

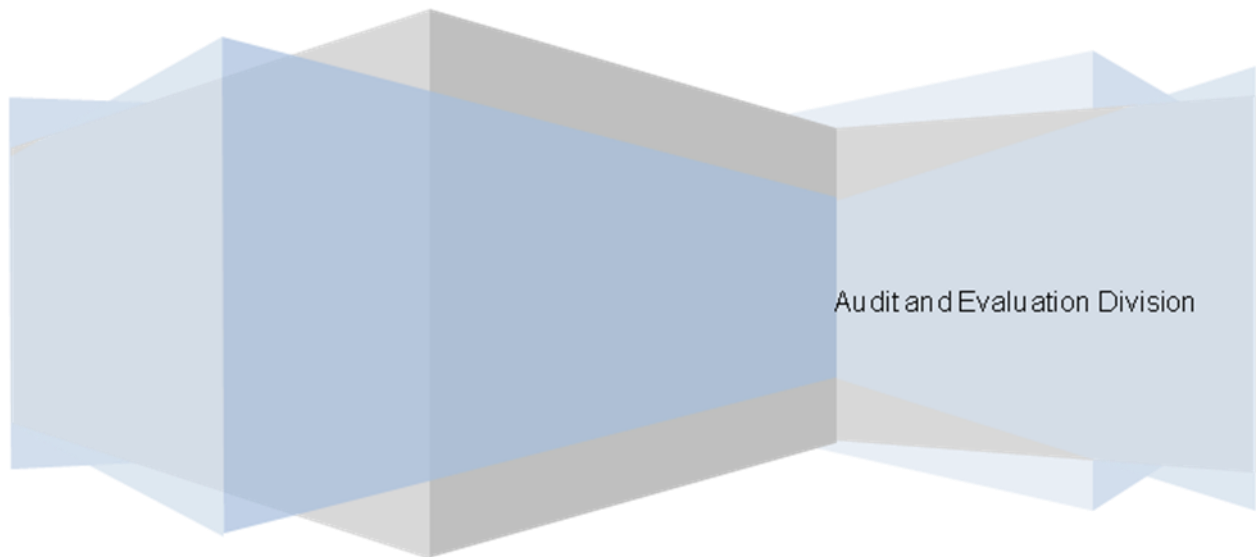


Veterans Affairs
Canada

Anciens Combattants
Canada

Evaluation of the Commemoration Division Partnerships Contribution Program

Final: February 2013



Canada 

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List of Acronyms

ACOA	Atlantic Canada Opportunities Agency
CEPF	Community Engagement Partnership Fund
CMRP	Cenotaph/Monument Restoration Program
CWMP	Community War Memorial Program
PAA	Program Activity Architecture
PCP	Partnerships Contribution Program
PMS	Performance Measurement Strategy
RBAF	Risk-Based Audit Framework
RMAF	Results-based Management and Accountability Framework
Ts & Cs	Terms and Conditions
VAC	Veterans Affairs Canada

EXECUTIVE SUMMARY

This report presents the findings of the evaluation of the Partnerships Contribution Program (PCP), which covers the period between April 2008 and March 2011. This evaluation meets the Treasury Board Secretariat's requirement for evaluation coverage of all ongoing programs of grants and contributions. An evaluation of the PCP is also required as part of the renewal of the Terms and Conditions.

The PCP provides a means through which Veterans Affairs Canada (VAC) can extend its reach in delivering its mandate regarding commemorative activities. The program provides non-repayable contributions to a range of potential recipients, such as non-profit organizations, museums, educational institutions, provinces, territories and municipalities. There are two funding opportunities available under the PCP:

- the Community Engagement Partnership Fund (CEPF) provides eligible organizations and groups with financial assistance to deliver remembrance activities and events regionally and nationally; and
- the Cenotaph/Monument Restoration Program (CMRP) provides eligible organizations and groups with financial assistance to properly conserve cenotaphs and monuments honouring Canada's war dead and Veterans.

Findings

The PCP continues to be relevant and consistent with governmental and Veterans Affairs Canada's priorities. The program recognizes demographic changes and has taken appropriate measures to incorporate this evolution into delivery requirements.

A performance measurement framework has been implemented but there continues to be insufficient performance data to comment on the program's progress towards achievement of outcomes.

Several unintended impacts were noted in the areas of policy interpretation, missed opportunities for the acknowledgement of VAC support and the effects on projects due to delayed notification of funding.

No overlap or duplication with other government departments was found. The evaluation noted that the administrative cost ratio has increased over the study period. Efforts to streamline administrative processes have not achieved the desired results. Alternative methods of delivery must be explored such as a grant or grant/contribution to create a more effective and efficient program. Additionally, administrative changes to the application approval process would improve the administrative cost ratio.

Recommendations

- R1 It is recommended that the Assistant Deputy Minister/Policy, Communications and Commemoration, provide written direction through policy, guidelines or business processes regarding the following items: repeat funding; regional recommendation limits; application submission dates on the VAC Website; and, revisions to the Contribution Agreement forms and modifications to the signature process. (Critical)
- R2 It is recommended that the Assistant Deputy Minister/Policy, Communications and Commemoration, ensure that appropriate performance data is consistently collected from large dollar projects using a readily available tool that would inform program changes, monitoring and evaluation. This data must adequately speak to the effect(s) on individuals as a result of participating in an event/restoration partially funded by VAC. (Critical)
- R3 It is recommended that the Assistant Deputy Minister/Policy, Communications and Commemoration, seek approval from central agencies in the renewal of Terms and Conditions to modify the delivery model of the Partnerships Contribution Program to improve cost-effectiveness and efficiency. (Critical)
- R4 It is recommended that the Assistant Deputy Minister/Policy, Communications and Commemoration work to immediately streamline the funding approval, communication and receipt verification processes, thereby substantially improving the administrative cost ratio for delivering the Partnerships Contribution Program. (Critical)

1.0 Introduction

1.1 Overview

The evaluation of the Partnerships Contribution Program (PCP)¹ was conducted to address the requirement for full evaluation coverage, as per the *Financial Administration Act* and Treasury Board's 2009 *Directive on the Evaluation Function*. An evaluation of the program was also required prior to the renewal of the Terms and Conditions (Ts & Cs).

The evaluation report is structured to provide an introduction to the program, including its background, stakeholders, objectives and outcomes as well as the evaluation scope and methodology. Findings of the evaluation are then presented by issue area: relevance, performance (effectiveness, efficiency and economy). The evaluation then provides conclusions, recommendations and management responses/action plans. Several relevant documents have been appended for reference.

1.2 Program Profile

1.2.1 Background and Description

Veterans Affairs Canada is mandated through the *Department of Veterans Affairs Act* to anticipate and to respond to the diverse needs of Canada's war Veterans, eligible Canadian Forces members and former members, qualified civilians and their families. The authority for VAC to deliver commemorative services in memory of those who sacrificed for Canada is derived from a Privy Council Order. The PCP is governed by the Canada Remembers (CR) Program Policy Manual Volume One.

The funding for the PCP was approved by the Treasury Board Secretariat (TBS) on July 31, 2001, under the Voluntary Sector Initiative². The purpose of the PCP is to provide a method through which VAC can extend its reach in delivering its mandate regarding commemorative activities. The program provides non-repayable contributions to a range of recipients, including non-profit organizations, museums, educational institutions, provinces, territories and municipalities.

In order to be more reflective of the program's actual use, the Ts & Cs were revised in 2008 to focus on support of commemorative events/initiatives and on the restoration of cenotaphs/monuments.

There are two contribution funding opportunities available under the PCP for eligible organizations and groups:

¹ The Partnership Contribution Program will be referred to as either the PCP or the Program throughout the evaluation report.
² The Voluntary Sector Initiative was a five-year joint initiative between the Government of Canada and the voluntary sector that was launched in June 2000. The overall goal of the initiative was to improve the quality of life in Canada.

- (1) the Community Engagement Partnership Fund (CEPF) provides support to deliver remembrance activities and events; and
- (2) the Cenotaph/Monument Restoration Program (CMRP) ensures that cenotaphs and monuments honouring Veterans, war dead and significant military events are preserved.

The CEPF and the CMRP have separate program guidelines, eligibility criteria, application forms, application processes and delegated authorities. They do, however, share the same authority through the PCP Ts & Cs.

Both the CEPF and the CMRP are delivered as contribution payments and therefore require a written funding agreement between VAC and the recipient. The agreement sets out the obligations and understandings of both parties with respect to funding arrangements. Funds are reimbursed for eligible expenses incurred, based on valid receipts.

Ongoing operational costs are not normally considered to be eligible expenses under the PCP. However, recognizing the Juno Beach Centre's commemorative importance as Canada's only Second World War Memorial in Europe, VAC has provided ongoing financial assistance since 2002, through the CEPF, to assist with start-up costs and to support the Centre's operations in Normandy, France. In 2003, amendments to the program's Ts & Cs were approved by TBS so that annual funding would be provided to the Juno Beach Centre Association.

The CEPF also provides annual contributions to the Historica-Dominion Institute to aid in various commemorative initiatives (Encounters with Canada, the Memory Project, and the French Battlefields Tour for teachers).³

A chronology of program highlights as well as a visual representation of the PCP structure can be found in the Evaluation Work Plan, Appendix B.2.

1.2.2 Objectives and Expected Outcomes

As stated in the PCP Ts & Cs, effective August 1, 2008, the key objective of the program is to *“support the Department in meeting its mission and mandate responsibilities by facilitating partnerships with external stakeholders sharing common clients and/or objectives. Specifically the Department uses the PCP to support commemorative partnerships and cenotaph/monument restoration:*

- *To ensure that the achievements and sacrifices of Canada's citizens in the defence of freedom are recognized, the historical significance of these accomplishments are promoted and celebrated and to engage the participation of Canadians, especially youth, in remembrance initiatives.*

³ The Historica-Dominion Institute is a charitable organization that is the largest national independent organization dedicated to Canadian history, identity and citizenship. These three programs target youth and foster remembrance of Canadian sacrifices.

- *To preserve the memory of those who served Canada in war, military conflict and peace, through the restoration of, and/or addition to existing, cenotaphs/monuments.”*

Expected outcomes of the PCP as outlined in the Ts & Cs:

<i>Immediate</i>	Project outputs are as per the application and approved agreement.
<i>Intermediate</i>	Canadians are engaged in remembrance initiatives at the national and community level through partnerships.
<i>Ultimate</i>	A Canadian public who are informed of military history and engaged in honouring the contributions of Veterans and those who gave their lives in the cause of peace and freedom.

The PCP is linked to VAC’s second strategic outcome: “*Canadians remember and demonstrate their recognition of all those who served in Canada’s efforts during war, military conflict and peace*”. The PCP falls under Program Activity Architecture (PAA) program activity 2.1- Remembrance Outreach and program sub-activity 2.1.3 - Partnerships. During the 2008 PCP evaluation, the program did not have a Performance Measurement Strategy (PMS) in place. In 2009, a Results-based Management Accountability and Risk-Based Audit Framework (RMAF/RBAF) was implemented and data collection against performance indicators began. The 2009 logic model can be found in Appendix C.⁴

1.2.3 Program Management, Key Stakeholders and Beneficiaries

In its role as a contribution program, the PCP partners with recipients including: registered charitable organizations, associations, museums and historical organizations, provinces, territories and municipalities, as well as education and health institutions.

The Department also works in conjunction with the Department of Canadian Heritage to deliver partnership funds to one of the PCP’s largest recipients, the Historica-Dominion Institute. Canadian Heritage offers financial support to organizations who contribute to departmental objectives related to culture, arts, heritage, official languages, citizenship and participation, aboriginal, youth and sport initiatives. The Canadian Heritage provides VAC with funds that are transferred to the Historica-Dominion Institute for initiatives mentioned in section 1.2.1.

⁴ The PMS and logic model were updated and approved again in November 2011.

The Canadian public, including Veterans and their families, directly benefit from the program's investment in Canadian commemorative events/initiatives and cenotaph/monument restorations.

1.2.4 Program Resources

Funding for the PCP in its initial year was just under \$35,000. Ten years later, the 2010-2011 budget was \$2.2 million, with 190 partnerships in place. Funding will be provided in the amount of half a million dollars annually until 2017 to support the ongoing expenses of the Juno Beach Centre. Of the \$2.2 million, approximately \$1.1 million is allocated to the CEPF and the remainder to the CMRP.

	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013
Budget*	\$2.31M	\$2.285M	\$2.26M	\$2.385M	\$2.26M (projected)
Expenditures*	\$2.065M	\$1.846M	\$1.792M	Unknown	Unknown
# Partnerships	165	158	190	Unknown	Unknown

*Based on VAC's financial information - includes transfers from Canadian Heritage in the budget and the Juno Beach Centre Association funding in the expenditures.

2.0 Evaluation Methodology

2.1 Evaluation Scope and Timing

The evaluation examines the relevance, success/effectiveness, and efficiency/economy of the CEPF and the CMRP funds under VAC's PCP for the period between April 1, 2008 and March 31, 2011. The Commemoration Division, which is responsible for delivering the PCP, engages in several outreach activities which provide Canadians with opportunities to remember and to learn more about Canadian military history. The focus of this evaluation is on partnership outreach activities related to the CEPF and the CMRP. Field research for the evaluation was carried out between August and October 2011.

The Terms of Reference for the evaluation was approved on March 15, 2011 by the Departmental Evaluation Committee.

2.2 Evaluation Issues, Objectives and Questions

In accordance with the PCP evaluation Terms of Reference, the evaluation focussed on the following objectives:

- To assess the extent to which Remembrance Outreach Partnerships continue to address a demonstrable need and are responsive to the needs of Veterans and the Canadian public.
- To assess the linkages between the objectives of Remembrance Outreach Partnerships and (i) federal government priorities and (ii) departmental strategic outcomes.
- To assess the roles and responsibilities in delivering Remembrance Outreach Partnerships.
- To assess progress toward expected outcomes of Remembrance Outreach Partnerships with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes.
- To assess Remembrance Outreach Partnerships resource utilization in relation to the production of outputs and progress toward expected outcomes.

Upon review of the approved Terms of Reference, the evaluation team and the program area agreed to review the responsiveness of the program for the Canadian public as well as for Veterans. The Terms of Reference for the Partnerships Contributions Program Evaluation can be found in the Evaluation Work Plan Appendix B.3.

The evaluation targeted the following questions:

Relevance (continued need and alignment with government priorities and with federal roles and responsibilities)

1. Is there a demonstrated need for the partnership funds and do they realistically address the needs?
2. Is the program congruent with federal government priorities?
 - a. Is there a need for government involvement?
 - b. What role should VAC play?
 - c. Does the program serve the public interest?
3. Is there a change in program clients, target groups and/or stakeholders and does such change impact the relevance of the eligibility criteria of the funds?

Performance (effectiveness/success)

1. Is there a performance measurement system in place that identifies key outcomes consistent with the programs objectives?
2. Does the performance measurement system include appropriate indicators, measures and realistic performance targets which are consistent with expected results?
3. Does the performance measurement system provide reliable, accurate and timely data and reports?
4. Is the performance measurement system maintained and updated as required?
5. To what extent have the outcomes of the programs been achieved?
6. What, if any, unintended outcomes has the program had?

Performance (efficiency and economy)

1. To what extent is there duplication or overlap with other existing programs (federal, provincial, municipal or private sector)?
2. Does the program operate within budget?
3. Does the program demonstrate improved efficiencies or cost-effectiveness in achieving program goals each year?
4. Are Canadians receiving value for their tax dollars?
5. Are there alternative approaches to deliver the program more cost-effectively?
6. Are there alternate processes and approaches to deliver the programs more efficiently?

2.3 Evaluation Methodology

The PCP evaluation was summative and was based on a non-experimental design.⁵ A variety of factors led to this design choice:

- the PCP is a small-dollar contribution program (less than 1 percent of all VAC program funding) with mainly low-dollar contribution arrangements for minimum - risk partnership activities;
- there is no pre-program benchmark information available to measure program against impact;
- a control/comparison group was not utilized due to the limited known impact of the funded events on PCP recipients and on attendees/participants;
- a previous evaluation in 2008 concluded that the program was relevant with opportunities to improve effectiveness, efficiency and economy;
- many of the recommendations from the 2008 evaluation have been acted upon;
- the program is not overly complex and has seen minimal change in context since the last evaluation.

The risk with non-experimental designs is that the impact of the program on the Canadian public is difficult to measure.

The evaluation methodology attempted to mitigate this risk by asking recipients what the impact would have been had they not received a PCP contribution. The evaluation team considered contacting applicants whose applications had been declined; however, there were very few applicants who had never received funding. As an alternative approach, interviews were conducted with applicants who had experienced both approval of some projects and who had been declined in others.

