recognized standards for inspection from other jurisdictions	• Commercially available off-the-shelf software products with associated with industry standard business processes	• Existing CFIA meat processing inspection curriculum • International Food Protection Training Institute in the United States curriculum	• Commercially available off-the-shelf software packages with industry standard business processes	• The Canadian Animal Health Surveillance Network, and the Canadian Public Health Network as a basis for network planning • Pan-Canadian food safety community and concepts, processes and mechanisms to support a country wide network	• Experience in ongoing equipment purchases for the laboratory equipment purchases • Formal assessment of alternative renovation approaches for the two laboratory renovations	• Enhancements of ongoing science modernization activities at the Agency

Table 6: Relevance							
Description	**Improved Food Inspection Model (IFIM)**	**Electronic Services Delivery Platform (ESDP)**	**Recruitment and Training**	**Information Management and Information Technology (IM/IT)**	**Developing a Laboratory Network Strategy (CFSIN)[7]**	**Modernizing Equipment and Laboratories (MEL)**	**Enhanced Laboratory Response Capacity (ELRC)**
Alignment with Federal priorities – This row demonstrates how individual FSMI projects link with both federal and CFIA priorities. **Analysis: Section 4.1.3**	• A Canadian population that is healthy • Ensuring that Canadians have access to safe food • Blueprint 2020's goal of a whole government approach to service delivery	• A Canadian population that is healthy • Ensuring that Canadians have access to safe food • Blueprint 2020's goal of an open and networked environment that engages stakeholders • Blueprint 2020's goal of a modern workplace that leverages technology	• A Canadian population that is healthy • Ensuring that Canadians have access to safe food • Blueprint 2020's goal of a capable, confident, and high-performing workforce	• A Canadian population that is healthy • Ensuring that Canadians have access to safe food • Blueprint 2020's goal of a modern workplace that leverages technology	• A Canadian population that is healthy • Ensuring that Canadians have access to safe food • Blueprint 2020's goal of a whole government approach to service delivery, an open and networked environment that engages stakeholders	• A Canadian population that is healthy • Ensuring that Canadians have access to safe food • Blueprint 2020's goal of a modern workplace that has smarter new technologies	• A Canadian population that is healthy • Ensuring that Canadians have access to safe food • Blueprint 2020's goal of a modern workplace that leverages technology • Blueprint 2020's goal of a capable, confident, and high-performing workforce
Roles and responsibilities and strategic outcome – This row links individual FSMI projects to the Agency's strategic outcome, and describes how projects will impact stakeholder relations. **Analysis: Section 4.1.3**	• Improved ability to meet the strategic outcome • Improved clarity between the Agency and industry with regards to inspection requirements	• Improved ability to meet the strategic outcome • Improved working relationship with existing industry stakeholders and international partners	• Improved ability to meet the strategic outcome	• Improved ability to meet the strategic outcome	• Improved ability to meet the strategic outcome • Improved working relationship with existing laboratory and scientific partners	• Improved ability to meet the strategic outcome	• Improved ability to meet the strategic outcome

4.2 Performance

4.2.1 Implementation and outputs

The evaluation found that despite some delays, all project activities are progressing along their intended plans and are producing outputs. The alignment between individual project designs and their expected outcomes suggest that projects will eventually meet their outcomes. From the analysis the evaluation infers that delayed projects will be successfully and fully implemented as planned. **However, the evaluation did not find evidence of performance measures to track how individual projects will impact the FSP once they are fully implemented.**

There were a number of activities planned under each of the FSMI projects. For example, in the case of the IFIM project, planned activities included:

- identifying common food safety objectives, strategies, and processes;
- developing a draft inspection model; and
- eventually developing and implementing a new inspection model.

Progress was made in all FSMI projects, and measurable outputs were produced. For example:

- the CFSIN planning stage was completed
- the MEL project completed its planned equipment purchases and is scheduled to complete its laboratory renovation work by March 2016
- recruitment and training activities were implemented well within the five-year FSMI project timeline, with the delivery of core[8] and refresher training to inspectors activities such as the PREP program and refresher training having largely met their delivery targets.

Certain aspects of other projects have yet to be completed. For example, the design and implementation of ESDP has been delayed by about two years. As well, IFIM – now being expanded to include commodities beyond the FSP – was only in the early stages of implementation[9] at the time of the evaluation. The standardized inspection approach had been validated in 125 facilities across the fish, feed, dairy, and greenhouse sectors, and the Agency

[8] Also referred to as PREP, Pre-Requisite Employment Program. All newly admitted inspectors must successfully complete this training package before being hired permanently. Courses are comprised of soft skills. The training is evaluated for lessons learned. For more information - http://www.inspection.gc.ca/about-the-cfia/accountability/inspection-modernization/inspector-training/eng/1356144744048/1356145141989

[9] All elements will be monitored and assessed internally, then adjusted as required prior launching successive waves. Wave roll out by series: the opening wave (odd number) introduces the new components of the model in limited regions with limited inspectors, and the second part of the series (even number) implements this wave on a national scale. For more on Inspection Modernization and iAIM Implementation - http://www.inspection.gc.ca/about-the-cfia/transforming-the-cfia/inspection-modernization/eng/1337025084336/1376482277925

was in the process of implementing it nationally for those commodities. Subsequent sectors are expected to follow a similar pattern, until all commodity areas have been transitioned over to the common inspection approach.

4.2.1.1 Dependencies

The evaluation found project delays to be in part a reflection of the number of dependencies associated with the FSMI projects.

Delays in the implementation of the IFIM [which includes its IT component *Food Inspection Modernization System* (FIMS)] and the ESDP are good examples of projects being interdependent.

The FIMS and the ESDP are closely related, and progress in one is often dependent on the other. This dependency led to the decision to merge these two projects under the FSMI. However, both also had associated dependencies outside the scope of the FSMI. For example, effective implementation of the IFIM is supported by the regulatory change underway at the Agency.

Other dependencies, such as buy-in and participation with respect to enhancing science capacity, had fewer consequences, as projects are on track to be completed within the original five-year timeframe. For example, the MEL project was dependent on approval by Health Canada for extra space, the capital equipment procurement process, and PWGSC project management.

4.2.1.2 Challenges

The evaluation found communication and stakeholder buy-in to be common challenges for the FSMI projects. This poses difficulties around fostering a culture of change and ensuring an integrated and measurable approach to support the momentum of long-term project and program goals.

Interviewees were asked to speak to the challenges faced by each of the FSMI projects. Many of the challenges identified in the consolidated findings table are common across other ongoing change activities within the CFIA. For example, common challenges include:

- obtaining staff, industry, and international stakeholder buy-in for changes in the Agency operations
- maintaining the momentum of long-term projects, particularly in the face of staff turnover among those responsible for their implementation
- understanding and accommodating the dependencies between change activities when attempting to improve programming at the CFIA

These challenges, along with project delays and observations made by interviewees during the evaluation, point to the need for:

- ongoing communication with stakeholders prior to, during, and after change activities;
- fostering a culture of change at the Agency; and
- undertaking a more integrated approach to individual change-related projects.

Building momentum appears to be an important aspect of successful change activities, and the need to do so appears even more acute given implementation delays in some of the FSMI projects noted above.

Table 7 presents observations regarding the implementation, production of outputs, achievement of outcomes, and efficiency of FSMI projects. This information supports the analysis presented in Section 4.2.

Table 7: Performance							
Description	**Improved Food Inspection Model (IFIM)**	**Electronic Service Delivery Platform (ESDP)**	**Recruitment & Training**	**Information Management & Information Technology (IM/IT)**	**Developing a Laboratory Network Strategy (CFSIN)[10]**	**Modernizing Equipment & Laboratories (MEL)**	**Enhanced Laboratory Response Capacity (ELRC)**
Planned activities – This row described the planned activities for individual FSMI projects. These activities link directly to the needs and objectives of FSMI. **Analysis: Section 4.2.1**	• Identify common food safety objectives, strategies, and processes • Develop a strategy and engage internal and external stakeholders and subject matter experts • Complete draft improved inspection delivery model • Explore IM/IT options and solutions to support the inspection business process • Develop preliminary project plan • Seek expenditure authority and begin execution of IM/IT component • Develop implementation strategy and implement the improved inspection delivery model • Completion of supporting IM/IT solutions	• Perform a project risk and complexity assessment • Validate business requirements, including IM/IT infrastructure • Develop preliminary project plan • Develop detailed project management plan and seek expenditure authority • Develop ESDP system • Inform industry of new system • Train staff on ESDP	• Adapt existing training materials into a six-week training program • Build mechanisms for implementing core and refresher training • Update six-week core training program (PREP) to reflect the competencies required by the improved inspection delivery model and all new and existing inspectors will receive training • Core training delivered to new inspection staff: ongoing • Refresher training to existing staff: ongoing • Access e-learning specialists and contractors and ensure capacity to support demand for online training and learning	• Initial planning and implementation of technology foundation pieces for increased connectivity; more modern tools; clarification of required support for new inspection model, and business foundations • Negotiate and acquire additional data storage and backup • Improve data and information management capabilities • Pilot technology that can be implemented immediately • Deploy new tools and devices • Implement plan for ever-greening of technology and business foundations, given continual advances in technology	• Assemble small team and work in collaboration with partners to establish support for the creation and operation of a network • Explore with experts the concepts, processes, and mechanisms available to conduct a lab systems analysis • Engage IM/IT • Analyse laboratory systems with partners: examine and profile potential Canadian laboratories as contributors for the Laboratory Network across food safety authorities • Develop a strategy by combining common vision and value proposition • Develop a plan for a food safety information network initiative	• Consultations to undertake a functional program assessment and options analysis • Formal selection process for identifying the laboratory re-design and purchase decisions • Purchase new microbiology equipment • Complete construction	• Hire new scientists to respond to demands for food safety testing • Develop academic and university partnerships to enhance training and knowledge of new technologies and scientific methods • Develop research reports on novel rapid testing methods

[10] Developing a laboratory network strategy project is now known as the Canadian Food Safety Information Network

