

## **Summative Evaluation of the Department of Canadian Heritage's Canadian Studies Program**

**Evaluation Services  
Corporate Review Branch  
Department of Canadian Heritage**

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## List of Acronyms

ACP	Annual Call for Proposal
ACS	Association for Canadian Studies
AFC	Annual Funding Competition
CBC	Canadian Broadcasting Corporation
CCU	Council for Canadian Unity
CCA	Canada Council for the Arts
CIHR	Canadian Institutes of Health Research
CRIC	Centre for Research and Information on Canada
CSP	Canadian Studies Program
DFAIT	Department of Foreign Affairs and International Trade
GCIMS	Grants and Contributions Information Management System
INAC	Indian and Northern Affairs Canada
IWGEM	Interdepartmental Working Group on Educational Materials
NFB	National Film Board of Canada
NSERC	Natural Science and Engineering Research Council
PCH	Department of Canadian Heritage
SSHRC	Social Science and Humanities Research Council

## Executive Summary

This report presents the findings of the *Summative Evaluation of the Department of Canadian Heritage's Canadian Studies Program*, completed in winter, 2005. It is based on research conducted by the consulting firm R.A. Malatest and Associates Ltd.

## Evaluation Background and Objectives

The last evaluation of the Canadian Studies Program was done in 1994. This evaluation covers the period from April 2000 to September 2004 and is required for renewal of the Program's Terms and Conditions, which must be done by March 31, 2005 under terms of the Treasury Board's Transfer Payment Policy.

The objectives of the evaluation were to assess the Program's rationale and relevance, success/impacts and cost-effectiveness/alternatives.

## Program Profile

Established on a permanent basis in 1984 to address concerns about Canadians' lack of knowledge of and interest in Canadian history, culture, society and politics<sup>1</sup>, the mandate of the Canadian Studies Program (CSP) is to "encourage Canadians to learn about Canada."

The Program has a grants and contributions budget of \$465,000 annually, and three funding components:

Special Projects/Strategic Partnerships, which provides funding to organizations working in the field of Canadian Studies, e.g. the Association for Canadian Studies, the Dominion Institute, and Historica for conferences, research, development of new media and print products, capacity building, and more recently, youth engagement initiatives. Between 2000-01 and 2004-05, the Program made approximately 40 funding awards from this component.

Annual Funding Competition, which supports national voluntary organizations, private sector companies and corporations, and Canadian citizens or permanent residents to develop print, audio, film, audio-visual and new media learning materials. Priority areas are aboriginal studies, governance and citizenship, Canada's official languages, Canadian history interpretation skills, and diversity and multiculturalism in Canada. Between 2000-01 and 2004-05, the Program made approximately 40 funding awards from this component.

Theme-based Annual Calls for Proposals, which can be issued to seek proposals on specific theme. There has been one annual call, in 2000-01, with six projects involvement development of audio-visual and new media products/web sites funded.

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<sup>1</sup> Memorandum to Cabinet, Canadian Studies Program, December 2, 1983.

As well, the Canadian Studies Program is Secretariat for an Interdepartmental Working Group on Educational Materials (IWGEM), a network of representatives from 40 federal departments and agencies. Established by the Program in 1988, the IWGEM has the mandate to “help federal public servants develop more effective learning materials and distribution strategies by learning about each others’ initiatives and by sharing of information and best practices.” The Working Group meets two to four times a year.

The Program itself has developed and distributed two resource guides for educators.

## Methodology

Evaluation findings are based on the following lines of evidence:

- review of Canadian Studies Program documents;
- literature review;
- review of funding files for 20 Special Projects funded from April 2000 to September 2004;
- key informant interviews with stakeholders in the field of Canadian studies (academics in the field of Canadian studies, Annual Funding Competition assessors, and publishers (n=29);
- case study of the Association for Canadian Studies;
- survey of teachers/educators who requested CSP-produced *EDUAction Resource Guide* (n=32);
- survey of funded and non-funded applicants (n=39); and
- key informant interviews with past and current officials of the Department of Canadian Heritage and representatives of other government departments involved in the IWGEM (n=10).

## Findings

Summarized below are the evaluation findings.

## Rationale and Relevance

The Canadian Studies Program was established in 1984 to address concerns about Canadians’ lack of knowledge and interest in Canadian history, culture, society and politics.

Research suggests that Canadians, especially younger Canadians, still have limited knowledge of Canadian history and civics. For example, a significant proportion of the Canadians surveyed every year fail the Annual Canada Day History Quiz conducted by the Dominion Institute and the Council for Canadian Unity. In July 2003, 50 per cent of surveyed Canadians passed the quiz, with those over the age of 35 generally scoring higher than youth. Another Canada Day

poll in 2001 suggested that Americans know their history and civics better than Canadians: 63 per cent of Americans passed a similar quiz, compared with 39 per cent of Canadians.

Additional data on Canadians' knowledge of Canada and its history is needed to assess whether the original rationale for the Program still exists and to measure what progress has been made towards outcomes achievement. Interviews with those in the field of Canadian Studies suggest that there continue to be gaps in Canadians' knowledge of the country, but that those gaps are perhaps less significant than during the period leading up to the Program's permanent implementation. Most also say that the Program's mandate is still relevant and the Program is appropriately situated in the Department of Canadian Heritage.

However, an assessment of the Program's mandate and objectives suggests that they are very broad, and the Program's expected outcomes are not clear. To ensure results, the mandate and objectives should be focused on what can be achieved by a program of this size, and that the Program has clear, measurable expected results.

## Success/Impact

It was difficult to assess Program impacts, intermediate- and long-term impacts especially, because of the size of the Program, the variety of projects and organizations funded, the number of organizations and institutions producing Canadian Studies material, the lack of data in project files about project audiences and their feedback. A further complication was the challenge of monitoring project outcomes, since it might take as long as three years for production and distribution of materials.

Also, there was a gap in baseline information. There was no collection of information in 2000 that would show Canadians' level of knowledge in key areas at that time that could be used as a basis for comparison with the current situation. This lack of baseline information was also noted in the 1994 evaluation.

Evaluators found that the Program has supported such projects as a Newfoundland and Labrador Heritage web site, a CD-ROM on the history of the YMCA, a history magazine for children (Kayak magazine), an interactive learning tool examining the artwork and context of 19<sup>th</sup> century painter Paul Kane, documentaries on Canadian architect Douglas Cardinal, painter René Bouchard, and the town of Golden, B.C., the constitutional history of Canada, and a workbook for children about aerospace history in Canada.

The Program's major strategic partner has been the Association of Canadian Studies, a national non-profit organization established in 1973 that is dedicated to the promotion of research, teaching and development of publications about Canada. During the period 2000-01 to 2003-04, the Association received awards totalling \$1,570,000 (i.e., 31 per cent of the Program's G&C funding) for capacity building activities and specific projects, for example biennial history conferences, production of magazines on current public issues, and polling on issues related to Canadian politics, culture and society.

From the information that was available, all that can be concluded is that there is considerable support for some Association of Canadian Studies activities (its history conferences) and that some projects funded by the Program reached a fairly large number of individuals.

This situation may be improved in the future by the Program's efforts, since 2003, to focus funding on particular activity areas and target groups, and by new applicant guidelines setting out information that recipients should provide in their project reports.

Current IWGEM members did not believe the working group has achieved all of its objectives, in particular sharing of information on possible partnerships or in coordinating efforts among members. Members identified a number of other weaknesses:

- the body is more an information-sharing organization than a coordinating body;
- those in attendance are too numerous and often lack decision-making power that would make for a more powerful body;
- the body is not well-known and does not have buy-in at the senior management level;
- the meetings could have more focused and strategic agenda; and
- the meetings are too infrequent.

## Cost Effectiveness/Alternatives

There are several federal departments and agencies that support the creation of new knowledge about Canada, chief among them Statistics Canada, Social Sciences and Humanities Research Council, the National Science and Engineering Research Council, Canada Council for the Arts, and the National Library and National Archives. As well, several foundations have been established to support efforts in the field of Canadian studies, including the Canadian Institute for Historical Micro-reproduction, the CRB Foundation, Historica, the Jackman Foundation, and the Canadian Northern Studies Trust. Most stakeholders said that the activities of these organizations are complementary rather than duplicative, but the analysis has been limited.

The Program's design was found to be unnecessarily complex. Although the Program's budget is small, there are three funding components, two with different priorities. The third component has been used just once since 2000-01.