Another mitigation strategy used was the triangulation of data to validate findings. The evaluation used multiple lines of evidence for each evaluation issue and question. While other potential methods were identified (e.g., interviews with attendees/participants of events/activities, case studies, etc.), these could not be accommodated within the parameters of the evaluation plan.

⁵ Non-experimental evaluations typically do not use control or comparison groups and rely on qualitative data sources.

2.3.1 Data Sources

The evaluation's findings and conclusions are based on a combination of qualitative and quantitative sources. The following multiple lines of evidence were used:^{6 7}

- *Internal Document review:*

Major documents reviewed included: VAC strategic documents such as the Departmental Report on Plans and Priorities; the Departmental Performance Report; Commemoration authority documents; Commemoration policies; the Departmental Commemorative Events Strategy; the 2008 PCP Evaluation; and the VAC National Client Survey Report. Government of Canada documentation, such as the Speech from the Throne, was also reviewed.

Program documentation was reviewed to provide the evaluation team with a sound understanding of the program. Program documents reviewed included: the PCP Terms and Conditions; program processes and guidelines; program manuals and forms; the Performance Measurement Strategy (PMS); the RMAF/RBAF; and the program logic model.

- *External Document review:*

An internet review of other federal government departments was conducted in order to identify any potential duplication or overlap with the program, and also to determine whether there were any potential best/alternative practices. An internet review for comparable programs in other countries was also conducted to provide benchmark information.

Results from the internet review of other federal government departments led to a more detailed review of programs delivered by Canadian Heritage, specifically the Building Communities through Arts and Heritage Program. This program is similar to the PCP in both design and delivery.

Results from three national surveys were reviewed for purposes of relevance and success.

- *Data Analysis:*

Administrative data maintained and provided by the program area were reviewed for relevance and success components (e.g., partnership numbers, expenditures, and turnaround times). Follow-up recipient survey results were analyzed for feedback.

A random sample file review of the PCP project files in the evaluation scope time period was also conducted to assess the effectiveness and efficiency of program

⁶ Please see also Appendix D, Evaluation Research Matrix for information on the lines of evidence used by evaluation question.

⁷ Evidence from the key informant interviews, file reviews and recipient questionnaires is presented based on the following: 'all' (100 percent), 'great majority' (80 percent – 99 percent), 'majority' (55 percent – 79 percent), 'about half' (45 percent – 54 percent), and 'few' (less than 45 percent).

delivery, and the progress towards expected outcomes. Please see Appendix B.4, Sampling Plan for specifics on the sampling plan used.

- *Key informant interviews:*
Key informant interviews provided qualitative data based on the perceptions and opinions of individuals who had a significant role in the program or, who had a key stake in program delivery. The evaluation team conducted a total of 45 interviews (a mix of in-person and telephone): VAC (23), program recipients (16), and other federal government representatives (6). Of the 16 recipients interviewed, 14 had received CEPF funding while the remainder accessed CMRP. Three field locations were chosen for evaluation team visits: Ottawa, Toronto and Halifax. For further details on interviews please refer to Appendix E, Evaluation Interviews.
- *Observation:*
In order to better understand the application assessment process, the evaluation team observed a CEPF Head Office Review Committee meeting and a CMRP External Review Committee meeting.
- *Literature Review:*
A review of cost-effective measures (i.e., administrative cost ratios) was conducted to determine if any standards existed in Canada for comparable programs.

2.3.2 Considerations, Strengths and Limitations

The primary limitation of this evaluation is the use of a non-experimental design which limits the ability to measure the ultimate impact on participants and the Canadian public. Another limitation is that, despite the program's progress in collecting performance data, there continue to be information gaps with respect to impact, as the data collected by the program for performance purposes continue to be mainly output data (e.g., number of partnerships approved versus number of applications).

Additionally, the following limitations exist with respect to the findings presented in this report:

- Only two years of performance data were available to assess progress towards expected outcomes.
- Program outcomes have evolved since 2008, making it difficult to consistently compare measurement data over the years.
- Recipients of funding are generally non-profit organizations with limited resources and who lack expertise in performance measurement.
- The lack of an effective data collection system limits the production of meaningful data for monitoring and evaluation:
 - the Grants and Contribution Management Program (GCMP) is used to collect the CMRP data. Unfortunately, this system has not been reliable and has not met the program's needs.
- Data collection for the CEPF is a dated manual system.

- The measurement of success relies on self-reporting. For example, the CEPF final project reports contain only anecdotal data and often lack information on a project's impact/effect.
- Public opinion research regarding Commemoration Division activities contains little information specific to the PCP funding.
- Recipient feedback surveys were recently introduced as part of the PMS and the evaluation team was able to include several questions specific to evaluation requirements. The survey was not completed prior to the analysis phase; however, the response rate was adequate to draw conclusions.
- The degree of engagement of Canadians in the recognition/awareness of sacrifices and achievements of Veterans is difficult to measure.
- While the CMRP is delivered solely by Head Office, regional staff participated in the delivery of the CEPF, and varying program approaches and mechanisms are applied.
- Key informant/stakeholders interviewed did not include independent respondents. Therefore, the possibility of positive bias exists among interview respondents.

The evaluation applied the following strategies to address the above limitations:

- multiple lines of evidence for all evaluation issues and questions;
- interviews with all Regional Directors, Commemoration Division to determine the extent of approach and delivery variance for the CEPF;
- file reviews (based on a representative sample of all regions); and
- interviews with applicants who had been denied funding.

Other Considerations

VAC is currently undergoing a program-wide transformation, with the goal of improving the quality, timeliness and efficiency of service delivery to recipients. The transformation focuses on:

- reducing complexity;
- overhauling service delivery;
- strengthening partnerships;
- delivering on the New Veterans' Charter; and
- aligning the organization with client demographics.

To the extent possible, this evaluation will assist in meeting the above-noted initiative.

The previous evaluation of the PCP (2008) will be referenced throughout this document. This evaluation report will speak to those areas in common where recommendations have either not been finalized or, are no longer relevant for this analysis.

2.3.3 Roles, Responsibilities and Quality Assurance

The VAC Audit and Evaluation Division was the project authority for this evaluation.

Prior to the evaluation fieldwork the evaluation plan was distributed to the program area for review and feedback.

Other quality assurance measures which were applied to this evaluation included: validation with the program area, the Statistics Directorate, as well as internal peer review.

The report was reviewed by the Audit and Evaluation Director General, Audit and Evaluation Director, and the Departmental Evaluation Committee.

3.0 Evaluation Findings – Relevance

The evaluation examined the ongoing relevance and consistency of the PCP with both departmental/governmental and public needs and priorities.

3.1 Is there a demonstrated need for the partnership funds and do they realistically address the needs?

Key Finding: There is a clearly demonstrated need for continued support from the Government of Canada to contribute to non-profit organizations in support of commemorative activities and for the restorations of cenotaphs/monuments.

There is evidence from national public opinion research that indicates that the great majority of Canadians continue to place importance on remembrance activities.

The 2010 Ipsos-Reid Survey⁸ results indicated that:

- A great majority (91 percent) of Canadians agreed that Canada's Veterans should be recognized for the sacrifices they have made on behalf of Canada.
- Nearly nine in ten (88 percent) Canadians indicated that it was important for VAC to recognize and honour deceased Canadian Veterans and war dead by maintaining memorials, cemeteries and grave markers.
- Many Canadians (87 percent) indicated that ceremonies and events that honour Canadian Veterans and war dead for their service are important.

Another national poll conducted in 2010, the Veterans Affairs Canada – Canadians' Awareness, Engagement and Satisfaction with Remembrance Programming⁹, found that:

- Virtually all the general public (97 percent) attributed at least moderate importance to recognizing and remembering Canada's Veterans for their accomplishments/sacrifices.
- In an open-ended question of what they do to acknowledge Veterans, the general public most often said through attending Remembrance ceremonies (36 percent).
- The vast majority (92 percent) agreed that Canada's Veterans should be recognized for their sacrifices, with 76 percent completely agreeing.
- The vast majority of youth surveyed (94 percent) attribute importance to remembering Canadians who have served our country.

⁸ The Ipsos-Reid survey was national poll commissioned by VAC. The survey was conducted over the phone November 16-18, 2010 with 1,002 Canadians and has a 95 percent confidence level and +/- 3.1 percent margin of error.

⁹ VAC Canada Remembers commissioned Phoenix to conduct two surveys: one of Canadian general public [1,006] and one for Canadian youth age 13-18 [514]. The surveys were conducted via telephone in March 2010. The general public survey has an error margin of +/- 3.2 percent (19 times out of 20). The youth survey used non-probability sampling therefore it is not representative of the youth population in Canada. However, efforts were taken to ensure that the sample approximated the distribution of Canadian youth in terms of region, language and gender.

Finally, the 2010 VAC National Client Survey¹⁰ yielded the following information:

- 86 percent indicated that supporting and promoting ceremonies and events in Canada was important or, very important.
- 83 percent indicated that providing funding to help communities throughout Canada with remembrance initiatives and monument restoration was important or, very important.
- Only half of respondents were aware of VAC Remembrance programming and activities.

The continued need for PCP funding was also evident in interviews with key informants (VAC regional and Head Office staff and program recipients). There was 100 percent consensus from all staff interviewed that the fund is relevant. All key informants agreed that VAC provides applicants with expertise of information, guidance and fosters partnerships among parties to help promote and enhance remembrance. (Regional staff did not comment on the CMRP as the program is administered by Head Office.)

As can be seen in Table 1, Partnerships by Fiscal Year, the number of partnership applications during the last three fiscal years has seen a general increase. The CEPF has seen a 44 percent increase in the last three fiscal years while the CMRP has realized a 27 percent decrease. This variance in the CMRP approved partnerships can be explained by data reporting methods; when calculating the number of approved projects for a given fiscal year, the date that the Minister approved the project is used. The approvals process varies in length; therefore, timing of all Ministerial approvals has a direct impact on program statistics. Another variable is that historically the CMRP did not have quarterly review committee meetings (as is now the case). For example, 2008-2009 had more frequent meetings which resulted in more partnerships being approved.

Table 1 - Partnerships by Fiscal Year

	2008 - 2009	Percent increase to next FY	2009 - 2010	Percent increase to next FY	2010 - 2011	Percent increase from 08-09 to 10-11	Total for 3 FYs
Number of CEPF partnerships	98	13	111	27	141	44	350
Number of CMRP partnerships	67	-30	47	4	49	-27	163
Total	165		158		190		513

Note: Amendments to a contribution arrangement are counted as a new partnership. This occurs more frequently within the CMRP.

¹⁰ The National Client Survey was conducted over the telephone from April 30 to May 1, 2010 (pre-test), and then from May 6 to May 22, 2010. The sampling technique for this survey produced a random sample with equal probability of respondent selection within each recipient group (e.g., war-service Veteran, survivors, RCMP, etc.). Results are accurate to within +/- 2.6 percentage points, 19 times in 20.

There are no statistical data as to the total number of war memorials in Canada. The Department of National Defence maintains the National Inventory of Canadian Military Memorials, which allows individuals/organizations to request the registry of a Canadian military memorial. As of December 2011, there were over 6,600 known memorials and over the past three years, 163¹¹ of these memorials have been renovated with assistance through the CMRP. The vast majority of monuments were erected as a result of efforts by community groups, provinces, private sponsors, regimental associations or Veterans organizations. VAC support is important as the passage of time has resulted in many of these monuments falling into disrepair and the groups who built them, either no longer exist or, no longer able to maintain them.

The PCP recipients interviewed were asked if funded commemorative events would have occurred had VAC funding not been available. The great majority of interviewees noted they would have proceeded with or without PCP funds. Half of those interviewees, however, indicated that the event/activity would have been impacted negatively in some manner (e.g. scaled back activities, financial impacts, heavier reliance on volunteers, registration fees, etc.).

There are three large not-for-profit organizations which have received funding every year for at least the last three fiscal years: the Juno Beach Centre Association, the Historica-Dominion Institute and the Canadian Football League. These files are multi-year large dollar contributions that receive approximately one half of the annual CEPF budget. These high dollar contribution arrangements illustrate the commitment of the federal government to support commemorative activities.

3.2 Is the program congruent with federal government priorities?

- a. Is there a need for government involvement?
- b. What role should VAC play?
- c. Does the program serve the public interest?

Key Finding: There is a clear demonstration of alignment between the PCP and federal government/VAC priorities.

a. Is there a need for government involvement?

The Government of Canada's annual Speech from the Throne identifies the federal government's priorities for the upcoming year. The "*2011 Speech from the Throne: Here to stand on guard for Canada*" had a specific reference relating to need for Canadians and the Government to recognize and remember the services of all Veterans:

"The Canadian Armed Forces play a crucial role in defending our sovereignty and national security. As the Canadian mission in Afghanistan transitions to training,

¹¹ This number includes new contribution arrangements as well as amendments to a contribution arrangement. Due to the method of data collection, it was impossible to isolate the exact number of renovations.

diplomacy and development, our Government joins Canadians in honouring those who gave their lives and in recognizing the sacrifice and achievements of all the men and women, both military and civilian, who have served and continue to serve in Afghanistan. Our Government will continue to recognize and support all veterans.”

The government’s ongoing commitment to multi-year large dollar contributions through organizations such as the Juno Beach Centre Association and the Historica-Dominion Institute demonstrate its ongoing support of commemorative activities.

b. What role should VAC play?

VAC is responsible for promoting awareness and appreciation among the Canadian public for the achievements and sacrifices made by those who served Canada and their historical significance to Canada as a nation. A Privy Council Order provides the authority for Veterans Affairs Canada to deliver commemorative services designed to keep alive the memory of those who sacrificed for the nation.

VAC’s Five-Year Strategic Plan 2009-2014 identifies four strategic priorities:

- transform service delivery and support functions to meet the needs of clients;
- refocus remembrance activities;
- support and renew VAC’s workforce to meet current challenges; and
- strengthen management, transparency and accountability.

The PCP is a sub-component of the VAC Program Activity Architecture (PAA) under the second departmental strategic outcome “*Canadians remember and demonstrate their recognition of all those who served in Canada’s efforts during war, military conflict and peace*”.

The great majority of staff interviewed agreed that the PCP was in line with VAC Commemoration Division initiatives. One staff member stated: “*We provide programs, including the PCP, which address a need for remembrance programming for Canadians; PCP gives us another way of getting the remembrance message out.*”

c. Does the program serve the public interest?

The key objective of the PCP is to support the Department in meeting its mission and mandate responsibilities by facilitating partnerships with external stakeholders sharing common clients and/or objectives. Specifically the Department uses the PCP to support commemorative partnerships and cenotaph/monument restoration.

As per Section 3.1.1, there is a strong public interest in VAC providing support for hosting remembrance activities to honour and recognize Veterans, as demonstrated by the national poll results and interviews with key informants.

3.3 Is there a change in program clients, target groups and/or stakeholders and does such change impact the relevance of the eligibility criteria of the funds?

Key Finding: Commemoration Division recognizes the change in departmental demographics towards CF Veterans and has modified the PCP assessment criteria in response. There has also been an increased concentration on youth engagement.

The Department is operating in a rapidly changing environment as its client base evolves from that of primarily traditional Veterans to one of CF Veterans. The greater involvement of CF Veterans in remembrance activities will become even more important given these changing demographics. The Department is sensitive of the need to ensure that future approaches to remembrance respect the traditions of the past, but also reflect the realities of the Veterans of today. Commemoration Division also recognizes the need to involve and educate Canadian youth, to ensure the continuation of remembrance for future generations.

These changes in demographics have resulted in Divisional goals being established as outlined below:

- Continue to consult with CF and traditional Veterans, CF members, stakeholders and Canadians to ensure remembrance activities reflect how they and Canadians wish to see Canadian Veterans honoured and recognized.
- Address the recognition needs of the CF Veteran (how to specifically honour their service and involve them in remembrance activities) as a priority.
- Increase the focus on in-Canada Remembrance activities while maintaining international commitments with an international presence.
- Take remembrance activities to Canadians rather than taking Canadians to remembrance activities through effective use of partnerships and technology.
- Build on activities aimed at youth and develop and strengthen youth involvement strategy.

Demographic changes have not impacted the program eligibility criteria. The PCP contributes significantly to meeting the Divisional goals by:

- Engaging communities in remembrance.
- Establishing application/approval criteria in an attempt to ensure that youth and CF Veterans are involved in events.
- Supporting organizations such as the Historica-Dominion Institute who largely focus on youth/CF/teacher engagement.
- Enhancing technological resources such as social networking tools.

