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**Evaluation of the Commemoration of the  
Bicentennial of the War of 1812  
July 2011 to March 2014**

**Evaluation Services Directorate**

**November 3, 2015**



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## **LIST OF ACRONYMS AND ABBREVIATIONS**

ADM	Assistant Deputy Minister
CCP	Celebration and Commemoration Program
EOI	Expression of interest
EBP	Employee Benefit Plan
ESD	Evaluation Services Directorate
G&C	Grants and contributions
GoC	Government of Canada
ICC	Interdepartmental Commemoration Committee
IWG	Interdepartmental Working Group on the War of 1812
KII	Key informant interviews
O&M	Operating and Maintenance
OPI	Office of Prime Interest
PCH	Department of Canadian Heritage
SAP	System Analysis and Program Development
SMEC	Sport, Major Events and Commemorations
TBS	Treasury Board Secretariat

# Executive Summary

## Description of the Initiative and Overview of the Evaluation

The commemoration of the bicentennial of the War of 1812 (“1812 Commemoration”) was a three-year Government of Canada (GoC) initiative that sought both to promote greater awareness, knowledge and understanding of the War of 1812 and also to provide opportunities to engage the Canadian public and target audiences in activities and events related to commemoration of the War of 1812, with a view to strengthening Canadian identity. This was meant to be a one-time commemoration, with no intention of renewal.

The 1812 Commemoration was an horizontal initiative delivered by means of activities involving various federal departments and agencies and stakeholders, in fiscal years 2011- 2012 to 2013-2014. Budget 2010 provided incremental funding of \$28 over three years, allocated to the Department of Canadian Heritage (PCH) (\$17.8 million), the Parks Canada Agency (\$9.42 million) and the Canadian War Museum (\$718,000). In addition to this incremental funding over three years, programs within PCH, funded War of 1812 activities and events from within existing budgets (e.g. Celebrate and Commemorate Canada, Canadian Studies, Building Communities through Arts and Heritage, Canada Cultural Spaces Fund, etc.). Other federal departments and agencies also developed activities from within their existing budgets over the commemoration period (e.g. National Defence and Canadian Forces, Aboriginal Affairs and Northern Development Canada, Foreign Affairs, Trade and Development Canada, Infrastructure Canada, Canada Post Corporation, Royal Canadian Mint, etc.).

PCH provided leadership and coordination to the GoC War of 1812 initiatives to stimulate the involvement of federal departments and agencies to increase awareness and appreciation of the importance of the War of 1812 on the evolution of Canada. Funding was used to establish a Federal Secretariat for the Bicentennial of the War of 1812 (“Secretariat”) whose main responsibilities were: to manage the 1812 Commemoration Fund (grants and contributions program); to promote national awareness; and to coordinate federal participation. The Secretariat was housed within the Major Events and Celebrations Branch and the 1812 Commemoration Fund was delivered under the authorities of the PCH Celebration and Commemoration Program (CCP).

This evaluation covers the activities of the Federal Secretariat for the Bicentennial of the War of 1812 from July 2011 to March 31, 2014. Its purpose is to inform the GoC on the relevance of the War of 1812 initiatives and the performance of the Secretariat, while providing senior management with reliable, timely information on results achieved and on operational efficiency and economy. The evaluation also focusses on lessons learned and good practices from the 1812 Commemoration that could inform the planning and implementation of similar initiatives in the future. Evaluation findings will feed into the next evaluation of the CCP, scheduled for 2016-2017.

Conducted between February 2014 and March 2015, the evaluation is based on three lines of inquiry: a document and database review; seven case studies designed to gather evidence from G&C funding recipients; and fourteen interviews with key informants, including PCH program managers, directors and external stakeholders. The evaluation was led by the Evaluation Services Directorate (ESD) of PCH, which gathered all information associated with the three lines of inquiry. A private consulting company was entrusted with the review and triangulation of all evidence on hand and with the drafting of an evaluation report.

## **Relevance**

The 1812 Commemoration initiative highlighted a significant historical moment that was key to shaping Canadian identity and was determined to be worthy of commemoration. This initiative was designed and implemented with a view to strengthening Canadian identity and presenting Canadians from across the country with opportunities to become more aware of a defining moment in Canadian history and to participate in its celebration.

The 1812 Commemoration initiative was both aligned with PCH's priority to encourage "Canadians to share, express and appreciate their Canadian identity," and consistent with stated GoC priorities. The initiative was also envisioned as a key event leading towards the celebration of Canada's 150th anniversary, in 2017.

## **Performance**

The evaluation found consistent evidence that, on the whole, the Secretariat lived up to the task of achieving the immediate outcomes of the 1812 Commemoration initiative. The initiative extended outreach activities to nearly all Canadian provinces, thus providing increased opportunities to engage the public and target audiences in activities and events related to the commemoration of the War of 1812.

