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Formative Evaluation of the Celebrate Canada! Program

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Executive Summary

The Celebrate Canada! Program was introduced in 1996 and is delivered by headquarters and regional staff of the Department of Canadian Heritage and volunteer provincial/territorial Celebrate Canada! Committees.

The Program provides grants and contributions for community activities to mark four celebration days – National Aboriginal Day (June 21), Saint Jean-Baptiste Day (June 24), Canadian Multiculturalism Day (June 27), and Canada Day (July 1) – and contributions to cover basic operating costs of Celebrate Canada! Committees. The Program also produces a Canada Day noon-time show on Parliament Hill, coordinates a popular annual Canada Day Poster Challenge, which gives students a chance to visually express their sense of being Canadian, and produces and distributes Celebrate Canada! promotional materials (hand flags, pins, posters, etc.).

The Program's expenditures have totalled approximately \$10 million annually for several years, compared to an A-base budget of \$1.376 million in 2002-03 and \$777,600 in 2003-04.

This formative evaluation looked at program design issues, program delivery issues, likelihood of objectives achievement, and effectiveness of performance monitoring. The lines of inquiry were a document review, key informant interviews with senior management, regional executive directors, delivery staff and Celebrate Canada Committees, telephone surveys with successful and unsuccessful applicants, interviews with organizers of and participants at activities marking the first Canadian Multiculturalism Day in 2003, and a review of the Program's performance measurement/ monitoring activities. This report is based on research conducted by Goss Gilroy Inc. and Peter Hawden Consulting Inc. Most research was done in summer/fall 2003; the performance measurement/monitoring review was done in winter 2004.

The evaluation finds that the lack of a stable A-base allocation for the Program has significantly weakened program delivery, causing delays in the transfer of G&C allocations to regional offices, delays in provision of operating funds to Celebrate Canada! Committees, delays in processing of grants and contributions to community groups, and less time for community groups to do fund-raising, using Celebrate Canada! awards as leverage. It has also been a factor in production schedules for promotional materials, which some community groups say arrive too late to be useful.

The Program's three-tiered delivery mechanism (headquarters staff, regional staff and volunteer Celebrate Canada! Committees) is generally seen as a strength, increasing the Program's reach and visibility, but regional staff report being hard-pressed to provide the administrative support expected by Committees and keep up with the responsibilities relating to delivery of grants and contributions, as the number of Celebrate Canada! grants and contributions is large and each one, however small, must be entered into the Department's Grants and Contributions



Information Management System. Distribution of promotional materials and coordination of the Canada Day Poster Challenge are also labor-intensive, although both are positively received.

Program applicants are generally satisfied with program delivery and believe their projects are enhancing pride in Canada, encouraging celebration of Canada, increasing community awareness, and bringing Canadians together. Results suggest that the Program's "reach" is significant, with more than forty percent of successful applicants surveyed reporting that their community events had attracted more than 1,000 participants, and Committees' reports suggesting that events held during the Celebrate Canada! period had attracted well over a quarter of Canadians as participants.

The reach of the Canada Day Poster Challenge is also significant, with more than 19,500 student participants in 2003, a thirty percent increase from the previous year. Of activities reviewed (the Canada Day noon-time show on Parliament Hill was not covered), findings suggest that the grants and contributions component, Canada Day Poster Challenge and promotional materials are the biggest contributors to objectives achievement.

There was mixed feedback from recipients, departmental staff, and Celebrate Canada! committees on the benefits of Canadian Multiculturalism Day as a new celebration day. Although there was general support for the message of a day that is inclusive of all Canadians, concerns were expressed that there have been no additional resources for the day and that it could diminish the Canada Day message of one common citizenship.

The evaluation finds that potential for objectives achievement could be improved by earlier decisions on funding applications, earlier distribution of promotional materials and Canada Day Poster Challenge teachers guides, and modest increases to smaller Celebrate Canada! Committee operating budgets to ensure Committees are able to meet periodically and do community outreach.

Regarding performance monitoring/measurement, the evaluation has a number of suggestions for improvement. The Program's public opinion research to date has been mainly to assist with program development; there is also a need for public opinion research that will provide a baseline on public appreciation for Canada's diversity and pride in Canada's heritage, against which progress can be measured. Data collected for and presented in annual Synopsis of Provincial/Territorial "Celebrate Canada" Questionnaires could be strengthened and the capacity of GCIMS to report on Celebrate Canada! funding awards by celebration days could be improved. Also, with little additional effort, Program could collect feedback from recipients of promotional materials and Poster Challenge teachers guides, by including a questionnaire with mailings, as this information would be useful for a summative evaluation.

There are six recommendations, the first of which requires attention before other program improvements can be made:



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1. **Resolve the lack of stable funding for the Celebrate Canada! Program or reduce program activities to a level that can be supported by the A-base allocation.**

Management Response: The program accepts the recommendation.

Action Plan: The A-base shortfall is in fact the underlying factor to many of the challenges faced by the program for the past 10 years. As of yet, no funds have been identified from within the department for 2005-2006.

The identification of a stable source of funding for Celebrate Canada! is a priority for the Department in fall 2004. In addition to seeking long term stable funding, the program will develop program activity options based on various funding levels.

Implementation Date: Fall 2004

2. **To ensure timely decisions on G&C applications and maximize impact, move the deadline for submission of funding applications from March 31 to an earlier date, e.g. January 31, and negotiate simplifications to GCIMS information requirements, particularly for very small awards.**

Management Response: The program accepts the recommendation.

Action Plan: An earlier deadline date for submission of G & C applications would ensure timely delivery of cheques to client groups and would maximize the program's impact. This recommendation was discussed with the regional program officers and managers at the Annual National Meeting held in September 2004. A working-group of Managers and Program Officers has been created to further study the feasibility of this recommendation and develop an Implementation Plan by December 2004.

The program has implemented some adjustments to GCIMS. The Program will also explore, in consultation with the Centre of Expertise, the feasibility of implementing further adjustments and simplification of GCIMS for small awards by December 2004. Senior management within the Branch has committed to conducting face-to-face meetings with all regional executive directors, presidents and vice-presidents to discuss additional issues of concern.

When seeking long term stable funding base, the program will also identify, in consultation with the Centre of Expertise, possible alternative program structures to expedite the funding process.

Implementation Date: December 2004



3. **Also to maximize impact, produce and distribute promotional materials and educational materials earlier each year.**

Management Response: The program accepts the recommendation.

Action Plan: In order to maximize the effect of the program's promotional materials, they must be delivered to the community groups in a timely manner. Since the date of the report, the ordering and distribution of promotional items such as flags, pins and bookmarks, etc., for Celebrate Canada! is handled by another Directorate in the Branch. At the National Meeting in fall 2004, the program has committed to developing, with the regional input, an improved promotional material delivery schedule. Furthermore, the program has taken over the responsibility of coordinating the ordering and delivery of Celebrate Canada! promotional items.

Each year, the program attempts to provide a well researched educational tool activity guide for teachers for the Poster Challenge and goes through a lengthy consultation process including all regional staff. This year, the Department has partnered with the Dominion Institute and the Historica Foundation, two well respected organizations in the fields of education and history, to develop the activity guide and Web site. The consultation process for the 2005 activity guide was concluded in July and development of the guide is close to completion. The initial target date for delivery of the activity guide and accompanying order form to schools was the end of September. The Program hopes to distribute the Poster Challenge Activity Guide by November 2004. The Program also plans to evaluate this new partnership to determine future course of action by March 2005. A companion Web site is also in development and the target launch date coincides with the delivery of the printed materials to the public. The early availability of these resources to schools, youth groups, etc., should maximize the impact of the Poster Challenge campaign and increase the response rate.

Implementation Date: March 2005

4. **Review whether Program operating funds can be reallocated internally to permit a modest increase to smaller Celebrate Canada! Committee budgets to increase the Program's visibility and potential for impact, and make reporting requirements consistent for all Committees.**

Management Response: The program accepts the recommendation.

Action Plan: The lack of adequate resources has been an ongoing concern for the committees and the expansion of the Celebrate Canada! program to include other celebration days has had the effect of placing a greater burden smaller Celebrate Canada provincial/territorial committees. Following consultations with the regional executive



directors, a one-time increase to the committee budgets has been recommended for 2004-2005 - 40% in operating funds and 20% in seed money funding for communities.

In order to increase or simply maintain the existing funds, the Department will seek a stabilized funding base for the Celebrate Canada! program in fall 2004 for fiscal-year 2005-2006 and beyond, which has been an ongoing problem for the past 10 years. The Department has also committed to reviewing the current Celebrate Canada! budget allocation.

The program has revised and will implement contribution agreements specific to Celebrate Canada program requirements. Contribution agreements and reporting requirements have been discussed with the Committees and the regional officers/managers at the fall 2004 in order to improve consistency between provinces/territories. A working group of regional/HQ Program Managers and Officer working-group has been created at the national meeting; final recommendation will be brought forward for implementation by March 2005.

Implementation Date: Spring 2005

- 5. Reduce workload pressures involved in Celebrate Canada! Program delivery by focusing resources and attention on the program components with the greatest reach and educational value.**

Management Response: The program accepts the recommendation.

Action Plan: Workload has been a major concern in the regions as well as at HQ and the program will continue its efforts to streamline the approach to the delivery of Celebrate Canada! The program has committed to develop a “toolbox” approach to program delivery which will present a series of required and optional initiatives allowing for regional specificity. National components will include the Canada Day Poster Challenge and the Celebrate Canada! funding. However, further discussion at the Annual National Meeting in fall 2004 will be required to finalize the list of optional components.

When a stabilized funding base is obtained, it will assist in both identifying the capacity of the program and in priority setting. The stabilized funding will also address workload, program delivery and program capacity to the same level in all regions.

Implementation Date: Spring 2005

- 6. Improve Program readiness for a summative evaluation in 2005 by collecting baseline data on Canadians’ perceptions about appreciation of Canada’s diversity and pride in Canada’s heritage and by collecting additional short-term outcome information.**



Management Response: The program accepts the recommendation.

Action Plan: In anticipation of the summative evaluation in 2005, the program is undertaking the appropriate changes to the questionnaire that is submitted to the Celebrate Canada! Committees in fall 2004. The program is also reviewing data collection tools such as the annual synopsis report, the one page final report and GCIMS reports.

Adjustments to GCIMS which will assist in the tracking of data are currently underway. In addition, the program is looking into the viability of including feedback questionnaires with mailings and will discuss with E-communications the viability of including an on-line questionnaire on the Poster Challenge Web site.

When stabilized funding is obtained in 2005-2006 and resources permit, the program will look into the possibility of conducting public opinion research. The program continues to track research that is already available.

Implementation Date: Spring 2005



1.0 Introduction

1.1 Purpose and Structure of Report

The purpose of this formative evaluation was to assess: (a) adequacy of the Celebrate Canada! Program's design; (b) adequacy of the Program's delivery; (c) progress being made towards objectives achievements and (d) adequacy of performance monitoring and systems put in place for that purpose.

The report has five sections:

- Section 1.0 - Introduction
- Section 2.0 - Program Profile
- Section 3.0 - Evaluation Methodology
- Section 4.0 - Evaluation Findings
- Section 5.0 - Conclusions and Recommendations



2.0 Program Profile

The program profile provides a brief description of the Celebrate Canada! Program, its history, objectives, links to the Department's strategic objectives, expected results and outcomes, major activities, resources, expenditures and governance.

2.1 Celebrate Canada! Program Description

2.1.1 History

In 1981, the Government of Canada established a permanent program to fund Canada Day celebrations across Canada, and in 1985, volunteer Canada Day Committees were set up in each province and territory to organize local celebration activities¹.

In 1996, the program was renamed "Celebrate Canada! Program" and expanded to include the period from June 21 to July 1, covering National Aboriginal Day (June 21), Saint Jean-Baptiste Day (June 24)² and Canada Day (July 1). Canadian Multiculturalism Day was added to the Celebrate Canada period in 2002 and was held for the first time on June 27, 2003. The new day is introduced to recognize and celebrate the contributions of the various multicultural groups and communities to Canadian society and reaffirm Canada's commitment to democracy, equality and mutual respect³.

Other responsibilities which fell to the headquarters office within the Celebrate Canada portfolio until 2003-04⁴ were: symbols protection and promotion (update and distribution of posters guides, etc; response to requests to use Canadian symbols on products, i.e. flag, maple leaf, etc); distribution of promotional materials to Members of Parliament and Senators; and participation in the delivery of special events requiring a national response (e.g., the September 14th, 2001 Day of Mourning on Parliament Hill for September 11th victims).