## Recommendations and Management Response

**Recommendation 1: The objectives of the Canadian Studies Program should be focused and its expected outcomes clearly defined.**

The Program's mandate (to encourage Canadians to learn about Canada) and objectives are very broad and its expected outcomes are not clear. To ensure results, it is important that its mandate and objectives be focused on what can be achieved by a program its size, and that it has clear and measurable expected results.

**Management Response:**

The Program has clarified and sharpened its objectives to focus on the development of learning materials and activities for young Canadians.

The rationale for the new direction of the Program has been approved by senior management in the department's business and strategic planning exercises. Planning documents have highlighted the low level of civic literacy of young Canadians as compared to other generations within Canada and the same generation in other countries. Research conducted demonstrates that providing opportunities for youth to learn about their country, their communities, our democratic processes and our institutions increases their participation in our society.

By focussing on learning materials and activities for youth, the Canadian Studies Program will work towards more measurable outcomes as defined in our new results-based management and accountability framework, while contributing to the strategic priorities of the department and the government as a whole.

*Implementation Schedule:* Renewal of CSP to be presented June 2005

**Recommendation 2: Future funding to the Association for Canadian Studies should be for activities directly related to Program objectives and priorities.**

The Association for Canadian Studies receives a significant proportion of the Program's funds. Funding for this and other organizations should be closely aligned to the Program's priorities to ensure the Program achieves its expected outcomes.

**Management Response:**

Early in the 2004-2005 fiscal year, specific priority areas related to young Canadians' learning needs and the priority of youth engagement had already been guiding funding for projects submitted to the Program.

Through the renewed terms and conditions, the Canadian Studies Program has ensured that all future funding to the Association for Canadian Studies and other organizations must be directly related to Program objectives and priorities in order to be eligible for funding.

The Manager of the Canadian Studies Program has consulted with the Association for Canadian Studies and other key organizations in the field of Canadian Studies to share the new direction of the Program. Responses have been positive and groups recognize the importance of promoting the study of Canada amongst youth.

*Implementation Schedule:* Renewal of CSP to be presented June 2005

**Recommendation 3: The Program should put in place an effective performance monitoring strategy.**

The Program should demonstrate a commitment to results-based management by developing and implementing a performance monitoring strategy. Expected results should be clearly communicated to funding recipients and reports obtained on project audiences and numbers.



Specifically, data should be collected on the distribution and use of learning materials produced by funding recipients, and attendance at and impact of learning activities organized by funding recipients.

In addition, to gauge the intermediate- and long-term impacts of the Program in a future evaluation, data should be collected within the next year on the current level of knowledge about Canada by the Program's target groups.

### **Management Response:**

The program has prepared an integrated Results-based Management and Accountability Framework and Risk-based Audit Framework that sets out expected outcomes and an effective performance monitoring strategy.

In 2004-2005, the program began to take specific measures in its public documentation and in its contribution agreements with recipients to ensure that performance information is collected in a systematic fashion on all projects funded under the program.

*Implementation Schedule:* RMAF/RBAF to be presented June 2005

### **Management Response:**

The Canadian Studies Program will work in collaboration with Corporate Review Branch to develop new tools to assist recipients in gathering performance information on the reach and impact of learning materials and activities.

Efforts to establish base-line data on knowledge and interest levels of youth on Canadian stories and governance have already been put in place for 2005-2006. This includes a number of questions which have been included in the annual Ipsos-Reid study Reconnecting Government and Youth.

*Implementation Schedule:* June 2005-Oct 2005

### **Recommendation 4: The Program should work to make the IWGEM an effective forum for information-sharing, coordination and partnership development.**

An effective Interdepartmental Working Group on Educational Materials (IWGEM) could contribute to achievement of CSP objectives by maximizing federal investments in materials to teach Canadians about Canada. As the Committee's secretariat, the CSP should take steps to make the Committee an effective forum for interdepartmental information-sharing, coordination and partnership development.

### **Management Response:**

Building partnerships among federal departments has been included in the renewed objectives for the Canadian Studies Program. This highlights the important role the program plays in coordinating and maximizing federal efforts/funding to help Canadians learn about Canada.

*Implementation Schedule:* Renewal of CSP, June 2005

**Management Response:**

The program is preparing a new Terms of Reference and management structure for the IWGEM to facilitate the pooling of resources and to call upon members to undertake joint projects in the development of learning resources across the government. In order to ensure the IWGEM is an effective forum for partnership development, members must have the authority to make resource decisions on behalf of their departments/agencies. The Canadian Studies Program will conduct a review of its current membership and request appropriate participation as needed.

*Implementation Schedule:* To be completed by October 2005

**Management Response:**

The new Integrated Results-based Management and Accountability Framework and Risk-based Audit Framework outlines how the Program can measure the impact and effectiveness of the IWGEM in advancing the priorities and objectives of the Canadian Studies Program.

*Implementation Schedule:* RMAF/RBAF to be presented June 2005

# 1.0 Introduction to the Program and the Evaluation

This report presents the findings of the *Summative Evaluation of the Department of Canadian Heritage's Canadian Studies Program*, completed in winter, 2005. It is based on research conducted by the consulting firm R.A. Malatest and Associates Ltd.

## 1.1 Program Profile

In the late 1960's, Hodgetts published *What Culture? What Heritage?* and Steele published *The Struggle for Canadian Universities*, both arguing that Canada was not a cohesive society and that Canadians needed to examine and understand the forces that were preventing the adoption of a Canadian identity and creating tensions among the regions and linguistic communities. The focus of their arguments was that the country's educators and policy makers needed to strengthen civic education and teaching of Canada. At the same time, the evolution of Canadian nationalism fostered the concept of Canadian studies.

The Association of Universities and Colleges of Canada established a Commission on Canadian Studies under the chairmanship of T.H.B. Symons in 1972. Three years later his report *To Know Ourselves* was released. A second volume, *Some Questions of Balance: Human Resources, Higher Education and Canadian Studies* was released in 1984. Between these two reports, J. Page produced a volume entitled *Reflections* (1980) that reinforced the legitimacy and importance of the first Symons report.

In 1978, the Government of Canada funded a three-year pilot project of grants with the aim of improving and expanding Canadian studies in Canada. The project led to the eventual creation of the National Program of Support for Canadian Studies (NPSCS).<sup>1</sup> Upon the termination of the NPSCS, a proposal for an ongoing Canadian Studies Program was submitted to Cabinet, based on an identified need to support such a program on a permanent basis. The 1983 Memorandum to Cabinet states,

*“There is great concern about Canadians’ lack of knowledge of and interest in our history, culture, society and politics. That Canadians generally, and Canadian school children in particular, are not knowledgeable about their country has become an unfortunate aspect of our educational lore.”*<sup>2</sup>

In 1984, the Canadian Studies Program (CSP) was established in the Secretary of State (now the Department of Canadian Heritage) to address this concern.

### 1.1.1 Program Purpose and Objectives

The mandate of the Department of Canadian Heritage's Canadian Studies Program is to “encourage Canadians to learn about Canada.” The objectives of the Program, as outlined in the Program's Terms and Conditions, are as follows:

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<sup>1</sup> Canada's Digital Collection, Industry Canada. “The Canadian Studies Foundation.” Vol. 9, No.2, CM Archive, 1981. <http://collections.ic.gc.ca/cmarchive/vol09no2/canadastudiesfoundation.html>

<sup>2</sup> Memorandum to Cabinet, Canadian Studies Program, December 2, 1983.

- Develop, distribute and encourage the use of learning materials in specific content categories considered to be underdeveloped or neglected in the field of Canadian studies. Printed material, computer-based or computer assisted materials, films and audio-visual materials are included;
- Increase the public's knowledge about and commitment to have Canada's youth taught about Canada, and ensure that voluntary organizations working in this field are sustained;
- Enhance Canadians' capacity to develop new knowledge about Canada, by ensuring that Canada has the skills and materials required for the future development of this field and that the next generation of young Canadians will have the resources available to engage them in the study of Canada; and
- Coordinate the federal government's efforts in the field of Canadian studies and ensure that information about these efforts is shared with the Canadian public.<sup>3</sup>

The Program has three grants and contributions components that fund activities and learning materials for primary and secondary school students, post-secondary students, teachers/educators and academics in the field of Canadian studies.