4.0 Evaluation Findings – Performance (Effectiveness / Success)

This section examines the program’s performance measurement system, including the available data indicating the degree of success of the program in achieving its outcomes, and any unintended outcomes.

4.1 Is there a performance measurement system in place that identifies key outcomes consistent with the programs objectives?

Finding: The PCP has a performance measurement system that identifies outcomes consistent with program objectives.

Section 1.2.2 of the report discussed the program objectives and expected outcomes of the program as outlined in the Ts & Cs and provided evidence that the PCP objectives and outputs contributed to the overall strategic outcome of Commemoration Division partnerships. As outlined below, the outcomes are consistent with the program objectives to support community partnerships and cenotaph/monument restoration. Outcomes also include recognizing and achieving sacrifices and preserving memory through the engagement of Canadians, especially youth.

Expected outcomes for the PCP were contained in the 2008 Ts & Cs, however, no performance indicators or data collection was undertaken until the RMAF/RBAF was created in 2009. The evaluation team assessed progress towards the 2009 RMAF/RBAF outcomes as identified below:

Immediate Outcome	Canadians, especially youth, participate in commemorative activities. Commemorative and restorative activities occur in communities across Canada.
Intermediate Outcome	The memory of those who served Canada in war, military conflict and peace is preserved.
Ultimate Outcome	Canadians recognize the achievements and sacrifices of all those who served in Canada's efforts in the defence of freedom.

4.2 Does the performance measurement system include appropriate indicators and realistic performance targets which are consistent with expected results?

Key Finding: The PCP has implemented performance indicators; however, there are gaps in terms of appropriate impact related measures. For those indicators that are appropriate, realistic performance targets have been established.

The program has made significant strides since the previous evaluation by developing a PMS, collecting and analyzing performance information and establishing targets. The 2009 RMAF/RBAF established a number of performance targets for both the CEPF and the CMRP. The program area established targets for event and restoration numbers, decision turnaround times, Veteran satisfaction levels and the VAC strategic outcome. The approved 2011 PMS identified targets for the great majority of indicators. However, there continue to be gaps in the PMS.

At the output level, quantitative measures were available, such as the number of partnerships approved, the applications received, and the timeliness of funding decisions. At the outcome level, the following limitations have been identified by the evaluation team related to a lack of impact data:

- (1) A review of documentation, key informant interviews and file review results indicates that current data collected focus on recipient self-reporting to measure the impact of the program on participants. Data forwarded by recipients may include the number of event/activity participants, extent of media coverage, and feedback from participants; however, while this information is interesting, it is not linked to progress towards program outcomes.
- (2) Data received from application forms, final reports, as well as other supporting documents that may support progress towards achieving outcomes is neither entered into a database nor, is it rolled-up into a useful report.
- (3) Recipient interviews revealed that some organizations gather data related to participant impact but, are not requested by the Department. For example, one of the CEPF recipients interviewed provided the following quote from an event participant:

"I thought I knew about it, but I never had a picture in my head. I would see a page and dates, but now I see the soldiers, the families at home"

[Feedback from a 9-year old boy attending a theatre production]

Canadians provide some data for measuring success by participating in national surveys. The results, however, are high level and are difficult to attribute to the impact of the PCP.

The program area has identified weaknesses in measuring program success at the outcome level and has introduced an evaluation form to gather feedback from funding recipients regarding qualitative measures.

4.3 Does the performance measurement system provide reliable, accurate and timely data and reports?

Key Finding: Performance reports are delivered regularly; however, there are issues with respect to the reliability and accuracy of data.

Reports on available PCP data are generated on a regular basis. Data collection for the CEPF consists of manual input to a WordPerfect table resulting in only rudimentary reporting capabilities. File review results show inconsistencies in data entry and current collection tools provide no ability to query for trends and to roll-up information. The manual nature of this tracking creates the potential for error in the collection and the reporting of data.

The CMRP has an automated system; however, program staff report that the system is not reliable and that reports must be generated manually. The program area recognizes that there are reporting challenges but limited resources are available to develop an improved capability. Interviews with the program staff revealed that they are working on a database for the PCP that should make data entry more efficient but no further details were available at the time of the evaluation.

4.4 Is the performance measurement system maintained and updated as required?

Finding: The PMS is regularly maintained and updated.

In 2011, in response to TBS requirements, the program created a PMS which was approved by the Assistant Deputy Minister/Policy, Communications and Commemoration. The program outcomes have been updated as part of the PMS renewal.

4.5 To what extent have the outcomes of the program been achieved?

4.5.1 Immediate Outcomes

(a) To what extent has the PCP achieved the first immediate outcome of the program: Canadians, especially youth, participate in commemorative activities?

Finding: The first immediate outcome cannot be directly attributed to the program. However, the 2011 PMS addresses this gap.

There are no national statistics regarding the attendance or the participation of Canadians at remembrance activities, therefore it is not possible to measure the impact the program has on national commemorative participation rates. Also, the immediate outcome as stated is more output-related than outcome-related, as participation is measured by attendance numbers. An immediate outcome should be based on changes that can be directly attributed to the program. Changes to the immediate outcome in the 2011 performance measurement strategy address this gap.¹²

Attendance numbers at events/activities are a performance indicator on the program's PMS. This information is requested in the final report template but was neither collected, nor reported, by the program area. Participation/attendance numbers for commemorative events were obtained through a review of expected, as opposed to actual, attendance figures found in the CEPF file review. Recipients were requested to report on total, youth and Veteran attendance. The CEPF file review found that about one third of the files reviewed did not contain any attendance data and another third had inconsistent data. Therefore, the files were of limited value in measuring audience attendance. It should be noted that final reports were more likely to provide total audience data rather than youth or Veteran attendance rates.

Attendance numbers rely on self-reporting by recipients. Information obtained in the file review showed that organizations generally over-estimated attendance. However, many of the recipients were first time applicants and were small community non-profit groups that had limited experience in estimating attendance. Estimating participation can be especially difficult given the nature of the activities and the inexperience of some organizations in estimating attendance levels.

In the CMRP file review, 36 of the 44 files showed evidence that applicants self-reported community involvement in the project and 34 files indicated that other funding sources were also in place. This demonstrated community involvement.

There was no evidence that the performance indicator regarding participation by youth was collected by the program. File review results indicated that 51 (48 percent) of CEPF recipients anticipated youth attendance. Of the partnerships reviewed or, recipients interviewed, who focus on youth, the majority tracked youth involvement and could provide precise information such as attendance numbers, evaluation results, classroom follow-up results and feedback. Opportunities do exist to gather precise youth participation. For example, the Historica-Dominion Institute and VAC have developed performance measures and indicators focussing on the program's impact on youth, which will be available in 2012-2013. Similar opportunities exist to capitalize on data currently being collected by theatres and schools (as discussed in Section 4.2).

¹² The first immediate outcome in the 2011 PMS is: Canadian non-profit organizations are aware of CEPF and CMRP and apply for funding to support remembrance activities and cenotaph/monument restoration in communities across Canada.

Although the youth participation rate in PCP activities cannot be directly measured, results from the 2010 Phoenix Survey provides information which could be attributed to the program:

- Almost 80 percent of youth stated that they have taken part in remembrance ceremonies or activities at their school.
- Much fewer (32 percent) took part in remembrance ceremonies or events in their community (not including school).¹³
- 22 percent took part in remembrance activities as part of a youth group.
- 21 percent took part in online remembrance activities (e.g., on Facebook, YouTube, etc.).

The PCP recipient survey results showed that the great majority (90 percent) of CEPF respondents self-reported participation of Canadians, especially youth, in remembrance events/activities.¹⁴

Participation is more often associated with the CEPF as it is directly linked to an event, whereas the CMRP is related to restorative activities which occur over a period of time. The CEPF and the CMRP recipients reported youth involvement in hosted commemorative activities, mainly through attendance or participation of an event/initiative (48 recipients or 80 percent). Little other supporting documentation was provided to allow the evaluation team to comment further.

(b) To what extent has the PCP achieved the second immediate outcome of the program: Commemorative and restorative activities occur in communities across Canada?

Finding: The number of PCP partnerships is increasing each year; however the evaluation is not able to attribute the degree to which PCP funding contributes to overall Canadian remembrance activities.

As listed in Table 1 - Partnerships by Fiscal Year, the number of commemorative activities supported by the PCP has been increasing. The program area cannot track the number of remembrance activities hosted in Canada to determine the number of events/activities occurring as a result of partnerships with the PCP. Current commemorative event tracking is not distinguishable by program area within Commemoration Division and therefore cannot be attributed to the PCP. However, the numbers of self-reported calendar events as stated in Table 2 - Commemoration Calendar of Events have increased significantly over the last three fiscal years.

¹³ 2010 Phoenix survey responses by Canadians indicate they were most likely to attend remembrance ceremonies (36 percent) while few responded that they participate in or help organize remembrance ceremonies (15 percent) as a way of acknowledging remembrance.

¹⁴ The remaining 10 percent of the CEPF respondents left this question blank.

Table 2 - Commemoration Calendar of Events

April 2008 - March 2009	476 events
April 2009 - March 2010	708 events
April 2010 - March 2011	839 events
April 2011 - December 2011 ¹⁵	831 events

It is more difficult to determine the number of restorative activities occurring by fiscal year due to the current approval and tracking processes of CMRP projects as discussed in the Relevance Section. There has been little outreach for the CMRP; however, in response to a 2008 evaluation recommendation, the program is making strides to increase awareness of all PCP funds among Canadians. In 2011, new brochures for each of the PCP funds were developed and shared with organizations, municipalities and at tradeshow events. The Canada Remembers Website was also updated to provide additional information following recommendations from the previous evaluation.

During the CMRP file review, it was noted that 13 projects (30 percent) held a re-dedication activity following the restoration. Currently, the program does not measure events/activities generated as a result of a monument or cenotaph improvement.

4.5.2 Intermediate Outcome

To what extent has the PCP achieved the intermediate outcome of the program: *The memory of those who served Canada in war, military conflict and peace is preserved?*

Finding: There is some information available targeting youth which demonstrates achievement towards this outcome; however, there is limited evidence of the impact of the PCP on the general Canadian population.

There were limited performance indicators targeting 'memory'. The indicators illustrated in the performance framework were: (1) the number of restorations, (2) the percentage of youth participants (at Encounters with Canada)¹⁶ who report an increased level of understanding of sacrifices and achievements and (3) the percentage of VAC program recipients¹⁷ who are satisfied with VAC funding to help communities in Canada with commemorative and restoration activities. The program area identified this outcome as being difficult to measure and has updated the intermediate outcome in the 2011 PMS.¹⁸

¹⁵ This figure represents a count to-date and is not a full fiscal year. The 2011-2012 time frame is outside the evaluation time period, however it is noteworthy as it shows continued growth.

¹⁶ Program of Historical-Dominion Institute which targets youth.

¹⁷ Includes war service Veterans, Canadian Forces Veterans, survivors and RCMP.

¹⁸ Canadians have increased opportunities to participate in remembrance activities in communities across Canada.

The VAC target for the number of cenotaphs/monuments restored as stated in the PMS is 40. In 2009-2010, the CMRP surpassed the target (56) and met the target in 2010-2011. It should be noted that the reported numbers included carry-overs, resulting in double counting of some individual projects. The number of commemorative events occurring over the past three fiscal years has been increasing, as stated in Section 3.0 - Relevance. Although the number of events or restorations is increasing, these data are strictly output-related and do not demonstrate achievement of the outcome. Annual reports from Encounters with Canada state that 94 percent (2009-2010) and 88 percent (2010-2011) of youth participants reported an increase in understanding of the sacrifices and achievements of Canada's Veterans. Other than the information from the CEPF recipient project Encounters with Canada, recipients do not provide participant feedback relative to preserving the memory of those who served Canada.

According to the 2010 Phoenix Survey results, Canadian youth exhibited limited familiarity with key military events or activities that involved Canadian Veterans. A majority (54 percent) claimed to know at least a moderate amount about the Second World War; however, beyond this, their knowledge was very limited. For all events other than the Second World War, the majority of youth (63 to 82 percent) stated they knew very little or nothing at all. A review of the survey study results of Phoenix and Encounters with Canada indicated that an increased level knowledge may be attributable to the attendance of remembrance events/activities.

4.5.3 Ultimate Outcome

**To what extent has the PCP achieved the ultimate outcome of the program:
*Canadians recognize the achievements and sacrifices of all those who served in
Canada's efforts in the defence of freedom?***

Finding: There is no current information available to measure the impact of the PCP on the Canadian general public's recognition of achievements and sacrifices of Veterans.

As outlined in previous sections in this chapter, there is a lack of evidence to support progress towards achieving immediate and intermediate outcomes; therefore it is difficult to measure the ultimate outcome, especially for the CMRP. The lack of information for the CMRP may be due in part to the technical nature of the fund. Also, there is not a requirement for a final report, as recipients are only required to submit photos and receipts for work completed and to confirm that they are satisfied with the work. No performance data is requested, resulting in minimal information available for measurement.

It is difficult to quantify the results gathered from interviews, file reviews, document reviews, and to attribute the results to the impact of the PCP. To some degree attendance levels can be used, however, as noted earlier in this section, this information

is not provided consistently. Measurement of attendance alone does not provide adequate information regarding the impact of an event or activity.

Additionally, recipient survey results from those who participated in the PCP from 2008-2009 to 2010-2011 show that the majority (53 of 79, or 67 percent) of recipients self-report that PCP funds allowed them to meet the program objective of recognizing the achievements and sacrifices of those who served Canada in the defense of freedom, for both traditional and modern-day Veterans.

There is no information available to measure the impact of the PCP on the Canadian general public's recognition of achievements and sacrifices of Veterans. Although not attributable to the PCP, the 2010 National Phoenix Survey provided the following feedback from Canadians: almost three-quarters of Canadians (74 percent) said they were at least somewhat familiar with the accomplishments and sacrifices made by Canada's Veterans (28 percent said very familiar). The 2010 Ipsos-Reid Survey¹⁹ results noted that more than half of Canadians (59 percent) were satisfied when asked to indicate their level of satisfaction with how VAC recognized and honoured deceased Canadian Veterans and war dead.

The ultimate outcome was revised in the 2011 PMS.²⁰ Changes to the outcome and performance indicators should enable the program to better collect and report on progress towards the ultimate outcome. Although, this evaluation was unable to draw conclusions on the program's effects, due to lack of data, this does not necessarily indicate that the program does not have impact on Canadians.

4.6 What, if any, unintended outcomes has the program had?

Key Finding: The evaluation team noted several unintended impacts during the review of the PCP, mainly in the realm of policy and missed opportunities.

1. Inconsistent policy interpretation with respect to repeat funding

A recommendation from the 2008 evaluation indicated the need to determine if repeat funding should be allowed for the CEPF programs. The management response and action to this recommendation was to update policy guidelines and amend the application form so that applicants must indicate any previous funding received from VAC. A review of previous funding and the potential for dependency was also included as a criterion of assessment for the review committee.

Interviews with staff indicate that there remains an inconsistent understanding and application of the policy regarding repeat funding. Two of the four regions indicated three years was the maximum number of years that recipients could receive funding in

¹⁹ The Ipsos-Reid Survey was national poll commissioned by VAC. The Survey was conducted over the phone November 16-18, 2010 with 1,002 Canadians and has a 95 percent confidence level and +/- 3.1 percent margin of error.

²⁰ Canadian Veterans and those who died in service are honoured and the memory of their achievements and sacrifices is preserved.

order to prevent dependency on program funds, while the other two regions understood that the three year rule was no longer used. In some instances, repeat funding is assessed simply by the number of years funding has been received, while in other cases, the target audience and impact are taken into account. For example, schools may host the same event, but a new audience participates in the event each year. Two of the CEPF recipients interviewed indicated that regional funding was available to a maximum of three years.

The file review and program statistics show that the great majority (82 percent) of recipients were first time applicants for 2008-2009 through 2010-2011, indicating that repeat funding/dependency is minimal. However, based on the inconsistent policy application, applicants are not assessed against the same criteria, thus limiting access to funds for some groups.

A second recommendation from the 2008 evaluation was to allocate responsibility to the region for local projects under \$5,000. Interviews with key informants, file review results and policy review show that although this initiative is in place, some unresolved issues remain. For example, some regions rigorously apply the \$5,000 figure as a limit when assessing applications, while other areas use it only as a benchmark. Therefore, there is potential for inequities in the approval of funding for recipients based on their area of residency. Two recipients interviewed identified \$5,000 as being the regional limit, indicating that staff are communicating this figure as a limit to applicants.