Table 7: Performance							
Description	**Improved Food Inspection Model (IFIM)**	**Electronic Service Delivery Platform (ESDP)**	**Recruitment & Training**	**Information Management & Information Technology (IM/IT)**	**Developing a Laboratory Network Strategy (CFSIN)[10]**	**Modernizing Equipment & Laboratories (MEL)**	**Enhanced Laboratory Response Capacity (ELRC)**
Measurable outputs produced – This row provides evidence of outputs achieved by individual FSMI projects. **Analysis: Section 4.2.1**	• Completed new inspection model – single food program • Wave 1 implementation of the IFIM underway with limited mobile tools support	• System planning complete with development and implementation forecasted for 2017–2018 completion	• Core and refresher training implemented • Implementation of supervisory schools	• Created IM/IT business function • Enhanced data storage, backup, and information management capabilities • Put in place remote hardware tools to support IFIM	• Completed plan for FSIN	• Laboratory renovations set for completion in March 2016 • Completed planned equipment purchases	• Completed planned hiring • Testing development ongoing
Dependencies – This row provides evidence of what each project's success is dependent on. **Analysis: Section 4.2.1.1**	• Development and implementation of electronic workbooks on handheld devices and remote connectivity for inspectorate on-site access • ESDP capacity and capability to house inspection data and target inspection need • Implementation of new food regulations to support the IFIM	• Development and implementation of the IFIM • Development of core IM/IT functionality and business processes	• The roll out (waves) of the new inspection model	• Development of an enhanced IM/IT business function	• Buy-in and participation by provincial and territorial partners	• Participation from Co-location partner in shared departmental facilities	• Ongoing technology change and improvements in scientific approaches and testing procedures

Table 7: Performance							
Description	**Improved Food Inspection Model (IFIM)**	**Electronic Service Delivery Platform (ESDP)**	**Recruitment & Training**	**Information Management & Information Technology (IM/IT)**	**Developing a Laboratory Network Strategy (CFSIN)[10]**	**Modernizing Equipment & Laboratories (MEL)**	**Enhanced Laboratory Response Capacity (ELRC)**
Challenges to project success – This row describes individual project challenges. **Analysis: Section 4.2.1.2**	• Significant project management requirements • Reliance on other FSMI project completion and compatibility. • IM/IT privacy and security standards • Acquiring buy-in from all inspectors and Agency staff • Implementation of new regulations to better support the requirements of the new inspection model – e.g., audit-based recordkeeping by industry • Maintaining the necessary momentum to fully implement the model • Implementation is a long-term activity with success affected by attrition among key staff present during the IFIM development	• Expectation that ESDP could be developed independently of without underlying processes – e.g., IFIM • Compliance with modern standards of privacy, business continuity • Need for a continual working relationship with other governments regarding acceptance of ESDP system as information transfer system for international trade • Integration of ESDP with other business lines • Scope creep[11] during project implementation • Business processes to appropriately design elements of ESDP • Integration of work with other projects such as IFIM • Confusion between the ESDP "project" and ESDP "platform"	• Adopting Agency-wide culture change to support transformation • Developing a new hiring process without additional funding for hiring • Releasing inspectors from duties to obtain training – all levels	• Integrating previous work with new systems – LMS with ESDP • Lacking an enhanced IM/IT business function at the start of the project	• Getting buy-in from all of the necessary stakeholders	• Using non-custodial space for laboratories and its impact on renovation planning	• Continual modernization activity

[11] Scope creep is defined as "the tendency of a project to include more tasks than originally specified which may lead to higher project costs and/or possible missed deadlines"

Table 7: Performance							
Description	**Improved Food Inspection Model (IFIM)**	**Electronic Service Delivery Platform (ESDP)**	**Recruitment & Training**	**Information Management & Information Technology (IM/IT)**	**Developing a Laboratory Network Strategy (CFSIN)[10]**	**Modernizing Equipment & Laboratories (MEL)**	**Enhanced Laboratory Response Capacity (ELRC)**
Measureable project outcomes – This row provides evidence of FSMI outcomes. **Analysis: Section 4.2.3**	• None measured to date	• None measured to date	• Measured skill consistency among new and existing inspectors	• None measured to date	• None measured to date	• None measured to date	• None measured to date
Forecasted project outcomes – This row outlines the expected outcomes of individual FSMI projects based on their respective needs, objectives and outputs. **Analysis: Section 4.2.3**	• Consistent and efficient approach to inspection for all commodities	• Improved information exchange between CFIA and stakeholders • Support for IFIM implementation (all waves)	• Consistent skills among new and existing CFIA inspectors • Consistent skills among CFIA inspector supervisors	• Tools in place to support consistent program delivery at the CFIA • Improved CFIA data collection and management systems	• More efficient collection, collaboration, and use of scientific information across Canadian laboratories	• More efficient laboratory installations and equipment	• More efficient testing procedures • Greater laboratory capacity
Measured influence on FSP – This row outlines the lack of performance measurement for FSMI benefits on FSP. **Analysis: Section 4.2.3**	• None measured to date	• None measured to date	• None measured to date	• None measured to date	• None measured to date	• None measured to date	• None measured to date

Table 7: Performance							
Description	**Improved Food Inspection Model (IFIM)**	**Electronic Service Delivery Platform (ESDP)**	**Recruitment & Training**	**Information Management & Information Technology (IM/IT)**	**Developing a Laboratory Network Strategy (CFSIN)[10]**	**Modernizing Equipment & Laboratories (MEL)**	**Enhanced Laboratory Response Capacity (ELRC)**
Expected Influence on FSP – This row outlines the forecasted benefits of FSMI projects on the FSP. **Analysis: Section 4.2.3**	• Consistent and efficient approach to inspection across all commodities – single food inspection system • Strengthened food safety system	• Consistent and efficient approach to inspection across all commodities • Integrated and improved industry access to CFIA services • Facilitated pre-clearance decisions and improved market access • Strengthened food safety system	• Consistent and efficient approach to inspection across all commodities – single food inspection system • Strengthened food safety system	• Improved Agency-wide data collection and management • Consistent CFIA program delivery • Strengthened food safety system	• Improved detection and response • Integrated and improved information sharing network • Strengthened food safety system	• Improved detection and response • Strengthened food safety system	• Improved detection and response • Strengthened food safety system
Need beyond the FSMI – This row provides evidence of on-going and long-term FSMI project goals. **Analysis: Section 4.2.3**	• Expansion beyond the food program	• Expansion beyond the food program • Integration of other functionality – Agency-wide	• Continued recruitment and training development • Continued culture development • Integration of CFIA training and recruitment needs with national educational programming	• Ongoing IM/IT development	• Expansion beyond the food program	• Expansion beyond the food program	• Expansion beyond the food program

4.2.2 Efficiency and economy

4.2.2.1 Economy

Financial data collected during the evaluation supports the evidence of delays in initial project implementation, as expenditure figures are below end of year/adjusted budgets during the early fiscal years of the FSMI.

The evaluation also found funding for most FSMI projects is anticipated to be spent within the five-year project timeframe ending fiscal year 2015-16; remaining funding has been extended until fiscal year 2017-18.

Table 8 (below) provides information on budgets and expenditures, by project, for the four initially planned years of the FSMI and forecasts subsequent years. The figures include:

- ***Initial funding allocation*** – the initial amount of funding allocated to a project.
- ***Actual budget*** – total funding allocated to each project, which takes into account the transfers of responsibilities and funding (reductions) to Shared Services Canada (SSC), Treasury Board approved funding profile changes (re-profiles), and the allocation (addition) of prior year funding lapses carried forward through an established Department of Finance and TB mechanism.
- ***Expenditures –*** total actual resources utilized by the projects**.**
- ***Less authorities carried forward to the next fiscal year*** – includes budget reallocations as a result of CFIA decisions to carry forward funding from a previous year's variance into the current year, through an established Department of Finance and TB mechanism.
- ***Variance*** – unspent resources for a project in a given fiscal year. The difference between the amount planned and the amount actually spent for a given project of program in a given year. Calculated by subtracting expenditures for a given year from the actual budget in the same year. (Actual Budget less Expenditures)

The reinvestment of specific lapsed (the amount the variance captures) initiative funding back into the initiative is an Agency decision, not a TB requirement. These funds are pooled with other Agency variances and carried forward into subsequent years based on annual CFIA priorities and senior management decision making.

It is important to note FSMI allocations provided by TB were not considered fenced funding. The Agency independently decided to fence all funds associated with the FSMI, in order to track expenditures over time and ensure those funds remained within the initiative. Decisions to reallocate funding are made through the CFIA's governance structure. Since the Agency elected to track all FSMI funding, the overall level of funding for the initiative remained largely unchanged, despite changes to individual project allocations. The ESDP project, however, was

tracked slightly differently, as it fit the federal government's requirements for tracking under the ePMF[12] structure.

Table 8 demonstrates funding allocations for the FSMI. This information supports the analysis presented in Section 4.2.2.