In 2002, the Celebrate Canada! Program received a one-time \$1.5 million grants and contributions allocation to support community-based celebrations to mark the Queen's Golden Jubilee. These additional funds were subject to Celebrate Canada! Program Terms and Conditions.

¹ Department of Canadian Heritage. *Canada Day. Background.*

² Saint Jean-Baptiste Day activities outside of Quebec are eligible.

³ Department of Canadian Heritage news release, November 13, 2002.

⁴ A reorganization in 2002-03 moved certain of these activities from Celebrate Canada! Program to the State Ceremonial and Corporate Events Directorate in 2002-03.



In November 2003, a new Celebration, Commemoration and Learning Program which subsumes the old Celebrate Canada! Program was approved. The Celebration, Commemoration and Learning Program will be guided by a National Commemoration Policy and a Five-Year Plan encompassing celebration, commemoration and learning about Canada.

2.1.2 Objectives

Celebrate Canada! Program objectives approved in 2002⁵ were to:

- enhance appreciation of Canada's rich diversity of culture, ethnicity, language and geography by fostering contacts and connections among Canadians;
- instill pride in Canada's heritage by giving Canadians an opportunity to share our experiences, our stories, our myths and our symbols; and
- contribute to the development of the distinctive Canadian model of shared citizenship - a model where mutual accommodation, mutual respect, mutual responsibility and diversity are underlying values.

2.1.3 Links to Department of Canadian Heritage Strategic Objectives

The Department of Canadian Heritage has four strategic objectives: Canadian Content, Cultural Participation and Engagement, Connections, and Active Citizenship and Civic Participation.

Celebrate Canada! Program activities are seen as contributing primarily to the Department's Connections objective (fostering and strengthening connections among Canadians and deepening understanding across diverse communities)⁶. Ultimately, the program is meant to contribute to an increased sense among Canadians of citizenship, pride and belonging to Canada⁷.

2.1.4 Expected Results and Outcomes

The Program's expected results when evaluation research was conducted were:

- increased opportunities for Canadians to celebrate Canada, its people, their stories and key events;

⁵ Celebrate Canada Program Terms and Conditions - Class Contributions approved March 21, 2002, and Celebration, Commemoration and Learning Program (which subsumed Celebrate Canada! Program), November 27, 2003.

⁶ A/Program Director, Fall 2003.

⁷ Celebration, Commemoration and Learning Program Terms and Conditions, November 2003.



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- increased awareness by Canadians of opportunities to celebrate Canada which lead to increased participation;
 - increased knowledge of Canada and its key events;
 - increased understanding by Canadians of their shared history, values and interests;
 - increased sense of shared citizenship among Canadians; and
 - increased sense of pride and belonging to Canada.

The expected results for the program were slightly amended in November 2003 when the Celebrate Canada! Program was subsumed by the Celebration, Commemoration and Learning Program⁸.

2.1.5 Major Activities

Until recently, there were four components of “Celebrate Canada!”:

- contributions for the operation of volunteer provincial and territorial Celebrate Canada! Committees;
- grants of up to \$15,000 for community groups to organize “Celebrate Canada!” activities;
- contributions of over \$15,000 for community groups to organize “Celebrate Canada!” activities; and
- Canadian Heritage funding to support “Celebrate Canada!” initiatives (flags and pins for MPs⁹ and Senators, flags, pins and other promotional materials for the public, the Canada Day noon-time show on Parliament Hill on July 1st, the Canada Day Poster Challenge, etc.)

The Program’s March 2002 Results-based Management and Accountability Framework (RMAF) identified six main activities:

- ***Grant and contribution funding for local/regional Celebrate Canada! activities;***
- ***Organization of national events and ceremonies;***

⁸ Expected results were amended on November 26, 2003 to the following (from Terms and Conditions approved November 26, 2003):

- Increased opportunities for Canadians to celebrate and commemorate Canada, its heritage, its people, their stories and key events.
- Increased awareness by Canadians of opportunities to celebrate Canada and its communities and to commemorate significant aspects of national and regional history, leading to increased participation.
- Increased knowledge and understanding of Canadians about Canada and its key events and about their shared history, values and interests.
- Increased sense of shared citizenship among Canadians.
- Increased sense of pride and belonging to Canada.
- Increased horizontal coordination and cooperation with other federal, provincial and municipal entities.

⁹ In the 2003-04 restructuring, responsibility for materials for MPs and Senators was transferred to the State Ceremonial and Corporate Events Directorate.



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- **Partnerships** (development by headquarters and regional staff of partnership arrangements with private sector organizations and other public sector organizations to add to the financial resource base for local, regional and national Celebrate Canada! events);
 - **Media Activities** (work with media to promote Celebrate Canada! events by headquarters staff, regional staff, Celebrate Canada! Committees and local groups that receive Celebrate Canada! Program funding);
 - **Educational Resources** (development and distribution of a teachers' guide for an annual Canada Day Poster Challenge); and
 - **Promotional Materials** (development and distribution of Celebrate Canada! promotional materials such as flags, pins and posters).

2.1.6 Program Resources

Until 2003-04, the Program's A-base budget was \$1,367,600 (\$777,600 for grants and contributions and \$590,000 for operating expenditures)¹⁰ and annual expenditures of approximately \$10 million. Additional resources are secured from different sources, primarily Supplementary Estimates.

The headquarters Celebration, Commemoration and Learning Directorate has 11.5 full-time equivalents (FTEs), of which 4 FTEs are specifically for Celebrate Canada! delivery.

Regional offices are significantly involved in Celebrate Canada! delivery, but the number of FTEs that regional offices contribute, and regional offices' Goods and Services contributions to program delivery, are not readily available. Most regional staff are involved in the delivery of several departmental programs.

2.1.7 Program Expenditures

Table 1 gives an overview of Celebrate Canada! Program grant and contribution expenditures by province and territory between 1999-2000 and 2003-04.

¹⁰ The \$590,000 operating expenditures allocation was transferred to State Ceremonial and Corporate Events Directorate in 2003-04 along with responsibility for pins and flags for MPs and Senators.



Table 1: Celebrate Canada! grant and contribution expenditures from 1999-2000 to 2003-04 by province and territory (excluding The Queen's Golden Jubilee G&Cs)

	1999-2000	2000-01	2001-02	2002-03	2003-04
Newfoundland	211,000	102,500	102,500	128,994	140,832
Prince Edward Island	90,300	103,300	138,500	133,616	131,300
Nova Scotia	125,700	138,800	123,800	149,101	122,520
New Brunswick	120,440	147,300	117,300	146,464	119,096
Quebec	3,561,472	5,095,850	5,113,473	5,070,803	5,035,101
Ontario	553,900	553,900	586,764	587,312	610,397
Manitoba	126,600	140,600	120,600	125,940	125,700
Saskatchewan	123,200	117,200	117,200	122,067	142,905
Northwest Territories	75,900	42,000	42,000	51,010	47,568
Nunavut	71,100	42,000	42,000	45,984	41,159
Alberta	278,500	183,500	183,500	217,704	188,500
British Columbia	272,150	265,350	363,700	281,082	367,541
Yukon	56,300	54,400	54,400	55,288	52,875
Total	5,666,562	6,986,700	7,105,737	7,115,365	7,125,494
Budget	777,600	777,600	777,600	777,600	777,600
Variance	(4,888,962)	(6,209,100)	(6,328,137)	(6,337,765)	(6,347,894)

Source: Major Events and Celebrations Branch, June 2004 (revised totals)

Table 2 provides a breakdown by province and territory of Celebrate Canada! and Queen's Golden Jubilee budget allocations in 2002-03, including operating expenses for Celebrate Canada! Committees.

The largest budget allocation (62% of the total) was for the Quebec Region, where there are fewer other sources of support for celebration activities. The Celebrate Canada! Committee for Quebec has a significantly larger budget than committees in other parts of the country, to cover



the costs of Canada Day celebrations in 28 municipalities¹¹, including Montreal and Quebec City.

Table 2: 2002-03 Expenditures (Celebrate Canada! Committees, Celebrate Canada! G&Cs and Queen's Golden Jubilee G&Cs)				
Province or Territory	Celebrate Canada! Committees	Celebrate Canada! G&Cs	Queen's Jubilee G&Cs	Total
Newfoundland	34,000	94,994	49,425	178,419
Prince Edward Island	32,400	101,216	41,595	175,211
Nova Scotia	24,000	125,101	59,783	208,884
New Brunswick	24,000	122,464	68,794	215,258
Quebec ¹²	4,490,800	580,003	49,270	5,120,073
Ontario	32,200	555,112	141,595	728,907
Manitoba	24,200	101,740	98,683	224,623
Saskatchewan	24,200	97,867	97,272	219,339
Northwest Territories	12,000	39,010	13,935	64,945
Nunavut	12,000	33,984	41,650	87,634
Alberta	16,100	201,604	134,670	352,374
British Columbia	34,700	246,382	195,027	476,109
Yukon	10,900	44,388	30,493	85,781
Total	4,771,500	2,343,865	1,022,192	8,137,557
Source: Major Events and Celebrations Branch, June 2004 (revised)				

Table 3 gives an overview of major operating expenses planned by the headquarters office for 2002-03.

¹¹ Montréal, Québec City, Laval, Gaspé, Sept-Îles, Baie-Comeau, Chicoutimi, Roberval, La Malbaie, Bonaventure, Rimouski, Rivière-du-Loup, Montmagny, Saint-Georges, Thetford Mines, Trois-Rivières, Drummondville, Sorel-Tracy, Sherbrooke, Amos, Rouyn-Noranda, La Sarre, Val d'Or, Matane, Amqui, Victoriaville, Saint-Jean-sur-Richelieu and Ville-Marie



Table 3: 2002-03 O&M Expenditures (Headquarters)	
Administrative Costs	310,231
Parliament Hill Canada Day Ceremony	574,358
Poster Challenge	139,248
Promotional Materials (including website)	198,033
Promotional Materials for MPs and Senators	795,031
Special Initiatives	640,086
Jubilee	812,367
Total	3,469,354
Source: Major Events and Celebrations Branch, May 2004	

2.1.8 Program Governance

Delivery of the Celebrate Canada! Program is three-tiered, involving the Celebrations, Commemoration and Learning Directorate of the Major Events and Celebrations Branch (part of the former Canadian Identity Directorate) in headquarters, Regional Executive Directors and staff of the Department's five regions, and 13 volunteer provincial and territorial Celebrate Canada! Committees.

The headquarters office is responsible for overall management of the Celebrate Canada! Program and budget and monitoring use of the program resources. It develops program guidelines and procedures, develops and disseminates promotional materials, develops national partnerships for the Canada Day Poster Challenge, and manages special national projects, in particular the Canada Day noon-time show on Parliament Hill, and assists regional offices and Celebrate Canada! Committees with program implementation and delivery.

The headquarters office holds bi-weekly telephone conference calls with Celebrate Canada! Program managers and officers across Canada and, with regional staff, coordinates an annual meeting of Celebrate Canada! Committee Presidents and Vice-Presidents and Celebrate Canada! managers and program officers about delivery of the program. Regional Executive Directors are responsible for Program delivery in their regions, including financial and budgetary issues and performance monitoring. Regional Executive Directors assign staff to work with Celebrate Canada! Committees and oversee regional implementation of Celebrate Canada! activities (e.g., the Canada Day Poster Challenge). Regional offices support and coordinate the work of the Celebrate Canada! Committees.



Celebrate Canada! Committees are responsible for promoting, encouraging, coordinating and facilitating Celebrate Canada! activities in their provinces and territories. They encourage the participation and involvement of the private and public sectors in Celebrate Canada! activities. Celebrate Canada! Committees work closely with and are supported by regional staff of the Department.

Presidents and Vice-Presidents of the Celebrate Canada! Committees are appointed annually by the Minister of Canadian Heritage. (The 2003 announcement of Presidents and Vice-Presidents was made on June 2). In consultation with Regional Executive Directors, the President and Vice-President of each committee invite representatives of local groups, municipal governments and private companies in the province or territory to join the Celebrate Canada! Committee. Volunteer members are typically chosen to reflect a diversity of geographic, cultural, ethnic and linguistic backgrounds.

Each Celebrate Canada! Committee receives an annual contribution from the Program to cover basic travel and promotion expenses. All but one were between \$10,900 and \$35,400 in 2002-03; the Quebec Committee's contribution was considerably larger (\$4,490,800) because it covered the staging of 28 Canada Day events. The distribution of Celebrate Canada funds is based on a review of Committees' requests and the Committees' previous year's expenditures. Funding to Committees has been approximately the same level for several years. Final levels are approved by the Minister.