2. Legal Considerations

VAC is responsible for creating a written agreement outlining the responsibilities of both parties regarding the payment of funds. Currently, two contribution arrangements are created, signed by the Assistant Deputy Minister/Policy, Communication and Commemoration (ADM/PCC) Branch and sent to recipients for signature. The recipients are instructed to keep one copy and to return the other to VAC for its records. While standard practice dictates that the recipient should sign the agreement before the funding provider, the reverse is happening with the PCP. This practice leaves the Department open to risk, as a recipient could alter the conditions of the agreement.

A review of the contribution agreements indicated that they are not structured in a manner which would allow the Department to retrieve monies in cases where projects are not completed as outlined in their application.

The evaluation team also reviewed the current CEPF application and compared it to Building Communities through Arts and Heritage's. The major difference between the two was that Building Communities through Arts and Heritage includes a liability waiver. An acceptance of liability is not part of the PCP application and inclusion of such a waiver would allow VAC to recover misappropriated funds.

3. Missed Opportunities for Recognition

The evaluation team determined through interviews with key informants, that the Department is missing opportunities for visibility surrounding the provision of financial support to recipients. Although VAC is largely meeting the target decision turnaround time, interviews with recipients and the CEPF file review indicate that many events occur prior to VAC approval notification. As a result, VAC is not being recognized to the degree it should be, for its support of these remembrance activities. A more expedited approval process would result in more opportunities for recognition. This is more of an issue for the CEPF, as commemorative activities are usually a few days in duration, whereas CMRP projects are conducted over a more extended period of time.

Although there are current initiatives underway to streamline the delegated authority process (delegation from the Minister to the ADM for projects under \$25,000), the method of communicating funding decisions continues to rest at the ministerial level. This issue is further discussed in Section 5.3.1 - Efficiency.

Missed Opportunities due to Delayed Funding

Another unintended impact, resulting from late funding notification, is the decreased capability for CEPF recipients to deliver initiatives as originally intended. Smaller organizations may not fully implement their planned initiatives due to the uncertainty of funding and/or lack of cash flow which, therefore impacts the event/activity and VAC's ability to meet the PCP outcomes. Less than 45 percent of the recipients interviewed indicated that the quality of their event/activity was affected due to delayed or unknown funding levels from VAC.

"As we didn't know if we had funding, we had to proceed with the production as if we didn't have funding. We had to diesel down some of our activities. We did not have the finances to absorb the costs if funding was not approved. An elaborate program was developed but as time went on and we realized we weren't going to have a decision, we dialled back. If we had been advised earlier, we would have done everything outlined in the grant proposal. As it was, we had to borrow and improvise to stage the production."

- CEPF recipient

5.0 Evaluation Findings – Performance (Efficiency and Economy)

In terms of efficiency and economy, the evaluation examined potential duplication between the PCP and other initiatives, the administrative cost ratio of the program and potential alternatives. The issues of efficiency and cost-effectiveness were addressed based on available program documentation and key informant interviews.

5.1 To what extent is there duplication or overlap with other existing programs (federal, provincial, municipal or private sector)?

Key Finding: There is no overlap or duplication with existing programs.

A number of the PCP funded projects receive funding from other federal government departments, provincial governments, municipal governments, other non-profit organizations as well as the private sector; however, the PCP is unique in that it focuses on Veterans and Canada's military achievements and sacrifices. In order to ensure community involvement, applicants are requested to identify monetary and in-kind support from other organizations.

5.2 Does the program operate within budget?

Finding: The program is operating within budget.

A significant portion of the budget is allocated to large dollar CEPF contributions. Funding for the Juno Beach Centre Association is automatically allocated from the CEPF budget and currently, the Historica-Dominion Institute has four funding arrangements of varying multi-year terms. This leaves the program with a much lower available budget for the smaller partnerships. Despite these allocations, the program has operated within budget and there have been sufficient funds each year to meet the demands of the program, as seen in the Table 3 - PCP Budget versus Expenditures.

Table 3 - PCP Budget versus Expenditures

	2008-2009	2009-2010	2010-2011
Budget	\$2.31M	\$2.285M	\$2.26M
Expenditures	\$2.065M	\$1.846M	\$1.792M

5.3 Does the program demonstrate improved efficiencies or cost-effectiveness in achieving program goals each year?

Key Finding: Although the program has introduced initiatives to streamline processes, to date no improvement has been noted.

Key Finding: The administrative cost ratio has increased to 47 percent during the evaluation period.

VAC's Head Office provides overall program direction, development of program policy and delivery standards, resource allocation, appeals process and performance reporting for the PCP.

The CEPF is administered through VAC's Head Office and the regional offices (Atlantic, Quebec/Ontario, and Western [Prairie/Pacific]). Remembrance initiatives of a local nature are administered in the regions. VAC's regional offices play a vital role in developing partnerships with organizations in their respective regions. Groups submit applications for funding assistance to the nearest VAC regional office. If the application meets the established guidelines, the regional review committee may recommend funding and then forward it to Head Office for quality assurance and departmental approvals in advance of a Ministerial decision. Projects requesting more than \$5,000 must be reviewed by the regional and Head Office review committees. Initiatives of a national scope are administered and reviewed by Head Office.

As of September 7, 2011, the ADM/PCC has authority to approve partnership contributions under \$25,000. Prior to this date, the Minister approved all partnership contributions. The Minister approves contributions over \$25,000 and determines the method of communicating approvals to recipients.

The CMRP funding applications are administered by Head Office and reviewed by an external review committee which makes recommendations for the Minister's final approval. The committee includes representation from Veterans' organizations and a cenotaph/monument restoration technologist.

Appendix G - Process Flow Charts, provides a visual representation of the review and approval steps for each fund.

5.3.1 Efficiency

Although the average satisfaction ratings from recipient surveys were 'good' in all areas, two of the lowest rankings were for 'timeliness of funding decision' and 'payment turnaround time'.²¹

A contributing factor to recipient perceptions on long decision turnaround times may be their understanding of submission deadlines. The program information provided on the Website directs CEPF applicants to apply at least three (3) months prior to the proposed **project start date** to allow for processing and notification of funding. About half of recipients interviewed stated that information had to be submitted three (3) months prior to the **event date** (rather than the project start date).²² The result is that recipients may not receive notification of funding prior to the event date, thereby affecting program outcomes.

The national standard turnaround time for both the CEPF and the CMRP is 12 weeks. Based on 2009 - 2011²³ program data, the CMRP has met this target 100 percent of the time.

The CEPF has only met the national standard turnaround time of 12 weeks, 82 percent of the time in 2009 – 2010, and 69 percent in 2010 - 2011.

In an effort to understand this diminishing ability to meet the turnaround time, the evaluation team analyzed a random sample of 129 CEPF files. Analysis of the data revealed that the bulk of the turnaround time, (9 weeks) occurred between the review committee recommendation date, and the decision date. Efforts have been made to reduce the turnaround times by delegating approval authority to the ADM/PCC. This process has not been in place for a sufficient time period for the evaluation team to comment on its success.

Parallel to the application approval process, there is a communications approval process which requires numerous sign offs and administrative work (please refer to Appendix G - Process Flow Chart for specific processes). Communications processes are not in the scope of this evaluation, but their role is integral to the success of the PCP. The Ministerial letter advising of funding approval states that VAC must announce the contribution prior to any recipient acknowledgment. Interviews with Communications staff indicate that the current approval process for news releases can impact timelines for the announcement of project funding. The Communications Division is currently working to streamline the process.

²¹ 38 percent of field interviewees stated that CEPF turnaround times are too long.

²² The CEPF file review results indicate that the majority of applicants did not submit their information within 3 months of their event.

²³ Results are not available for previous years due to a lack of performance data.

Despite the ability of the program to meet the current standard turnaround times, the program is administratively burdensome, particularly with respect to the number of review stages and sign-offs. Evidence suggests that improvements to the CEPF process would further enhance service to recipients and allow the turnaround time standard to be reduced. Please see section 5.6 for details regarding improvements to processes.

Delays in both the program and the communications approval processes must be addressed before the recipient and VAC will notice improvements in efficiency. Addressing these issues should enable the recipient to receive a funding decision sufficiently in advance to fully implement project plans and acknowledge VAC's contributions to the event. Acknowledgment of VAC's contribution provides opportunities for additional marketing/outreach.²⁴

5.3.2 Cost-Effectiveness

The evaluation team analyzed inputs over the study period and calculated administrative cost ratios for FY 2008-2009, 2009-2010 and 2010-2011. As illustrated in Table 4, the administrative cost ratio has increased over the study period, going from 38 percent to 43 percent, to 47 percent. There are no established federal or industry standards with respect to administrative cost ratios. Attempts were made to find a contribution program with a design similar to PCP but, an exact match could not be found.

The design of the PCP will only achieve small improvements in administrative cost unless there are significant changes in program design. The PCP is a small budget program with the great majority of partnerships being low-dollar CEPF contributions (i.e., under \$5,000).²⁵ The risk level for these contributions is low as VAC is only contributing a percentage of the project cost.²⁶ Of the contribution partnerships over \$5,000, the largest agreements are with established non-profit organizations such as the Juno Beach Centre Association, the Historica-Dominion Institute and the Canadian Football League. These organizations have been partners for a number of years and represent minimal risk.

There are no established federal or industry standards with respect to administrative cost ratio. The Canadian Heritage grant/contribution program, Building Communities through Arts and Heritage, has an administrative cost ratio of approximately 16 percent.²⁷ Another Canadian Heritage grant program, the Canadian Studies Program, has reduced its administrative cost ratio to 8.6 percent from approximately 30 percent as a result of changes and increased budget responsibility.

²⁴ This issue was discussed in the Unintended Outcomes Section 4.1.6.

²⁵ The CEPF file review results found 89 percent of the files reviewed were for contributions under \$5,000.

²⁶ The contribution percentage varies by project based on assessment criteria.

²⁷ The Canadian Heritage Evaluation Services Directorate suggests that a ratio of 15 percent would be appropriate.

An internet scan of other government/ business programs (US, Australia and England) indicates a wide range of administrative costs. The maximum administrative cost ratio found during the review was 30 percent.

As can be seen in Table 4 - Program Resources, the PCP administrative cost ratio is increasing each year.

Table 4 - Program Resources

Area	FTEs time devoted to PCP Process*	2008-2009 Salary dollars to deliver PCP	2009-2010 Salary dollars to deliver PCP	2010-2011 Salary dollars to deliver PCP
Atlantic	0.7	39,746	40,148	40,553
Ontario	2.1	122,803	124,043	125,296
Western	0.7	73,401	74,142	74,891
Quebec	0.52	32,664	32,994	33,328
Regional Total	4.02	268,614	271,328	274,068
HO Communications	0.55	38,424	38,424	38,424
HO Program	5.1	321,206	324,451	327,728
Head Office Total	5.65	358,866	362,491	366,152
Grand Total	9.67	627,480	633,818	640,221
Employee Benefits (20 percent) and Accommodation (5 percent)		156,870	158,455	160,055
Operations & Management		n/a	n/a	49,417
Total Administrative Cost		784,350	792,273	849,693
Program Expenditures		2,065,590	1,846,150	1,792,120
Program Percentage Administrative Cost		38 percent	43 percent	47 percent

Note: The program area advised that the number of FTEs delivering the program remained constant throughout the study period. Calculations are based on the entire FTE effort to deliver the PCP as opposed to individual percentages for the CEPF and the CMRP.

The Building Communities through Arts and Heritage Program, delivered by Canadian Heritage, was faced with similar challenges in their administration. They were successful in reducing their administrative cost ratio from 29% (2008/2009) to 16% (2010/2011). Although not comparable in terms of a number of attributes, such as budget, average funding, number of recipients; the efforts undertaken should serve as a model of best practices for VAC. (Further discussion of the means used to achieve this reduction is discussed in Section 5.5).

5.4 Are Canadians receiving value for their tax dollars?

Key Finding: The value of the program for tax payers would be enhanced by addressing administrative inefficiencies.

Limited evidence was found to support the achievement of program outcomes. An analysis of cost-effectiveness illustrated that the administrative cost ratio was increasing. In 2011, the program area introduced initiatives to improve processes; however, limited gains in efficiency were evident at the time of the evaluation.

All recipients interviewed, commented on the skill and support offered by program staff. By re-focusing efforts on this type of support rather than administrative tasks, the value of the program would be enhanced. VAC's involvement in the early stages of projects would assist the Department in promoting initiatives and engaging its target groups. These actions would improve the Department's progress towards achieving program outcomes by capitalizing on staff knowledge, abilities and skills.

5.5 Are there alternative approaches to deliver the programs more cost-effectively?

Key Finding: There are alternatives to deliver the program more cost-effectively and efficiently, including options such as a grant or a grant/contribution combination.

To review alternative delivery methods, an Internet scan of other countries with similar government programs was conducted. Information from three countries was reviewed: Australia, the United Kingdom and two states of the United States (Oregon and Alaska). Australia had the most comparable program with funding support and eligibility similar to the CEPF and the CMRP. Funds for all programs were distributed as grants, with the exception of Oregon and Alaska, where payment was made on a reimbursement basis. In terms of potential best practices, two programs used numerically rated criteria to assess projects. Australia had several best practices; most prominent among them was to ask if there was intent to hold a re-dedication ceremony after the monument restoration. Appendix H contains further information on Australia and the other countries.

Research was conducted into Canadian government departments to find other programs similar to the PCP. The Atlantic Canada Opportunities Agency (ACOA) uses contribution and grant arrangements to fulfil its mandate; however, interviews with ACOA staff revealed only limited similarity to the PCP.

As previously noted, Canadian Heritage has a program with objectives similar to those of VAC's PCP. The Building Communities through Arts and Heritage program's aim is "*to increase opportunities, through festivals and other events and projects, for local artists and artisans to be involved in their community and for local groups to commemorate their local history and heritage*". Both the PCP and the Building Communities through Arts and Heritage fund local events and initiatives' supporting

history and heritage, the difference is that the PCP focuses on Veterans and remembrance whereas the Building Communities through Arts and Heritage focuses on arts and culture. Based on the identified similarities the evaluation team conducted a number of interviews with directors, managers and staff from Canadian Heritage. For further information on the Building Communities through Arts and Heritage please see Appendix F.

Discussions with Canadian Heritage staff provided background regarding an initiative undertaken in 2006, known as the Independent Blue Ribbon Panel. The mandate of this initiative was to recommend measures to make the delivery of grant and contribution programs more efficient while ensuring greater accountability. Six Vanguard Departments (including Canadian Heritage) reviewed recommendations and developed a Grants and Contributions Action Plan. These action plans incorporated the following themes:

- building relationships and stakeholder engagement;
- using risk management practices and streamlining administrative and reporting burden while ensuring accountability;
- achieving clarity and consistency in practices;
- improving horizontal collaboration and harmonization; and
- improving recipient access and efficiency by using technology.

Canadian Heritage has established a Centre of Expertise for Grants and Contributions. The Centre of Expertise consists of 50 FTEs who are responsible for the following functions for the department's 25 grant and contribution programs and 27 sub-components: advisory and policy services, program audits, secretariat services, grants and contributions information management, service standards, learning services and the modernization task force.

The Department of Canadian Heritage has a great deal of experience regarding grants and contributions. The evaluation team strongly urges the program area to liaise with the Centre of Expertise to develop a more effective and efficient model for delivering the PCP. Consultations should include:

- determining best practices regarding grants versus contributions;
- examining risk determination methodology;
- improving performance measurement strategies;
- ensuring recipient compliance; and,
- improving recipient access and program efficiency through the use of technology.

Please refer to Appendix F, Other Similar Federal Government Departments Overview for additional information.

5.5.1 Grant versus Contribution

An analysis of alternative service delivery methods led the evaluation team to consider the merits of grants versus contributions. The *Transfer Payment Policy*²⁸ states that payments must be delivered either as a contribution or a grant. The method of delivery is determined according to the level of risk involved. An overview of grants and contributions is outlined in Table 5 - Grant versus Contribution Overview.