Table 8: FSMI Funding Allocations – Overall Snapshot						
I.	II.	III.	IV.	V.	VI.	
Fiscal Years	Project	Initial Funding Allocation	Actual Budget	Expenditures	Variance	
2011-2012 to 2014-2015	IFIM	$13,653,537	$18,099,031	$18,509,330	($410,299)	(2.3%)
	ESDP (FIMS)	$34,946,463	$16,969,065	$10,431,681	$6,537,384	38.5%
	Recruitment & Training	$13,000,000	$13,202,666	$6,233,591	$6,969,075	52.8%
	IM/IT	$12,700,000	$10,444,438	$8,409,507	$2,034,931	19.5%
	FSIN	$2,500,000	$2,907,200	$2,235,669	$671,531	23.1%
	MEL	$6,500,000	$7,112,000	$3,378,427	$3,733,573	52.5%
	ELRC	$4,100,000	$4,100,000	$3,921,551	$178,449	4.4%
Initial 4 Year Sub-total		**$87,400,000**	**$72,834,400**	**$53,119,756**	**$19,714,644**	**27.1%**
Less Authorities Carried Forward to next Fiscal year			**($16,647,499)**			
Actual 4 Year Sub-total			**$56,186,901**	**$53,119,756**	**$3,067,145**	**5.5%**
Variance is calculated by subtracting expenditures for a given year from the actual budget in the same year.						
2015-2016	IFIM	$2,558,000	$2,558,000			
	ESDP (FIMS)	$8,542,000	$9,385,815			
	Recruitment & Training	$4,900,000	$4,900,000			
	IM/IT	$4,100,000	$3,954,541			
	FSIN	$0	$0			
	MEL	$5,400,000	$8,643,400			
	ELRC	$1,300,000	$1,300,000			
2015-16 Total		**$26,800,000**	**$30,741,756**	**TBD**	**TBD**	**TBD**
Funding transferred to SSC responsibility		$0	$3,187,409			
Reprofiled to 2016-2017	ESDP + FIMS	$0	$21,377,743			
	IM/IT	$0	($37,172)			
Reprofiled to 2017-2018	ESDP + FIMS	$0	$2,743,363			
	IM/IT	$0	($29,016)			
TOTAL INITIATIVE		**$114,200,000**	**$114,170,984**	**TBD**	**TBD**	**TBD**
Source: Corporate Management Branch, CFIA						

Table 8 shows most FSMI projects are expected to spend their adjusted funding during the five-year period; however, some notable exceptions exist.

[12] ePMF – Enterprise Project Management Framework. ESDP as well as Modernizing Equipment and Laboratories and Enhanced Laboratory Response Capacity are recognized projects that require them to be tracked with the Agency's ePMF Framework.

Recruitment and Training, for example, had a total spending variance of 52.8 per cent during fiscal years 2011-12 through 2014-15. This is a result of an early end to the planned refresher programming, along with an interruption to the planned recruitment and training activities due to delays in the implementation of IFIM. That project is currently implementing Wave 1 of a multi-wave roll out, and training needs to be aligned with the final operational model. At the moment, it does not appear that much of the variance in funding for Recruitment and Training will be reallocated to future years of the project; however, it will remain within the FSMI.

Another project with significant variances (38.5 per cent) over the initial four years was ESDP (FIMS). The merger of ESDP and FIMS in 2013 may have contributed to this. Delays in ESDP implementation have also resulted in a significant portion of its budget being re-profiled into later fiscal years through 2017-18. These re-profiled amounts are currently forecasted to be spent within that timeframe.

The IM/IT variance of 19.5 per cent is forecasted to be spent in the fifth year of the FSMI. In addition, reallocations from the IM/IT project took place as certain IM/IT functions were consolidated under Shared Services Canada (SSC), as a change in government structured responsibilities occurred during the FSMI period.

The development of a laboratory network strategy – although initially planned to be completed in three years – had an overall variance of 23.1 per cent for the four-year period. The funds have been reinvested in the project for fiscal year 2015-16.

Finally, there was about $3 million in variances (52.5 per cent) associated with the modernizing laboratories and equipment project during the initial four years of FSMI. However, much of this funding is forecasted to be reallocated to the project for the 2015-16 fiscal year.

In summary, changes in the funding allocations for the FSMI, from 2011-12 to 2014-15, came through either re-profiling or carry forward of funding based on senior management decisions. While the overall variance shown in Table 8, Column VI, indicates 27.1 per cent of FSMI funds were not spent, it does not take into account this funding that was authorized to be carried forward to the next fiscal year. When you consider the authorized carried forward amount of $16,647,499 (Column IV), the overall variance is reduced to 5.5 per cent. If the funds forecasted fiscal year 2015-16 are spent as planned, close to 95 per cent of the budgeted FSMI funds will have been spent.

Considering re-profiled amounts that were pushed out to fiscal years 2016-17 and 2017-18, along with funding transferred to SSC, it is possible to forecast the $114.2 million initially allocated for the five-year FSMI project will be spent.

4.2.2.2 Efficiency

The evaluation found it difficult to establish efficiency for FSMI project expenditures. However, the fact that most projects were either implemented or are scheduled to be completed as planned without significant overages provides reasonable evidence of efficiency.

It is difficult to establish efficiency of project expenditures under FSMI due to lack of a similar, fully-costed and implemented alternative to each of the projects. Even projects that examined very close alternatives at their early stages – such the laboratory modernization and equipment renovation projects – involved estimates for planning purposes, rather than implemented alternatives. Other projects, like the IM/IT and ESDP projects, looked at established best practices, similar past work and alternative strategies prior to implementation.

4.2.3 Outcomes

The evaluation found that while measures were in place to track the immediate outcomes of FSMI projects data, outcomes have largely not been collected as many of the projects are at too early a stage to expect outcomes to be realized.

The evaluation was also unable to find evidence of a clear plan to track the initiative's effects on Agency programming in the future indicating a lack of performance measurement in place for measuring the outcomes of FSMI on the FSP and the overall Agency.

When examining the FSMI logic model, immediate outcomes relate more directly to individual projects. However, the ultimate intent of all FSMI projects is to enhance the FSP and ultimately to strengthen the food safety system.

With the exception of the Recruitment and Training project, the evaluation was unable to find evidence of measured outcomes for the projects examined. In the case of recruitment and training, concerted efforts were taken to demonstrate core and refresher training among inspectors, along with the acquisition of skills, resulted in successful inspection work. Evidence also suggests that more such tracking is planned for the future.

The lack of a performance measurement strategy is particularly problematic, given many of the Agency's current FSP performance measures relate to stakeholder compliance with program requirements. Without additional information, these will be insufficient to assess the impact of the FSMI on the FSP and broader Agency programming.

For example, compliance measures used to track program requirements under the previous inspection model are different from compliance measures tracking program requirements under the new inspection model. Since these two forms of measuring compliance are different, it will not be possible to compare them in order to determine which form of compliance measurement is more effective or efficient. The reality is, compliance measurement is being modernized to align with the new audit-based inspection approach that is risk-based and designed to enhance the Agency's inspection system.

The Agency's plan to use a risk-based approach to determine inspection activities will further complicate the use of compliance measures as a tool for understanding improvements in food-related risks to the Canadian public. Under this model, appropriate targeting of resources to high-risk producers and industries will likely be associated with identifying higher levels of non-compliance. This does not necessarily reflect a systematic increase in food safety risk.

Both of these complications suggest more direct measures of food safety risks and other aspects of CFIA program performance will be necessary to determine FSMI effectiveness and efficiency.

The need for better performance measurement becomes even more acute when examining the need for each FSMI project outside the context of the initiative itself. As Table 7 notes, there are clear plans to build on all of the FSMI projects to support change beyond the FSP. In all likelihood, this will require not only concerted effort on the part of the Agency, but substantial additional funding. Without the means to establish the effectiveness of past change initiatives such as the FSMI, accessing future funding could become difficult.

5.0 Conclusions

Overall, there is support for the relevance of the FSP, as well as the need for the FSMI to modernize the way the program protects Canadians from food safety risks. FSMI projects are also in line with recommendations from the Weatherill report, federal priorities, and the Government of Canada's Blueprint 2020 vision for government-wide modernization.

This evaluation found individual projects under the FSMI were well designed to meet established program needs and objectives. Despite some delays, the performance of the FSMI is upheld by the evidence that individual projects are on track to be completed with only minor setbacks.

These projects represent the beginning of long-term change activities at the Agency; therefore, ongoing efforts will be required to fully realize their intended benefits on CFIA programs, including the FSP. Without this, the effectiveness of these investments could be undermined.

Perhaps more importantly, there is a lack of a performance measurement approach for FSMI projects and their impacts on the FSP, as well as broader Agency programming. This could pose challenges in establishing the effectiveness of FSMI investments and, therefore, justifying future investments in Agency change initiatives.

5.1 Recommendations

Recommendation 1:

The Agency should establish an internal and external communication process to share ongoing information about the FSMI projects and their benefits to those involved.

Recommendation 2:

The Agency should develop and implement a performance measurement strategy to track how FSMI projects are affecting the Food Safety Program. The strategy should include:

- Indicators directly linked to overall Food Safety Program outcomes
- Indicators to measure the effects of FSMI investments on program efficiency

Relevance: Need, Alignment with Government Priorities, and Alignment with Federal Roles and Responsibilities

Overall, the evaluation found the FSMI to be relevant and necessary for modernizing the FSP. Furthermore, FSMI projects are in line with the recommendations from the Weatherill report, federal priorities, and the Government of Canada's Blueprint 2020 vision. The evaluation found all FSMI projects were well designed to meet established program needs and objectives.

These projects represent the beginning of long-term change activities at the Agency; therefore, ongoing efforts will be required to fully realize their intended benefits on CFIA programs. Without this, there is a risk the effectiveness of the initiative's investments will be undermined. Ensuring appropriate levels of effort rests in part on maintaining CFIA staff and external stakeholder buy-in for change.

The following recommendation is meant to establish a culture of change and support Agency program improvements.

Recommendation 1:

The Agency should establish and monitor an internal and external communication process to share ongoing information about the FSMI projects and their benefits to those involved.

Performance: Achievement of Outcomes, and Demonstration of Efficiency and Economy

Despite some implementation delays, FSMI performance is supported by the fact individual projects are on track to be completed with minor setbacks.

Of particular concern, the evaluation demonstrates there is a lack of an established and effective means of measuring the influence of FSMI projects and their impacts on the FSP, as well as broader Agency programming. Without an established and effective means for measurement,

there is a challenge in establishing the effectiveness of FSMI investments and, therefore, justifying future investments in Agency change initiatives.

The following recommendation is meant to establish the basis for measuring the effectiveness and efficiency of change initiatives affecting the FSP.

Recommendation 2:

The Agency should develop and implement a performance measurement strategy to track how FSMI projects are affecting the Food Safety Program. The strategy should include:

- Indicators directly linked to overall Food Safety Program outcomes
- Indicators to measure the effects of FSMI investments on program efficiency

Appendix A – References

References (cited in final report)

CFIA. (2013). Blueprint 2020: Building tomorrow's CFIA together: Getting started - getting your ideas.