Each Committee's contribution agreement requires submission of a report on Celebrate Canada activities in its province/territory. The Committees' reports, which are developed with assistance from Canadian Heritage regional staff, are used as the basis for annual Synopsis Reports on Celebrate Canada! Program activities.

2.1.9 Eligibility Requirements for Grants and Contributions¹³

In 2003, non-governmental organizations, ad-hoc committees, community associations, and charitable organizations could apply for Celebrate Canada! Program funding for celebration day activities between June 21 and July 1. Public and private corporations (with the exception of Crown corporations) could apply if the projects were non-commercial in nature. Municipal governments, public and private schools, school boards and other educational institutions such as colleges and universities were also eligible.

Applications had to be postmarked or otherwise delivered to a provincial/territorial Celebrate Canada! Committee by March 31.

Applications were expected to include:

¹³ 2002 Celebrate Canada! Program Terms and Conditions



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- a completed application form, including a description of the planned activities, anticipated reach and expected results;
 - a signed waiver absolving the Crown of all liability for the event(s),
 - proof that the governing authority had authorized the project;
 - where applicable, a copy of the letters patent or corporate charter demonstrating the applicant's non-profit status; and
 - a detailed budget forecast and funding strategy.

Grants and contributions are intended as “seed money”, to encourage community groups to organize Celebrate Canada! activities for their communities¹⁴. The Program provides initial financial support, to be supplemented by other funding or in-kind contributions of goods or services. The Program's funding is not intended to cover 100% of costs.

2.1.10 Grant and Contribution Administration

Funding applications are reviewed by Celebrate Canada! Committees and provided to the Department with the Committee's recommendations. In many provinces and territories, regional staff assist with the review.

Recommendations for grants less than \$3,000 (approximately 90% of awards) are approved by Regional Executive Directors and processed by regional offices. Grants and contributions of \$3,000 or more (approximately 10% of awards) are recommended by Regional Executive Directors and approved by the Minister of Canadian Heritage. The Celebrate Canada! Program is the only Department of Canadian Heritage program for which funding authority has been delegated to Regional Executive Directors.

Awards of \$15,000 or more, and all awards to Celebrate Canada! Committees, are made as contributions.

Following the activities, successful applicants are expected to submit a project evaluation form and a project financial report to their provincial or territorial Celebrate Canada! Committee. The evaluation form requires information about attendance levels, type of event, how money was spent, and type and level of media coverage.

¹⁴ Undated “Seed Money” Grants and Contributions information sheet provided by the Canadian Identity Directorate in April 2003

3.0 Evaluation Methodology

The project Terms of Reference identified four major evaluation issues (adequacy of program design, adequacy of program delivery, likelihood of objectives achievement and adequacy of performance measurement).

3.1 Lines of Inquiry

The evaluation methodology included a document review, key informant interviews and a telephone survey with a sample of successful and unsuccessful applicants. There were also interviews on the first Canadian Multiculturalism Day and an assessment of the Program's performance measurement activities. All but the assessment of performance measurement activities was done in summer and fall 2003 by Goss Gilroy, Inc.; the performance measurement assessment was done in winter 2004 by Peter Hadwen Consulting, Inc.

3.1.1 Document Review

The document review provided a contextual understanding of program components and current information about issues covered by the evaluation. Documents included:

- Governing documents for the Program (Results-Based Management and Accountability Framework/Risk-based Audit Frameworks);
- *Celebrate Canada! Review of Committee Mandate and Support*, J. Phillip Nicholson Policy and Management Consultants Inc., April 5, 2002;
- *Review of the Canada Day Poster Challenge, Canada Day Youth Award and Canada Day Certificate of Merit Programs*, Corporate Review Branch, Department of Canadian Heritage, March 1998;
- *Review of Canada Day/Celebrate Canada! Program and other Related Activities*, Corporate Review Branch, Department of Canadian Heritage, January 1999;
- Synopses of Provincial/Territorial "Celebrate Canada!" Questionnaires, 1998 to 2002; and
- Celebrate Canada National meeting minutes, 1999 to 2002.

3.1.2 Key Informant Interviews

Key informant interviews were conducted with:

- senior management and program staff in the headquarters office (n=5);
- Regional Executive Directors (n=5);



- regional staff who deliver the Celebrate Canada! Program (n=7); and
- Celebrate Canada! Committee Presidents and Vice-Presidents, including the Chair of the Celebrate Canada! Executive Committee (n=18).

Key informants were asked their perspectives on strengths and weaknesses of the Program, progress towards objectives achievement, and performance measurement. There were particular questions about grants and contributions, the Canada Day Poster Challenge, Canada Day Youth Awards and Canada Day Certificates of Merit. (To avoid interviews being too long, interviewees could answer questions about just the Poster Challenge, Youth Awards or Certificates of Merit, so findings on the Poster Challenge and Youth Awards are based on feedback from 28 interviewees, and findings on the Certificate of Merit are based on feedback from 14 interviewees).

3.1.3 Telephone Survey of Successful and Unsuccessful Project Applicants

A telephone survey of 316 successful and 36 unsuccessful applicants for Celebrate Canada! grants and contributions was conducted in August 2003 to assess design and delivery of the grants and contribution component of the Celebrate Canada! Program. Applicants were randomly selected from lists of 2002-03 applicants from the Department's Grants and Contributions Information Management System (GCIMS).

Table 4 provides information about successful and unsuccessful applicants surveyed and their projects. Seventy-two percent of the successful applicants interviewed had most recently received funding in 2003-04 (n=228) and 28% (n=88) had most recently received funding in 2002-03. Eighty-three percent (n=262) had received funding for Canada Day activities, 12% (n=38) for the Queen's Golden Jubilee activities, and 8% (n=22) for National Aboriginal Day, Saint Jean-Baptiste Day or Canadian Multiculturalism Day activities¹⁵.

Of celebration day activities other than Canada Day activities that were coordinated by successful applicants, National Aboriginal Day activities were the most frequently reported, followed by Saint Jean-Baptiste Day activities. Canadian Multiculturalism Day activities were the least frequent.

Of successful applicants that responded to a question on funding from the Celebrate Canada! Program (n=307), 33% (n=100) said they received less than \$500, 27% said they received between \$500 and \$999, and 40% received \$1,000 or more.

¹⁵ Numbers add to more than 100% because some organizations received funding for more than one activity.



Table 4: Projects of Successful and Unsuccessful Applicants surveyed					
Successful applicants			Unsuccessful applicants		
Amount of funding (n=307)	Less than \$500	100 (33%)	Amount of funding requested (n=36)	Less than \$500	5 (14%)
	\$500 to \$999	84 (27%)		\$500 to \$999	6 (17%)
	\$1,000 or more	123 (40%)		\$1,000 or more	25 (69%)
Activity funded (may be more than one per applicant) (n=316)	Canada Day	262 (83%)	Activity applied for (may be more than one per applicant) (n=36)	Canada Day	31 (86%)
	Queen's Jubilee	38 (12%)		Queen's Jubilee	5 (14%)
	Another Celebration Day	22 (7%)		Another Celebration Day	1 (3%)
Type of activity funded (may be more than one per applicant) (n=314)	Show or performance	179 (57%)	Type of activity applied for (may be more than one per applicant) (n=35)	Show or performance	21 (60%)
	Cake or food	141 (45%)		Cake or food	12 (34%)
	Sport or games	122 (39%)		Sport or Games	10 (29%)
	Fireworks	104 (33%)		Fireworks	7 (20%)
	Parade	47 (15%)		Parade	2 (6%)
	Another activity	201 (64%)		Another activity	21 (60%)
Source: Goss Gilroy Inc., 2003					

3.1.4 Canadian Multiculturalism Day Interviews

To gain an understanding of perceptions about the first Canadian Multiculturalism Day, telephone interviews were conducted with 11 participants at a Parliament Hill event organized by the Canadian Identity Directorate and the Canadian Ethnocultural Council to mark the first Canadian Multiculturalism Day on June 27, 2003 and 18 organizations that received Celebrate Canada! Program funding in 2003 to organize Canadian Multiculturalism Day activities.

The purpose of the interviews was to assess the alignment of funded projects with the goals of Canadian Multiculturalism Day, to explore target messages and audiences for Canadian Multiculturalism Day activities, to assess delivery of this component of the Celebrate Canada! Program, and to discuss the possible impact of Canadian Multiculturalism Day on the other



celebration days. Findings are summarized in Section 4 and the detailed report is provided as an appendix.

3.1.5 Review of Performance Measurement and Monitoring

As well, research included an review of performance measurement to determine what performance information has been/is being collected by the Celebrate Canada! Program, by whom, whether there is consistency between information being collected in different parts of the country, whether sufficient performance information is being collected to support a summative evaluation of the Program planned for 2005-06, and whether any changes to performance information being collected are needed. The research included a review of contribution agreements with the 13 Celebrate Canada! Committees (in particular performance reporting provisions), approximately 25 final reports from G&C funding recipients provided by regional offices, and interviews with headquarters program staff and program officers in three offices (Quebec, Manitoba and Nunavut).

3.2 Limitations of Methodology

This was a limited scope and cost evaluation. The main focus of research was on administration of grants and contributions.

Analysis of activities marking different celebration days was constrained by GCIMS limitations. A breakdown of Celebrate Canada! or Queen's Golden Jubilee grants and contributions by celebration day (Canada Day, Saint Jean-Baptiste Day, National Aboriginal Day and Canadian Multiculturalism Day) cannot be obtained from GCIMS.

Because the evaluation budget was limited, the methodology did not include follow-up on points raised by survey respondents and interviewees, for example on the processing time for grants and contributions, the time lapse between submission of funding applications by community groups and award decisions by the Department, and dates when promotional materials were distributed to regional offices and then community groups. To the extent possible, additional information was obtained by the Corporate Review Branch, as part of the validation process, but further analysis of key points raised would be beneficial.

A further limitation is that research was based on Celebrate Canada! Program activities prior to November 2003, when it was integrated into a new Celebration Commemoration and Learning Program with an expanded mandate.



4.0 Evaluation Findings

4.1 Program Design

4.1.1 Lack of a Stable Funding Allocation

The Celebrate Canada! Program has operated for several years without a stable funding allocation. Until 2002-03, the Program's A-base budget was \$1.367 million and its annual expenditures were approximately \$10 million. (In 2003-04, some Program responsibilities were assigned to another directorate and the A-base further reduced).

This annual shortfall has been "cash-managed," i.e. funds have been borrowed from other areas of the Department until resources to cover the shortfall were secured from Treasury Board or from internal reallocations. Each year, budget transfers to regional offices for grants and contributions, including for contributions to cover operating expenses of Celebrate Canada! Committees, have been made only after a "lender" was identified. Some headquarters expenditures were also delayed.

In 2003-04, budget transfers to regions were made in mid-May 2003, earlier than in previous years. However, the timing of the 2003-04 transfers still presented a challenge for program delivery as grant and contribution funds are intended for activities between June 21 and July 1. Regional offices cannot make recommendations for grants and contributions, including operating funds for Celebrate Canada! Committees, until budgets transfers have been made.

Departmental staff, successful applicants and Celebrate Canada! Committees all identified late receipt by community groups of funding awards (i.e. receipt of funds a short time before their events or, in some cases, after events had taken place) as a program delivery issue.

There were also suggestions from staff, successful and unsuccessful applicants, and Celebrate Canada! Committees that some promotional materials sometimes reach community groups too late to be useful.

Addressing the annual resource shortfall has imposed a burden on headquarters staff as well, as each year, the Department has had to seek Supplementary Estimates funding to repay borrowed funds. The Department was informed in November 2003 that this approach to resource allocation must not continue. Funds for Celebrate Canada! Program activities have been identified for 2003-04 and 2004-05 only, after which the Department is expected to stabilize the program budget.



4.1.2 Additional Days without Additional Resources

A concern raised by most departmental staff and most Celebrate Canada! Committees was the addition over time of new celebration days without corresponding increases to program resources. The number of celebration days eligible for grant and contribution funding was increased in 1996 from one day (Canada Day) to three days, and in 2003 to four days with the addition of Canadian Multiculturalism Day. It was pointed out that the average size of awards has dropped as their number has increased.

It was suggested that notional guidelines on the proportion of the G&C budget to be recommended for different celebration days could be helpful to delivery staff.

4.1.3 Heavy program delivery workload

Almost every departmental staff and Celebrate Canada! Committee interviewee said that regional staff handle day-to-day coordination and do most of the administrative work involved in program delivery. Almost all regional office interviewees said staff are hard-pressed to handle this workload.