Table 5 - Grant versus Contribution Overview

	Grant	Contribution
Description	Grant (<i>subvention</i>) - Is a transfer payment subject to pre-established eligibility and other entitlement criteria. A grant is not subject to be accounted for by a recipient, nor is it normally subject to audit by the department. The recipient may be required to report on results achieved.	Contribution (<i>contribution</i>) - Is a transfer payment subject to performance conditions specified in a funding agreement. A contribution is to be accounted for and is subject to audit.
Utilization	Grants are appropriate when the amount of funding to be provided can be determined in advance.	Contributions are appropriate when the department deems it necessary to monitor progress and results.
Recipient Accountability	Grant recipients are not held accountable for the use of funds received. However, they must establish continuing eligibility to keep receiving scheduled instalments.	Contributions require recipients to account for how they used the funds.
Authority	Parliamentary control usually restricts grants more than contributions. Grant programs cannot be increased or redirected without the authority of Parliament.	Treasury Board may authorize new contributions and changes in the amount paid without obtaining further parliamentary approval, within the purpose, dollar limits and restrictions prescribed by Parliament.
Risks	Choosing between a grant or a contribution depends upon the identification of potential perils, factors and types of risks to which departmental assets, program activities and interests are exposed.	On a continuum, as risk increases, the more likely a contribution will be appropriate. Contributions allow departments to exert greater control over the use of transfer payments
Cost-Effectiveness	To determine the most cost-effective means to achieve program objectives, departments must consider the additional cost of administering contributions over grants.	

Source: *Guide on Grants, Contributions and Other Transfer Payments* (Archive). Office of the Comptroller General

The recent trend within VAC is to move to a grant-based program rather than one based on contributions. Additional work would be required by applicants in the initial stages to move to such a model; however, over the course of the project, there would be less

²⁸ "Transfer Payments are monetary payments, or transfer of goods, services or assets to third parties, including Crown corporations, on the basis of an appropriation. Transfer payments do not result in the acquisition by the Government of Canada of any goods, services or assets." (section 3.1, *Policy on Transfer Payments*)

work for both the applicants and the program staff. A grant system would alleviate delays in the receipt of funds.

Regardless of the service delivery method chosen, inefficiencies in the current application approval process, and the communication of these approvals must be resolved in order to improve the delivery of the program. These changes would contribute to the Departmental-wide Transformation goal of improving quality, timeliness and service to recipients.

5.6 Are there alternate processes and approaches to deliver the programs more efficiently?

Finding: Alternate processes and approaches were found to exist which would allow more efficient program delivery.

The majority of recipients and staff interviewed indicated a need to improve the current delivery method. Criticisms included topics such as: the labour-intensive review process, the long decision turnarounds, the burden on sending receipts/invoices and the delays in receiving funds. Over half of those who commented that improvements were needed, suggested moving to a grant or grant/contribution combination. In addition, of the recipients commenting, six noted the need for some change/improvement in program delivery but did not provide specific suggestions.

Recipients interviewed noted that VAC's application form was straightforward and no improvements were suggested. The evaluation team had originally anticipated that there would be a strong interest for online applications. However, interview results indicated minimal need for such an enhancement. In the recipient survey, respondents were asked how VAC could improve the program and only two individuals (3 percent) indicated that online application forms and tracking capabilities would help. Evidence shows that the merit of moving to online applications at this point in time has minimal support. Online capabilities (application forms, rules-based approvals, tracking status and direct deposit) could be areas of focus for Transformation as VAC looks to streamline delivery of services.

In terms of outcome measurement, the evidence demonstrated a lack of any efficient means to gather and report on performance data (as highlighted in Chapter 4).

Although the requirement for a Head Office review committee for projects under \$5,000 was eliminated, interviews with regional and Head Office staff indicated that Head Office continues to review every file for quality assurance purposes. This action calls into question the value of the streamlining effort. Applying 100 percent verification of receipts is not an efficient use of resources.

6.0 Conclusions

The evaluation is able to make the following conclusions with respect to relevance and performance (success, efficiency and economy).

Relevance

The PCP continues to meet a demonstrable need of non-profit organizations wanting to host commemorative events/activities and/or restore cenotaphs and monuments. The program also continues to be aligned with Government of Canada/VAC responsibilities in preserving and honouring the sacrifices of those who served Canada.

The Commemoration Division has kept pace with changes in departmental demographics by altering the PCP assessment criteria to recognize the increasing number of CF Veterans and the growing need for youth engagement.

Performance - Effectiveness (i.e. Success)

Challenges were encountered in measuring the impact of the program. Basic performance reports are prepared manually; however, the program does not have an effective means of collecting and reporting on the required performance indicators. There was some performance information available but there was not sufficient evidence to demonstrate progress towards achieving program outcomes.

The evaluation team noted several unintended impacts during the review of the PCP, mainly in the realms of policy interpretation and missed opportunities.

Performance - Efficiency and Economy

Recognizing that the value for Canadian tax dollars must be improved, the program has instituted changes; however, while attempts have been made to streamline processes, no evidence of any success was noted. Improvements in efficiency and economy would be realized by changing the program delivery model to one of grants or a grant/contribution; nevertheless, streamlining must occur in the application approval process to realize any substantial gains.

No overlap or duplication with other government departments was found. The evaluation team ascertained that other departments with grant and contribution programs for larger dollar amounts, and potentially higher risk, have a more streamlined approach and a much lower administrative cost ratio. The administrative cost to deliver the PCP is increasing (47 percent in 2010 - 2011). The majority of PCP contributions are for low-dollar, low-risk projects or, for large dollar contributions with long-standing partners. The requirement for receipt submission and verification is onerous both the recipient and VAC, and seems incongruent with the risk and materiality of the contribution.

Canadian Heritage has a great deal of experience with grants and contributions to offer VAC in terms of best practices. The evaluation team urges the program area to liaise with Canadian Heritage colleagues and leverage their expertise to develop a more effective and efficient model for delivering the PCP.

7.0 Recommendations and Management Response(s) and Action Plan(s)

R1 It is recommended that the Assistant Deputy Minister/Policy, Communications and Commemoration, provide written direction through policy, guidelines or business processes regarding the following items: repeat funding; regional recommendation limits; application submission dates on the VAC Website; and, revisions to the Contribution Agreement forms and modifications to the signature process. (Critical)

Management Response:		
Management agrees with this recommendation.		
1.1. & 1.2 - Written direction, supported by training on repeat funding and regional recommendation limits has been given to all program staff involved with CEPF bi-annually. An annex to the program guidelines exists outlining what is eligible and ineligible for the Community Engagement Partnership Fund (CEPF) and is reviewed and updated on a regular basis. The Division will provide this written direction again during a training session targeted for May 2012.		
1.3 - Specific application deadlines will be set for the CEPF similar to the Cenotaph Monument Restoration Program (CMRP) and will be published on the VAC Website which will clarify when applicants need to apply for funding based on the date of their event/project.		
1.4 - The business process has been modified for CEPF and CMRP so that two copies of the agreement are sent to the applicant for signature first, and then returned to VAC for the ADM's signature.		
Revised Business Process:		
<ul style="list-style-type: none"> - Program area sends two copies of the agreement to the applicant. - Applicant signs both copies agreement and returns them to VAC Program area. - ADM signs the agreement and returns it to the program area. - Program area sends a copy of the signed agreement to the applicant and sends the original to Finance or the appropriate regional office. 		
1.5 - Commemoration will add a liability waiver clause to the Contribution Agreement.		
Management Action Plan:		
Corrective action(s) to be taken	Office of Primary Interest (OPI)	Target date
1.1 & 1.2 - Revised annex to guidelines and training session.	Director General, Commemoration	Completed September 2012
1.3 – Set application deadlines.		June 2013
1.4 – Modify business processes.		Completed March 2012
1.5 – Amend Contribution Agreement.		March 2013

R2 It is recommended that the Assistant Deputy Minister/Policy, Communications and Commemoration, ensure that appropriate performance data is consistently collected from large dollar projects using a readily available tool that would inform program changes, monitoring and evaluation. This data must adequately speak to the effect(s) on individuals as a result of participating in an event/restoration partially funded by VAC. (Critical)

Management Response:		
Management agrees with this recommendation.		
The Performance Measurement Strategy (PMS) approved in November 2011 will address some of the performance data concerns. The program outcome, as stated in the PMS, is “Canadians have increased opportunities to participate in remembrance activities in communities across Canada.” The performance data now being collected pursuant to the PMS will measure performance against this outcome. Additional information on the effects of the events, though not required to measure the stated program outcome, will be collected from the larger organizations with the ability to provide it.		
The program area will continue to require a final report from all organizations that receive funding and will ensure the report is complete prior to reimbursement of approved funds.		
2.1 All data will be compiled, tracked and monitored on a quarterly basis to make any program changes if required.		
2.2 The program area will determine the best software program/tool to gather and monitor the data.		
Management Action Plan:		
Corrective action(s) to be taken	Office of Primary Interest (OPI)	Target date
2.1 Compile, track and monitor data quarterly.	Director General, Commemoration	March 2013
2.2 Determine tool to monitor data.		March 2013

R3 It is recommended that the Assistant Deputy Minister/Policy, Communications and Commemoration, seek approval from central agencies in the renewal of Terms and Conditions to modify the delivery model of the Partnerships Contribution Program to improve cost-effectiveness and efficiency. (Critical)

Management Response:
Management agrees with this recommendation.
3.1 - Commemoration will consult with Canadian Heritage on their funding programs in particular Building Communities through Arts and Heritage to improve cost-effectiveness and efficiency.
3.2 - Prior to renewal, a plan to modify the service delivery method will be presented to the Senior Management Policy and Program Committee.

3.3 - The Terms and Conditions for the Partnerships Contribution Program are due for renewal in 2013. Commemoration will seek to modify the delivery model of the program to a grant program or a combination of a grant/contribution program.

Management Action Plan:

Corrective action(s) to be taken	Office of Primary Interest (OPI)	Target date
3.1 – Consultation with Canadian Heritage.	Director General, Commemoration	Completed October 2012
3.2 - A plan for renewal of the Terms and Conditions will be prepared and presented to the Senior Management Policy and Program Committee.		March 2013
3.3 - Renew Terms and Conditions.		May 2013

R4 It is recommended that the Assistant Deputy Minister/Policy, Communications and Commemoration work to immediately streamline the funding approval, communication and receipt verification processes, thereby substantially improving the administrative cost ratio for delivering the Partnerships Contribution Program. (Critical)

Management Response:

Management agrees with this recommendation. The program will aim to improve the administrative cost ratio for delivering the PCP through the following actions:

4.1 - Since September 7, 2011, the Assistant Deputy Minister, Policy, Communications and Commemoration, received delegated authority to approve projects up to \$25,000 through the CEPF. In 2010-2011 this represented 83 percent of applications. The Branch is currently seeking delegated financial authority to the Deputy Minister to approve projects up to \$500,000 (maximum funding) through the CEPF. The Branch is also seeking delegated financial authority to the Deputy Minister and the Assistant Deputy Minister, Policy, Communications and Commemoration, to approve up to \$25,000 (maximum funding) through the CMRP.

4.2 - A revised approach has been proposed that would streamline the announcement process and see funded projects announced in a more timely way. When approved, the approach will be implemented immediately.

4.3 - Commemoration Division will work with Finance to streamline the receipt verification process.

4.4 - Currently the CEPF program is administered in all regions and at Head Office. Commemoration Division will centralize program administration for the CEPF in one location over the next two years. This will eliminate one level of review and make program administration more efficient.

Management Action Plan:

Corrective action(s) to be taken	Office of Primary Interest (OPI)	Target date
4.1 – Delegated authority to PCP.	Director General, Commemoration	Completed June 2012
4.2 – Revised communications approach.		Completed February 2012
4.3 – Streamlined receipt verification process.		July 2013
4.4 – Central administration of CEPF.		December 2013

8.0 Distribution

Deputy Minister

Associate Deputy Minister

Chief of Staff to the Minister

Chair, Veterans Review and Appeal Board

Assistant Deputy Minister, Policy, Communications and Commemoration Branch

Assistant Deputy Minister, Service Delivery Branch

Assistant Deputy Minister, Corporate Services Branch

Executive Director and Chief Pensions Advocate, BPA

Office of the Veterans Ombudsman

Regional Director's General (3)

Director General, Commemoration Division

Area Directors (12)

Director General, Departmental Secretariat and Policy Coordination

Deputy Coordinator, Access to Information & Privacy

Comptrollership Branch (TBS)

Appendix A – Significance of Recommendations

To assist management in determining the impact of the observations, the following definitions are used to classify recommendations presented in this report.

- Critical:** Relates to one or more significant weaknesses/gaps. These weaknesses/gaps could impact on the achievement of goals at the departmental level.
- Essential:** Relates to one or more significant weaknesses/gaps. These weaknesses/gaps could impact on the achievement of goals at the branch/program level.
- Important:** Relates to one or more significant weaknesses/gaps. These weaknesses/gaps could impact on the achievement of goals at the sub-program level.

Appendix B - Evaluation Work Plan



Veterans Affairs
Canada

Anciens Combattants
Canada

Canada Remembers Outreach Partnerships Evaluation (8900-191) Detailed Work Plan

August 16, 2011

1.0 BACKGROUND

Canada Remembers Outreach Partnerships and Collaborations program activity consists of: the Partnerships Contribution Program (PCP), Corporate Engagement and Marketing, and the new Community War Memorial Program (CWMP).

The funding for the PCP was approved on July 31, 2001 under the Voluntary Sector Initiative's Sectoral involvement in departmental policy development. The purpose of the PCP is to provide a framework through which VAC can extend its reach in delivering its mandate regarding commemorative activities. The program provides non-repayable contributions to a range of potential recipients, such as non-profit organizations, museums, education, and the provinces, territories and municipalities.

Since its inception, the PCP has re-aligned its purpose to meet the needs of recipients and focus on supporting commemorative events/initiatives and the restoration of cenotaphs/monuments. There are two contribution funding opportunities under the PCP:

- (1) the Community Engagement Partnership Fund (CEPF); and
- (2) the Cenotaph/Monument Restoration Program (CMRP).

The CEPF and the CMRP have separate program guidelines, eligibility criteria, applications and delegated authorities. They do however share the same main authority through the PCP Terms and Conditions.

Under the CEPF, eligible organizations and groups receive monetary assistance to deliver remembrance activities and events regionally and nationally. Amendments to the T&Cs have also been approved so that annual funding of \$500,000 is provided to the Juno Beach Centre in Normandy, France. Recognizing the Centre's commemorative importance as Canada's only Second World War Memorial in Europe, VAC, through the PCP, has provided financial assistance since 2002 to assist with start-up costs and to support the Centre's operations. The CEPF also provides annual contributions to the Historica-Dominion Institute to aid in various commemorative initiatives, to which Canada Heritage also contributes. Under the CMRP, eligible organizations and groups receive monetary assistance to assist in restoring cenotaph/monuments.

The funding for the PCP in its initial year was just under \$38,000. Ten years later, the 2010-11 budget was \$2.2 million with almost 180 partnerships in place.

Corporate Engagement and Marketing is a recent initiative (January 2009) that is aiming to align with private industry organizations with similar objectives as Canada Remembers. The goal is that by facilitating collaborations with external stakeholders that share common recipients and/or objectives VAC is able to collaboratively further the Department's mandate and mission. Such collaborations assist VAC in meeting its strategic outcome that "Canadians remember and demonstrate their recognition of all

those who served in Canada's efforts during war, military conflict and peace". There have been no formal collaborations initiated to date. The division is encountering significant challenges with embarking on private industry collaborations from TBS.

The Community War Memorial Program (CWMP), a five-year initiative, is an even more recent Canada Remembers funding program; the CWMP was announced by the Minister in November 2010 with its own set of Terms and Conditions. This program will sunset in 2015. The response to date has been positive; however, the program is not yet one year old and has only been through two rounds of application review.

A chronology of program highlights can be found in Appendix A as well as a visual representation of the program structure is provided in Appendix B.

2.0 EVALUATION OBJECTIVES

The 2009 *Directive on the Evaluation Function* published by the Government of Canada indicates that departments must ensure that all direct program spending and all ongoing programs of grants and contributions are evaluated every five years.

The additional purpose of this evaluation is to satisfy the requirement for an evaluation of a grant or contribution when seeking renewal of the Terms and Conditions (T&Cs). The Partnerships Contribution Program (one initiative under PAA program sub-activity 2.1.3) is due for renewal of T&Cs July 2013.

All evaluations conducted that are intended to comply with the coverage laid out in the *Policy on Evaluation* are required to assess the following core issues: relevance, success, cost-effectiveness and efficiencies. Therefore, the Canada Remembers (CR) Outreach Partnerships and Evaluation objectives are as follows:

1. To assess the extent to which CR Outreach Partnerships continue to address a demonstrable need and is responsive to the needs of Veterans and the Canadian Public.
2. To assess the linkages between the objectives of CR Outreach Partnerships and (i) federal government priorities and (ii) departmental strategic outcomes.
3. To assess VAC roles and responsibilities in delivering the CR Outreach Partnerships. To assess progress toward expected outcomes of CR Outreach Partnerships (including immediate, intermediate and ultimate outcomes) with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes.
4. To assess CR Outreach Partnerships resource utilization in relation to the production of outputs and progress toward expected outcomes.