The Program has also developed educational resources. These include *Canadians and their Government: A Resource Guide* and *EDUAction: A Resource Guide for Educators*. *Canadians and their Government* is a resource guide about Canada, its history and its government that is available online, in print and in CD-ROM format. The *EDUAction Resource Guide* is designed to enhance the availability of contemporary learning materials about Canada for educators.

As well, the Program is Secretariat of an Interdepartmental Working Group on Educational Materials (IWGEM), a group of approximately 40 federal departments and agencies involved in the development of learning activities or materials about Canada.

In 2004, the Program developed a logic model that identified the following expected outcomes for program activities. These expected outcomes were used as a basis for the evaluation.

#### Immediate Outcomes:

- Increased understanding among public servants, researchers and scholars of learning needs and priorities of Canadians and influencing factors;
- Citizens and educators access/use learning material developed;
- Canadian studies learning materials that reflect diverse Canadian stories and activities are produced, distributed and used; and
- Greater awareness of the current state of citizen participation and influencing factors.

#### Intermediate Outcome:

- Canadians have an increased understanding of Canada and its people.

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<sup>3</sup> Treasury Board of Canada Secretariat. Canadian Studies Program Terms and Conditions. March 29, 1984.

Ultimate Outcome:

- Canadians will value their history, their current achievements and the contributions of its diverse citizenry, thus creating a more cohesive Canada.

### 1.1.2 Program Components

The Program's funding components are:

- Special Projects/Strategic Partnerships: The CSP funds organizations in the field of Canadian studies, e.g., the Association for Canadian Studies, the Dominion Institute and Historica. Funded activities include conferences, research, development of new media and print products, capacity building and, more recently, youth engagement opportunities. Between 2000-01 and 2004-05, the Program made approximately 40 funding awards.
- Annual Funding Competition (AFC): Funding is provided to national voluntary organizations, private sector companies and corporations and Canadian citizens or permanent residents to develop print, audio, film, audio-visual and new media learning materials. The Program, based on consultations with stakeholders, identifies priority areas for new learning materials supported under the funding competition. The current funding priorities are aboriginal studies, governance and citizenship, Canada's official languages, Canadian history interpretation skills, and diversity and multiculturalism in Canada. Projects are assessed internally and then sent to a panel of external assessors for further evaluation. Between 2000-01 and 2004-05, there were approximately 40 funding awards.
- Theme-based Annual Calls for Proposals (ACP): The Program can announce Calls for Proposals on specific themes. So far, there has been one annual call, in 2000-01, with six projects involving development of audio-visual and new media products/web sites funded.

### 1.1.3 Governance

The Canadian Studies Program was transferred to the Citizenship Participation and Promotion Branch following a reorganization in the Department in February 2003. Prior to that date, it was with the Ceremonial and Protocol Directorate of the Major Events and Celebrations Branch.

The Citizenship Participation and Promotion Branch is part of the Citizenship and Heritage Sector at the Department of Canadian Heritage. The Canadian Studies Program's manager reports to the Director of Canadian Studies and Youth Exchanges. The Director reports to the Director General of the Citizenship Participation and Promotion Branch, who reports to the Assistant Deputy Minister of Citizenship and Heritage.

### 1.1.4 Resources

The Canadian Studies Program's Grants and Contributions A-Base budget was \$890,000 from 1998-99 to 2002-03. In 2003-04, the Department of Canadian Heritage reallocated resources between several programs and activities, including the Canadian Studies Program, to stabilize operating budgets. As a result, the CSP's grants and contributions budget was permanently

reduced to \$465,000. However, transfers to the CSP from other programs have softened the impact of this reduction.

Figure 1-1 below details Program budgets, transfers from other programs within Canadian Heritage and expenditures from 1998-99 to 2004-05.

**Figure 1-1  
Canadian Studies Program Budgets and Expenditures: 1998-99 to 2004-05 (\$000s)**

Fiscal Year	CSP Grants & Contributions A-Base <sup>a</sup>	Transfers From Other Programs	Grants and Contributions Expenditures			Total <sup>b</sup>
			Funding Competition	Special Projects	Call for Proposals	
1998-99	\$ 890	\$ 90				\$ 980
1999-00	\$ 890	\$ 846				\$1,736
2000-01	\$ 890	\$ 305	\$ 322	\$ 687	\$ 185	\$1,194
2001-02	\$ 890	\$ 216	\$ 271	\$ 815	\$ 19	\$1,105
2002-03	\$ 890	\$ 333	\$ 306	\$ 920	n/a	\$1,226
2003-04	\$ 465	\$ 741	\$ 360	\$1,160	n/a	\$1,520
2004-05 <sup>c</sup>	\$ 465	\$ 565 <sup>d</sup>	\$ 300	\$ 802	n/a	\$1,102

Footnotes:

- a Excludes support for the Council for Canadian Unity (CCU) which totalled: \$2.75 million in 1998-99; \$4 million in 1999-00 and \$4 million in 2000-01. The Centre for Research and Information on Canada (CRIC), a program administered by the CCU, was evaluated in January 2004.
- b Variances between Total Expenditures and CSP A-base plus "Transfers From other Programs" are due to intra branch resource transfers.
- c Includes Actual and Planned expenditures as of February 17, 2005.
- d Includes a \$110,000 transfer in from Multiculturalism and a \$50,000 transfer in from Official Languages for the Funding Competition.

Source: Canadian Studies Program, February 2005.

**Figure 1-2  
Canadian Studies Program Expenditures: 2000-01 to 2004-05 (000's)**

	2000-01	2001-02	2002-03	2003-04	2004-05 <sup>a</sup>
<i>Annual Funding Competition and Call for Proposals</i>					
Grants	\$ 484	\$ 119	\$ 210	\$ 60	\$ 16
Contributions	\$ 23	\$ 171	\$ 96	\$ 300	\$ 284
<b>Sub-Total</b>	<b>\$ 507</b>	<b>\$ 290</b>	<b>\$ 306</b>	<b>\$ 360</b>	<b>\$ 300</b>
<i>Special Projects</i>					
Grants	\$ 67	\$ 4	\$ 60	\$ 20	--
Contributions	\$ 620	\$ 811	\$ 860	\$1,140	\$ 802
<b>Sub-Total</b>	<b>\$ 687</b>	<b>\$ 815</b>	<b>\$ 920</b>	<b>\$1,160</b>	<b>\$ 802</b>
<b>Total Grants &amp; Contributions</b>	<b>\$1,194</b>	<b>\$1,105</b>	<b>\$1,226</b>	<b>\$1,520</b>	<b>\$1,102</b>
<b>O&amp;M</b>	<b>\$ 180</b>	<b>\$ 380</b>	<b>\$ 520</b>	<b>\$ 90</b>	<b>\$ 98</b>
<b>Total</b>	<b>\$1,374<sup>b</sup></b>	<b>\$1,485</b>	<b>\$1,746</b>	<b>\$1,610</b>	<b>\$1,200</b>

Footnotes:

- a Includes actual and planned expenditures.
- b Excludes a \$4 million contribution to the Council for Canadian Unity.

Source: Canadian Studies Program, February 2005.

Figure 1-2 above shows approximate Canadian Studies Program expenditures, including the split between grants and contributions, from 2000-01 to 2004-05.

### 1.1.5 The Association for Canadian Studies

The Association for Canadian Studies (ACS) has been a strategic partner of the Program for many years. Established in 1973, the ACS is a non-profit, national organization, based in Montreal, dedicated to the promotion of research, teaching and publications about Canada. It undertakes activities in the field of Canadian studies to raise public awareness of Canadian issues. For example, it produces magazines on current public issues, organizes conferences, and conducts polls on issues related to Canadian politics, culture and society. The Association is most active at the post-secondary level, but maintains ties with all sectors of education.

The ACS has both individual and institutional members and includes professors, students, teachers, government officials and other persons with special interests in Canadian studies. Membership has grown from 332 in 2000-01 to 417 in 2003-04.

As shown in Figure 1-3, the Association for Canadian Studies has received 31 percent of all CSP grants and contributions expenditures from 2000-01 to 2003-04.

Much of the CSP funding to the ACS has been for organizational development and capacity building. From 2000-01 to 2003-04, the CSP provided a total of \$915,000 for such activities. It also provided \$590,000 for specific projects. A multi-year contribution agreement covering the period from 2004-05 to 2006-07 has been signed committing \$650,000 to support the “Young Scholar’s Program,” communications and publications activities, two conferences, liaison and research.