Although activities of staff and Committees vary somewhat between provinces and territories, almost all key informants, whether they were from the department or a Committee, said regional staff are involved in the review of applications, process grant and contribution recommendations after the joint review, organize the Poster Challenge in their regions, distribute promotional materials, seek partners/sponsors, and provide support/assistance to volunteer Committees. Some regional staff also do program promotion and community liaison, although Committees generally see community liaison, liaison with Members of Parliament, and program promotion as their primary roles. Some regional staff added that they write the reports that Committees submit to the Department to fulfil requirements of their contribution agreements, which a couple flagged as an awkward situation and perhaps a conflict.

Committees said they depend on support from regional staff to fulfil their responsibilities. One said the staff support it receives is excellent, others said it is sufficient, and some said they need more. Committees with resources to hire their own staff were generally appreciative of departmental assistance; committees with no staff of their own and just part-time staff support from the department would like additional help. Several key informants (regional staff and Committees) said Committees need additional resources. Three Committees said the contributions they receive to cover basic operating costs are too small; they do not have the funds they need for travel to meetings or program promotion. It was suggested that there should be a review of the size of awards to different committees with a view to increasing budgets of those now receiving the smallest contributions.

4.2 Program Delivery

4.2.1 Grants and Contributions

Table 5 gives totals from the Grants and Contributions Information Management System (GCIMS) of Queen’s Golden Jubilee and Celebrate Canada! Program grants and contributions in 2002-03 and Celebrate Canada! Program grants and contributions in 2003-04.

A total of 1,808 grants and contributions were awarded in 2002-03 (402 Queen’s Golden Jubilee awards and 1,406 other Celebrate Canada! awards), and 1,447 Celebrate Canada! grants and contributions were awarded in 2003-04. Eighty-eight percent of 2002-03 awards and 91% of 2003-04 awards were for amounts less than \$3,000, which are approved by Regional Executive Directors. Ninety-eight percent of both 2002-03 and 2003-04 awards were grants.

Table 5: 2002-03 and 2003-04 Celebrate Canada! and Queen’s Golden Jubilee Grants and Contributions					
	Total #/value of awards	# awards less than \$3,000	# awards of \$3,000 or more	#/value of grants	#/value of contributions
Queen’s Jubilee projects (2002-03)	402 (\$1,022,192)	320 (\$ not available)	82 (\$ not available)	395 (\$714,555)	7 (\$307,637)
2002-03 Celebrate Canada! projects	1,406 (\$7,155,365)	1,270 (\$ not available)	136 (\$ not available)	1,378 (\$1,632,638)	28 (\$5,482,727)
2003-04 Celebrate Canada! projects	1,447 (\$7,125,494)	1,317 (\$ not available)	130 (\$ not available)	1,420 (\$1,471,087)	27 (\$5,654,407)
Source: Celebration, Commemoration and Learning Program, June, 2004 (revised)					

The surveys of successful and unsuccessful applicants provided an applicants’ perspective on strengths and weaknesses of program delivery (Figures 1 and 2).

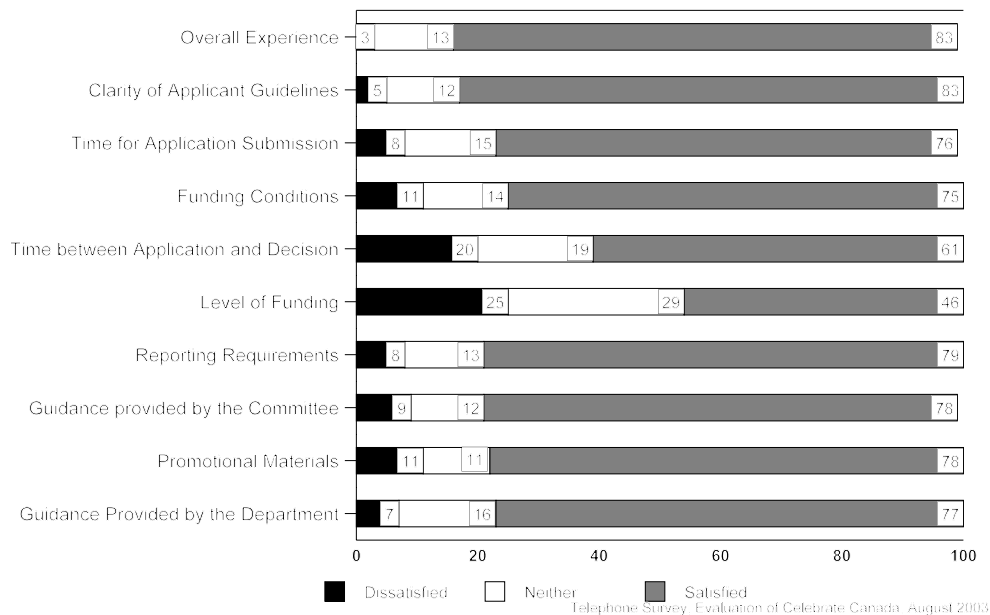
Feedback from Successful Applicants

Successful applicants were generally satisfied with program delivery (Figure 1). Eighty-three percent of the 316 organizations surveyed said they were satisfied with their overall program experience and the clarity of funding guidelines, 79% were satisfied with reporting requirements, 78% were satisfied with guidance provided by their Celebrate Canada!

Committee and promotional materials, 77% were satisfied with guidance provided by the Department, 76% were satisfied with the deadline for submission of applications, and 75% were satisfied with funding conditions.

The lowest satisfaction ratings related to the level of funding (46% were satisfied, 29% were neither satisfied nor dissatisfied, and 25% were dissatisfied), and the time between submission of their application and word of the Department’s decision (61% were satisfied, 19 percent were neither satisfied nor dissatisfied, and 20% were dissatisfied).

Figure 1: Successful Applicants’ Satisfaction with Program Delivery
(% of respondents, n=316)



Some successful applicants and departmental interviewees said that late receipt of funding decisions reduces Celebrate Canada! Program visibility because some funding recipients print their promotional materials before getting word of the Department’s decision on their applications so the materials have no acknowledgement of the Department’s contribution. Thirty-four percent of successful applicants said delays had affected their ability to find other funding sources, and several said the delays made planning more difficult, forcing them to arrange interim financing or to cover project costs themselves until the Department’s funding arrived.

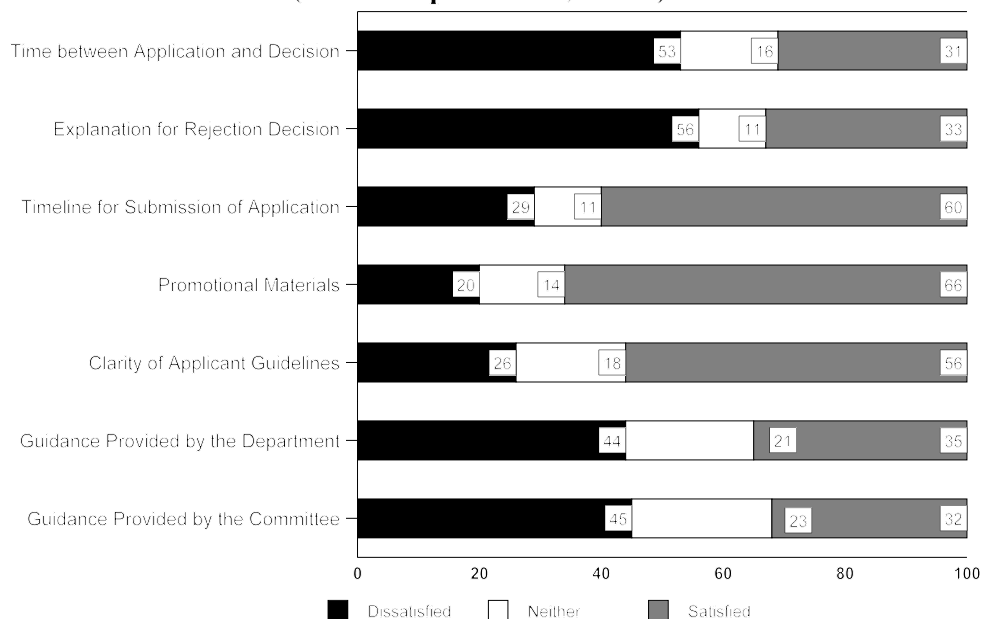
Feedback from Unsuccessful Applicants

As expected, unsuccessful applicants' satisfaction levels were lower than successful applicants' (Figure 2). Sixty-six percent of the 36 unsuccessful applicants surveyed were satisfied with program promotional materials, 60% were satisfied with time lines for submission of applications, 56% were satisfied with the clarity of application guidelines, 35% were satisfied with guidance provided by the Department and 32% with guidance from their Celebrate Canada! Committee, 33% were satisfied with explanations for rejection of their applications, and 31% were satisfied with the time between their application and the Department's decision.

Dissatisfaction levels were highest with explanations for rejection of their applications (56%), time between their applications and the Department's decision (53%), guidance from Celebrate Canada! Committees and guidance from the Department (44%).

Seventy-four percent (74%) of unsuccessful applicants said their activities went ahead although their applications for Celebrate Canada! funding were not approved. Approximately half of those that went ahead said they had secured funding from another source.

Figure 2: Unsuccessful Applicants' Satisfaction with Program Delivery
(% of respondents, n=36)



Telephone Survey - Evaluation of Celebrate Canada - August 2003

Perspectives from Canadian Heritage Staff and Celebrate Canada! Committees

Most departmental staff and Celebrate Canada! Committee interviewees said the grants and contributions process is “too bureaucratic” and needs streamlining, especially considering the small size of many Celebrate Canada! awards. Several said there are many groups that don’t receive funding awards, or word that funding has been approved, until a very short time before their events, making planning difficult. Some interviewees said funding awards were not received by applicants until after the events had taken place.

A number of key informants spoke of the challenges of processing so many applications in a very short period and suggested the deadline for applications be moved from March 31 to January 31. Many said that the review and processing of applications is time-consuming, particularly the entry of project information into GCIMS, and time for this work is at the expense of program promotion and assistance to applicants. Almost all regional staff interviewees expressed concern at the amount of time it takes to enter information about each application into GCIMS; one estimated that the entry of each application takes two to three hours. Concerns about the workload related to GCIMS are not new; in the 2001 Synopsis Report¹⁶, GCIMS was the most frequently-cited reason for difficulties meeting delivery deadlines.

A small number of key informants said that decision-making could go more quickly if Regional Executive Directors could further delegate their authority for approval of awards up to \$3,000. One said that the even the processing of awards less than \$3,000 has nine steps (but was not asked to list them).

A few said approval by the Minister’s office of grants of \$3,000 or more and of contributions is slow. Several interviewees from the Department and Committees said that input advice from Members of Parliament makes program management and delivery more challenging.

A few departmental interviewees said devolving delivery of grants and contributions to Celebrate Canada! Committees would reduce workload for staff by reducing the number of projects to be entered into GCIMS. Cost implications of devolution were not raised.

Table 6 provides data from the Department’s Financial Management Branch on processing time for Celebrate Canada! applications in 2002-03 and 2003-04. Consistent with feedback from key informants, it suggests that processing times (i.e. the number of days between the date the application is received by a Celebrate Canada! Committee to the date of the Department’s decision) improved from 2002-03 to 2003-04, and the data gives some sense of the difference in processing time between awards approved regionally and those approved by the Minister.

¹⁶ Department of Canadian Heritage. *Synopsis of Provincial/Territorial “Celebrate Canada!” 2001 Questionnaire and Synopsis of Provincial/Territorial “Celebrate Canada!” 2000 Questionnaire.*

The table suggests that processing time for grants improved markedly for awards less than \$3,000 from 2002-03 to 2003-04, while the processing time for awards of \$3,000 or more was approximately the same, reinforcing a point made by a few successful applicants and regional staff. However, no firm conclusions can be drawn, since Financial Management Branch data does not cover all projects that received funding in either year.

Table 6: Processing times for 2002-03 and 2003-04 Celebrate Canada! Program applications (in calendar days)				
	Number of 2002-03 awards	Average 2002-03 processing time	Number of 2003-04 awards	Average 2003-04 processing time
Awards less than \$3,000	1250	88.2 calendar days	1106	61.6 calendar days
Awards of \$3,000 or more	72	90.9 calendar days, including 15.5 days at the headquarters office	92	92 calendar days, including 14.7 days at the headquarters office
Source: Financial Management Branch, Department of Canadian Heritage, September 2003				

Several key informants said application requirements (e.g. proof of insurance, waiver of liability) are too stringent for small projects.