The Terms of Reference for the CR Outreach Partnerships and Collaborations Evaluation can be found in Appendix A.3.

3.0 STUDY APPROACH

In developing the evaluation planning document, the evaluation team worked with program management to establish the approach and scope of the evaluation. The evaluation team will use multiple lines of evidence to measure the relevance, success and cost-effectiveness and efficiencies for the CEPF and the CMRP.

Veterans Affairs Canada is currently undergoing a program-wide transformation with the goal of improving the quality, timeliness and efficiency of services to recipients. The transformation is focussing on:

- reducing complexity;
- overhauling service delivery;
- strengthening partnerships;
- delivering on the New Veterans Charter; and
- aligning the organization with demographics.

To the extent possible, this evaluation will assist in meeting the above-noted initiative.

3.1 Scope

The period of coverage for the evaluation will be from April 2008 to March 2011.

Canada Remembers Division engages in numerous outreach activities to provide Canadians with opportunities to remember and learn more about our military history. This evaluation will focus specifically on outreach activities related to the CEPF and the CMRP.

The Corporate Engagement and Marketing initiative activities will not be included in the scope of this evaluation as there is little to no information/data available to evaluate.

As the Community War Memorial Program has a non-renewable five-year funding limit, and limited performance data available to review, this program will also not be included in the scope of this evaluation.

3.2 Relevance (Objectives 1, 2 & 3)

Evaluation Questions:

1. *Is there a demonstrated need for the partnership funds and do they realistically address the needs?*
2. *Is the program congruent with federal government priorities?*
 - a. *Is there a need for government involvement?*
 - b. *What role should VAC play?*
 - c. *Does the program serve the Public Interest?*
3. *Is there a change in program clients, target groups and/or stakeholders and does such change impact the relevance of the eligibility criteria of the funds?*

The Canada Remembers Outreach Partnerships Evaluation will assess the ongoing relevance and rationale for the CEPF and the CMRP.

The evaluation team will mainly assess recipients' needs through document and file review as well as interviews with Veterans Affairs staff and recipients/non-recipients across the country.

The Canada Remembers Outreach Partnerships will also be assessed against Federal Government priorities and VAC's strategic outcomes to ensure that the CEPF and the CMRP are aligned with priorities and outcomes and that all activities are within the scope/mandate of VAC's authority. This assessment will be completed through document review and interviews with VAC staff in Head Office and in regional offices. The team will examine Government of Canada (GoC) and VAC priorities and responsibilities through document reviews of legislation, policy and outcomes; GoC plans, policies and priorities; VAC legislation, policy, and strategic objectives/outcomes; and key informant interviews.

3.3 Success (Objective 4)

Evaluation Questions:

1. *Is there a performance measurement system in place that identifies key outcomes consistent with the programs objectives?*
2. *Does the performance measurement system include appropriate indicators, measures and realistic performance targets which are consistent with expected results?*
3. *Does the performance measurement system provide reliable, accurate and timely data and reports?*
4. *Is the performance measurement system maintained and updated as required?*
5. *To what extent have the outcomes of the programs been achieved?*
6. *What, if any, unintended outcomes has the program had?*

The evaluation team will assess success through review and analysis of documents, financial/administrative and budget data, a file review, as well as interviews with VAC staff and recipients/non-recipients across the country.

The partnership programs are relatively new initiatives (CEPF is 10 years old, CMRP is 6 years old) that have only recently developed a performance measurement strategy, which is currently being updated. Therefore, the evaluation team will use the 2009-10 RMAF/RBAF to the extent possible, to assess achievement of outcomes for the evaluation period. Targeted/forecasted outcomes identified in the RMAF/RBAF will be measured against actual/available outcome data to assess VAC's progress towards achieving outcomes. The evaluation will review the most recent Performance Measurement Strategy to ensure it is in line with program objectives and that the strategy provides reliable and accurate data to manage the programs.

The evaluation team will also determine whether there are any unintended impacts (positive or negative) which may be occurring. Examples of unintended impacts include: recipients' needs not being met, inappropriate assessment methodology and/or eligibility criteria, recipients receiving funding for which they may not be eligible, and the funds creating inappropriate dependencies. These potential unintended impacts will be identified and analyzed based on information collected from the document review, file review, as well as key informant interviews. To the extent possible the evaluation team will identify best practices.

3.4 Cost-effectiveness and efficiencies (Objective 5)

Performance (efficiency and economy)

1. To what extent is there duplication or overlap with other existing programs (federal, provincial, municipal or private sector)?
2. Does the program operate within budget?
3. Does the program demonstrate improved efficiencies or cost-effectiveness in achieving program goals each year?
4. Are Canadians receiving value for their tax dollars?
5. Are there alternative approaches to deliver the program more cost-effectively?
6. Are there alternate processes and approaches to deliver the programs more efficiently?

The evaluation team will use multiple data collection methods to assess the resource utilization in relation to the production of outputs and outcomes. To the extent possible, program costs will be assessed against the program outputs, as well as outcomes, to determine whether the PCP is demonstrating efficiency and economy.

An assessment of VAC's roles and responsibilities in delivering the PCP will be conducted to determine if there are any opportunities to deliver program funds in a more efficient and economical manner.

4.0 METHODOLOGIES

Multiple data collection methods consisting of a combination of qualitative and quantitative sources will be used. These methods will include:

- Random sample recipient file review.
- Key informant interviews (e.g. VAC staff, program recipients and non-recipients).
- Departmental and GoC reports and plans, etc.
- Internal and external survey results.
- Internal VAC statistical reports.
- Comparison with other similar programs.
- Document review.

5.0 EVALUATION LIMITATIONS

A Performance Measurement Strategy is in place for the PCP; however, there are only two years of data available to assess progress towards expected outcomes.

The team may be challenged to accurately determine the complete cost of administering the funds (Salary and O&M) as, VAC staff roles and responsibilities encompass varying degrees of involvement across the country.

Measurement of achieving outcomes relies on public opinion research; however, little information is available specific to these programs.

6.0 PROJECT TIME LINES/SCHEDULE

PROJECT PHASE	Target Dates
Planning Phase	
Develop initial project plan.	June 13 – July 15, 2011
Understanding the entity.	June 13 – July 29, 2011
Conduct document review.	June 15 – August 19, 2011
Determine evaluation scope.	June 13 – July 8, 2011
Send introductory letter to project client(s).	June 15, 2011
Preliminary HO Interviews and fieldwork.	June 28 – July 29, 2011
Develop data/statistical requirements.	June 28 – August 12, 2011
Complete project plan with critical path, methodologies, limitations and constraints.	June 15 – August 26, 2011
Develop TOR, criteria, data collection/roll-up tools for file review.	July 11 – July 29, 2011
Develop HO & RO evaluation questions and interview list.	July 18 – July 22, 2011

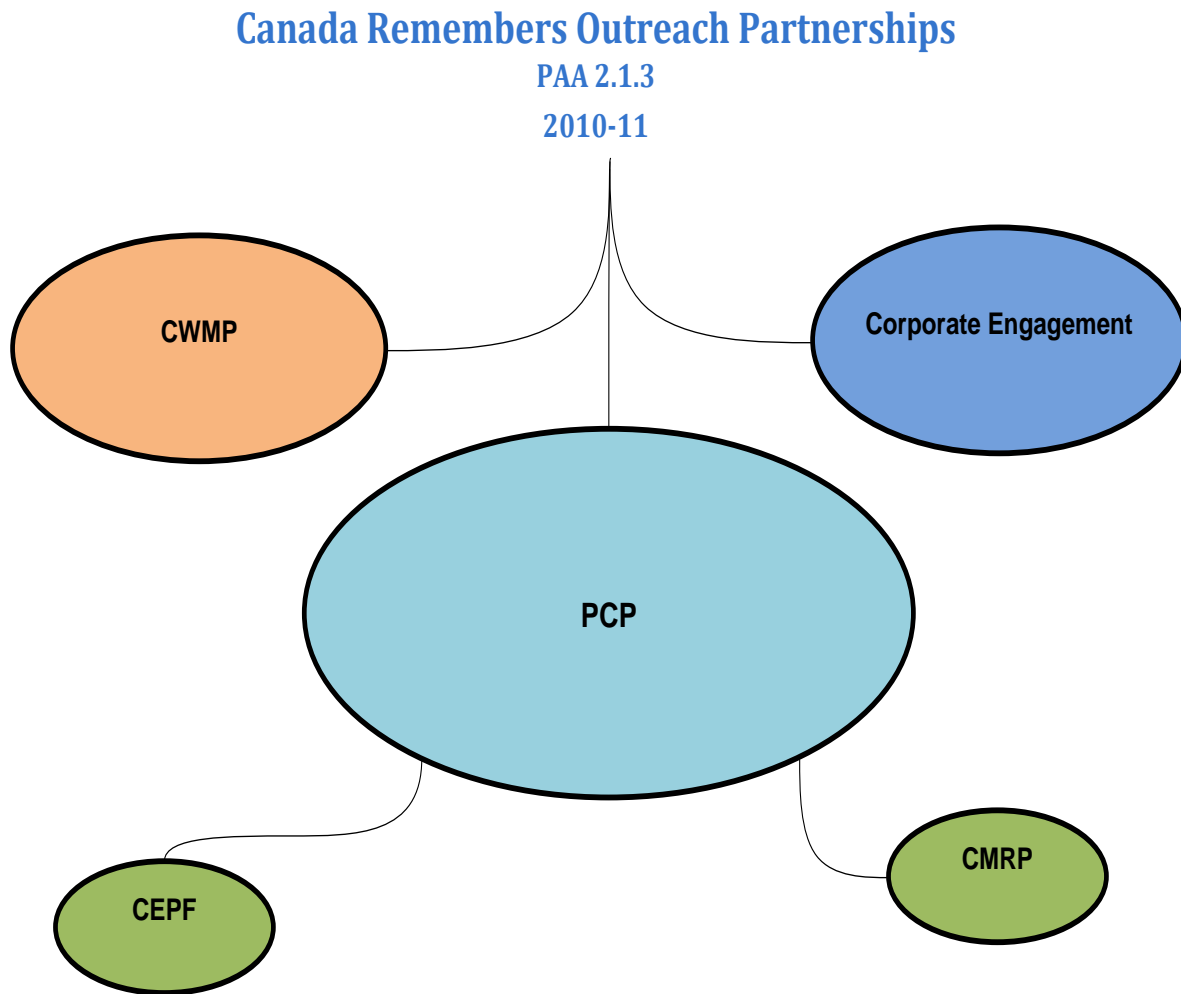
Data Collection and Analysis Phase	
Conduct file review.	August 2 – September 9, 2011
Data/Statistical requests to Canada Remembers' Statistics Unit.	July 11 – August 31, 2011
Conduct HO and RO telephone interviews.	July 25 – August 26, 2011
Compile, review and analyze data/statistical information.	July 25 – September 2, 2011
Finalize Fieldwork tools, sites, schedule and interview guides.	September 6 – September 9, 2011
RO Fieldwork Sites (*TBD).	September 20 – September 30, 2011
Compile, review and analyze fieldwork Information.	October 3 – October 7, 2011
Conduct any additional research, follow up interviews.	October 11 – October 14, 2011
If possible, day trip to attend a CEPF event in the Maritimes.	October 17 – November 10, 2011
Complete analysis.	October 17 – October 21, 2011
Reporting and Briefings	
Preliminary Draft Report Writing.	October 24 – December 7, 2011
Draft Report to Director for review/comments.	December 8 – December 12, 2011
Changes and Preliminary Draft to DG.	December 13 – December 16, 2011
DG comments back to team, changes to draft report.	December 16 – December 20, 2011
Briefings	January 3 – January 10, 2012
Exposure Draft to client and MAPs due	January 10 – January 24, 2012
Final Draft to SMC	January 27, 2012
SMC Briefing	February 1, 2012
Changes and Final Report to DEC	TBD
Final Report Approval by DEC	TBD
Final Report to DM	TBD
Final Report Approval by DM	TBD

Appendix B.1 - Chronology of Events

June 2000	The PCP is created from the Voluntary Sector Initiative, a five-year joint initiative between the Government of Canada and the voluntary sector.
July 2001	Initial funding of the PCP is approved.
November 2001	The PCP Terms and Conditions are approved.
2002	Further funds for VSI initiatives are granted to VAC.
2002	Through the PCP, VAC begins providing annual support to the Juno Beach Centre Association to assist with start-up costs and to support the Centre's operations.
September 2003	Introduction of a government-wide remembrance policy. Additional funding for the PCP is approved and an exemption to the Ts & Cs to support the Beach Centre Association.
2005	With the 'Year of the Veteran', a one-time increase in reference levels for the PCP was approved.
April 2005	Regions are delegated the authority to recommend and administer individual CEPF proposals up to \$5,000.
May 2005	VAC establishes the CMRP to assist communities across the country to properly conserve cenotaphs/monuments honouring Canada's war dead and Veterans. This required amendments to the T&Cs and additional funds approval for the PCP.
2007	PM approves \$500K a year for 10 years to the Juno Beach Centre Association from the PCP.
April 2008	Re-organization of Department moves Canada Remembers from Public Programs & Communications branch to the Service Delivery and Commemoration Branch.
April 2009	Corporate Engagement and Marketing initiative is added to the portfolio of Canada Remembers Outreach.
November 2010	CWMP initiated.
February 2011	Re-organization of Department moves Canada Remembers into the Policy, and Communications and Commemoration Branch.

Appendix B.2 - PAA Program Structure Visual Diagram

This diagram provides a visual representation of the PAA 2.1.3. Canada Remembers Outreach Partnerships and Collaborations program activity consists of: the Partnerships Contribution Program (PCP), Corporate Engagement and Marketing, and the new Community War Memorial Program (CWMP).



Appendix B.3 - Terms of Reference

Project Title and Number	<i>Evaluation of the Commemoration Division Partnerships Contribution Program (PCP)</i> <i>(aka Evaluation of Remembrance Outreach – Partnerships)</i>					2011-12
Project Type	Summative Evaluation					
Project Authority	DG Don Love, DG, AED DIR/MGR(s) Kevin Edgecombe, Director, AED					
Background	<ul style="list-style-type: none"> • A VAC priority is to engage Canadians in community-based remembrance activities, ceremonies and events, with an emphasis on Canada’s youth. • VAC strives to partner with groups and organizations across Canada to deliver remembrance activities, ceremonies and events that have a real and lasting impact. • Partnerships through the Partnerships Contribution Program (PCP) allow Veterans Affairs Canada to provide financial assistance to a variety of non-profit organizations. 					
Project Objectives	<ul style="list-style-type: none"> • To assess the extent to which Remembrance Outreach Partnerships continue to address a demonstrable need and are responsive to the needs of Veterans and the Canadian public. • To assess the linkages between the objectives of Remembrance Outreach Partnerships and (i) federal government priorities and (ii) departmental strategic outcomes. • To assess the roles and responsibilities in delivering Remembrance Outreach Partnerships. • To assess progress toward expected outcomes of Remembrance Outreach Partnerships with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes. • To assess Remembrance Outreach Partnerships resource utilization in relation to the production of outputs and progress toward expected outcomes. 					
Scope	Covers SA 2.1.3 Partnerships under PA 2.1 Remembrance Outreach.					
Resources	Hours	DG	DIR	MGR	OFF	TOTAL
	Planning	27	27	243	243	540
	Field Work	27	27	243	243	540
	Reporting	13.5	13.5	121.5	121.5	270
	Totals	67.5	67.5	607.5	607.5	1,350
Notes	<ul style="list-style-type: none"> • The <i>Transfer Payment Policy</i> requires an evaluation of the Partnerships Contribution Program prior to the renewal of the PCP Terms and Conditions July 13, 2013. • As Departmental demographics are shifting, the goal is to ensure remembrance programming continues to remain relevant to traditional Veterans as well as modern-day Veterans and youth. • The evaluation is intended to assist in future timely policy decisions. 					
Performance Measurement Strategy	A Performance Measurement Strategy exists but requires updating.					
Start Date	June 2011		End Date		February 2012	

Appendix B.4 - Sampling Plan

Objective

The following sampling plan will be applied in assessing the effectiveness and efficiency of both of the PCP funds' through the application/assessment process and application/payment turnaround times. The sample will also be assessed, to the degree possible, in respect of demonstrated need for the program funds by recipients and progress towards expected program outcomes.