**Figure 1-3**  
**Canadian Studies Program Funding to the Association for Canadian Studies:**  
**2000-01 to 2003-04 (\$000s)**

	2000-2001	2001-2002	2002-2003	2003-2004	Total
<b>Canadian Studies Program</b>					
<b>Multi-year Contributions</b>	\$200	\$200	\$200	\$315	\$915
<b>Project-specific Contributions</b>	-	\$379	\$211	-	\$590
<b>Grants</b>	\$40	--	--	\$25	\$65
<b>Total</b>	\$240	\$579	\$411	\$340	\$1,570
<b>% of Total CSP G&amp;C Spending for the Year</b>	20% <sup>a</sup>	52%	34%	22%	31% <sup>b</sup>
<b>Other non-CSP Funding from PCH</b>	\$40	\$254	\$136	\$205	\$635

Footnote:

a & b Excludes a \$4 million contribution to the Council for Canadian Unity.

Source: Canadian Studies Program and GCIMS.

As shown above, between 2000-01 and 2003-04, the ACS received \$635,405 in grants and contributions from other Department of Canadian Heritage programs.

The ACS considers CSP funding central to its operations. Indeed, CSP funding is felt to be the foundation that allows it to seek other sources of funding.

A review of the CSP's special project files between 2000-01 and 2003-04, suggests that CSP funding was important to ACS; for five of seven projects, CSP funding represented more than 50 percent of total project budgets.

### **1.1.6 The Interdepartmental Working Group on Educational Materials**

The Canadian Studies Program acts as Secretariat for an Interdepartmental Working Group on Educational Materials (IWGEM), a network of representatives from 40 federal departments and agencies. Established by the Program in 1988, the IWGEM has the mandate to "help federal public servants develop more effective learning materials and distribution strategies by learning about each other's initiatives and by sharing information and best practices."<sup>4</sup>

The objectives of the IWGEM, as outlined in its Terms of Reference, are:

- To share information on possible partnerships and to coordinate efforts of the IWGEM members;
- To explain provincial responsibilities for the development of educational materials;
- To better understand the range and nature of educational materials produced and the means used to distribute them;
- To share information on the large variety of available educational materials; and
- To help federal departments and agencies to use the education systems to effectively convey their message to Canadians.

The IWGEM meetings take place between two and four times a year.

## **1.2 Evaluation**

### **1.2.1 Evaluation Background and Objectives**

The Canadian Studies Program was last evaluated in 1994. The primary focus of the current evaluation is the period from April 2000 to September 2004. The evaluation is required for renewal of the Program's Terms and Conditions that must be done by March 31, 2005 under terms of the Treasury Board's Transfer Payment Policy.

In accordance with the Treasury Board of Canada Secretariat's Evaluation Policy, the evaluation examines the following issues and questions:

#### **Program Relevance and Rationale**

- Are the CSP's mandate and objectives still consistent with the federal government's current policies and priorities? With Canadian Heritage's strategic outcomes?

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<sup>4</sup> Department of Canadian Heritage. Terms of Reference for the Interdepartmental Working Group on Educational Materials.



- Is there a continuing need for the government to fund initiatives designed to encourage Canadians to learn about Canada?

### **Program Success/Impacts**

- How successful has the CSP been in encouraging Canadians to learn about Canada by supporting learning materials development, distribution and use; encouraging learning about Canada; investing in the future of Canadian studies; and coordinating the federal government's Canadian studies efforts?
- Were there any unintended impacts of the CSP?
- Are the CSP's performance measurement and reporting strategies sufficient to support reporting and evaluation requirements?

### **Program Cost-Effectiveness/Alternatives**

- Is the CSP delivered cost-effectively?
- Is the CSP, as currently designed, the most cost-effective way to achieve the government's policy objective of "encouraging Canadians to learn about Canada?"
- Does the CSP duplicate, overlap or work at cross-purposes with other governments, NGOs or private industry Canadian studies organizations?

## **1.2.2 Research Methodology**

The findings for the evaluation are based on the following lines of evidence:

- Program document review: Documents reviewed included cabinet documents, Treasury Board Submissions, Terms and Conditions, applicant guidelines, Program guidelines and policies, management frameworks, the 1994 evaluation report, IWGEM meeting minutes, budgetary information, and learning materials produced by the Program. The Annex of this report provides a list of reviewed documents.
- Literature review: Recent literature in the field of Canadian studies was reviewed.
- Review of funded Special Projects files: 20 of 27 Special Project files were reviewed.
- Key informant interviews: Interviews were conducted with 39 key informants. These informants included current and former Program managers, academics in the field of Canadian studies, project assessors, stakeholders from Canadian studies organizations, publishers, and members of the IWGEM.
- Case study of the Association for Canadian Studies: Project files and documents were reviewed and interviews were conducted with ACS staff at their office in Montreal. Past presidents of the ACS were also interviewed.
- Survey of teachers/educators: A "mixed-mode" survey (i.e., mail-out with telephone follow-up) of teachers/educators who requested the EDUAction Resource Guide was undertaken. Due to limited contact information, 32 completed surveys were obtained from a sample of 126 respondents.
- Survey of funded recipients: 23 of 56 recipients of CSP funding completed surveys.

- Survey of funding applicants/non-recipients: 16 of 52 non-funded applicants of CSP funding completed surveys for the evaluation.

### 1.2.3 Methodological Challenges

Several methodological challenges were encountered in the course of this evaluation.

First, the Program's objectives and expected outcomes are broad, and the Program's activities, until recently, have not had a subject area focus or been targeted to a particular audience. The definition of "Canadian studies" itself is also broad. It has been defined by the Program for purposes of the evaluation as "an activity that promotes learning about Canada and Canadians by dealing with some aspect of the country's culture, social conditions, physical setting, or place in the world."

Second, there was little information about short-term outcomes of projects in project files, and little data to afford a comparison between the situation today and the situation five years ago.

Third, there was a modest level of awareness among stakeholders in the field of Canadian studies of the specific activities of the CSP.

## 2.0 Findings

### 2.1 Program Relevance and Rationale

#### 2.1.1 Alignment of CSP with Federal Government Priorities

The Speech from the Throne of October 5, 2004 outlines the following areas of priority for the federal government:

- a strong economy;
- the health of Canadians;
- children;
- caregivers and seniors;
- Aboriginal Canadians;
- Canada's cities and communities;
- the environment;
- a role of pride and influence in the world; and
- governing in common purpose.

Specific projects funded by the Program have addressed several of these priority areas, by virtue of their target audiences or their topics. For example, one priority area in the 2004 Annual Funding Competition was Aboriginal Studies, which links to the federal priority area of Aboriginal Canadians. Projects have also addressed topics related to citizenship, which addresses the current federal priority area of governing in common purpose. The Program also contributes to the federal government priority of building strong communities by providing opportunities for Canadians to learn about Canada. The overall objectives, and the mandate of the Program to encourage Canadians to learn about Canada, are not directly addressed in stated federal priorities.

#### 2.1.2 Alignment of CSP with PCH's Strategic Outcomes

Within the Canadian Heritage's Program Activity Architecture, the Canadian Studies Program is shown under one Strategic Objective/Program Activity: "Access and Participation in Canada's Cultural Life." It is further shown under the Sub-program Activity of "Heritage," which includes:

*"legislation, policies, programs, and services that support heritage organizations to showcase cultural content while encouraging Canadians to learn about Canada's history, people and institutions, and participate in cultural experiences..."*<sup>5</sup>

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<sup>5</sup> Canadian Heritage, Corporate Planning and Management Branch. "Canadian Heritage Program Activity Architecture- Descriptions Worksheet." October 2004.

The CSP's objective--to help Canadians learn about Canada and its people--aligns closely with this strategic objective.

### 2.1.3 Relevance and Clarity of CSP Objectives

The Canadian Studies Program was established in 1984 to address concerns about Canadians' lack of knowledge and interest in Canadian history, culture, society and politics. Since that time, its objectives have remained constant. A recommendation of the 1994 evaluation of the Program was that it "refocus its objectives and priorities taking into account the progress made to date in the field of Canadian studies."<sup>6</sup> This recommendation was partially addressed in the fall of 2003, when priorities were enunciated.

In interviews, stakeholders in the field of Canadian studies generally said that the Program's mandate is still relevant and the Program is appropriately situated in the Department of Canadian Heritage. However, they said the Program is not well known or seen as a significant contributor to the field of Canadian studies.