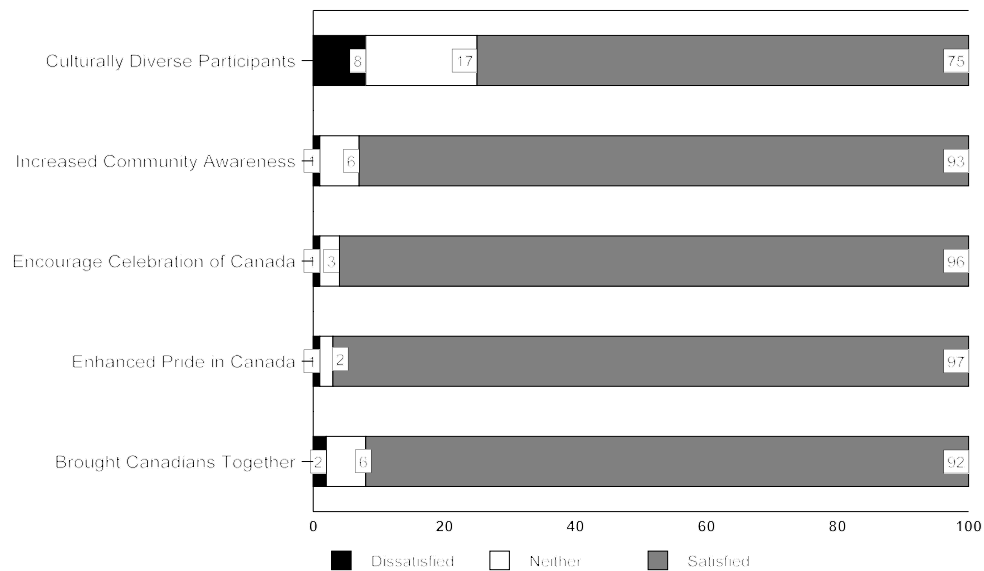
Most key informants felt program criteria are sufficiently clear. A small number said they would like the language to be simplified because government terminology can be confusing for first-time applicants.

4.2.2 Progress towards Outcomes Achievement

Perspective of Successful Applicants

Successful applicants surveyed had a positive view of the impact of their projects (Figure 3). Ninety-seven percent said their projects had enhanced pride in Canada, 96% said the projects had encouraged celebration of Canada, 93% said their projects had increased community awareness, and 92% said their projects had brought Canadians together. Seventy-five percent said their projects had brought together culturally diverse participants.

Figure 3: Impact of Funded Projects
(% of respondents, n=316)



Telephone Survey, Evaluation of Celebrate Canada, August 2003

Participant Estimates

Successful applicants were asked approximately how many participants had taken part in their celebration day events. Of the 309 that responded, 17% said their activities had attracted 5,000 or more participants and 24% said their events had attracted between 1,000 and 4,999 participants.

Media Coverage

Successful applicants were asked about media coverage of their events (Table 7). Sixty-eight (68%) said their events had been covered by newspapers, 34% by radio and 21% by television. Coverage was considerably higher for activities with higher levels of funding. Ninety-three percent (93%) of successful applicants said media coverage was positive and 7% said coverage was neutral. The activities of 28% of successful applicants were not covered by media.

Table 7: Media coverage of community activities supported by the Celebrate Canada! Program

Media	Level of Funding			
	Awards of less than \$500	Awards of \$500-\$999	Awards over \$999	All awards
No coverage	58%	28%	9%	28%
Newspaper coverage	44%	66%	88%	68%
Radio coverage	13%	31%	52%	34%
TV coverage	6%	13%	37%	21%
Other	1%	2%	---	1%

Source: Goss Gilroy Inc.

4.2.3 Canada Day Poster Challenge

The Canada Day Poster Challenge gives students an opportunity to visually express their sense of being Canadian. It was seen by most key informants as an important Celebrate Canada! Program component because it has a learning element and because the number of participants is high. (In 2003, 19,571 school children from across Canada participated, a 32% increase from the 13,341 participants in 2002). Feedback from departmental staff and Celebrate Canada! Committees on the teacher activity guides was positive.

The Poster Challenge is jointly coordinated by the headquarters and regional offices with assistance from Celebrate Canada! Committees. The headquarters office develops and distributes teachers guides, develops judging criteria, coordinates a program of activities for finalists in the National Capital Region, and coordinates the mailing of a postcard signed by the Minister of Canadian Heritage to each participant, recognizing the participant's contribution. Regional staff do most of the regional coordination, with Celebrate Canada! Committees participating in the selection panels that rate entries, do promotion work with schools, set up programs for finalists in their areas, and develop a data base of Poster Challenge participants.

The biggest issue raised about the Poster Challenge was the heavy workload involved in developing and distributing more than 16,000 activity kits to schools, receiving and reviewing entries from thousands of participants, coordinating a program of activities for provincial and territorial winners, and producing a list of names and addresses of all entrants. (Every student's name and address is entered into a data base, so a postcard can be sent by the Minister of Canadian Heritage, recognizing his or her contribution).

A second issue raised by most interviewees is that teacher activity kits are sent to schools in December or January rather than in early fall, when teachers do most of their planning. Many

interviewees recommended moving delivery dates forward, which would require developing, printing and distributing the kits over the summer.

Some interviewees suggested that the reach of the Poster Challenge could be increased by more promotion and more outreach to schools and teachers. Some said the Poster Challenge gets favorable media coverage locally but would benefit from more national publicity, and that the Poster Challenge promotion be linked to promotion of other components of the Celebrate Canada! Program.

Some interviewees suggested that the Poster Challenge would be improved if there were two rather than one age categories for entrants, one for students aged between 6 and 12 or 6 and 14, and another for older students, because it is hard for younger students to compete with older students¹⁷. One interviewee suggested activity kits be sent directly to the teachers most likely to coordinate Poster Challenge entries (e.g., art teachers) rather than school principals, as school principals do not always distribute it to teachers.

4.2.4 Promotional Materials

Each year the Celebrate Canada! Program develops and distributes more than a dozen Celebrate Canada! promotional materials. The headquarters office produces the materials and distributes copies to Members of Parliament, Senators, and on request, to the general public. Bulk shipments are made to regional and provincial/territorial offices, which do further distributions to community groups, businesses, etc. in their areas. The largest distribution is in the period leading up to Canada Day, but requests are received year-round.

Table 8 gives a partial overview of promotional materials produced in 2003 and the dates when they were distributed by the headquarters office. Items not included on the list include administrative materials like grant applications, order forms, letterhead and envelopes, press releases, invitation cards and labels.

¹⁷This point was also made in a January 1999 evaluation report on the Celebrate Canada! Program.

Table 8: 2003 Promotional Materials (Products, Quantity produced, and Headquarters Office Distribution Dates)¹⁸

Item	Quantity Produced	HQ Office Distribution Dates
Paper flags	4,140,000	May 23
Lapel pins	2,475,000	May 14
O Canada bookmarks	808,000	May 14
Great Canadian Adventure games	266,000	May 14
Poster Challenge Order Forms		October 10 (2002)
Poster Challenge Teacher Activity Guides	166,000	December 6 (2002)
Posters (winning Poster Challenge Participants' drawings)	99,000	June 17
Red Canada Flag Posters	86,000	May 23
Ribbons	49,000	June 13
Small stickers	17,500	May 13
3x6 flags	15,000	May 23
Certificates of Merit	5,200	April 15
Activity Posters	2,900	May 13
Youth Award Certificates	1,600	April 15
Braille O Canada's	450	April 17

Source: Celebrations, Commemoration and Learning Directorate, Department of Canadian Heritage, March and April 2004

Headquarters interviewees said promotional materials are very popular and it is hard to keep up with the demand, which is year-round. Most regional staff and Committees also said the materials are popular. In particular, there was positive feedback on Canada Day Poster Challenge teachers guides, because teachers like them and keep them. There were mixed views on the usefulness of some other products. Interviewees said pins, flags, tattoos and trees (from Watch it Grow, Canada, a BC region initiative) were popular. There was less enthusiasm about large posters.

Some said the number of some material could be reduced, because distribution is costly and regions may not have the resources or time to distribute them, and because materials cannot be distributed in time for Celebrate Canada! events.

¹⁸ Major products

Some regional interviewees said materials arrive at different times, which requires them to do more than one distribution to the same community groups, increasing the workload. Ontario Region said it, like headquarters, had hired a company to distribute promotional materials. A few others wanted to contract out materials distribution, or have materials distributed by the headquarters office directly.

4.2.5 Canada Day Youth Awards and Canada Day Certificates of Merit

Approximately 200 Canada Day Youth Awards, in recognition of outstanding achievements and contributions to their communities, were presented to young people nominated by individuals and organizations in their province or territories in 2002. (The number of awards presented in 2003 is not yet available). Nominations were assessed by Celebrate Canada! Committees and awards were generally presented at Canada Day ceremonies or other special events.

The use of Youth Awards varied between regions; they were not distributed in Quebec, and the numbers distributed in several other provinces and territories were low and declining. Feedback from regional and Celebrate Canada! Committee key informants suggest that the awards lack prestige and have limited impact. However, Nunavut and New Brunswick interviewees said Youth Awards build confidence in recipients, create positive role models, and are well-received.

Headquarters office representatives said a committee of headquarters and regional staff had reviewed this program component in 2002-03. A proposal to make the awards more desirable (for example by adding a monetary reward) and make the choice of award-winners more competitive was presented to Regional Executive Directors, but it was not acted on because of resource constraints and objections by some to a more competitive selection process.

The most frequent suggestions for improvements to Youth Awards were clarification of objectives and selection criteria, making the awards more tangible, strengthening the selection process (perhaps modelling it after the Poster Challenge process), and ensuring the component is adequately resourced.

The Canada Day Certificate of Merit are used by Celebrate Canada! Committees in several provinces and territories to recognize volunteers' contributions to Canada Day activities. In 2002, approximately 1,700 certificates were given out in nine provinces and one territory (the Committees in Ontario, Yukon and Northwest Territories did not use the certificates).

The criteria for Certificate of Merit recipients is involvement in Celebrate Canada! activities. Interviewees in some provinces and territories, for example New Brunswick and Quebec, feel the certificates have value, but most key informants thought the awards have minimal impact. Most interviewees said it would take more time and resources to raise the profile of Certificates of Merit and deliver them effectively.



4.2.6 Celebrate Canada! Committees

Committees were seen by key informants from the Department as playing a vital bridging role between the Department and the community, promoting the Celebrate Canada! Program, and relaying community information and concerns to departmental staff.

The involvement and dedication of Celebrate Canada! Committees was a frequently-cited strength of the program, although Committees' level of involvement appears to vary between provinces/territories. Support to committees also varies: in some provinces/territories, there is a full-time Department of Canadian Heritage staff person working on Celebrate Canada! and with Committees; in others, the Committee has just part-time staff support. The Québec committee hires administrative support.

Most Committees do the initial review of funding applications and make recommendations, but in other areas, this is the responsibility of departmental staff.

Communications between regional staff and Committees were seen as very strong by both. Communications between Committees and headquarters staff were less frequent because headquarters staff communications were primarily with regional staff, who they counted on to pass information to Committees (one committee member said this did not always happen). Some committee members said they would like more input into program planning.

Several departmental and committee interviewees said that names of Celebrate Canada! Committee Presidents and Vice-Presidents are announced too late each year. (The 2003-04 announcement of Presidents and Vice-Presidents was made on June 2). Appointees for the previous year are considered the Presidents and Vice-Presidents until new announcements are made, but according to one respondent, late announcements mean that officially, there are no Presidents or Vice-Presidents during much of the critical lead-up period to celebration days, the Program's busiest period.

It was suggested by several respondents that Presidents and Vice-Presidents should be appointed for two- or three-year terms rather than the current one-year terms. One interviewee suggested that appointments should last until new appointments are announced, so there is no period without Committees in place. One interviewee suggested that appointments be staggered, with half appointed each year to a two-year term.

Several Committees said the contributions they receive for operational awards are too small to cover their basic costs for travel and program promotion. Insufficient funding was seen as significantly limiting their activities because it prevented committees from meeting more often in person and limited the extent to which committees could do outreach. Some Committees were delighted with the support they received from departmental staff; others said they needed more support. A few said staff turn-over in the department had made their work more difficult.



Some interviewees said Committees' role in the review and recommendation on funding applications needs to be further defined. The need for a clearer delineation of Committees' responsibilities relating to performance measurement was also raised.