Definition of the population and sampling unit

The assessment will be based on a sample of the total population of program applications between April 1, 2008 and March 31, 2011 identified by program area records. The PCP consists of two separate funds (the Community Engagement Partnership Fund and the Cenotaph/Monument Restoration Program).

Sampling Technique

The sampling methodology to be used will be random sampling. Due to the fact that the overall population is quite small (under 500 for both funds); statistically valid sampling with a high confidence level would require reviewing almost the entire population. After assessing the value of such an endeavour, the evaluation team decided that a random sample would maximize resources and provide a sufficient picture of the population and the attributes to be tested.

The funds have separate applications, assessments, review committees and program management staff; therefore, two samples will be chosen, one from each of the respective fund application populations. In order to provide results that will speak to the total population as much as possible, the two samples will not be weighted or stratified.

Attributes to be tested:

Both program funds:

1. *Need*
 - a. How does requested dollars compare to approved and actual reimbursement?
 - b. Is VAC providing support to non-eligible activities? If yes, are there any trends?
 - c. Evidence of community support/involvement?
 - d. Rationale of review committee for funding decisions?
2. *Effectiveness/Efficiency*
 - a. What is the average turnaround time from application received to payment processed?
 - b. Are there any gaps and/or roadblocks identified in processes?
 - c. Is the application and approval/denial process efficient?

3. *Success*
 - a. Evidence restoration/event successfully completed?

In addition to the above attributes, the Community Engagement Partnership Fund will also be specifically tested for the following:

4. *Need*
 - a. Do event descriptions include eligible activities?
 - b. Are target audiences and nature of the project a fit based on Canada Remembers policy and strategy?
 - c. Participant feedback on need for program.
5. *Success*
 - a. Are there planned outcomes of the event?
 - b. Are there expected methods of measuring success?
 - c. What are the actual outcomes identified?
 - d. Are there any unintended impacts identified?

Testing Parameters

Due to the slightly different nature of the two funding programs, different parameters will be used.

CMRP

A sample of 20 percent will be an appropriate sample size to review and provide relevant and reportable information regarding the population. The sample size was decided based on the following: an overall small population (178), a more straight forward funding eligibility, the limited number of staff (2) processing applications, the centralized processing area (Head Office), and the fact that the CMRP has been meeting its target turnaround time 100 percent for the past two years.

CEPF

A sample of 35 percent will be applied to review the CEPF. Though the overall population is small for the CEPF and there are limited staff involved in processing, there are a few key differences between the two funds that have driven the difference in sampling parameters. For example, the processing is more complex as there are various processing options depending on whether the event/initiative is regional versus national and the amount of funds being requested. The eligible criteria and types of funded activities are also more complex. Canada Remembers regional staff is very involved in this fund and provides input to applicants, the application process as well as the decision recommendations. The CEPF's proximity to meeting its standard turnaround time has dropped significantly in the past year.

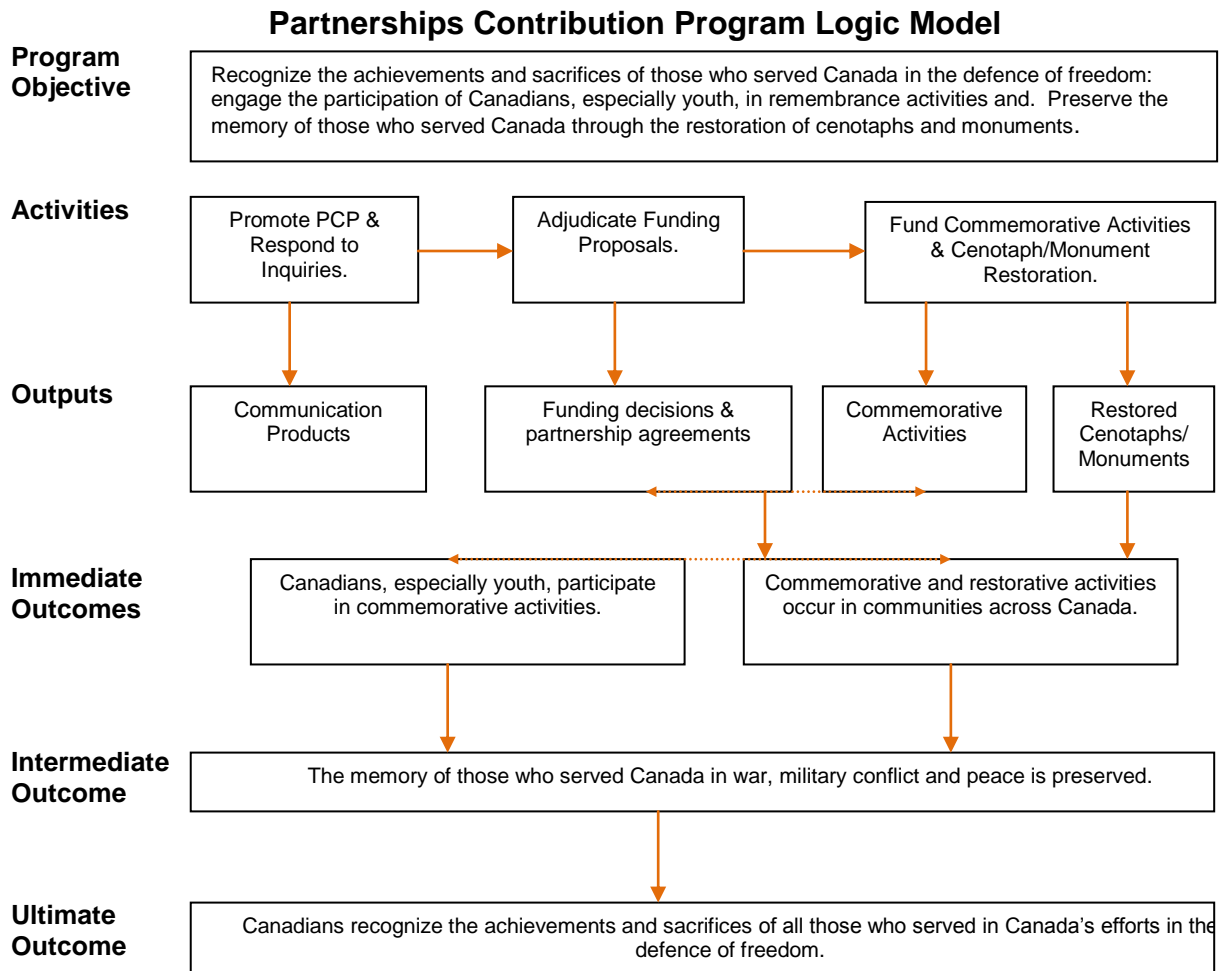
The following table provides overall details:

Program	Population	Random sample
CMRP	178	36 (20 percent)
CEPF	443	155 (35 percent)

Sample Size

Based on the above criteria, a total of 191 files will be drawn for review. Additional judgemental sampling may be required to gather sufficient evidence on the effectiveness, efficiency, program need and/or progress towards expected outcomes of the program.

Appendix C - PCP Logic Model



Source: 2009 PCP Results-Based Management Accountability and Risk-Based Audit Framework (RMAF/RBAF).

Appendix D - Evaluation Research Matrix

Issues / Questions	Document Review	Key Informant Interviews			PCP Recipient Feedback Survey	External National Surveys	Program Data	File Review
		Internal (HO and Regions)	Recipients	Other Government Department				
Relevance (Continued Need)								
1. Is there a demonstrable need for the funds and do they realistically address the needs?	√	√	√		√	√	√	√
2. Is there a change in program clients, target groups and/or stakeholders and does such change impact the relevance of the eligibility criteria of the funds?	√	√					√	
Relevance (Alignment)								
3. Is the program congruent with federal government priorities? - is there a need for government involvement? - What role should VAC play? - Does the program serve the Public Interest?	√	√	√			√	√	√
Performance (Effectiveness / Success)								
4. To what extent have the outcomes of the program been achieved?	√	√	√		√	√	√	√
5. What, if any, unintended outcomes has the program had?	√	√	√		√			√
6. Does the program have annual goals? If so, - What are they? - Are they achievable? - Are they realistic?	√	√					√	√

Issues / Questions	Document Review	Key Informant Interviews			PCP Recipient Feedback Survey	External National Surveys	Program Data	File Review
		Internal (HO and Regions)	Recipients	Other Government Department				
7. Does the program operate within budget?	√	√					√	
8. Is there a performance measurement system in place that identifies key outcomes consistent with the program's objectives?	√	√					√	
9. Does the performance measurement system include appropriate indicators, measures and realistic performance targets which are consistent with the PAA?	√	√					√	
10. Does the performance measurement system provide reliable, accurate and timely data and reports?	√	√					√	
11. Is the performance measurement system maintained and updated as required?	√	√					√	
Performance (Efficiency and Economy)								
12. Are there alternatives to deliver the program more cost-effectively?	√	√	√	√			√	
13. Are there alternate processes and approaches to deliver the program more efficiently?	√	√	√	√	√			
14. To what extent is there duplication or overlap with other existing programs?	√	√		√				

Issues / Questions	Document Review	Key Informant Interviews			PCP Recipient Feedback Survey	External National Surveys	Program Data	File Review
		Internal (HO and Regions)	Recipients	Other Government Department				
15. Does the program demonstrate improved efficiencies or cost-effectiveness in achieving program goals each year?	√	√					√	
16. Are Canadians receiving value for their tax dollar?	√	√	√				√	

Appendix E - Evaluation Interviews

The evaluation team conducted a total of 45 interviews.

Head Office Interviews – 13 Interviewees

- Assistant Deputy Minister, Policy, Communications and Commemoration
- Director General, Commemoration Division
- Manager, Partnerships Contribution Program
- Cenotaph/Monument Restoration Program Officers (2)
- Community Engagement Partnership Fund, Head Office Project Officers (2)
- Commemoration Division Planning and Policy (2)
- Manager, Commemoration Division Community Engagement
- Finance
- Legal
- Communications

Field Interviews – 32 Interviewees

Atlantic (9)

- A/Regional Director, Commemoration Division
- Program Officers , Commemoration Division (2)
- Regional Communications Officer
- Community Engagement Partnership Fund recipients (4)
- Cenotaph/Monument Restoration Program recipient (1)

Québec (1)

- Regional Director, Commemoration Division

Ontario (15)

- Director, Commemoration Division (Ottawa Head Office)
- Regional Director, Commemoration Division
- Senior Program Officer, Commemoration Division
- Regional Accounting Officer
- Community Engagement Partnership Fund recipients (10)
- Cenotaph/Monument Restoration Program recipient (1)

Western (1)

- Regional Director, Commemoration Division

Other (6)

- Canadian Heritage (5)
- Atlantic Canada Opportunities Agency (1)

Appendix F - Other Similar Federal Government Departments Overview

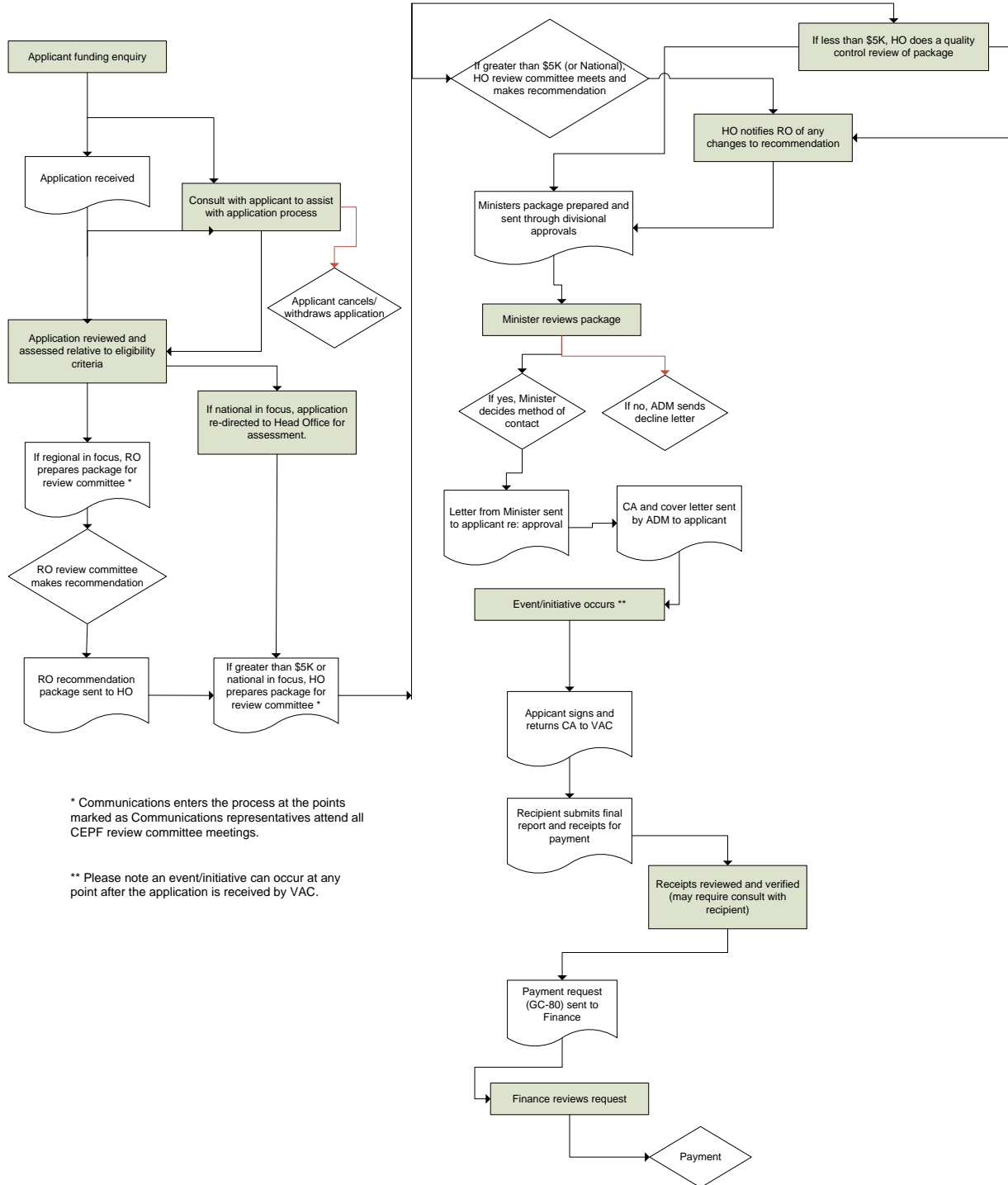
	Canadian Heritage	Atlantic Canada Opportunities Agency
Program Title and Description	<p>Building Communities Through Arts and Heritage</p> <p>Initiative that supports local arts and heritage festivals, events and activities. The objective is to build stronger citizen engagement in communities through the performing and visual arts and in the expression, celebration and preservation of local historical heritage. Support festivals, events and activities that place emphasis on community engagement.</p> <p><u>3 main components:</u> Local Arts and Heritage Festivals, Community Historical Anniversaries Programming, and Legacy Fund (restoration of building/landscape for large anniversaries).</p>	<p>The Business Development Program</p> <p>Designed to assist with the financing of projects. Focusing on small and medium-sized enterprises, the program offers access to interest-free, unsecured loans. For some types of projects, repayment may be contingent on the success of the project.</p>
Grant or Contribution	<p>Both grants and contributions. The choice is determined based on risk and materiality (under \$50K and low-risk projects are generally grants).</p> <p>For Local Arts and Heritage Festivals, Community Historical Anniversaries Programming, funding is allocated based on a formula that streamlines and standardizes funding decisions. Funding is distributed equitably among all eligible applicants by province or territory, based on projects' individual merit and eligible expenses.</p> <p>The Legacy Fund is contribution only.</p>	<p>There are no grants, they use repayable contributions, non-repayable contributions and provisional repayable contributions.</p>
Budget	<p>For Local Arts and Heritage Festivals, Community Historical Anniversaries Programming - \$18 million.</p> <p>Legacy Fund - \$4.6 million (cannot reallocate to other 2 funds).</p>	<p>\$52 million (funds can be transferred among programs as required).</p>
Targeted group(s)	<p>Varies by component. But not-for-profit organizations mainly.</p>	<p>Accommodates a combination of business activities, including business start-up, expansion or modernization, innovation, research and development, trade development and marketing, etc.</p> <p>Funding is also available to non-profit organizations for activities that support small/medium enterprises, such as those activities listed above.</p>