An assessment of the Program's objectives suggests they are too broad given the resources available to the Program. The breadth of its objectives has resulted in the Program responding to many organizations and subject areas. An Annual Call for Proposals assessor said this made it very difficult to assess which projects "fit" the objectives of the Program and which did not.

The Program has begun the process of defining its objectives and has committed to revising its Terms and Conditions, putting a stronger focus on youth and civic engagement.

### 2.1.4 Continuing Need

Research suggests that Canadians, especially younger Canadians, still have limited knowledge of Canadian history and civics. For example, a significant proportion of Canadians surveyed every year fail the Annual Canada Day History Quiz conducted by the Dominion Institute and the Council for Canadian Unity. In July 2003, 50 per cent of surveyed Canadians passed the quiz, with those over the age of 35 generally scoring higher than youth.<sup>7</sup> Another Canada Day poll in 2001 suggested that Americans know their history and civics better than Canadians: 63 per cent of Americans passed a similar quiz, compared with 39 per cent of Canadians.<sup>8</sup>

Additional data on Canadians' knowledge of Canada and its history is needed to assess whether the original rationale for the Program still exists and to measure what progress has been made over time towards outcomes achievement. Interviews with those in the field of Canadian studies suggest that there continue to be gaps in Canadians' knowledge of their country, but that these gaps are perhaps less significant than during the period leading up to the Program's permanent implementation.

Stakeholders in the field of Canadian studies suggested a wide variety of particular needs that the Program could still address. For example, it was felt the Program could continue to support the

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<sup>6</sup> J.S.Frideres and S. Goldenberg. "An Evaluation of the Canadian Studies and Special Projects Program." Prepared for the Corporate Review Branch of the Department of Canadian Heritage, 1994.

<sup>7</sup> Ipsos News Centre. "The 2003 Annual Dominion Institute Canada Day Poll: The Report Cards Are In." July 1, 2003.

<sup>8</sup> Ipsos News Centre. "Dominion Institute/Ipsos-Reid Poll: 5<sup>th</sup> Annual Canada Day History Quiz." June 29, 2001.

development of computer-based resources for youth and the production of learning materials for regions of the country that lack the population for private sector learning materials development. Some stakeholders felt it important that the CSP support learning materials / opportunities that offer a national, rather than provincial, vision of Canada.

In the fall of 2004, the Program funded research by Historica to identify gaps in resource materials for delivery of history and social studies curricula in Canada.<sup>9</sup> The study found that teachers are looking for computer-based and audio-visual materials, as well as a one-stop guide to resources to include in their curricula. A scan of research in the field of Canadian studies found that Canadian studies have covered a wide range of topic areas, with an increased interest in civic engagement, particularly among youth, and minority issues. The new strategic priority of the Program since 2003 reflects research on declining civic engagement and voter turnout among youth.<sup>10</sup>

## 2.2 Program Success/Impact

It was difficult to assess program impacts, intermediate- and long-term impacts especially, because of the small size of the Program, the variety of projects and organizations funded, the number of organizations and institutions producing Canadian Studies material, and lack of data in project files about project audiences and their feedback. A further complication was the inherent challenge of monitoring project outcomes, since it might take as long as three years for production and distribution of materials.

There was also a gap in terms of baseline information. There was no collection of information in 2000 that would show Canadians' level of knowledge in key areas that could be used as a basis for comparison with the current situation.

The 1994 evaluation of the Canadian Studies Program also found a lack of baseline data. The report noted that:

*“(a) continuing paucity of systematically-collected baseline data related to specific goals clearly specified in advance...created serious problems for an adequate evaluation of the program.”<sup>11</sup>*

Program documentation suggests steps are being taken to improve performance monitoring. The 2004 Applicant Guide includes a “monitoring and follow-up” section that describes the applicant’s responsibility for providing performance data on funded projects. It states that the applicant must:

*“include an appropriate follow-up strategy that will help measure the impact and reach of the project for a minimum period of three years following the completion of the project. This may include, where applicable, distribution figures, viewership statistics,*

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<sup>9</sup> Historica. Final Report on Gaps in Resources Available to Deliver History and Social Studies Curricula in Canada. September, 2004.

<sup>10</sup> See, for example: Explaining the Turnout Decline in Canadian Federal Elections: A New Survey of Non-Voters. (Elections Canada, March 2003) and Civic Literacy in Comparative Context: Why Canadians Should be Concerned. (Institute for Research on Public Policy, July 2001).

<sup>11</sup> J.S. Frideres and S. Goldenberg, p.42

*usage statistics, reviews and feedback from users, press coverage, etc.; this information should be forwarded regularly to the Canadian Studies Program.”<sup>12</sup>*

Information from the file review, the survey, and interviews was the basis for the following assessment of program success/impact.

### **2.2.1 Success in Encouraging Canadians to Learn about Canada**

Researchers found the following information about the degree to which the Program has achieved two of its expected immediate outcomes.

#### **Immediate Outcome 1: Increased understanding among public servants, researchers and scholars of learning needs and priorities of Canadians and influencing factors.**

In 2004, the Program funded a study by Historica to determine the gaps that exist between the teaching and learning resources needed by teachers to deliver Canadian history and social studies curricula and that which they currently have access to.<sup>13</sup> It has also funded conferences, research and polling by the Association for Canadian Studies, for example, polling to increase understanding of learning needs and priorities in Canadian studies.

The ACS’s biennial history conferences in particular were considered by stakeholders in the field of Canadian studies to have been effective at disseminating information on issues related to Canadian history, as well as providing a venue for teachers, academics and others to share ideas. The conferences were well attended and well received, based on reports in project files. For example, the ACS’s Winnipeg History Conference and its Halifax History Conference had approximately 650 and 400 participants respectively. In addition, an ACS conference, partly funded through the CSP on the 20<sup>th</sup> Anniversary of the Charter of Rights and Freedoms, was attended by 365 participants and included a post-conference survey, which found that 89 per cent of respondents felt that the conference had improved their knowledge of Charter issues.

Some stakeholders in the field of Canadian studies suggested that there should be greater collaboration between the Program and such national educational organizations as the Canadian Teachers’ Federation and the Council of Ministers of Education Canada. This would allow the Program to better understand and respond to the needs of educators and students.

#### **Immediate Outcome 2: Canadian Studies learning materials that reflect diverse Canadian stories and activities are produced, distributed, and used.**

Available information indicates that the Program is producing Canadian studies learning materials that reflect diverse Canadian stories and activities. The Program has funded the production of learning materials on a variety of topics in several different formats. In the last four years, funded projects have had a significant focus on Internet/computer-related projects and audio-visual materials.

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<sup>12</sup> Canadian Heritage. “The Canadian Studies Program Applicant’s Guide: Updated Summer 2004.” 2004. [http://www.pch.gc.ca/progs/pec-csp/guide/2004/guide2004\\_e.pdf](http://www.pch.gc.ca/progs/pec-csp/guide/2004/guide2004_e.pdf)

<sup>13</sup> Historica. Final Report on Gaps in Resources Available to Deliver History and Social Studies Curricula in Canada. September, 2004.

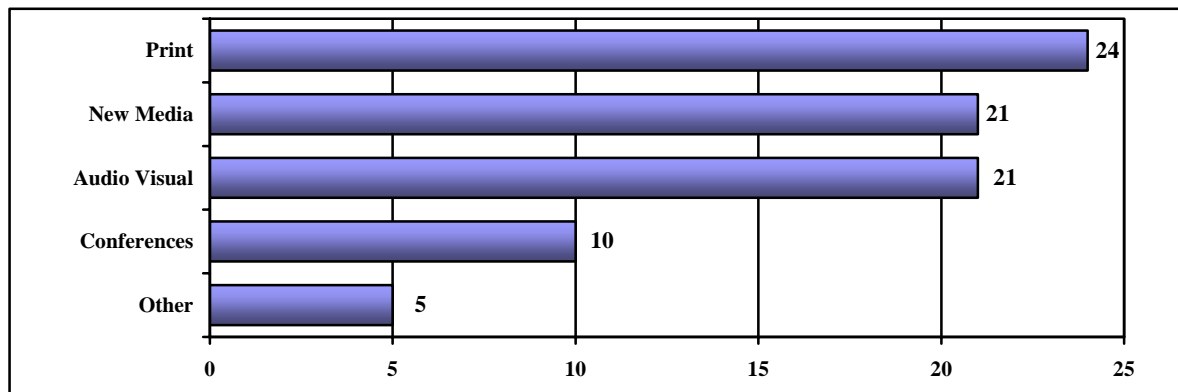
Examples of funded learning materials supported between fiscal years 2000-2001 and 2003-2004 include:

- a Newfoundland and Labrador Heritage website;
- a CD-ROM on the history of the YMCA;
- a history magazine for children (Kayak magazine);
- an interactive learning tool examining the artwork and context of 19<sup>th</sup> century artist Paul Kane;
- documentaries on Canadian architect Douglas Cardinal, painter René Richard, the town of Golden, British Columbia, and other topics;
- the Canadian Citizenship Portal, a web portal with resources and research about the political and constitutional history of Canada; and
- a workbook for children about the history of aerospace in Canada.