CFIA. (2014a). Canadian Food Inspection Agency 2014-15 Report on Plans and Priorities.

CFIA. (2014b). Canadian Food Inspection Agency Food Program Framework.

CFIA, & SFCA. (2012). Safe Food for Canadians Act. Retrieved February 12, 2016, from http://www.inspection.gc.ca/about-the-cfia/acts-and-regulations/regulatory-initiatives/sfca/eng/1338796071420/1338796152395

Crawford, J. (2015). Strengthening Canada's Food Safety System - CASA 99th Annual Educational & Training Seminar April 20-13, 2015.

Government of Canada. (2011). The Next Phase of Canada's Economic Action Plan: A Low-Tax Plan for Jobs and Growth. Retrieved November 17, 2015, from http://www.budget.gc.ca/2011/plan/Budget2011-eng.pdf

Government of Canada. (2013a). 2012-2013 Departmental Performance Report. Retrieved August 10, 2015, from http://www.inspection.gc.ca/about-the-cfia/accountability/reports-to-parliament/2012-2013-dpr/eng/1377176926809/1377177134114?chap=3;%202013-14%20DPR%20:%20http://www.inspection.gc.ca/about-the-cfia/accountability/reports-to-parliament/2013-2014-dpr/eng/1409769354767/1409769355486?chap=4#s7c4

Government of Canada. (2013b). Section II - 2011-2012 Departmental Performance Report. Retrieved August 10, 2015, from http://www.inspection.gc.ca/about-the-cfia/accountability/reports-to-parliament/2011-2012-dpr/eng/1348777953917/1348778053447?chap=4

Government of Canada. (2014). 2013-2014 Departmental Performance Report. Retrieved August 10, 2015, from http://www.inspection.gc.ca/about-the-cfia/accountability/reports-to-parliament/2013-2014-dpr/eng/1409769354767/1409769355486?chap=3#s5c3

Government of Canada. (2016). 2014-2015 Departmental Performance Report. Retrieved February 3, 2016, from http://www.inspection.gc.ca/about-the-cfia/accountability/reports-to-parliament/2014-2015-dpr/eng/1442253072937/1442253073921?chap=2

References (to inform findings)

Available upon request

Appendix B – Evaluation Matrix

Evaluation of the CFIA's FSP-PART 1 Evaluation Matrix									
Evaluation Issues/Questions	**Indicators**	**FSP**	**FSMI**	**Data collection**					
				Survey	**Interviews**	**Site visits**	**Data review/ cost analysis**	**Literature review**	**Document review**
Issue #1: Continued Need for the Foods Safety Program (FSP) and Food Safety Modernization Initiative (FSMI)									
1. What demonstrated need(s) do the FSP and FSMI address?	a) Identified needs for modernizing FSP	x	x		x	x	x	x	x
	b) Identified needs for food safety in Canada	x					x	x	x
2. What evidence suggests that the FSP and FSMI will address demonstrated need(s)?	c) Examples of the effectiveness of programming similar to that offered under FSP	x						x	x
	d) Examples of the effectiveness of initiatives similar to FSMI		x					x	x
	e) Anticipated impact of FSMI on FSP in whole or in part	x	x	x	x			x	x

Evaluation of the CFIA's FSP-PART 1 Evaluation Matrix									
Evaluation Issues/Questions	**Indicators**	**FSP**	**FSMI**	**Data collection**					
				Survey	**Interviews**	**Site visits**	**Data review/ cost analysis**	**Literature review**	**Document review**
3. Are there plausible alternatives, in whole or in part, to the sub-initiatives under the FSMI?	f) Alternatives to the FSMI sub-initiatives to address need for modernizing FSP, namely, alternatives to the: • Laboratory network strategy • Modernization of equipment and laboratories • Enhanced laboratory response capacity • Electronic service delivery platform • New food inspection model • Recruitment and training of inspectors • IM/IT development		x		x			x	x
Issue #2: Alignment with Government Priorities/data									
4. Does the FSP, as currently delivered, support the CFIA's strategic outcome? Is this support for the strategic outcome expected to change as a result of the FSMI, and if so, how?	g) Demonstrated linkages between the Agency's strategic outcome and the FSP's design	x			x			x	x
	h) Whether or not FSP's support for the strategic outcome is expected to change as a result of the FSMI	x	x	x	x			x	x
5. Other than the CFIA's strategic outcome, to which federal priorities does the FSP contribute? Is this contribution expected to change as a result of the FSMI, and if so, how?	i) Identified other federal priorities considered in the FSP design	x		x	x			x	x
	j) Whether or not contribution(s) of FSP to other federal priorities will change as a result of the FSMI	x	x	x	x				x

Evaluation of the CFIA's FSP-PART 1 Evaluation Matrix									
Evaluation Issues/Questions	**Indicators**	**FSP**	**FSMI**	**Data collection**					
				Survey	**Interviews**	**Site visits**	**Data review/ cost analysis**	**Literature review**	**Document review**
Issue #3: Alignment with Federal Roles and Responsibilities									
6. Are the food safety roles and responsibilities of the CFIA clear and communicated?	k) Nature and means of communication regarding the current and future Agency role and responsibilities under the FSP	x			x		x		x
7. Are FSP activities within the scope of CFIA's responsibilities for food safety? What changes, if any, are expected as a result of the FSMI?	l) Itemization of activities assessed against Agency responsibilities for food safety	x					x		x
	m) Perceptions of program design and delivery	x	x	x	x				
	n) FSP activities expected to change as a result of the FSMI	x	x	x	x				x
Issue #4: Delivery of FSMI Expected Outputs									
8. Were the designs of the FSMI sub-initiatives based on evidence of success/good practices?	o) The FSMI sub-initiatives are grounded in theory and/or good practices, including the: • Laboratory network strategy • Modernization of equipment and laboratories • Enhanced laboratory response capacity • Electronic service delivery platform • New food inspection model • Recruitment and training of inspectors • IM/IT development		x		x			x	x
9. What challenges and emerging issues affected the implementation of the FSMI sub-initiatives, and how have these been addressed?	p) Challenges or issues that affected the implementation of the FSMI sub-initiatives, including the: • Laboratory network strategy • Modernization of equipment and laboratories		x		x				x

Evaluation of the CFIA's FSP-PART 1 Evaluation Matrix									
Evaluation Issues/Questions	**Indicators**	**FSP**	**FSMI**	**Data collection**					
				Survey	**Interviews**	**Site visits**	**Data review/ cost analysis**	**Literature review**	**Document review**
	• Enhanced laboratory response capacity • Electronic service delivery platform • New food inspection model • Recruitment and training of inspectors • IM/IT development								
10. Were the outputs of the FSMI sub-initiatives delivered as planned?	q) Outputs of the FSMI sub-initiatives delivered as planned, including those related to: • Laboratory network strategy • Modernization of equipment and laboratories • Enhanced laboratory response capacity • Electronic service delivery platform • New food inspection model • Recruitment and training of inspectors • IM/IT development		x		x		x		x
Issue #5: Achievement of FSMI Expected Outcomes									

Evaluation of the CFIA's FSP-PART 1 Evaluation Matrix									
Evaluation Issues/Questions	**Indicators**	**FSP**	**FSMI**	**Data collection**					
				Survey	**Interviews**	**Site visits**	**Data review/ cost analysis**	**Literature review**	**Document review**
11. To what extent is there consistency in inspector recruitment and training?	r) Existence and use of a standardized approach to inspector recruitment and training for new and existing inspectors across regions • common tools and materials (e.g. manuals) • common/routine processes • common structure /uniform schedule/plan (frequency and regularity of training and recruitment, including continuous training) • coverage (e.g., proportion of inspectors who receive mandatory training) • Common approach to delivery		x	x	x		x	x	x

Evaluation of the CFIA's FSP-PART 1 Evaluation Matrix									
Evaluation Issues/Questions	**Indicators**	**FSP**	**FSMI**	**Data collection**					
				Survey	**Interviews**	**Site visits**	**Data review/ cost analysis**	**Literature review**	**Document review**
12. How has the approach to recruitment and training affected the composition of the CFIA workforce?	s) Proportion of inspectors who possess skills and knowledge aligned with the requirements of the new inspection model • Knowledge of new industry practices • Approach to maintain level of enhanced skills		x	x	x				x
	t) Proportion of science personnel possess skills/knowledge related to new science equipment and technology • new sampling methods/aligned with enhanced science capacity		x	x	x				x
	u) Proportion of inspectors who possess skills and knowledge to apply the new technological advancements: • Use of IM/IT tools (e.g. hardware and software; i.e., wireless technologies)	x	x	x	x				x
	v) Planned vs. actual staff complement		x				x		x
	w) Agency vs. inspectors' confidence levels in inspector capacity and targets over time		x	x	x				x

Evaluation of the CFIA's FSP-PART 1 Evaluation Matrix									
Evaluation Issues/Questions	**Indicators**	**FSP**	**FSMI**	**Data collection**					
				Survey	**Interviews**	**Site visits**	**Data review/ cost analysis**	**Literature review**	**Document review**
13. Has the FSMI led to, or will the FSMI lead to: • Improved sharing of laboratory information; • Improved laboratory efficiencies; • Improved exchange of information between the CFIA, industry, and foreign authorities; • Inspectors being able to implement the new food safety inspection model; • Inspectors being able to access CFIA networks remotely; and • Effective Inspector use of new IT tools (new capital and equipment)?	x) Ongoing development of laboratory information sharing relative to pre-FSMI period	x	x	x					x
	y) Progress to date in increasing efficiency of laboratory services and increasing laboratory capabilities	x	x	x					x
	z) Progress in information exchange between CFIA, industry, and foreign authorities	x	x	x					x
	aa) Implementation of the new food safety inspection model	x	x	x					x
	bb) Progress toward gaining remote access to CFIA networks	x	x	x					x
	cc) IT tools implemented and used by Inspectors	x	x	x					x