	Canadian Heritage	Atlantic Canada Opportunities Agency
Application Online?	Application is available and fillable online, but must be mailed in.	They have not automated to any great extent. Presently, it is just printable forms. Monitoring is done by email.
Eligibility Criteria *indicate if allow repeat funding	<p>To be eligible for funding through Local Festivals, a group must:</p> <ul style="list-style-type: none"> • be a local non-profit group, either incorporated or unincorporated; or • a local band council, a local tribal council or other local Aboriginal government (First Nations, Inuit or Métis) or equivalent authority; and • have the support of the municipal administration or equivalent authority, in the form of cash and/or in-kind support; and • have successfully organized at least one eligible edition of the festival in the two years previous to your application. <p><i>* Local Festivals is the Building Communities through Arts and Heritage program most resembling Partnership Contributions Program.</i></p>	<p>Overall, a project should meet the following criteria:</p> <ul style="list-style-type: none"> • provide economic benefit to an area or a community; • demonstrate need for ACOA's financial assistance; and • be viable <p>The maximum level of assistance is 50 percent of eligible costs for start-ups, expansions and modernizations and 75 percent of eligible costs for activities such as studies, marketing/trade, innovation, training and quality assurance.</p>
Performance Measures	<p><u>Immediate results</u></p> <p>1) Local community organizations plan and organize festivals, and local community organizations and municipal governments plan and organize commemorative activities and install community legacies</p> <p><u>Intermediate results</u></p> <p>1) Increased citizen participation at the Community level in festivals, events and activities, as well as community legacies that commemorate local historical anniversaries.</p> <p>2) Increased opportunities for local artists and artisans to engage with their community</p> <p>3) Increased exposure to local historical Heritage</p> <p><u>Long-term Result</u></p> <p>Canadians are engaged in the expression, celebration and preservation of local arts and heritage.</p>	<p>For the BDP, performance measurements mostly focus on job creation in the short term, for the duration of the project, and other short-term stimulus measurements.</p> <p>Results are measured by the following indicators:</p> <p>(a) Number of projects/initiatives generated.</p> <p>(b) The value of investments created in enterprises or communities.</p> <p>(c) The number of jobs created, for the duration of the project.</p> <p>(d) Enterprises created, maintained or expanded.</p>

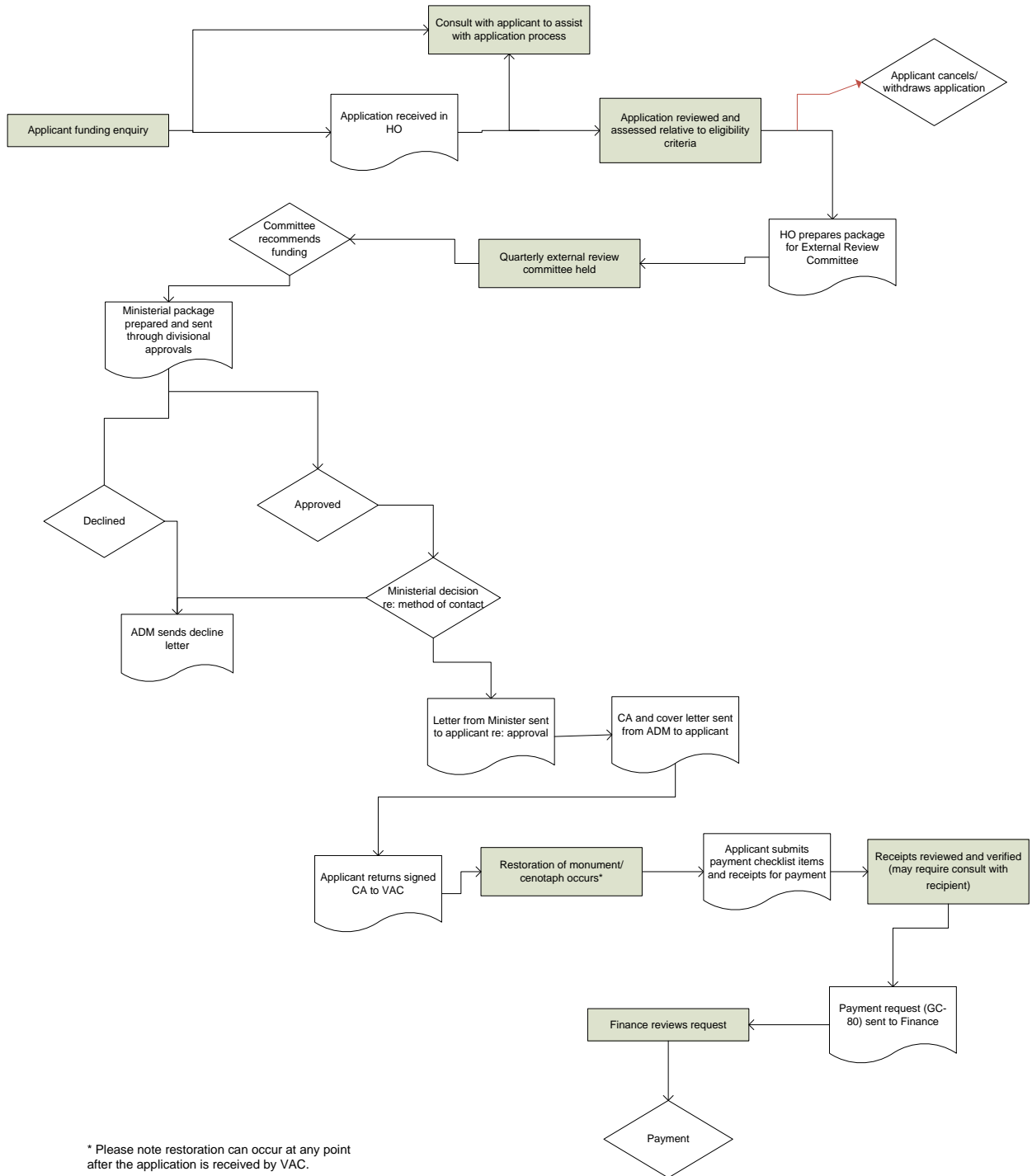
	Canadian Heritage	Atlantic Canada Opportunities Agency
Assessment/Approval Process (e.g., external committee, scoring chart, etc.)	Assessment of applications is a competitive process and funding decisions are based on the extent to which they address the objective of the program, competition from other projects, assessment criteria as well as the amount of funding available.	Applications are assessed against criteria and discussed at review committee.
Evaluation of program?	To be completed by March 2012.	September 8, 2010
Final Payment requirements, e.g., final report, receipts	Reimbursement of expenses shall, at a minimum, be conditional upon receipt of a financial statement and final report. Receipts are not required.	Recipient must submit a claim for incurred expenses. No receipts required but must be kept for 3 to 5 years due to the possibility of a random audit. For monitoring purposes, the recipient shall provide financial statements, progress reports and a final report as stated in the contribution agreement.
Service Standards	Acknowledge receipt of application form within 15 calendar days. Issue official written notification of the funding decision within 26 weeks of the program's application deadline dates of April 1, 2011, and September 30, 2011. Issue payments within 28 calendar days of the successful fulfilment of requirements outlined in the contribution agreement or the grant awards letter.	Goal is to send an acknowledgment letter to the client within 10 business days of receiving a signed and completed application.
Observations	Grant and Contribution Centre of Excellence in place.	Project fact sheet included in the contribution arrangement for news releases.
Authorities	Region provides recommendation and Minister has authority for decision at all dollar levels. To gain efficiencies, new format of meeting is to review only 'new' applications or those higher than \$25K to save time (cut out lower risk applications that are low dollar/repeat applications.) May change score or decide not to recommend funding. They sign off and send up to Ottawa. Director is empowered to shift money around funds as required.	District Director has authority up to \$200K, Vice-President has authority for \$200K – \$500K and \$1M or more rests with President. Fund shift among programs is authorized by the Senior Vice-President.

Appendix G - Process Flow Charts

Community Engagement Partnership Fund (CEPF) Process

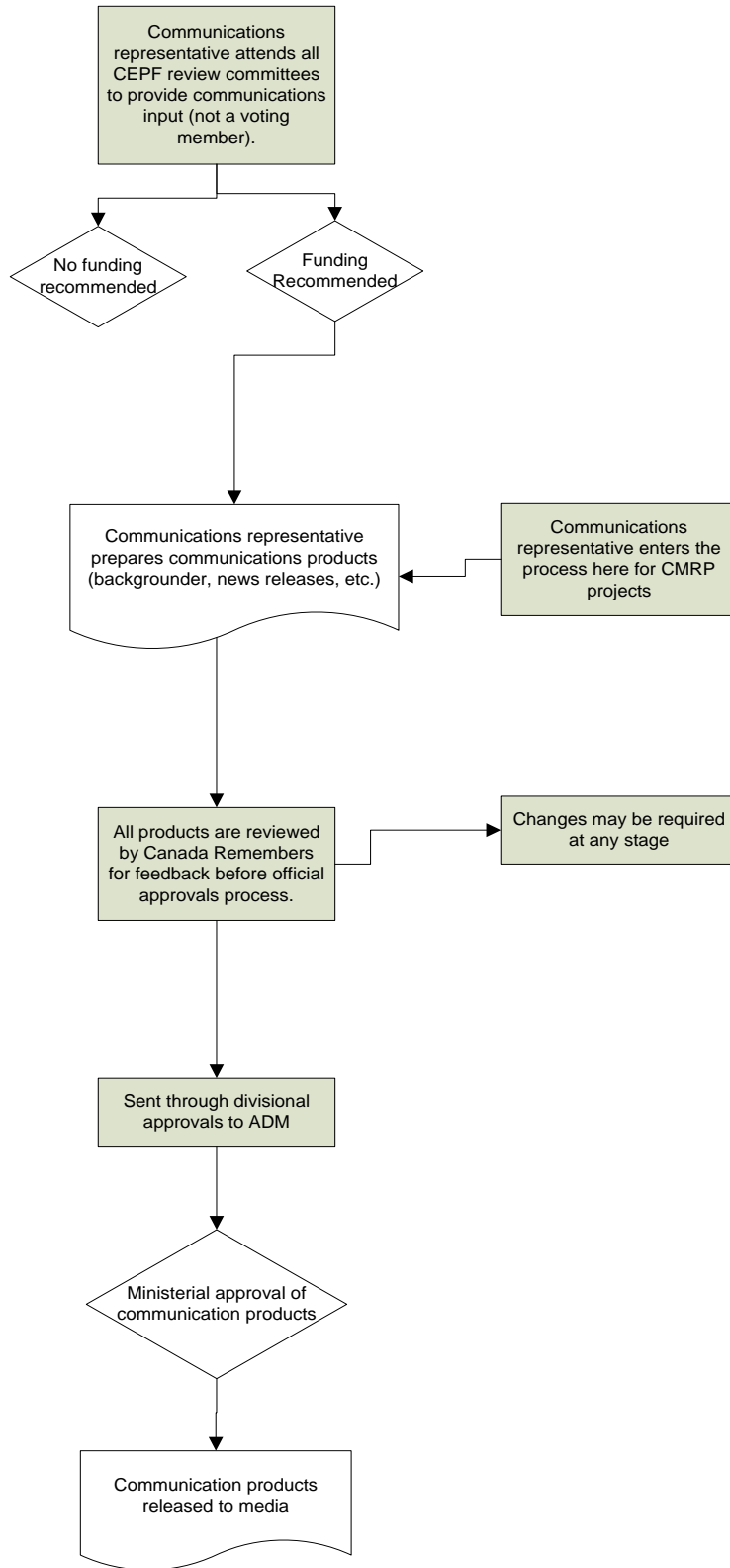


Cenotaph/Monument Restoration Program (CMRP) Process



* Please note restoration can occur at any point after the application is received by VAC.

Communications Process for CEPF and CMRP



Appendix H - Other Countries Similar Programs

	United States		Australia	United Kingdom
	Alaska	Oregon		
Program Title and Description	Veterans' Memorial and Monument Grants Assist with the development of new or to assist in maintenance, repair, replacement or enhancement of existing Veterans' memorials or monuments to the military in Alaska.	Veterans' and War Memorials Grant, Oregon Parks and Recreation Department Erect and maintain memorials honouring Veterans or remembering wars on public property.	Saluting their Service Grant, Australia Department of Veterans Affairs Support projects and activities that directly commemorate Australia's servicemen and women who served in wars, conflicts and peace operations.	Veterans Challenge Fund, Ministry of Defence (MOD) Provides start-up funding for projects that support one of the three pillars of the Veterans Strategy: Transition, Support, and Recognition. Recognition of Veterans' contribution to society include educational displays, initiatives and products.
Grant or Contribution	Grant	Grant	Grant	Grant
Targeted group(s)	Not specified	Communities and non-profit veterans groups	Ex-service organizations, local government authorities, museums and schools	Youth and schools
Application online?	Application online, but not fillable and must be mailed in.	Application online, but not fillable and must be mailed in.	Fillable online application, but must be mailed in to DVA office.	Fillable online application, but must be mailed in to MOD.
Eligibility Criteria *indicate if allow repeat funding	Grants for the development and construction of new veterans' memorials or monument or the maintenance, repair, replacement, and enhancement of, or addition to, veterans' memorials or monuments to the military; Reimbursement of the costs of establishment, management, and administration of the fund.	Projects must be placed on public property owned and controlled by a government entity. Maintenance projects are not eligible (e.g. landscaping, cleaning, etc.).	Up to \$3,000 may be available for: restoration, preservation and interpretation of Australian wartime memorabilia, commemoration of significant anniversaries of battles and other military operations, publishing unit wartime histories, schools initiatives, and significant unit reunions. Up to \$4,000 may be available for: restoration and upgrading community war memorials and improving access and safety to the immediate surroundings, constructing new community memorials, restoration of commemorative plaques and constructing new plaques. Repeat funding is not eligible.	Application is assessed against four criteria for funding (capability, strategic, type of expenditure and value for money). Criteria is scored. Audit of previous projects must be completed by MOD Auditor prior to request for repeat funding.

	United States		Australia	United Kingdom
	Alaska	Oregon		
Assessment/Approval Process (e.g. external committee, scoring chart, etc.)	The Department will consult with and consider the recommendations of the Alaska Veterans' Advisory Council and appropriate Veterans' organizations.	Projects assessed against scoring criteria: Partnerships, Public Support, Timelines, Source of Funding, Sustainability and Committee Member Evaluation.	<p>Commemorations Grants Advisory Committee considers all grant applications and makes recommendations to the Minister.</p> <p>Committee is chaired by the Repatriation Commissioner, and has representatives from various organizations. Committee meetings held approximately every two months.</p> <p>The Minister makes the decision on each application and has the discretion in exceptional circumstances to approve modest amounts above the grant maximum.</p> <p>Applicants are notified in writing of the Minister's decision.</p>	Yes, committee decision. Requests for funding are scored against criteria
Final Payment requirements e.g. final report, receipts	<p>The Department will award grants on a reimbursement basis, making payments to a grantee by periodic reimbursement of eligible costs, at the times and under the terms specified in the grant agreement. However, the Department may make advance payment of a portion of the grant under terms and conditions specified in the grant agreement that ensure that grant money is used for eligible costs.</p> <p>A grantee shall retain all records relating to the grant and the project for at least three years following the end of the grant period or submission of a final report to the Department, whichever is later. If an audit is, litigation is, or claims are pending at the end of three years the grantee shall retain the records for as long as the audit, litigation, or claims involving the records are pending.</p>	All grant funds shall be disbursed to project sponsors on a reimbursable basis after submission of billings on approved schedules specified in grant agreements.	<p>Grant application checklist asks for:</p> <ul style="list-style-type: none"> • project plan &/or photos; • outline of book, manuscript, excerpt, or example of previous work; • letters of support; • detail of project budget, quotes, current and future funding. <p>Applicant required to sign legal documentation accepting the grant and associated conditions. The signed documentation must be received by the Department of Veterans Affairs before the grant can be paid.</p>	Evaluation and completion report, proportionate to level of funding received.

	United States		Australia	United Kingdom
	Alaska	Oregon		
Observations	A decision may be appealed (in writing) within 30 days of decision.	Assessment involves scoring criteria.	<ul style="list-style-type: none"> • One grant application for all, and they just check off which type and refer to specific section of application. • Ask for banking info on the application form, direct deposit is their preferred payment method. • Application automatically calculates dollar total. • If memorial, ask specifically if it is focal point of commemorative activities, who hosts events, and ask date of events. • Application checklist at the end of form for applicants. 	<p>Assessment involves scoring against criteria.</p> <p>NOTE: Government policy not to contribute the construction or maintenance of war memorials. However, there are charitable organizations which undertake this mandate.</p>