Figure 2-1 provides an overview of the different types of learning materials/opportunities that have been funded through the Canadian Studies Program between 2000-01 and 2003-04. More than half of the materials produced by the Program included a new media or audio-visual format. Print resources were a part of one-third of funded projects, while conferences were represented in 12.8 percent of supported projects.

Stakeholders in the field of Canadian studies confirmed that the types of materials being produced through Canadian Studies Program funding are diverse and innovative. Project reports also indicate that some projects funded by the CSP have earned critical recognition.

**Figure 2-1**  
**Number and Type of Products Produced by the Canadian Studies Program:**  
**Fiscal Years 2000-01 to 2003-04<sup>a</sup>**



Footnote:

a n=78. It should be noted that the total is greater than 78, as some projects included more than one format.

Source: Canadian Studies Program

Figure 2-2 provides an overview of the intended audiences for the Special Projects that were part of this study’s project file review. As noted, the Program has not, historically, targeted a particular set of end-users for its funded initiatives.

**Figure 2-2**  
**Target Audiences for Canadian Studies Program Special Projects**

<b>Target Audience</b>	<b>Percentage</b>
Academics	50%
Canadian youth	45%
Teachers	40%
General public	35%
Civil servants	25%

Footnote:

- a Percentages do not total 100 percent as more than one audience was targeted for many of the projects. The figures may also be inexact since several project files did not identify a target audience.

Source: Canadian Studies Program, Special Project Files; n=20.

Canadian youth were a target audience for a significant proportion (45 per cent) of Special Projects, and have taken on a greater priority since the Program defined youth as its key target area in 2003. The CSP responded to its new focus on youth by targeting its learning products / opportunities towards this group. For example, the Program has recently funded *Kayak* magazine (a magazine for youth) and *Student Vote 2004*, an initiative to encourage students to participate in a simulated election that took place at the same time as the federal election. According to Program documentation, 265,000 young Canadians participated in *Student Vote 2004*.

### **Relative Importance of CSP Funding in the Production of Learning Materials**

Results of a survey of recipients of CSP funding undertaken for this evaluation indicates that the Program’s funding is important to recipients’ ability to produce learning materials. Survey data indicates that CSP funding accounted for over a quarter of the project budgets in more than half of the projects funded.

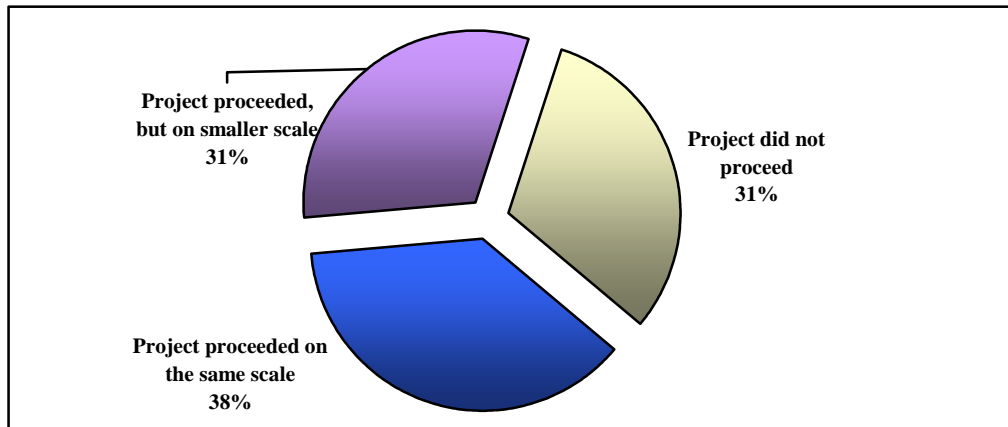
Findings from this survey also suggest that many projects funded by the Canadian Studies Program would not have been undertaken without CSP support. Of those recipients surveyed, 61 percent stated that they would not have undertaken their project without CSP funding, and only nine percent said they would have undertaken their project to the same extent without CSP funding.

However, the survey of non-funded recipients found that many applicants succeeded in finding other sources of funding for their projects. Two-thirds of the respondents went ahead with their project without CSP funding (although half of those that went ahead did so on a smaller scale). In many cases, the lack of CSP funding resulted in a delay of the project. Other sources of funding included a broad range of governmental, private and non-profit funding agencies.



Figure 2-3 provides an overview of the proportion of applicants *not* approved for CSP funding who were able to proceed with their project without the Program’s funding.

**Figure 2-3  
Proportion of Non-recipients Able to Proceed with Project  
Without Canadian Studies Program Funding**



Source: Survey of unfunded applicants; n=16.

### Distribution

There was limited information about the distribution of learning materials produced with CSP support. In the survey of funded recipients, some respondents indicated the degree to which funding materials had been distributed, but not on the usage of these materials or their impact. Survey findings suggest that funded materials have had varying degrees of distribution.

The distribution of learning materials is a complex matter, given the potential for encroachment into areas of provincial/territorial jurisdiction. The approach of the Program has been to support organizations that produce learning materials for youth. Research suggests that the Program has not been successful in collecting data on marketing and distribution of funded learning materials.

### Immediate Outcome 3: Citizens and educators access/use learning materials developed.

Because of information gaps in project reports, it was not possible to gauge, overall, the extent to which citizens and educators are accessing or using the learning materials developed by the CSP. In the documents and files reviewed, including funding recipient reports, there was limited information regarding the access/use of learning materials developed by the Canadian Studies Program.

Consultations with users of the *EDUAction Resource Guides*, guides for teachers and educators outlining available resources on a variety of themes or topics, indicated that this internally produced resource, has been used by librarians and teachers, and that, overall, those consulted found the material useful and informative. The survey of teachers/educators who had requested an *EDUAction Resource Guide* conducted for this study supports this finding. Similarly, a user

study on the *Canadians and their Government Resource Guide*, found that approximately 96 percent of respondents were satisfied with the guide.<sup>14</sup>

A challenge to the usage of learning materials produced by the Program is that the materials are not part of any set provincial curriculum. One identified means of ensuring that learning materials can be used is by obtaining a “seal of approval” through Curriculum Services Canada. This charitable organization, described as “Canada’s standards agency for the accreditation of educational resources,” evaluates learning materials to ensure that resources will match, support and complement Pan-Canadian curriculum standards.<sup>15</sup>

#### **Immediate Outcome 4: Greater awareness of the current state of citizen participation and influencing factors.**

There was little evidence on the degree to which this outcome has been achieved.

Most surveyed recipients of CSP funding believe that Canadians have an increased understanding of Canada as a result of the Canadian Studies Program. However, this finding contradicts the modest level of awareness of the Canadian Studies Program within even the field of Canadian Studies.

The limited awareness of the Program and its materials among educators is seen as a key area for improvement of the Program. The Program is not seen as a major player in the field at any level, although the Association for Canadian Studies has been effective at publicizing its work and is well known.

### **2.2.3 Association for Canadian Studies**

Major ACS activities funded through the Canadian Studies Program during fiscal years 2000-01 to 2003-04 include:

- biennial history conferences (650 participants and 400 participants, respectively);
- other conferences, seminars and forums on particular topic areas including the 20<sup>th</sup> Anniversary of the Charter of Rights and Freedoms, the Charlottetown Accord, Persons of African Descent in the Americas, and the Aftermath of September 11<sup>th</sup>;
- Canadian Issues magazine (published between two to five times a year, with prints of between 1,500 and 20,000 depending on the issue);
- polling of Canadians on a variety of topics related to Canadian politics, society and culture;
- aid to student conferences, Graduate Research Travel Scholarships, Parliamentary Missions for youth, and research on career paths for graduates of Canadian studies; and
- organizational development and capacity building, including for the ongoing development of the ACS website, the development of an ACS electronics journal, and ACS staff liaison and networking.