Evaluation of the CFIA's FSP-PART 1 Evaluation Matrix									
Evaluation Issues/Questions	**Indicators**	**FSP**	**FSMI**	**Data collection**					
				Survey	**Interviews**	**Site visits**	**Data review/ cost analysis**	**Literature review**	**Document review**
14. Will the FSMI improve the FSP, and if so, how? In particular, will it: • Improve the FSP's detection and response to outbreaks; • Improve industry's access to CFIA services; • Facilitate pre-clearance decisions for market access; and • Allow for a consistent and efficient approach to the Agency's new inspection model?	dd) Progress in improving laboratory services and capacity to respond to emergencies	x	x		x				x
	ee) Expected industry use of CFIA services related to food safety	x	x		x				x
	ff) Expected increases pre-clearance decisions	x	x		x				x
	gg) Progress toward a consistent application of the new food safety inspection approach and improved efficiency of food safety inspection	x	x		x				x
15. What factors have, or are expected to, influence FSMI success?	hh) Perceptions of the impact of internal and external factors on sub-initiative success		x	x	x			x	x

Evaluation of the CFIA's FSP-PART 1 Evaluation Matrix									
Evaluation Issues/Questions	**Indicators**	**FSP**	**FSMI**	**Data collection**					
				Survey	**Interviews**	**Site visits**	**Data review/ cost analysis**	**Literature review**	**Document review**
16. Is FSMI performance monitored on an ongoing basis? Has performance information been used to support decision-making regarding the FSMI sub-initiatives?	ii) Availability, reliability, and usability of performance information		x	x	x		x		x
	jj) Use of performance information to support decision-making		x		x				x
17. What are the costs of delivering FSMI? What are these costs relative to sub-initiative outputs and outcomes?	kk) Costs of Initiative-related outputs		x				x	x	x
18. Were FSMI resources expended as planned?	ll) Planned-to-actual resource use / spending (budget vs. expenditures) for FSMI and explanation of variance		x		x		x		x
19. How are the FSMI sub-initiatives expected to affect the efficiency of the FSP?	mm) Anticipated sub-initiative impacts on the efficiency of the FSP	x		x	x		x	x	x
	nn) Planned-to-actual resource use / spending for FSP and explanation of variance	x			x		x		x

Appendix C – CFIA Internal Reallocation

Table 9 presents the distribution of the internal reallocations within the FSMI in each of the fiscal years 2011–2012 through 2015–2016.

Table 9: CFIA Internal Funding Reallocations to FSMI (millions)						
Activity	**2011–2012**	**2012–2013**	**2013–2014**	**2014–2015**	**2015–2016**	**Total**
Reclassification loan efficiencies	-	$5.00	$5.00	$5.00	$500	$20.00
Rent efficiencies	-	-	$1.77	$1.77	$1.77	$5.33
Headquarters fit up efficiencies	-	-	-	-	$1.60	$1.60
Internal administrative audit efficiencies	-	-	$3.25	$3.25	$6.60	$13.10
Total	-	$5.00	$10.00	$10.00	$15.00	$40.00

- In the 2008–2009 fiscal year, the Agency identified annual efficiencies in order to repay a $20 million loan from the management reserve. This loan was initially provided to pay for retroactive payments associated with a reclassification of inspector positions. Following the repayment of this loan, the efficiencies were maintained and the associated resources for the 2012–2013 through 2015–2016 fiscal years were relocated to the FSMI.

- In the 2009–2010 fiscal year, the Agency faced $5.3 million in additional rent requirements from Public Works and Government Services Canada (PWGSC). Again, the Agency identified internal efficiencies in order to repay this rental requirement over the subsequent years. The reduction in rental costs that produces these efficiencies was maintained, allowing for reallocations towards FSMI in fiscal years 2013–2014 through 2015–2016.

- In the 2010–2011 fiscal year the CFIA was required to identify efficiencies from 1.6million annual payment on a $8.1 million loan for the fix-up of its Ottawa headquarters location. The final payment on this loan was to be paid in the 2014–2015 fiscal year, allowing for reallocation towards FSMI in the 2015–2016 fiscal year.

- An internal administrative audit identified a variety of efficiencies within the Agency, resulting in $13.1 million of resource reallocation towards FSMI. These reallocations took place in fiscal years 2013–2014 through 2015–2016.

Appendix D – Interview Guides

Key Informant Interview Guide
Evaluation of the Food Safety Program (FSP)-Part One

Food Safety Modernization Initiative – Overall

The Canadian Food Inspection Agency's (CFIA) Audit and Evaluation Branch (AEB), with the assistance of PRA Inc., is currently conducting a number of interviews in support of its *Evaluation of the Food Safety Program (FSP) - Part 1*. The evaluation focuses on seven of the eight projects, or sub-initiatives, developed as part of the Food Safety Modernization Initiative (FSMI). These include:

- The Improved Food Inspection Model;
- The Electronic Services Delivery Platform (ESDP);
- The Recruitment and Training of Inspectors;
- Developing a Laboratory Network Strategy;
- Modernizing Equipment and Laboratories;
- Enhancing Laboratory Response Capacity; and
- Increased Efficiency through Improved Information Management/Information Technology (IM/IT).

Since you have been involved directly or indirectly with one or more of these projects/ sub-initiatives, we are asking you to participate in one of these one-hour interviews. We hope that your familiarity and close connection to the projects/sub-initiatives will allow you to provide us with valuable information for the evaluation.

With that in mind, the evaluation is examining six main issues related to FSP and FSMI. These include:

- the continued need for FSP and FSMI;
- their alignment with government priorities;
- their alignment with federal roles and responsibilities;
- the delivery of FSMI related outputs;
- their achievement of objectives/outcomes; and
- the demonstration of efficiency and economy.

These issues relate to FSMI and FSP generally, and we would like you to reflect on them from a higher level or Agency strategic perspective when answering the questions on the subsequent pages of this interview guide.

It is important to note that your participation in this interview is completely voluntary, and you can choose not participate at any time. In addition, if there are specific questions that you would prefer not to answer or that you feel you do not have the information to address, please let us know and we will continue on to the next question. Responses provided will be administered in accordance with the Privacy Act and other applicable privacy laws. In addition, all reporting will be written to provide aggregate results only, and no comments will be linked back to you, individually.

Introduction

1. Could you please introduce yourself and briefly describe the work you do at the CFIA?

    a. Please briefly describe your involvement with FSMI and FSP.

Need for Programming

2. From your perspective, what needs does/will FSMI address?

3. What aspect of Food Safety Modernization or Agency Transformation specifically, does FSMI address? Could you please explain how it is intended to do so?

Alignment with Government Priorities

4. From your perspective, will the implementation of FSMI affect the way that FSP supports the Agency's strategic outcome (A safe and accessible food supply)?

5. Did/will the implementation of FSMI affect the way in which the Agency is able to support other government priorities?

Alignment with Federal Roles and Responsibilities

6. Has/will the implementation of FSMI affect the roles and responsibilities of the CFIA in any way? If so, what changes do you anticipate?

7. Has/will FSMI change(d) the scope of the CFIA's work or its involvement with other federal departments?

8. Have/will the changes discussed in the last two questions, if any, been communicated broadly throughout the Agency and to relevant external stakeholders?

Outputs and Outcomes

9. Thinking about FSMI, have there been challenges to implementation and if so, what were they? What has been the impact (positive or negative)?

10. Are there key dependencies that have/had to take place for FSMI to be a success? Please elaborate.

11. Were there any unexpected benefits from the implementation of FSMI?

12. Considering the expected outcomes of FSMI, have any been realized? Do you anticipate others to be realized in the future?

13. Please describe the performance monitoring and reporting approach for FSMI. How is it used to support the implementation of the initiative? Would you continue with this approach in the future? Why or why not?

Efficiency and Economy

14. What have been the implications of any deviation(s) from planned spending that took place during the implementation of FSMI?

15. Thinking about the FSP, in what way(s) has/will FSMI affect(ed) the efficiency of the program?

Conclusion

16. Are there any other points regarding FSMI that you would like to discuss and that would be relevant to the evaluation work currently underway?

17. In addition, are there documents that could help the evaluation team better understand the points we discussed today?

Thank you.

Key Informant Interview Guide
Evaluation of the Food Safety Program (FSP)-Part One

Improved Food Inspection Model

The Canadian Food Inspection Agency's (CFIA) Audit and Evaluation Branch (AEB), with the assistance of PRA Inc., is currently conducting a number of interviews in support of its *Evaluation of the Food Safety Program (FSP) - Part 1*. The evaluation focuses on seven of the eight projects, or sub-initiatives, developed as part of the Food Safety Modernization Initiative (FSMI). These include:

- The Improved Food Inspection Model;
- The Electronic Services Delivery Platform (ESDP);
- The Recruitment and Training of Inspectors;
- Developing a Laboratory Network Strategy;
- Modernizing Equipment and Laboratories;
- Enhancing Laboratory Response Capacity; and
- Increased Efficiency through Improved Information Management/Information Technology (IM/IT).

Since you have been involved with the Improved Food Inspection Model, we are asking you to participate in one of these one-hour interviews. We hope that your familiarity and close connection to the project/sub-initiative will allow you to provide us with valuable information for the evaluation.

With that in mind, the evaluation is examining six main issues related to FSP and FSMI. These include:

- the continued need for FSP and FSMI;
- their alignment with government priorities;
- their alignment with federal roles and responsibilities;
- the delivery of FSMI related outputs;
- their achievement of objectives/outcomes; and
- the demonstration of efficiency and economy.

Although these issues relate to FSMI and FSP generally, we would like you to reflect on the Improved Food Inspection Model specifically when answering the questions on the subsequent pages of this interview guide. When the term "your project" is used, please take this to mean the Improved Food Inspection Model.

It is important to note that your participation in this interview is completely voluntary, and you can choose not participate at any time. In addition, if there are specific questions that you would prefer not to answer or that you feel you do not have the information to address, please let us know and we will continue on to the next question. Responses provided will be administered in accordance with the Privacy Act and other applicable privacy laws. In addition, all reporting will be written to provide aggregate results only, and no comments will be linked back to you, individually.