4.2.7 Additional Celebration Days

Interviewees were divided on the usefulness of additional celebration days. Of the departmental and Committee key informants that commented on the subject, more than half expressed reservations, including that new days bring additional work for staff, risk putting people in boxes with specific tags, crowd more days into a short period, or "siphon money away from Canada Day" and diminish the message of one common citizenship. A quarter gave cautious approval, provided there are budget increases to support the extra activities. A few did not comment, and one said there are challenges finding volunteers to organize community events for so many days.

Interviewees that attended the June 27, 2003 Canadian Multiculturalism Day event on Parliament Hill or organized community events to mark Canadian Multiculturalism Day were more positive, but also had mixed views.

Overall, the majority of respondents seemed to feel that Canadian Multiculturalism Day can have a positive impact on other days if the message of Canadian Multiculturalism Day is inclusive of all Canadians. Nine respondents felt that CMD would positively impact Canada Day, with reasons including the fact that CMD includes all Canadians and might serve to increase patriotism and encourage ethnocultural communities to attend Canada Day celebrations. One felt that at some point a Canadian Multiculturalism Day will not be necessary as there will not be a need to teach Canadians about diversity. Three respondents felt CMD would negatively affect Canada Day, including two that felt the days are too close, there may not be enough time to prepare for both, and there is a risk of the events overshadowing each other, while the third cautioned that there is a risk of diluting funds available for Canada Day.

A third of the 18 recipients interviewed that received funds for activities for Canadian Multiculturalism Day used the funds for activities centred around Canada Day. Five organized Canada Day activities that focussed on the concept of multiculturalism, the sixth did not fund an activity that was held on Canada Day, however they placed multicultural information in shops to celebrate Canada Day.

4.2.8 Communications

Most interviewees said communications are effective between headquarters and regional offices and between regional offices and Celebrate Canada! Committees. Bi-monthly teleconferences and annual national meetings of headquarters and regional staff and Celebrate Canada! Committee Presidents and Vice-Presidents were generally seen as effective. As well, the headquarters office has introduced a National Committee of Presidents and Vice-Presidents, increased information flow to Committee Presidents and Vice-Presidents, and set up a website



for the Program, with provision for provincial and territorial pages. However, a third of the interviewees want a better mechanism to put regional and Committee concerns forward to the headquarters office. Committees especially would like to be more frequently consulted, and to have more attention given to their inputs.

4.3 Likelihood of Objectives Achievement

Although research suggests many ways of improving Celebrate Canada! Program, particularly by streamlining its delivery, the overall tone of feedback on the Program from applicants, departmental staff and Celebrate Canada! Committees was positive.

The three-tier delivery, by headquarters staff, regional staff and volunteer Celebrate Canada! Committees was seen as a major strength of the Program, as was the close working relationship between regional staff and Committees.

Reports from successful applicants indicate that their events attracted at least a quarter of the population¹⁹ in the most recent year for which data were available (2002), are getting favourable media coverage, and are contributing to the achievement of program objectives. Reports from Celebrate Canada! Committees indicate that their efforts to build partnerships for celebration day activities are bearing fruit.

Feedback on the Canada Day Poster Challenge guide from staff and Celebrate Canada! Committees was also positive, and seems to be supported by the climbing number of student participants – more than 19,500 in 2003, a more than 30% increase from the previous year. Research suggests that the grants and contributions component and Canada Day Poster Challenge are the Program components that most contribute to objectives achievement.

The headquarters office was credited for introducing bi-weekly headquarters-region teleconferences on program issues and with regional offices, and coordinating annual meetings for Celebrate Canada! Committees and headquarters and regional delivery staff.

The biggest risks to objectives achievement identified through the evaluation were the following:

- the lack of stabilized funding, which contributes to most other risks;
- workload pressures on staff and Committees because Celebrate Canada! Program components are labour-intensive to deliver and have increased in number (the large

¹⁹ Participation estimates vary widely. The 2002 Synopsis Report provides estimates from all but the Ontario Celebrate Canada! Committee of participation by Canadians in Canada Day activities funded by the Celebrate Canada! Program in their province/territory (approximately 6,250,000) and the Ontario committee reported that there were approximately 2,665,000 participants at events in ten centres/communities. In a 1999 survey of Canadians, 45% of Canadians overall (dropping to 30% in Quebec) said they participated in activities connected to Celebrate Canada events.

-
- volume of grants and contributions and cumbersome system for data capturing are particular issues);
- G&C awards and promotional materials that go out too late to have maximum effectiveness; and
 - feelings of some volunteer Celebrate Canada! committees that resource distribution is inequitable and committees are underappreciated.

Risks to objectives achievement can in large part be addressed by recommendations in Section 5.

4.4 Adequacy of Performance Measurement/ Monitoring

4.4.1 Performance information being collected by Celebrate Canada! Program staff at HQ and in regions

A chart (Table 9) provides an overview of information that is collected by the Department and Celebrate Canada! Committees and suggests ways that performance information collection or reporting could be improved. In summary, the information collected is as follows:

- the Department's Grants and Contributions Information Management System (GCIMS) records basic information about project applications and grant and contribution awards;
- funding recipients are asked to complete a "Group Evaluation Report Form" at the end of their projects, giving event attendance, media coverage, use of promotional materials and use of fund;
- Celebrate Canada! Committees are required by their contribution agreements to report on the year's Celebrate Canada! activities in their province or territory (funding applications and awards, partnerships/sponsorships/marketing opportunities, estimated total attendance at Celebrate Canada! events, Canada Day Poster Challenge, Canada Day Youth Award, Canada Day Certificate of Merit). These reports are compiled with assistance from Department of Canadian Heritage regional staff; and
- the Headquarters office has commissioned some public opinion research, has data on promotional and educational materials produced and distributed by headquarters, attendance estimates and certain other information from the Canada Day program on Parliament Hill.



Table 9: Celebrate Canada! Performance Information Being Collected					
Element	Description (from RMAF)	Performance Indicators (from RMAF)	Data Source/Collection Method (from RMAF)	Is the information being collected?	Additional information that would be useful
Outputs Immediate Outcomes	Grants and Contributions	# applications received and funded (Gs/Cs) event type (e.g. June 24, July 1) by province/territory \$ disbursements compared with total project costs	GCIMS	Numbers of applications received and funded are collected in GCIMS and reported in the 2002 Synopsis Report (the most recent), however the number of events reported in the Synopsis Report does not reconcile with GCIMS data. Except for National Aboriginal Day, GCIMS does not distinguish between event types. Project statistics are manually calculated from recipients "Group Evaluation Report Forms". Dollars disbursed compared total project costs are in Group Evaluation Report Forms, but not the Synopsis Report.	<ul style="list-style-type: none"> • GCIMS should capture the number of applications received and funded by event type. • G&C dollars disbursed compared to total project costs could be a useful indicator of program "leverage".



		# celebration/ commemoration projects by province/territory, type, purpose, \$ value	Administrative files	# of celebration projects is tracked by GCIMS. However the type of project and purpose are not tracked, and are calculated manually for Synopsis Report. \$ value is not reported in the Synopsis Report nor by Celebrate Canada! Committees, although information is collected in Group Evaluation Report Forms.	<ul style="list-style-type: none"> For celebration projects, quantitative/qualitative information should be collected and included in the Synopsis Report. Similarly, projects should be reported in the results reports of Celebrate Canada! Committees as required by their contribution agreements. Commemoration projects should also be covered in a departmental report (or the Synopsis Report).
	National events/ceremonies	Number of events, description by region, reach, expenditure	HQ Administrative files	Data is dispersed. No information in Synopsis Report.	<ul style="list-style-type: none"> Quantitative/ qualitative information should be collected and reported on annually.
	Sponsorship/ Partnership Agreements	# partnerships/ sponsorships by province/territory, \$ value	Synopsis of Annual Provincial /Territorial Questionnaires and HQ administrative files	Partnerships/sponsorships are reported in Synopsis Report in narrative form. Inconsistencies in reporting of numbers of partners/sponsors. There is information on dollars leveraged in recipients' "Group Evaluation Report" forms but not in the Synopsis Report. The number of partnerships is reported but not who they are with, e.g. private sector, non-profit organizations, etc.	<ul style="list-style-type: none"> Better quantitative information on partnerships/sponsorships would be useful. Synopsis Report information should facilitate year-to-year and region-to-region comparisons.



<p>Media Activities (TV, radio, newspaper coverage)</p>	<p># and nature of activities produced and distributed by year, location, expenditures</p>	<p>Synopsis of Annual Provincial /Territorial Questionnaires and HQ Administrative Files</p>	<p>Media activities are described in narrative form in the Synopsis Report. The report does not identify numbers or nature of activities. Audited statements of Celebrate Canada! Committees identify media expenditures. “ Group Evaluation Report Forms” identify groups’ actual expenditures for advertising and other activities, but this information is not included in Synopsis Report.</p>	<ul style="list-style-type: none"> • Media activities should be reported in a standard quantitative format in Synopsis Reports.
<p>Educational and Learning Resources (i.e. Poster Challenge)</p>	<p>Expenditures, # produced, requested, distributed by geographic area</p>	<p>Synopsis of Annual Provincial /Territorial Questionnaires and HQ administrative files</p>	<p>Information on Poster Challenge learning materials produced/distributed is in HQ files.</p>	<ul style="list-style-type: none"> • Expenditure information should be included in a departmental report (or the Synopsis Report).
<p>Promotional materials (flags, pins, posters, etc)</p>	<p>Expenditures, # produced, requested, distributed by type, geographic area</p>	<p>HQ Administrative Files Promotional Materials Database/Project Files</p>	<p>Numbers produced and distributed by HQ and costs are collected by HQ. Information about further distribution by regions is limited.</p>	<ul style="list-style-type: none"> • Information about recipients of materials from regional offices could be useful.



	<p>Increased local/regional opportunities to celebrate, commemorate and learn about Canada, and increased participation</p>	<p># and type of events over time by location Participation compared to previous years</p>	<p>GCIMS HQ Administrative Files</p>	<p>Except for National Aboriginal Day events, GCIMS does not distinguish between event types. Participation estimates are provided by recipients in the “Group Evaluation Report Form” and can be added manually. The Synopsis Report contains some attendance estimates, but they cannot be added to arrive at a national total because of inconsistencies, and they do not distinguish between event types. There is no comparison with participation estimates from previous years.</p>	<ul style="list-style-type: none"> • Participation numbers by event and event type are estimates but are still useful because they are indicators of events’ reach/success, particularly if staff/committees are able to validate. • Synopsis report should provide participation estimates by event type.
	<p>Increased awareness of events/ ceremonies/celebrations/commemorations among Canadians and increased participation</p>	<p>Level of awareness over time by event type and location, attendance and TV viewership</p>	<p>Public opinion/knowledge research, CBC/NCC estimates</p>	<p>A national survey was conducted in 1999 to examine Canadians’ awareness of National Aboriginal Day, Saint Jean-Baptiste Day and Canada Day. Since 1999, public opinion research has been conducted on Canada Day celebrations in Ottawa, but not other national events or events in regions. The focus of Canada Day research is on media recall and activity preferences; it does not assess success of Celebrate Canada! activities in raising awareness. CBC/NCC provide attendance estimates for Canada Day celebrations in Ottawa.</p>	<ul style="list-style-type: none"> • Participation estimates are needed for major events across Canada by event type. Public opinion research to assess impact, e.g. a repeat of the 1999 survey in 2005-06, would be useful. The survey would make it possible to compare current participation levels with 1999 participation levels. The survey could also collect data on Canadians’ satisfaction with celebration day activities.



	Increased horizontal coordination and cooperation	# of OGD's provincial/territorial and community organizations participating	Annual report of Interdepartmental Committee	New	<ul style="list-style-type: none"> It would be useful if reports on coordination/cooperation distinguish between existing and new organizations participation to gauge increased "reach"
		Level of satisfaction of partners	Participant interviews	New	<ul style="list-style-type: none"> Partner interviews could be included in summative evaluation.
	Increased availability and use of educational resources/learning resources	Availability and use of educational/learning resources by type and location	Teacher and student survey	Focus groups assessed the communications effectiveness of the poster, including likes and dislikes. This limited assessment, did not assess impact on knowledge or understanding. Adults (25-49) and youth (13-16) were recruited for the focus groups across Canada.	<ul style="list-style-type: none"> Feedback from teachers and students on the Poster Challenge would be useful. Teacher feedback could be obtained annually by including a questionnaire with guides; participant feedback could be obtained through periodic focus testing. Lists of schools that are sent the guides should be retained to facilitate evaluation.
	Increased opportunities to show pride	Expenditures, # produced, requested, distributed by geographic area	Promotional materials database	Same observations as for promotional materials.	Same observations as for promotional materials.