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<sup>14</sup> Decima Research Inc. ““Canadians and Their Government’ User Study.” Prepared for Canadian Studies Program, Department of Canadian Heritage. Ottawa, ON. June, 2004.

<sup>15</sup> Curriculum Services Canada. <http://www.curriculum.org/index2.shtml>

The target audiences for ACS initiatives have included academics, secondary school teachers, youth and civil servants. Stakeholders in the field of Canadian studies indicated that the ACS has been successful at increasing the visibility of the study of Canada and is widely recognized as an energetic and active association.

Research suggests that the ACS has helped the CSP achieve its objectives most directly through the ACS's large history conferences. While no data were collected on the outcomes of the conferences, interviews with stakeholders in the field of Canadian studies suggest that the history conferences were successful in providing opportunities for learning about Canada, promoting the study of Canada, and strengthening the study of Canada generally. According to several stakeholders in the field of Canadian studies, these conferences attracted a wide audience, including educators and academics in the field, and stimulated further work in the field of Canadian studies.

Other stakeholders identified the magazines produced by the ACS through CSP funding (i.e., *Canadian Issues*) as being useful to those in the field of Canadian studies. The magazine targets a wide readership and presents new information on Canadian studies topics. The magazine is circulated to ACS members, those attending conferences, as well as sold at selected retail locations.

The extent to which CSP-funded polling by the ACS has helped the Program meet its objectives is not known. While polling results have been widely quoted in English and French press, these results do not appear to constitute "learning materials," nor is their value as "new knowledge" about Canada clear, given the number of other polls being undertaken through other agencies. The CSP has not made use of ACS polling in order to collect baseline data in support of its performance measurement.

The CSP has provided significant support to the Association through multi-year Contribution Agreements. During the period 2000-01 to 2003-04, these contributions amounted to \$915,000. This support funded such activities as development and updating of the ACS's website, liaison, partnership building, research grants, and youth initiatives. Given the small budget of the CSP, some of this funding, which could be viewed as "capacity building," might have contributed more to the achievement of the Program's objectives had it been targeted to projects with more direct links to the public.

Overall, the proportion of funding provided to the Association for Canadian Studies has limited the extent to which the CSP could support other organizations and types of initiatives. In addition, funding to the ACS has not necessarily been linked to the CSP's priority areas. For example, support for the ACS's website development and ongoing liaison is not targeted to youth.

#### **2.2.4 Success of the Interdepartmental Working Group on Educational Materials (IWGEM)**

The 1994 evaluation of the CSP found that members of the working group did not always communicate with the Directorate regarding their activities in the area of Canadian studies. The report states,

*“it became increasingly clear that many of the departments had chosen to develop their own education contacts with the provinces/territories. They had ignored the Directorate when trying to disseminate their information and did not even inform the Directorate as to the contacts made, the material published or the procedure by which the material was made available.”<sup>16</sup>*

According to current members of the IWGEM, this weakness continues.

Current IWGEM members also felt that the working group has not met the objective “To help federal departments and agencies to use the education system to effectively convey their message to Canadians.” It is generally thought that the working group needs to find a better way to increase access and awareness of its resources by educators. One suggestion put forth, for example, was to invite representatives of the Canadian Teachers’ Federation to attend IWGEM meetings.

Members also identified several other weaknesses of the IWGEM:

- the body is more an information-sharing organization than a coordinating body;
- those in attendance are too numerous and often lack decision-making power that would make for a more powerful body;
- the body is not well known and does not have buy-in at the senior management level;
- the meetings could have more focused and strategic agenda; and
- the meetings are too infrequent.

Several key informants said that Canadian Heritage has fallen short of ensuring that information about materials being produced by IWGEM members is shared.

## **2.3 Cost Effectiveness/Alternatives**

### **2.3.1 Cost-Effectiveness of Program**

#### **Program Staff**

The CSP’s staffing levels from 2000-01 to 2004-05 are provided in Figure 2-4 below.

**Figure 2-4  
Canadian Studies Program Staffing Levels**

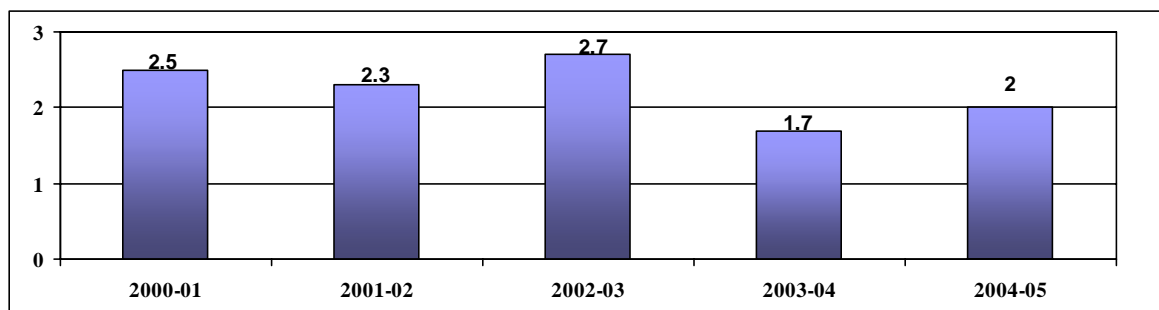
Fiscal Year	FTEs
2000-2001	10.0
2001-2002	9.0
2002-2003	10.5
2003-2004	8.4
2004-2005	7.9

Source: Canadian Studies Program

<sup>16</sup> Ibid. p.41

In addition to grants and contributions management, Program staff has other responsibilities such as coordinating the IWGEM, developing partnerships with other government departments and non-government agencies, and developing resources such as *Canadians and their Government* and the *EDUAction Resource Guide*. The Program also employs a policy officer to ensure that program work and direction is consistent with strategic priorities of the department and the federal government. Figure 2-5 gives the average of successful grants and contributions managed per CSP employee. It includes the CSP manager, and program, policy and administrative staff. It does not reflect the processing of unsuccessful grant and contribution applications which also require considerable program officer time.

**Figure 2-5**  
**Number of Successful Grants and Contributions per Canadian Studies Program Full-Time Employee**



Source: Canadian Studies Program

The number of FTEs relative to the number of CSP grants and contributions appears somewhat high, and could be the basis for a further program-by-program comparison. The number of staff was not adjusted after the reduction of the Program’s A-base budget in 2003. Program officials have indicated the number of FTEs is being gradually scaled back.

**Funding Components**

The design of the Program seems unnecessarily complex. Although the Program’s budget is small, there are three funding components, two with different priorities. The third funding component has been used just once since 2000-01.

In addition, the Program’s grants and contributions budget is modest for a program with three funding components (i.e., Annual Funding Competition, Theme-based Call for Proposals, and Special Projects/Special Authorities/Strategic Partnerships).

Given the competitive nature of the Annual Funding Competition, this component provides the most competitive and open method of funding learning materials and opportunities. However, the Program’s grants and contributions resources have largely been directed to Special Projects, particularly with the ACS, which are not subject to the review of external assessors, unlike applications to the Annual Funding Competition.

### 2.3.2 Complementary or Overlapping Funding

There are a number of other organizations that support the creation and dissemination of Canadian studies learning materials, opportunities and research. Certainly, the wide scope of the Program's objectives encompasses many areas of education, research and learning.

Canadian studies programs at universities across Canada have not been beneficiaries of CSP funding directly, but have continued to foster the knowledge of Canada among Canadians.

There are several federal government departments and agencies that support the creation of new knowledge about Canada. Statistics Canada is perhaps the largest supporter of the creation of knowledge about Canada: the department publishes in excess of 300 titles on a variety of Canadian topics, e.g., social, economic, political, and cultural. National funding agencies including the Social Science and Humanities Research Council (SSHRC), the National Science and Engineering Research Council (NSERC) and the Canada Council for the Arts are now major providers of funding for scholars undertaking original research on a variety of Canadian topics. The National Library and the National Archives also support Canadian studies. Their focus centres on fostering research and knowledge about Canada through gathering and preserving print and non-print records of the Canadian experience.

Several foundations have also been established to support efforts in the field of Canadian studies. These include the Canadian Institute for Historical Micro-reproduction, the CRB Foundation, Historica, the Jackman Foundation, and the Canadian Northern Studies Trust.

Finally, the Department of Canadian Heritage funds learning opportunities through its other programs and branches within the Department, including through Multiculturalism, and Official Languages. These programs do not fund learning materials as part of their mandate, however.