Introduction

1. Could you please introduce yourself and briefly describe the work you do at the CFIA? Although we may have reviewed this in an earlier discussion, for the purposes of this interview, could you briefly describe your involvement with your project?

Need for Programming

2. From your perspective, what needs does/will your project address?

3. What aspect of Food Safety Modernization or Agency Transformation specifically does/will your project address? Could you please explain how it is intended to do so?

4. Was your project based on another similar and/or successful initiative undertaken in another jurisdiction? If so, can you provide some detail about this initiative?

5. When your project was first being developed, were there alternative approaches to its implementation that were examined? If so, why were they rejected in favour of the current project approach?

Alignment with Government Priorities

6. From your perspective, did/will the implementation of your project affect the way that the Food Safety Program supports the Agency's strategic outcome (A safe and accessible food supply)?

7. Did/will the implementation of your project affect the way in which the Agency is able to support other government priorities?

Alignment with Federal Roles and Responsibilities

8. Has/will the implementation of your project affect the roles and responsibilities of the CFIA in any way? If so, how?

9. Has/will your project affect the scope of the CFIA's work or its involvement with other federal departments?

10. Have/will the changes discussed in the last two questions, if any, been communicated broadly throughout the Agency and to relevant external stakeholders?

Outputs and Outcomes

11. What theory or evidence informed the development of your project? For example, have there been studies that would suggest that implementation of your project as designed will produce anticipated outputs and outcomes?

12. Have there been challenges to the implementation of your project, and if so, what were they? What has been the impact (positive or negative)?

13. Are there key dependencies that had/ will have to take place for your project to be a success? Please elaborate.

14. Were there any unexpected benefits from the implementation of your project?

15. To date, the data collected as part of the evaluation has pointed to your project's realization of many anticipated outputs and outcomes. Would you like to offer some additional comments on the achievement of any the following?

    - Completion of the main activities identified for your project
    - implementation of a new inspection model;
    - improved inspection efficiency; and
    - a consistent application of inspections throughout the Agency's business lines;

16. Please describe the performance monitoring and reporting approach for your project. How is it used to support the continued development and implementation of your project over time? Would you continue with this approach in the future? Why or why not?

Efficiency and Economy

17. What have been the implications of any deviation(s) from planned spending that took place during the implementation of your project?
18. Thinking about the FSP, in what way has/will your project affect(ed) the efficiency of the program?

Conclusion

19. Are there any other points regarding your project that you would like to discuss and that would be relevant to the evaluation work currently underway?

20. In addition, are there documents that could help the evaluation team better understand the points we discussed today?

Thank you.

Key Informant Interview Guide
Evaluation of the Food Safety Program (FSP)-Part One

Electronic Service Delivery Platform

The Canadian Food Inspection Agency's (CFIA) Audit and Evaluation Branch (AEB), with the assistance of PRA Inc., is currently conducting a number of interviews in support of its *Evaluation of the Food Safety Program (FSP) - Part 1*. The evaluation focuses on seven of the eight projects, or sub-initiatives, developed as part of the Food Safety Modernization Initiative (FSMI). These include:

- The Improved Food Inspection Model;
- The Electronic Services Delivery Platform (ESDP);
- The Recruitment and Training of Inspectors;
- Developing a Laboratory Network Strategy;
- Modernizing Equipment and Laboratories;
- Enhancing Laboratory Response Capacity; and
- Increased Efficiency through Improved Information Management/Information Technology (IM/IT).

Since you have been involved with the ESDP, we are asking you to participate in one of these one-hour interviews. We hope that your familiarity and close connection to the project/sub-initiative will allow you to provide us with valuable information for the evaluation.

With that in mind, the evaluation is examining six main issues related to FSP and FSMI. These include:

- the continued need for FSP and FSMI;
- their alignment with government priorities;
- their alignment with federal roles and responsibilities;
- the delivery of FSMI related outputs;
- their achievement of objectives/outcomes; and
- the demonstration of efficiency and economy.

Although these issues relate to FSMI and FSP generally, we would like you to reflect on the ESDP specifically when answering the questions on the subsequent pages of this interview guide. When the term "your project" is used, please take this to mean the ESDP.

It is important to note that your participation in this interview is completely voluntary, and you can choose not participate at any time. In addition, if there are specific questions that you would prefer not to answer or that you feel you do not have the information to address, please let us know and we will continue on to the next question. Responses provided will be administered in accordance with the Privacy Act and other applicable privacy laws. In addition, all reporting will be written to provide aggregate results only, and no comments will be linked back to you, individually.

Introduction

1. Could you please introduce yourself and briefly describe the work you do at the CFIA? Although we may have reviewed this in an earlier discussion, for the purposes of this interview, could you briefly describe your involvement with your project?

Need for Programming

2. From your perspective, what needs does/will your project address.

3. What aspect of Food Safety Modernization or Agency Transformation specifically does/will your project address? Could you please explain how it is intended to do so?

4. Was your project based on another similar and/or successful initiative undertaken in another jurisdiction? If so, can you provide some detail about this initiative?

5. When your project was first being developed, were there alternative approaches to its implementation that were examined? If so, why were they rejected in favour of the current project approach?

Alignment with Government Priorities

6. From your perspective, did/will the implementation of your project affect the way that the Food Safety Program supports the Agency's strategic outcome (A safe and accessible food supply)?

7. Did/will the implementation of your project affect the way in which the Agency is able to support other government priorities?

Alignment with Federal Roles and Responsibilities

8. Has/will the implementation of your project affect the roles and responsibilities of the CFIA in any way? If so, what changes do you anticipate?

9. Has/will your project affect the scope of the CFIA's work or its involvement with other federal departments?

10. Have/will the changes discussed in the last two questions, if any, been communicated broadly throughout the Agency and to relevant external stakeholders?

Outputs and Outcomes

11. What theory or evidence informed the development of your project? For example, have there been studies that would suggest that implementation of your project as designed will produce anticipated outputs and outcomes?

12. Have there been challenges to the implementation of your project, and if so, what were they? What has been the impact (positive or negative)?

13. Are there key dependencies that had/will have to take place for your project to be a success? Please elaborate.

14. Were there any unexpected benefits from the implementation of your project?

15. To date, the data collected as part of the evaluation has pointed to your project's realization of many anticipated outputs and outcomes. Would you like to offer some additional comments on the achievement of the following:

    - Completion of the main activities identified for your project
    - improved information exchange between the CFIA and industry, and foreign authorities;
    - improved industry use of CFIA services; and
    - increased pre-clearance activities.

16. Please describe the performance monitoring approach to your project. How is it used to support the continued development and implementation of your project over time? Would you continue to use this approach in the future? Why or why not?

Efficiency and Economy

17. What have been the implications of any deviations(s) from planned spending that took place during the implementation of your project?

18. Thinking about the FSP, how has or is your project likely to affect the efficiency of the program?

Conclusion

19. Are there any other points regarding your project that you would like to discuss and that would be relevant to the evaluation work currently underway?

20. In addition, are there are other documents about your project that could help the evaluation team understand the points we discussed today?

Thank you.

Key Informant Interview Guide
Evaluation of the Food Safety Program (FSP)-Part One

Recruitment and Training of Inspectors

The Canadian Food Inspection Agency's (CFIA) Audit and Evaluation Branch (AEB), with the assistance of PRA Inc., is currently conducting a number of interviews in support of its *Evaluation of the Food Safety Program (FSP) - Part 1*. The evaluation focuses on seven of the eight projects, or sub-initiatives, developed as part of the Food Safety Modernization Initiative (FSMI). These include:

- The Improved Food Inspection Model;
- The Electronic Services Delivery Platform (ESDP);
- The Recruitment and Training of Inspectors;
- Developing a Laboratory Network Strategy;
- Modernizing Equipment and Laboratories;
- Enhancing Laboratory Response Capacity; and
- Increased Efficiency Through Improved Information Management/Information Technology (IM/IT).

Since you have been involved with the Recruitment and Training of Inspectors, we are asking you to participate in one of these one-hour interviews. We hope that your familiarity and close connection to the project/sub-initiative will allow you to provide us with valuable information for the evaluation.

With that in mind, the evaluation is examining six main issues related to FSP and FSMI. These include:

- the continued need for FSP and FSMI;
- their alignment with government priorities;
- their alignment with federal roles and responsibilities;
- the delivery of FSMI related outputs;
- their achievement of objectives/outcomes; and
- the demonstration of efficiency and economy.

Although these issues relate to FSMI and FSP generally, we would like you to reflect on the Recruitment and Training of Inspectors specifically when answering the questions on the subsequent pages of this interview guide. When the term "your project" is used, please take this to mean the Recruitment and Training of Inspectors.

It is important to note that your participation in this interview is completely voluntary, and you can choose not participate at any time. In addition, if there are specific questions that you would prefer not to answer or that you feel you do not have the information to address, please let us know and we will continue on to the next question. Responses provided will be administered in accordance with the Privacy Act and other applicable privacy laws. In addition, all reporting will be written to provide aggregate results only, and no comments will be linked back to you, individually.

Introduction

1. Could you please introduce yourself and briefly describe the work you do at the CFIA? Although we may have reviewed this in an earlier discussion, for the purposes of this interview, could you briefly describe your involvement with your project?

Need for Programming

2. From your perspective, what needs does/will your project address?

3. What aspect of Food Safety Modernization or Agency Transformation specifically, does/will your project address? Could you please explain how it is intended to do so?

4. Was your project based on another similar and/or successful initiative undertaken in another jurisdiction? If so, can you provide some detail about this initiative?

5. When your project was first being developed, were there alternative approaches to its implementation that were examined? If so, why were they rejected in favour of the current project approach?

Alignment with Government Priorities

6. From your perspective, did/will the implementation of your project affect the way that the Food Safety Program supports the Agency's strategic outcome (A safe and accessible food supply)?

7. Did/will the implementation of your project affect the way in which the Agency is able to support other government priorities?