Intermediate Outcomes	Increased knowledge and understanding among Canadians of Canada, shared history, values and interests	Knowledge and understanding of general population by location related to Celebration, Commemoration and Learning events and projects	Public opinion/knowledge research	There have been two questionnaires, one in 1999 and one more recently. They did not include questions about knowledge and understanding. There does not appear to be baseline information about the level of public understanding against which to assess progress.	<ul style="list-style-type: none"> • Baseline information about the level of Canadians' knowledge and understanding is needed.
Ultimate outcomes	Increased shared sense of citizenship among Canadians, increased sense of pride and belonging to Canada	Perceptions of Canadians as influenced by Celebration, Commemoration and Learning Program	Public opinion/knowledge research	As above	As above
Source: Review of documents, interviews with program staff, March 2004					

4.4.2 Changes needed in performance measurement

Synopsis of Annual Provincial/Territorial “Celebrate Canada” Questionnaires

Annual Synopsis Reports on Celebrate Canada! activities are a roll-up of information from provinces and territories, which is prepared jointly by departmental staff and Celebrate Canada! Committees. Reports would be improved by enhanced quantitative information, improved consistency between provinces/territories, and inclusion of previous year information to facilitate comparisons.

A review of contribution agreements with Celebrate Canada! Committees indicates that their reporting requirements under clause 9.1 would benefit from further definition. Clause 9.1 of the agreements says “an interim or a final report on results and a 1-page synopsis of the activities must be submitted. The template for this report is provided by the Department.”

It is not clear whether Committees have a template for reporting, as a review of one year’s reports found the only significant detail was audited financial statements and information produced with assistance from program staff for the Synopsis Report.

Clause 9.1 in the Quebec contribution agreement was different than those in other provinces and territories. It only required that “un rapport d’étape ou final sur les résultats doit être fourni.” No one-page summary was required, although the substantially larger size of the Quebec contribution should require more detailed reporting than those of other provinces and territories. The Quebec Committee’s report was cursory and not results-focused, and its reporting in the Synopsis Report was also cursory.

At minimum, the Synopsis Report should be improved by including year-to-year comparisons of celebration day expenditures, activities and participation, and a breakdown by event type, i.e. celebration day, information about program delivery issues, and information about program activities coordinated by the headquarters office.

The Celebrate Canada! Questionnaire should require better and more consistent statistics on partnerships, sponsorships, promotion and media outreach.

A template should be provided to Celebrate Canada! Committee for reporting on activities and participation (perhaps similar to the Celebrate Canada! Questionnaire).

Reporting requirements in the contribution agreement for the Quebec Celebrate Canada committee’s future contribution agreements should be consistent with those for committees in other provinces and territories.

Grants and Contributions Information Management System (GCIMS)

It should be possible for GCIMS to distinguish between applications and awards for different event types (i.e. celebration days), so that statistics on number of project supported for each day can be calculated electronically. At this point, the data must be calculated manually by regional staff. The grant application form needs to be revised to include check boxes for different days.

Participation Estimates

The National Capital Commission and Canadian Broadcasting Corporation provide estimates of the number of participants in Canada Day activities on Parliament Hill and the number of people who watch the program on television. This information should continue to be collected as an indicator of the reach.

Data on expected participation at local events is collected from grant application forms and project reports. To improve consistency in project reports, the “Group Evaluation Report Form” could be modified to include check boxes for a range of estimated participation.

Promotional Materials Database

Statistics on promotional materials produced and distributed by the headquarters office are available (the major recipients are MPs and Senators and regional offices). Information about materials distribution by regional offices would be useful, but program officials indicate resource limitations constrain their ability to develop such a database.

In general, regions should be encouraged to track:

- type and number of promotional materials requested/distributed; and
- type of recipient, e.g. M.P., private company, community group.

To better assess the usefulness of various products, a mail-in questionnaire should be included with promotional material shipments.

Public Opinion Research

There have been some public opinion research conducted (e.g. D-Code and Decima surveys), however questions have focused on program design rather than impact. There has been no collection of baseline information relating to a sense of pride in Canada, participation by Canadians in the celebration of their country, and knowledge and understanding of Canada. For an evaluation to assess impact, baseline evaluation is required.

It would also be useful if the NCC survey of the Parliament Hill Canada Day event could include a couple of questions relating to awareness and knowledge gained from the Canada Day activities and, resources permitting, if there could be intercept surveys of participants at key celebration day events in other cities.



The Program gave a questionnaire to Poster Challenge winners seeking their views on the quality of the experience and opportunities for improvement. Feedback on the Poster Challenge from teachers and students both would be useful for the evaluation, and could be sought by including a mail-in questionnaire in teachers' guides.

5.0 Conclusions and Recommendations

Based on evaluation findings, there are six recommendations for improving delivery of the Celebrate Canada! Program and increasing its potential for objectives achievement. Resolution of recommendation 1 is critical to other program changes.

1. Resolve the lack of stable funding for the Celebrate Canada! Program or reduce program activities to a level that can be supported by A-base allocation.

The most significant issue for the Celebrate Canada! Program is its lack of stabilized funding, which affects all aspects of Program delivery, from planning to funding of activities. The Program A-base has for many years been a small percentage of total expenditures; by itself, the A-base would cover little more than the Canada Day noon-time program on Parliament Hill. This lack of stabilized funding represents an operational risk and contributes to most other program delivery issues.

Management Response: The program accepts the recommendation.

Action Plan: The A-base shortfall is in fact the underlying factor to many of the challenges faced by the program for the past 10 years. As of yet, no funds have been identified from within the department for 2005-2006.

The identification of a stable source of funding for Celebrate Canada! is a priority for the Department in fall 2004. In addition to seeking long term stable funding, the program will develop program activity options based on various funding levels.

Implementation Date: Fall 2004

2. To ensure timely decisions on G&C applications and maximize impact, move the deadline for submission of funding applications from March 31 to an earlier date, e.g. January 31, and negotiate simplifications to GCIMS information requirements, particularly for very small awards.

Processing a large number of Celebrate Canada! Program funding recommendations, the majority for less than \$3,000, in a short period of time at the beginning of each fiscal year presents challenges. Workload pressures in part due to Grants and Contributions Information Management System data entry requirements slow processing of funding recommendations and result in receipt by applicants of funding decisions too close to the dates of their events. This situation can be improved by moving the deadline for applications forward, so recommendations

can be made at the beginning of each fiscal year, and by simplifying GCIMS requirements, particularly for very small awards.

Management Response: The program accepts the recommendation.

Action Plan: An earlier deadline date for submission of G & C applications would ensure timely delivery of cheques to client groups and would maximize the program's impact. This recommendation was discussed with the regional program officers and managers at the Annual National Meeting held in September 2004. A working-group of Managers and Program Officers has been created to further study the feasibility of this recommendation and develop an Implementation Plan by December 2004.

The program has implemented some adjustments to GCIMS. The Program will also explore, in consultation with the Centre of Expertise, the feasibility of implementing further adjustments and simplification of GCIMS for small awards by December 2004. Senior management within the Branch has committed to conducting face-to-face meetings with all regional executive directors, presidents and vice-presidents to discuss additional issues of concern.

When seeking long term stable funding base, the program will also identify, in consultation with the Centre of Expertise, possible alternative program structures to expedite the funding process.

Implementation Date: December 2004

3. Also to maximize impact, produce and distribute promotional materials and educational materials earlier each year.

Evaluation findings suggest that promotional materials would be of greater interest to recipients, and educational materials (the Canada Day Poster Challenge teachers' guide) of greater interest to teachers, if they were distributed earlier each year. Program staff should work towards distribution of promotional materials to regional offices by the end of April and of teachers' guides to schools by the end of September each year.

Management Response: The program accepts the recommendation.

Action Plan: In order to maximize the effect of the program's promotional materials, they must be delivered to the community groups in a timely manner. Since the date of the report, the ordering and distribution of promotional items such as flags, pins and bookmarks, etc., for Celebrate Canada! is handled by another Directorate in the Branch. At the National Meeting in fall 2004, the program has committed to developing, with the regional input, an improved promotional material delivery schedule. Furthermore, the program has taken over the responsibility of coordinating the ordering and delivery of Celebrate Canada! promotional items.

Each year, the program attempts to provide a well researched educational tool activity guide for teachers for the Poster Challenge and goes through a lengthy consultation process including all regional staff. This year, the Department has partnered with the Dominion Institute and the Historica Foundation, two well respected organizations in the fields of education and history, to develop the activity guide and Web site. The consultation process for the 2005 activity guide was concluded in July and development of the guide is close to completion. The initial target date for delivery of the activity guide and accompanying order form to schools was the end of September. The Program hopes to distribute the Poster Challenge Activity Guide by November 2004. The Program also plans to evaluate this new partnership to determine future course of action by March 2005. A companion Web site is also in development and the target launch date coincides with the delivery of the printed materials to the public. The early availability of these resources to schools, youth groups, etc., should maximize the impact of the Poster Challenge campaign and increase the response rate.

Implementation Date: March 2005

4. Review whether Program operating funds can be reallocated internally to permit a modest increase to smaller Celebrate Canada! Committee budgets to increase the Program's visibility and potential for impact, and make reporting requirements consistent for all Committees.

To fulfil their responsibilities, volunteer Celebrate Canada! Committees need to meet periodically and travel within their province or territory to do community outreach. Some committees have said small operating budgets make this difficult. Committees' effectiveness could be improved if budgets could be reallocated to allow a modest increase to allocations for Committees with large geographic areas to serve and smaller budgets. Reporting requirements should be consistent for all Committees.

Management Response: The program accepts the recommendation.

Action Plan: The lack of adequate resources has been an ongoing concern for the committees and the expansion of the Celebrate Canada! program to include other celebration days has had the effect of placing a greater burden smaller Celebrate Canada provincial/territorial committees. Following consultations with the regional executive directors, a one-time increase to the committee budgets has been recommended for 2004-2005 - 40% in operating funds and 20% in seed money funding for communities.

In order to increase or simply maintain the existing funds, the Department will seek a stabilized funding base for the Celebrate Canada! program in fall 2004 for fiscal-year 2005-2006 and beyond, which has been an ongoing problem for the past 10 years. The Department has also committed to reviewing the current Celebrate Canada! budget allocation.



The program has revised and will implement contribution agreements specific to Celebrate Canada program requirements. Contribution agreements and reporting requirements have been discussed with the Committees and the regional officers/managers at the fall 2004 in order to improve consistency between provinces/territories. A working group of regional/HQ Program Managers and Officer working-group has been created at the national meeting; final recommendation will be brought forward for implementation by March 2005.

Implementation Date: Spring 2005

5. Reduce workload pressures involved in Celebrate Canada! Program delivery by focusing resources and attention on the program components with the greatest reach and educational value.

The workload of staff delivering the Celebrate Canada! Program has grown with the introduction over time of additional activities and celebration days. To ease workload pressures, Program resources should be focused on activities with the greatest reach and educational value and therefore the clearest links to Program objectives, i.e. the grants and contributions component, the Canada Day noon-time program on Parliament Hill, the Canada Day Poster Challenge, and production and distribution of the most popular promotional materials. Continuation of the Canada Day Youth Awards and Canada Day Certificates of Merit components should be reviewed, as neither is offered in all provinces and territories and numbers distributed are small. It is yet early to assess the contribution of celebration days beyond Canada Day to achievement of program objectives as the newest, Canadian Multiculturalism Day, was introduced only a year ago. The contribution of additional days should be considered in performance monitoring.

Management Response: The program accepts the recommendation.

Action Plan: Workload has been a major concern in the regions as well as at HQ and the program will continue its efforts to streamline the approach to the delivery of Celebrate Canada! The program has committed to develop a “toolbox” approach to program delivery which will present a series of required and optional initiatives allowing for regional specificity. National components will include the Canada Day Poster Challenge and the Celebrate Canada! funding. However, further discussion at the Annual National Meeting in fall 2004 will be required to finalize the list of optional components.

When a stabilized funding base is obtained, it will assist in both identifying the capacity of the program and in priority setting. The stabilized funding will also address workload, program delivery and program capacity to the same level in all regions.

Implementation Date: Spring 2005



6. Improve Program readiness for a summative evaluation in 2005 by collecting baseline data on Canadians' perceptions about appreciation of Canada's diversity and pride in Canada's heritage and collecting certain additional short-term outcome information.