Secretariat-led activities and efforts to raise awareness included a variety of promotional and learning tools (e.g., mail-out packages, educational tools, lesson plans and communication products) that were created and distributed to a wide clientele across Canada. These included schools, regional groups, federal and community-based organizations, municipalities and national historic sites. In addition, the GoC set up a website dedicated to the War of 1812 which proved to be an important mechanism to promote the 1812 Commemoration and boost Canadian awareness.

The 1812 Commemoration Fund was a central element in providing targeted audiences with opportunities to participate in commemorative events. Grants and contributions were effectively managed and the Secretariat's G&C activities were instrumental in supporting projects to promote Canadians' involvement in commemorative activities. The 1812 Commemoration Fund supported 158 commemoration projects, well in excess of the initial target of 100 activities funded. Ontario hosted 63 percent of all commemoration activities and events supported by the Secretariat and organizations from this province received 59 percent of G&C project funds issued by the 1812 Commemoration initiative.

However, efforts were also made to support activities in almost all Canadian provinces, including Atlantic Canada and Western Canada.

The 1812 Commemoration Fund invested in a variety of undertakings developed by PCH to inform and engage Canadians in commemoration activities and events. To this end, several funded projects had an explicit learning component, designed to help target audiences improve their knowledge and understanding of the War of 1812. Regardless of province, the most common type of projects funded and implemented by recipient organizations were projects dealing with learning materials and activities, followed by exhibitions and theatrical or musical performances. The most common recipients were heritage, municipal, Aboriginal, arts or commercial and educational organisations, while the majority of grants and contributions went to heritage (43 percent) and municipal (26 percent) type organizations.

Acting as the focal point for the GoC's commemoration efforts, PCH provided leadership and exercised (through the action of the Secretariat) a key coordination role in the federal approach to commemorating the War of 1812. The Secretariat encouraged the participation of federal departments and agencies and brought together a core group of organizations with mandates closely tied to the commemoration. These organizations made timely, valuable contributions to support the 1812 Commemoration initiative. Interdepartmental collaboration fostered fruitful partnerships to expand Canadians' opportunities to participate in 1812 Commemoration activities and events.

The federal coordination activities led by the Secretariat were quite effective. The Interdepartmental Working Group on the War of 1812 (IWG)<sup>1</sup>, led by the Secretariat, provided an effective means of transmitting and receiving updates from federal organizations regarding the planning and implementation of GoC 1812 Commemoration activities and projects. The IWG kept members of Parliament informed of 1812 Commemoration activities and promoted interdepartmental collaboration which fostered the development of useful partnerships.

The Secretariat faced challenges in trying to demonstrate the achievement of its expected intermediate-level outcome. This stems from the fact that several indicators selected to measure participation were inadequate; that global targets for participation were not established (since it was difficult to anticipate the reach of the overall commemoration and therefore impossible to set targets); and that there was a lack of accurate information reporting from recipient organizations.

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<sup>1</sup> Other members were: Parks Canada, Atlantic Canada Opportunity Agency, Canada Economic Development Agency for Quebec Regions, Canada Post, Canadian Immigration Commission, Federal Economic Development Agency for Southern Ontario, Foreign Affairs and International Trade Canada, Aboriginal Affairs and Northern Development Canada, Industry Canada, Library and Archives Canada, Canadian Museum of Civilization, Canadian War Museum, National Capital Commission, National Defence, Royal Canadian Mint.



## **Efficiency**

On the whole, resources were efficiently used, with no major differences observed between planned and utilized financial resources allocated to the Secretariat. The Secretariat was quite effective at respecting its 1812 Commemoration mandate. Management and administrative systems were generally adequate, despite the fact that the Secretariat received far more G&C projects than initially anticipated. To address the backlog caused by this situation, the Secretariat had to streamline its processes and add capacity. The high quality of Secretariat employees was a crucial factor in the achievement of planned outcomes, especially given the small size of the 1812 Commemoration team. The Secretariat's early dismantling created a shortage of resources during the closing stages of the initiative.

The Secretariat introduced working groups, communications channels and tools that proved to be useful to portfolio agencies within PCH and other federal agencies, to keep abreast of the various funded projects, leverage and cross-promote activities and to report to Parliament. Operational constraints and challenges (e.g., delayed launch of the initiative and limited resources at the closing stages to finalize the management of G&Cs) did not prevent the 1812 Commemoration initiative from achieving its objectives.

## **Good Practices and Lessons Learned**

As the 1812 Commemoration was a one-time initiative, good practices and lessons learned were identified to inform the programming of future national commemorations by PCH.