Alignment with Federal Roles and Responsibilities

8. Has/will the implementation of your project affect the roles and responsibilities of the CFIA in any way — particularly with regards to food safety? If so, what changes do you anticipate?

9. Has/will your project affect the scope of the CFIA's work or its involvement with other federal departments?

10. Have/will the changes discussed in the last two questions, if any, been communicated broadly throughout the Agency and to relevant external stakeholders?

Outputs and Outcomes

11. What theory or evidence informed the development of your project? For example, have there been studies that would suggest that implementation of your project as designed will produce anticipated outputs and outcomes?

12. Have there been challenges to the implementation of your project, and if so, what were they? What has been the impact (positive or negative)?

13. Are there key dependencies that had/will have to take place in order for your project to be a success? Please elaborate

14. Were there any unexpected benefits from the implementation of your project?

15. To date, the data collected as part of the evaluation has pointed to your project's realization of many anticipated outputs and outcomes. Would you like to offer some additional comments on the achievement of any of the following?:
    - Completion of the main activities identified for your project:
    - consistency in the inspector recruitment and training;
    - an appropriate level of skills and knowledge among inspectors;
    - an appropriate number of inspectors for the agency; and
    - inspectors that are trained to implement the new food inspection model?

16. Please describe the performance monitoring and reporting approach for your project. Is this type of performance monitoring taking place on an ongoing basis? How is it used to support the continued development and implementation of your project over time? Would you continue with this approach in the future? Why or why not??

Efficiency and Economy

17. What have been the implications of any deviation(s) from planned spending that took place during the implementation of your project?

18. Thinking about the FSP, in what way(s) has/will your project affect(ed) the efficiency of the program?

Conclusion

19. Are there any other points regarding your project that you would like to discuss and that would be relevant to the evaluation work currently underway?

20. In addition, are there documents that could help the evaluation team understand the points we discussed today?

Thank you.

Key Informant Interview Guide
Evaluation of the Food Safety Program (FSP)-Part One

Laboratory Network Strategy

The Canadian Food Inspection Agency's (CFIA) Audit and Evaluation Branch (AEB), with the assistance of PRA Inc., is currently conducting a number of interviews in support of its *Evaluation of the Food Safety Program (FSP) - Part 1*. The evaluation focuses on seven of the eight projects, or sub-initiatives, developed as part of the Food Safety Modernization Initiative (FSMI). These include:

- The Improved Food Inspection Model;
- The Electronic Services Delivery Platform (ESDP);
- The Recruitment and Training of Inspectors;
- Developing a Laboratory Network Strategy;
- Modernizing Equipment and Laboratories;
- Enhancing Laboratory Response Capacity; and
- Increased Efficiency through Improved Information Management/Information Technology (IM/IT).

Since you have been involved with Developing a Laboratory Network Strategy, we are asking you to participate in one of these one-hour interviews. We hope that your familiarity and close connection to the project/sub-initiative will allow you to provide us with valuable information for the evaluation.

With that in mind, the evaluation is examining six main issues related to FSP and FSMI. These include:

- the continued need for FSP and FSMI;
- their alignment with government priorities;
- their alignment with federal roles and responsibilities;
- the delivery of FSMI related outputs;
- their achievement of objectives/outcomes; and
- the demonstration of efficiency and economy.

Although these issues relate to FSMI and FSP generally, we would like you to reflect on Developing a Laboratory Network Strategy specifically when answering the questions on the subsequent pages of this interview guide. When the term "your project" is used, please take this to mean Developing a Laboratory Network Strategy.

It is important to note that your participation in this interview is completely voluntary, and you can choose not participate at any time. In addition, if there are specific questions that you would prefer not to answer or that you feel you do not have the information to address, please let us know and we will continue on to the next question. Responses provided will be administered in accordance with the Privacy Act and other applicable privacy laws. In addition, all reporting will be written to provide aggregate results only, and no comments will be linked back to you, individually.

Introduction

1. Could you please introduce yourself and briefly describe the work you do at the CFIA? Although we may have reviewed this in an earlier discussion, for the purposes of this interview, could you briefly describe your involvement with your project?

Need for Programming

2. From your perspective, what needs does or will your project address?

3. What aspect of Food Safety Modernization or Agency Transformation specifically, does/will your project address? Could you please explain how it is intended to do so?

4. Was your project based on another similar and/or successful initiative undertaken in another jurisdiction? If so, can you provide some detail about this initiative?

5. When your project was first being developed, were there alternative approaches to its implementation that were examined? If so, why were they rejected in favour of the current project approach?

Alignment with Government Priorities

6. From your perspective, did/will the implementation of your project affect the way that the Food Safety Program supports the Agency's strategic outcome (A safe and accessible food supply)?

7. Did/will the implementation of your project affect the way in which the Agency is able to support other government priorities?

Alignment with Federal Roles and Responsibilities

8. Has/will the implementation of your project affect the roles and responsibilities of the CFIA in any way — particularly with regards to food safety? If so, what changes do you anticipate?

9. Has/will your project affect the scope of the CFIA's work or its involvement with other federal departments?

10. Have/will the changes discussed in the last two questions, if any, been communicated broadly throughout the Agency and to relevant external stakeholders?

Outputs and Outcomes

11. What theory or evidence informed the development of your project? For example, have there been studies that would suggest that implementation of your project as designed will produce anticipated outputs and outcomes?

12. Have there been challenges to the implementation of your project, and if so, what were they? What has been the impact (positive or negative)?

13. Are there key dependencies that had/will have to take place for your project to be a success? Please elaborate.

14. Were there any unexpected benefits from the implementation of your project?

15. To date, the data collected as part of the evaluation has pointed to your project's realization of many anticipated outputs and outcomes. Would you like to offer some additional comments on the achievement of any of the following?:

    - Completion of the main activities identified for your project

16. Please describe the performance monitoring and reporting approach for your project. Is this type of performance monitoring taking place on an ongoing basis? How is it used to support the continued development and implementation of your project over time? Would you continue with this approach in the future? Why or why not?

Efficiency and Economy

17. What have been the implications of any deviation(s) from planned spending that took place during the implementation of your project?

18. Thinking about the FSP, in what way(s) has/will your project affect(ed) the efficiency of the program?

Conclusion

19. Are there any other points regarding your project that you would like to discuss and that would be relevant to the evaluation work currently underway?

20. In addition, are there documents that could help the evaluation team understand the points we discussed today?

Thank you.

Key Informant Interview Guide
Evaluation of the Food Safety Program (FSP)-Part One

Modernization of Equipment and Laboratories

The Canadian Food Inspection Agency's (CFIA) Audit and Evaluation Branch (AEB), with the assistance of PRA Inc., is currently conducting a number of interviews in support of its *Evaluation of the Food Safety Program (FSP) - Part 1*. The evaluation focuses on seven of the eight projects, or sub-initiatives, developed as part of the Food Safety Modernization Initiative (FSMI). These include:

- The Improved Food Inspection Model;
- The Electronic Services Delivery Platform (ESDP);
- The Recruitment and Training of Inspectors;
- Developing a Laboratory Network Strategy;
- Modernizing Equipment and Laboratories;
- Enhancing Laboratory Response Capacity; and
- Increased Efficiency through Improved Information Management/Information Technology (IM/IT).

Since you have been involved with Modernizing Equipment and Laboratories, we are asking you to participate in one of these one-hour interviews. We hope that your familiarity and close connection to the project/sub-initiative will allow you to provide us with valuable information for the evaluation.

With that in mind, the evaluation is examining six main issues related to FSP and FSMI. These include:

- the continued need for FSP and FSMI;
- their alignment with government priorities;
- their alignment with federal roles and responsibilities;
- the delivery of FSMI related outputs;
- their achievement of objectives/outcomes; and
- the demonstration of efficiency and economy.

Although these issues relate to FSMI and FSP generally, we would like you to reflect on Modernizing Equipment and Laboratories specifically when answering the questions on the subsequent pages of this interview guide. When the term "your project" is used, please take this to mean Modernizing Equipment and Laboratories.

It is important to note that your participation in this interview is completely voluntary, and you can choose not participate at any time. In addition, if there are specific questions that you would prefer not to answer or that you feel you do not have the information to address, please let us know and we will continue on to the next question. Responses provided will be administered in accordance with the Privacy Act and other applicable privacy laws. In addition, all reporting will be written to provide aggregate results only, and no comments will be linked back to you, individually.

Introduction

1. Could you please introduce yourself and briefly describe the work you do at the CFIA? Although we may have reviewed this in an earlier discussion, for the purposes of this interview, could you briefly describe your involvement with your project?

Need for Programming

2. From your perspective, what needs does/will your project address?

3. What aspect of Food Safety Modernization or Agency Transformation specifically does/will your project address? Could you please explain how it is intended to do so?

4. Was your project based on another similar and/or successful initiative undertaken in another jurisdiction? If so, can you provide some detail about this initiative?

5. When your project was first being developed, were there alternative approaches to its implementation that were examined? If so, why were they rejected in favour of the current project approach?

Alignment with Government Priorities

6. From your perspective, did/will the implementation of your project affect the way that the Food Safety Program supports the Agency's strategic outcome (A safe and accessible food supply)?

7. Did/will the implementation of your project affect the way in which the Agency is able to support other government priorities?

Alignment with Federal Roles and Responsibilities

8. Has/will the implementation of your project affect the roles and responsibilities of the CFIA in any way — particularly with regards to food safety? If so, what changes do you anticipate?

9. Has/will your project affect the scope of the CFIA's work or its involvement with other federal departments?

10. Have/will the changes discussed in the last two questions, if any, been communicated broadly throughout the Agency and to relevant external stakeholders?

Outputs and Outcomes

11. What theory or evidence informed the development of your project? For example, have there been studies that would suggest that implementation of your project as designed will produce anticipated outputs and outcomes?

12. Have there been challenges to the implementation of your project, and if so, what were they? What has been the impact (positive or negative)?