Stakeholders in the field of Canadian studies generally feel that there is no duplication/overlap of the activities of the Canadian Studies Program. Most stakeholders indicated that, although a number of organizations exist that support Canadian studies, they complement the activities of the CSP rather than duplicate them. Nevertheless, the Program has not undertaken an analysis of overlap in the field, nor have its efforts in coordination within the field of Canadian studies (e.g., through the IWGEM) been comprehensive enough to prevent duplication.

### 3.0 Conclusions, Recommendations and Management Response

The Canadian Studies Program was introduced in 1984 to address concerns that Canadians, particularly young Canadians, lacked knowledge of their country, its politics, history, culture and society.

Recent research indicates that Canadians continue to have a relatively low level of knowledge about Canada. Although those actively involved in the field of Canadian studies generally feel that Canadians are more knowledgeable about their country than during the period leading up to the Program's introduction, results of the Annual Canada Day History Quiz by the Dominion Institute and the Council for Canadian Unity suggest there is considerable room for federal action to increase Canadians' knowledge and understanding of their country.

The Program's mandate—to encourage Canadians to learn about Canada—is broad, and the types of activities it has supported have also been broad. It has supported the development of print materials, new media materials, audio-visual materials and conferences, and projects targeted to academics, Canadian youth, teachers, and the general public. For example, it has supported such projects as a Newfoundland and Labrador Heritage website, a CD-ROM on the history of the YMCA, a history magazine for children (*Kayak* magazine), an interactive learning tool examining the artwork and context of 19<sup>th</sup> century artist Paul Kane, documentaries on Canadian architect Douglas Cardinal, painter René Bouchard, and the town of Golden, B.C., the Canadian Citizenship Portal, a web portal with resource materials about the political and constitutional history of Canada, and a workbook for children about aerospace history in Canada. It has also supported the Association for Canadian Studies for capacity building activities, e.g., website development, funded projects, e.g., biennial history conferences, coordinated an interdepartmental committee of federal departments that develop information materials about Canada, and itself produced certain information materials about Canada. In the four years from 2000-01 to 2003-04, approximately 31 per cent of the Program's grants and contributions resources (\$1.57 million) went to the Association for Canadian Studies.

Drawing conclusions on the impact of the Program's grants and contributions was not possible. The breadth of the Program's mandate and objectives has meant that the nature of activities supported by the Program, and the target groups for such activities, were also broad; with a total G&C budget of less than half a million dollars annually, the likelihood of impact in so many areas was limited. The assessment was also hampered by gaps in reports from funding recipients on the number of documents they distributed, the audiences that received them, and feedback from those individuals or organizations. From the information that was available, it can be concluded that there is considerable support for some Association for Canadian Studies activities (its conferences) and that some projects funded by the Program reached a fairly large number of individuals.

This situation may be improved by the Program's efforts since 2003 to focus funding on particular activity areas and target groups, and by new applicant guidelines setting out information that recipients should provide in their project reports.

The Interdepartmental Working Group on Educational Materials has been less successful; it was not seen to have achieved its objective of helping federal departments and agencies to use the education system to effectively convey their messages to Canadians.

Interviews with members of the IWGEM indicated that the group has not been successful at achieving its objectives of sharing information on possible partnerships or in coordinating efforts among members, due to limited attendance by those with the ability to make decisions on behalf of their agencies. The IWGEM has been more successful in achieving its objectives of providing a better understanding of the range and nature of educational materials produced, and sharing information on these materials, at least among members. Research indicated that, overall, the IWGEM has provided a venue for the sharing of best practices and information about newly developed materials among members, as well as networking opportunities.

The following recommendations are based on these findings and conclusions.

**Recommendation 1: The objectives of the Canadian Studies Program should be focused and its expected outcomes clearly defined.**

The Program's mandate (to encourage Canadians to learn about Canada) and objectives are very broad and its expected outcomes are not clear. To ensure results, it is important that its mandate and objectives be focused on what can be achieved by a program its size, and that it has clear and measurable expected results.

**Management Response:**

The Program has clarified and sharpened its objectives to focus on the development of learning materials and activities for young Canadians.

The rationale for the new direction of the Program has been approved by senior management in the department's business and strategic planning exercises. Planning documents have highlighted the low level of civic literacy of young Canadians as compared to other generations within Canada and the same generation in other countries. Research conducted demonstrates that providing opportunities for youth to learn about their country, their communities, our democratic processes and our institutions increases their participation in our society.

By focussing on learning materials and activities for youth, the Canadian Studies Program will work towards more measurable outcomes as defined in our new results-based management and accountability framework, while contributing to the strategic priorities of the department and the government as a whole.

*Implementation Schedule:* Renewal of CSP to be presented June 2005

**Recommendation 2: Future funding to the Association for Canadian Studies should be for activities directly related to Program objectives and priorities.**

The Association for Canadian Studies receives a significant proportion of the Program's funds. Funding for this and other organizations should be closely aligned to the Program's priorities to ensure the Program achieves its expected outcomes.



**Management Response:**

Early in the 2004-2005 fiscal year, specific priority areas related to young Canadians' learning needs and the priority of youth engagement had already been guiding funding for projects submitted to the Program.

Through the renewed terms and conditions, the Canadian Studies Program has ensured that all future funding to the Association for Canadian Studies and other organizations must be directly related to Program objectives and priorities in order to be eligible for funding.

The Manager of the Canadian Studies Program has consulted with the Association for Canadian Studies and other key organizations in the field of Canadian Studies to share the new direction of the Program. Responses have been positive and groups recognize the importance of promoting the study of Canada amongst youth.

*Implementation Schedule:* Renewal of CSP to be presented June 2005

**Recommendation 3: The Program should put in place an effective performance monitoring strategy.**

The Program should demonstrate a commitment to results-based management by developing and implementing a performance monitoring strategy. Expected results should be clearly communicated to funding recipients and reports obtained on project audiences and numbers. Specifically, data should be collected on the distribution and use of learning materials produced by funding recipients, and attendance at and impact of learning activities organized by funding recipients.

In addition, to gauge the intermediate- and long-term impacts of the Program in a future evaluation, data should be collected within the next year on the current level of knowledge about Canada by the Program's target groups.

**Management Response:**

The program has prepared an integrated Results-based Management and Accountability Framework and Risk-based Audit Framework that sets out expected outcomes and an effective performance monitoring strategy.

In 2004-2005, the program began to take specific measures in its public documentation and in its contribution agreements with recipients to ensure that performance information is collected in a systematic fashion on all projects funded under the program.

*Implementation Schedule:* RMAF/RBAF to be presented June 2005

**Management Response:**

The Canadian Studies Program will work in collaboration with Corporate Review Branch to develop new tools to assist recipients in gathering performance information on the reach and impact of learning materials and activities.

Efforts to establish base-line data on knowledge and interest levels of youth on Canadian stories and governance have already been put in place for 2005-2006. This includes a number of questions which have been included in the annual Ipsos-Reid study Reconnecting Government and Youth.

*Implementation Schedule:* June 2005-Oct 2005

**Recommendation 4: The Program should work to make the IWGEM an effective forum for information-sharing, coordination and partnership development.**

An effective Interdepartmental Working Group on Educational Materials (IWGEM) could contribute to achievement of CSP objectives by maximizing federal investments in materials to teach Canadians about Canada. As the Committee's secretariat, the CSP should take steps to make the Committee an effective forum for interdepartmental information-sharing, coordination and partnership development.

**Management Response:**

Building partnerships among federal departments has been included in the renewed objectives for the Canadian Studies Program. This highlights the important role the program plays in coordinating and maximizing federal efforts/funding to help Canadians learn about Canada.

*Implementation Schedule:* Renewal of CSP, June 2005

**Management Response:**

The program is preparing a new Terms of Reference and management structure for the IWGEM to facilitate the pooling of resources and to call upon members to undertake joint projects in the development of learning resources across the government. In order to ensure the IWGEM is an effective forum for partnership development, members must have the authority to make resource decisions on behalf of their departments/agencies. The Canadian Studies Program will conduct a review of its current membership and request appropriate participation as needed.

*Implementation Schedule:* To be completed by October 2005

**Management Response:**

The new Integrated Results-based Management and Accountability Framework and Risk-based Audit Framework outlines how the Program can measure the impact and effectiveness of the IWGEM in advancing the priorities and objectives of the Canadian Studies Program.

*Implementation Schedule:* RMAF/RBAF to be presented June 2005