Public opinion research by the program to date has been mainly for program development purposes; to measure the Program's impact in the future, there is also a need for public opinion research relating to appreciation of Canada's diversity and pride in Canada's heritage, against which progress can be measured. This information should be collected as soon as possible, and periodically repeated after that. Improvements are needed in the data collected for and presented in annual Synopsis Reports. Also, with little additional effort, short-term outcome information should be collected on the effectiveness of Canada Day Poster Challenge teacher guides and Celebrate Canada! Program promotional materials by including feedback questionnaires with mailings.

Management Response: The program accepts the recommendation.

Action Plan: In anticipation of the summative evaluation in 2005, the program is undertaking the appropriate changes to the questionnaire that is submitted to the Celebrate Canada! Committees in fall 2004. The program is also reviewing data collection tools such as the annual synopsis report, the one page final report and GCIMS reports.

Adjustments to GCIMS which will assist in the tracking of data are currently underway. In addition, the program is looking into the viability of including feedback questionnaires with mailings and will discuss with E-communications the viability of including an on-line questionnaire on the Poster Challenge Web site.

When stabilized funding is obtained in 2005-2006 and resources permit, the program will look into the possibility of conducting public opinion research. The program continues to track research that is already available.

Implementation Date: Spring 2005



Appendix : Report on Canadian Multiculturalism Day 2003



Report on Canadian Multiculturalism Day 2003

Background

Canada is the world's first official multicultural country and on November 13, 2002, Minister Sheila Copps and Secretary of State Jean Augustine announced a new day of recognition to celebrate this diversity: *Canadian Multiculturalism Day*. This day was created to mark the contribution of all Canadians to our society and to promote the values of mutual respect, responsibility, and diversity. It encourages Canadians to celebrate the achievements and history of all Canadians, to participate fully in the life of our country, and to recognize and celebrate the economic, social, and cultural benefits that Canada has realized as a result of its diversity. Canadian Multiculturalism Day will be celebrated every year on June 27th, as part of the Celebrate Canada! activities. Events marking Canadian Multiculturalism Day are funded by the Celebrate Canada! Program, which was established in 1981 and also provides funding for events marking National Aboriginal Day (June 21), Saint-Jean Baptiste Day (June 24) and Canada Day (July 1)²⁰.

The first celebration of Canadian Multiculturalism Day was marked by 32 events across the country funded by the Department of Canadian Heritage. The average amount of funding per event was \$1,091, however the amount of funding per event varied from \$100 to \$4,000. Twelve of the events to celebrate Canadian Multiculturalism Day took place in Ontario, ten in British Columbia, three in Nova Scotia, and one each in Quebec, Manitoba, Alberta, New Brunswick, Newfoundland, Prince Edward Island, and Yukon.

In Ottawa, the Department of Canadian Heritage, in coordination with the Canadian Ethnocultural Council (CEC), hosted a reception on Parliament Hill, which included speakers, a multicultural buffet, and a display of a "Quilt of Belonging" co-ordinated by the CEC. The "Quilt of Belonging" is a national textile art project that portrays Canada's ethnically diverse family, designed to create a better understanding among Canadians of all origins.

Approximately 500 guests attended the Parliament Hill event, including Members of Parliament and the Senate, Heads of Agencies or their representatives, national ethnocultural organizations, members of the Interdepartmental Committee on Public Education and Outreach Committee, members of the Roundtable of Religious Leaders, members of the Canadian Race Relations Foundation Board of Directors, members and executive of the Canadian Ethnocultural Council, volunteers who worked on the "Quilt of Belonging" and their guests, participants at the 2003 Minister's Forum on Diversity and Culture, and departmental officials.

Methodology

This research on Canadian Multiculturalism Day was requested by senior management, to better understand reactions to the first Canadian Multiculturalism Day. Interviews were conducted by Goss Gilroy Inc. with participants of the Canadian Multiculturalism Day event on June 27th on Parliament Hill (n=11) and organizations that coordinated 2003 Canadian Multiculturalism Day celebrations that received financial support from the Celebrate Canada! Program (n=18).

The purpose of the interviews was to assess the alignment of funded projects with the goals of Canadian Multiculturalism Day, to explore target messages and audiences for Canadian Multiculturalism Day activities, to assess delivery of this component of the Celebrate Canada! Program, and to discuss the possible impact of Canadian Multiculturalism Day on the other Celebration days.

²⁰Background material provided by the Program on Canadian Multiculturalism Day.



Results

Focus of Funded Activities

The majority of respondents used the funding they received from the Department of Canadian Heritage for such expenses as cakes, shows, fireworks, outdoor activities, ethnic displays, and music. Although recipients received funding for activities associated with Canadian Multiculturalism Day, one-third of respondents (n=6) indicated that they used the funding for activities centred around Canada Day. Five of these respondents funded activities on Canada Day that focussed on the concept of multiculturalism. For example, one respondent held activities at a community centre that caters to a large number of ethnocultural groups, and three respondents held outdoor activities which were multicultural in nature (e.g. multicultural food, song, dance). One respondent did not fund activities that were held on Canada Day, however they placed multicultural information in shops to celebrate Canada Day.

In general, respondents indicated that their events were open to the general public. However, it appears that members of ethnocultural groups dominated many of the events. The number of attendees at events varied between 75-12,000, as the target number of attendees varied significantly among events. For example, certain events catered to smaller groups (e.g. events at nursing homes), while others targeted much larger audiences (e.g. Canada Day celebrations).

Media Coverage

Approximately three-quarters of the funding recipients (n=13) indicated that there was media coverage of their event. The most popular channel of media coverage was the local newspaper (n=9) followed by radio (n=6). Other publicity included posters/flyers (n=3). In general, respondents indicated that the media channels targeted the general public, however certain newspapers did target specific ethnocultural groups.

In general, respondents felt that the media coverage was quite favourable and served to promote the event. Only one respondent felt that the media coverage was unfavourable, and they qualified it by explaining that it was “unfavourable because there was too little”.

Service Delivery

Clarity of funding guidelines (N=18): Approximately three-quarters of the funding recipients (n=13) were satisfied with the clarity of the funding guidelines, with the remaining one-quarter (n=5) neither satisfied or dissatisfied. One respondent expressed concern that it is not clear what is eligible for funding and whether the event has to take place on June 27th. Another respondent indicated that a significant amount of literature needs to be read in order to understand the funding guidelines, which causes a drain on a small organization.

Celebrate Canada! Promotional Material (N=17): The majority of respondents were satisfied with the promotional material (n=14), however three respondents did indicate that too much material was sent to them, with some of the material not appropriate for Canadian Multiculturalism Day. One respondent suggested that the Department of Canadian Heritage should concentrate on “quality versus quantity” when distributing its promotional material. In addition, one respondent indicated that it would be useful to have promotional material developed specifically for Canadian Multiculturalism Day.

Guidance provided by the Department (N=15): Approximately half (n=8) of the respondents were satisfied with the guidance received from the Department of Canadian Heritage, one-quarter (n=3) were dissatisfied and one-quarter (n=4) were neither satisfied or dissatisfied. One respondent was concerned that there was no guidance related to insurance issues that they encountered when planning their activity, and another respondent suggested that the Department could play a role in connecting funding recipients to other organizations, which could serve to increase the impact of the events.

Guidance provided by the Committee (N=13): Approximately three-quarters (n=10) of the respondents indicated that they were satisfied with the guidance provided by the provincial/territorial Celebrate Canada! Committee, and the remaining respondents indicated that they had not required any guidance from the Committee.

Amount of time between application and a decision (N=17): Approximately forty percent (n=7) of respondents were satisfied with the amount of time between their application and a decision, forty percent (n=7) were neither satisfied or dissatisfied, and twenty percent (n=3) were dissatisfied. One dissatisfied respondent indicated that they received the application form on the last day to apply for funding, and only had two days to complete the forms. A large number of applicants felt that the process was slow, which caused them to delay planning of their event. It was suggested by one respondent that the application process should start earlier so that applicants can have 2-3 months to plan. Although many respondents felt that it took a long time to reach a decision, one respondent indicated that once a decision was reached, the cheque was sent out immediately.

Level of funding (N=17): Approximately one-quarter (n=4) of the respondents were satisfied with the level of funding they received, but thirty percent (n=5) were dissatisfied. One respondent indicated that they received one-fifth of their requested amount without an explanation from the Department of Canadian Heritage. Many respondents indicated that more money would be useful and that the impact of their event could be magnified if the level of funding increased.

Conditions of funding (N=17): Approximately half (n=9) of the respondents were satisfied with the conditions of funding, however twenty percent (n=3) were dissatisfied. Many respondents suggested that more flexibility in how the money can be spent would be useful as there are currently many restrictions. For example, one respondent indicated that they could have spent the money with more efficiency. In addition, two respondents felt that the application process/conditions were confusing and too specific.

Reporting Requirements (N=17): Sixty-five percent (n=11) of respondents were satisfied with the reporting requirements, and only one respondent indicated dissatisfaction. However, many suggestions for improvement were provided, including: improve the budget portion of the report so that it is easier for applicants to fill out, increase the amount of time provided to organizations to produce the reports, and consider accepting one statement of expenses as opposed to requiring all invoices.

Program Impacts

Message of Canadian Multiculturalism Day

In general, all respondents felt that Canadian Multiculturalism Day should be a time for everyone to celebrate the diversity of Canada and that the main message should reflect this. Three respondents stated that Canadian Multiculturalism Day is a time to celebrate our own heritage and four respondents felt that it is also a time to learn about other cultures. A variety of other responses were provided by individual respondents, including equal opportunities/rights, diversity as a strength, unity, tolerance, and peace. One funding recipient did indicate that the main message should be that “ethnocultural communities should feel free to express their views more often”. All respondents agreed that all Canadians should be the target audience for Canadian Multiculturalism Day, however many respondents indicated that youth should specifically be targeted. One respondent felt that “those Canadians who do not believe that Canada should be multicultural” should be specifically targeted.

Success of Canadian Multiculturalism Day

Funding recipients were asked if they felt that their activity contributed to the overall goal of Canadian Multiculturalism Day, which is to “bring Canadians together in order to strengthen mutual understanding and respect”. Most recipients (n=14) felt that their events contributed to the overall goal of Canadian Multiculturalism Day because a wide cross-section of people attended their event, however one recipient indicated that their event contributed because it brought together communities of the same ethnicity.



Participants were asked whether Canadian Multiculturalism Day achieved its overall goal. Two respondents felt that the event had achieved its goal, stating that the event brought all Canadians together. Three respondents indicated that the Day had not achieved its goals. One of these respondents questioned the rationale for the event as they felt that Canadians already celebrate their heritage and another indicated that it did not provide anything for “Canada at large”. One respondent felt that the stated goal of Canadian Multiculturalism Day was very ambitious for the first year, but stated that the event will reach this goal over the years. Suggestions for improving the likelihood of reaching the goal were provided by two respondents who indicated that increased promotional efforts are required by the federal government if the event is to be a success. In addition, one respondent indicated that the event must be inclusive and celebrated all across Canada, even in the smaller communities. Another respondent stressed that differences among provinces should also be celebrated.

Impact on other Celebration Days

Respondents had mixed feelings as to whether Canadian Multiculturalism Day would affect Canada Day. Seven respondents stated that Canadian Multiculturalism Day would not impact Canada Day celebrations as the two days are separate. Nine respondents felt that Canadian Multiculturalism Day would positively impact Canada Day, with reasons including the fact that Canadian Multiculturalism Day includes all Canadians and may serve to increase patriotism and encourage ethnocultural communities to attend Canada Day celebrations. However, one respondent felt that at some point in the future a Multiculturalism Day will not be necessary as there will not be a need to teach Canadians about diversity. Three respondents felt that Canadian Multiculturalism Day would negatively affect Canada Day. Two of these respondents felt that the days are too close, there may not be enough time to prepare for both and that there was a potential for the events to overshadow each other, while the third cautioned that there is a risk of diluting the funds available for Canada Day. One respondent cautioned that Canadian Multiculturalism Day will not be advantageous if it becomes more important than Canada Day, as “sometimes Canadians forget themselves”.

Only one respondent commented on the potential effect that Canadian Multiculturalism Day could have on National Aboriginal Day, and they felt that there would be a positive impact as they “fed off of each other”. Overall, it appears that the majority of respondents felt that Canadian Multiculturalism Day can positively impact the other days, if the message of Canadian Multiculturalism Day is inclusive of all Canadians. However, two respondents did express significant concern over the addition of Canadian Multiculturalism Day. One funding recipient felt that it “only served to muddy the waters” and one participant indicated that it “may serve to separate, as opposed to unify, Canadians”.