13. Are there key dependencies that have/had to take place for your project to be a success? Please elaborate.

14. Were there any unexpected benefits from the implementation of your project?

15. To date, the data collected as part of the evaluation has pointed to your project's realization of many anticipated outputs and outcomes. Would you like to offer some additional comments on the achievement of any of the following?:
    - Completion of the main activities identified for your project:
    - improved laboratory efficiency; and
    - increased laboratory capacity; and
    - improved laboratory response to emergencies.

16. Please describe the performance monitoring and reporting approach for your project. Is this type of performance monitoring taking place on an ongoing basis? How is it used to support the continued development and implementation of your project over time? Would you continue with this approach in the future? Why or why not?

Efficiency and Economy

17. What have been the implications of any deviation(s) from planned spending, if any, that took place during the implementation of your project?

18. Thinking about the FSP, in what way(s) has/will your project affect(ed) the efficiency of the program?

Conclusion

19. Are there any other points regarding your project that you would like to discuss and that would be relevant to the evaluation work currently underway?

20. In addition, are there documents that could help the evaluation team understand the points we discussed today?

Thank you.

Key Informant Interview Guide
Evaluation of the Food Safety Program (FSP)-Part One

Enhancing Laboratory Response Capacity

The Canadian Food Inspection Agency's (CFIA) Audit and Evaluation Branch (AEB), with the assistance of PRA Inc., is currently conducting a number of interviews in support of its *Evaluation of the Food Safety Program (FSP) - Part 1*. The evaluation focuses on seven of the eight projects, or sub-initiatives, developed as part of the Food Safety Modernization Initiative (FSMI). These include:

- The Improved Food Inspection Model;
- The Electronic Services Delivery Platform (ESDP);
- The Recruitment and Training of Inspectors;
- Developing a Laboratory Network Strategy;
- Modernizing Equipment and Laboratories;
- Enhancing Laboratory Response Capacity; and
- Increased Efficiency through Improved Information Management/Information Technology (IM/IT).

Since you have been involved with Enhancing Laboratory Response Capacity, we are asking you to participate in one of these one-hour interviews. We hope that your familiarity and close connection to the project/sub-initiative will allow you to provide us with valuable information for the evaluation.

With that in mind, the evaluation is examining six main issues related to FSP and FSMI. These include:

- the continued need for FSP and FSMI;
- their alignment with government priorities;
- their alignment with federal roles and responsibilities;
- the delivery of FSMI related outputs;
- their achievement of objectives/outcomes; and
- the demonstration of efficiency and economy.

Although these issues relate to FSMI and FSP generally, we would like you to reflect on Enhancing Laboratory Response Capacity specifically when answering the questions on the subsequent pages of this interview guide. When the term "your project" is used, please take this to mean Enhancing Laboratory Response Capacity.

It is important to note that your participation in this interview is completely voluntary, and you can choose not participate at any time. In addition, if there are specific questions that you would prefer not to answer or that you feel you do not have the information to address, please let us know and we will continue on to the next question. Responses provided will be administered in accordance with the Privacy Act and other applicable privacy laws. In addition, all reporting will be written to provide aggregate results only, and no comments will be linked back to you, individually.

Introduction

1. Could you please introduce yourself and briefly describe the work you do at the CFIA? Although we may have reviewed this in an earlier discussion, for the purposes of this interview, could you briefly describe your involvement with your project?

Need for Programming

2. From your perspective, what needs does/will your project address?

3. What aspect of Food Safety Modernization or Agency Transformation specifically does/will your project address? Could you please explain how it is intended to do so?

4. Was your project based on another similar and/or successful initiative undertaken in another jurisdiction? If so, can you provide some detail about this initiative?

5. When your project was first being developed, were there alternative approaches to its implementation that were examined? If so, why were they rejected in favour of the current project approach?

Alignment with Government Priorities

6. From your perspective, did/will the implementation of your project affect the way that the Food Safety Program supports the Agency's strategic outcome (A safe and accessible food supply)?

7. Did/will the implementation of your project affect the way in which the Agency is able to support other government priorities?

Alignment with Federal Roles and Responsibilities

8. Has/will the implementation of your project affect the roles and responsibilities of the CFIA in any way? If so, how?

9. Has/will your project affect the scope of the CFIA's work or its involvement with other federal departments?

10. Have/will the changes discussed in the last two questions, if any, been communicated broadly throughout the Agency and to relevant external stakeholders?

Outputs and Outcomes

11. What theory or evidence informed the development of your project? For example, have there been studies that would suggest that implementation of your project as designed will produce anticipated outputs and outcomes?

12. Have there been challenges to the implementation of your project, and if so, what were they? What has been the impact (positive or negative)?

13. Are there key dependencies that had/will have to take place for your project to be a success? Please elaborate.

14. Were there any unexpected benefits from the implementation of your project?

15. To date, the data collected as part of the evaluation has pointed to your project's realization of many anticipated outputs and outcomes. Would you like to offer some additional comments on the achievement of the following:

    - Completion of the main activities identified for your project;
    - increased laboratory capacity; and
    - improved laboratory response to emergencies.

16. Please describe the performance monitoring approach to your project. How is it used to support the continued development and implementation of your project over time? Would you continue with this approach in the future? Why or why not?

Efficiency and Economy

17. What have been the implications of any deviations(s) from planned spending that took place during the implementation of your project?

18. Thinking about the FSP, in what way(s) has/will your project affect(ed) the efficiency of the program ?

Conclusion

19. Are there any other points regarding your project that you would like to discuss and that would be relevant to the evaluation work currently underway?

20. In addition, are there documents about your project that could help the evaluation team understand the points we discussed today?

Thank you.

Key Informant Interview Guide
Evaluation of the Food Safety Program (FSP)-Part One

Improved IM/IT

The Canadian Food Inspection Agency's (CFIA) Audit and Evaluation Branch (AEB), with the assistance of PRA Inc., is currently conducting a number of interviews in support of its *Evaluation of the Food Safety Program (FSP) - Part 1*. The evaluation focuses on seven of the eight projects, or sub-initiatives, developed as part of the Food Safety Modernization Initiative (FSMI). These include:

- The Improved Food Inspection Model;
- The Electronic Services Delivery Platform (ESDP);
- The Recruitment and Training of Inspectors;
- Developing a Laboratory Network Strategy;
- Modernizing Equipment and Laboratories;
- Enhancing Laboratory Response Capacity; and
- Increased Efficiency through Improved Information Management/Information Technology (IM/IT).

Since you have been involved with Increased Efficiency through IM/IT, we are asking you to participate in one of these one-hour interviews. We hope that your familiarity and close connection to the project/sub-initiative will allow you to provide us with valuable information for the evaluation.

With that in mind, the evaluation is examining six main issues related to FSP and FSMI. These include:

- the continued need for FSP and FSMI;
- their alignment with government priorities;
- their alignment with federal roles and responsibilities;
- the delivery of FSMI related outputs;
- their achievement of objectives/outcomes; and
- the demonstration of efficiency and economy.

Although these issues relate to FSMI and FSP generally, we would like you to reflect on Increased Efficiency through IM/IT specifically when answering the questions on the subsequent pages of this interview guide. When the term "your project" is used, please take this to mean Increased Efficiency through IM/IT.

It is important to note that your participation in this interview is completely voluntary, and you can choose not participate at any time. In addition, if there are specific questions that you would prefer not to answer or that you feel you do not have the information to address, please let us know and we will continue on to the next question. Responses provided will be administered in accordance with the Privacy Act and other applicable privacy laws. In addition, all reporting will be written to provide aggregate results only, and no comments will be linked back to you, individually.

Introduction

1. Could you please introduce yourself and briefly describe the work you do at the CFIA? Although we may have reviewed this in an earlier discussion, for the purposes of this interview, could you briefly describe your involvement with your project?

Need for Programming

2. From your perspective, what needs does/will your project address?

3. What aspect of Food Safety Modernization or Agency Transformation specifically does/will your project address? Could you please explain how it is intended to do so?

4. Was your project based on another similar and/or successful initiative undertaken in another jurisdiction? If so, can you provide some detail about this initiative?

5. When your project was first being developed, were there alternative approaches to its implementation that were examined? If so, why were they rejected in favour of the current project approach?

Alignment with Government Priorities

6. From your perspective, did/will the implementation of your project affect the way that the Food Safety Program supports the Agency's strategic outcome

7. Did/will the implementation of your project affect the way in which the Agency is able to support other government priorities?

Alignment with Federal Roles and Responsibilities

8. Has/will the implementation of your project affect the roles and responsibilities of the CFIA in any way — particularly with regards to food safety? If so, what changes do you anticipate?

9. Has/will your project affect the scope of the CFIA's work or its involvement with other federal departments?

10. Have/will the changes discussed in the last two questions, if any, been communicated broadly throughout the Agency and to relevant external stakeholders?

Outputs and Outcomes

11. What theory or evidence informed the development of your project? For example, have there been studies that would suggest that implementation of your project as designed will produce anticipated outputs and outcomes?

12. Have there been challenges to the implementation of your project, and if so, what were they? What has been the impact (positive or negative)?

13. Are there key dependencies that had/will have to take place in order for your project to be a success? Please elaborate.

14. Were there any unexpected benefits from the implementation of your project?

15. To date, the data collected as part of the evaluation has pointed to your project's realization of many anticipated outputs and outcomes. Would you like to offer some additional comments on the achievement of any of the following?:

    - Completion of the main activities identified for your project:
    - allowing for remote access to CFIA networks; and
    - use of IM/IT tools by inspectors.

16. Please describe the performance monitoring and reporting approach for your project. Is this type of performance monitoring taking place on an ongoing basis? How is it used to support the continued development and implementation of your project over time? Would you continue with this approach in the future? Why or why not?

Efficiency and Economy

17. What have been the implications of any deviation(s) from planned spending that took place during the implementation of your project?

18. Thinking about the FSP, in what way(s) has/will your project affect(ed) the efficiency of the program?

Conclusion

19. Are there any other points regarding your project that you would like to discuss and that would be relevant to the evaluation work currently underway?

20. In addition, are there documents that could help the evaluation team understand the points we discussed today?

Thank you.