### *Good Practices*

- Setting up early consultations with potential stakeholders (including separate consultations with Aboriginal Canadians) prior to beginning operations is a way to engage a large number of organizations.
- Broad eligibility criteria, giving Aboriginal and other Canadians the chance to add their own history to the national narrative allows the funding of a wide variety of projects.
- Expression of Interest (EOI) is a useful and highly efficient tool allowing prompt feedback to better orient prospective clients and the choice of projects to be prioritized.
- Having a senior program officer embedded in Ontario Region was highly effective. It allows for a much closer coordination between the Secretariat and the Region.
- Establishing good working relationships with PCH Regional Offices and other federal departments and agencies (such as Parks Canada, the Canadian War Museum) enabled a national initiative to develop sound partnerships and complementary funded activities, in order to extend its reach and engage a large number of Canadians.
- Using existing networks to distribute multiple outreach and promotional materials proved to be efficient.

- Launching a national initiative with the communication support of existing regional and provincial networks quickly reaches a large number of organizations.
- A large-scale commemorative initiative benefits from having a strategic planning team (such as the Interdepartmental Working Group on the War of 1812) set up within the standing Interdepartmental Commemoration Committee (ICC), well before the commemoration begins.
- Regular meetings and effective working and communication tools (including a follow-up grid) is an appropriate approach for the Working Group to encourage the sharing of information.
- Tools for reporting such as annual Horizontal Initiatives Reports were highly efficient.

### *Lessons learned*

- National initiatives would gain from setting up a secretariat as early as possible and initiating planning as soon as possible.
- Working tools should be created prior to the program's launch, rather than during the selection and assessment stages.
- Operational definitions for indicators should be formulated and targets for reach, awareness, participation and access set to ensure that recipients can properly measure achieved results. Definitions should be clearly stated in the application guides.
- Completed funding applications should clearly identify the fiscal year(s) for which funding is sought, including for the different items in a request for multi-year funding.
- Recipients should be encouraged to use more rigorous methods to support attendance statistics when monitoring and reporting;
- The importance of in-kind contributions, volunteering and other funding sources should not be underestimated as they provide an important indicator to assess Canadians' interest and commitment in participating in commemoration activities. Such information should be more consistently included in the final reports that recipients submit to PCH.
- Branding tools (logo and promotional items) should be created prior to the initiative's launch.
- Prepare to manage challenges stemming from negative comments in the media;
- To better document pan-Canadian reach during future national commemoration initiatives, PCH should compile data to demonstrate user awareness stemming from the distribution of educational and promotional materials, by province.
- Encourage other departments and agencies to provide timely information on events and activities to the Secretariat.

## **Recommendations**

1. The ADM, Sport, Major Events and Commemorations Sector (SMEC) should share the best practices and lessons learned from the Bicentennial of the War of 1812 Secretariat activities when planning and implementing large-scale celebrations and commemorations.
2. Over the years, the Sport, Major Events and Commemorations Sector has implemented various mechanisms to ensure that appropriate resources were made available for major events and commemorations. It is recommended that the Sector undertake an in-depth analysis and propose options to more effectively and efficiently manage highly visible, nationally significant and multi-year large-scale celebrations and commemorations.

# 1. Introduction

## 1.1. Purpose

This report presents the findings and recommendations from the evaluation of the commemoration of the bicentennial of the War of 1812, a one-time initiative carried out by the Bicentennial Commemoration of the War of 1812 Secretariat of PCH. The evaluation of the 1812 Commemoration was conducted to provide comprehensive and reliable evidence to demonstrate the outcomes of the Secretariat's activities and to feed into the evaluation of the CCP, scheduled for 2016-17.

The evaluation report provides information on the 1812 Commemoration, the Secretariat's objectives, the evaluation methodology and the findings for each evaluation question, as well as conclusions (including good practices and lessons learned) and recommendations. The evaluation is listed in the 2014-2019 Departmental Evaluation Plan and was led by the Evaluation Services Directorate (ESD) of PCH, with contributions from a consulting firm. The evaluation covered the lifespan of the Secretariat, from July 2011 to March 31, 2014.

The evaluation was designed and conducted in accordance with the Treasury Board Secretariat (TBS) *Policy on Evaluation*, published in 2009.<sup>2</sup> In accordance with the *Directive on the Evaluation Function*, published in 2009,<sup>3</sup> the evaluation addresses core issues relating to relevance and performance.

The report is structured as follows:

- Section 2 presents an overview of the 1812 Commemoration initiative and the Secretariat's responsibilities.
- Section 3 presents the methodology employed for the evaluation and the associated limitations.
- Section 4 presents results related to the evaluation issue of relevance.
- Section 5 presents findings related to the evaluation issue of performance.
- Section 6 presents conclusions (including good practices and lessons learned) and recommendations.

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<sup>2</sup> Treasury Board Secretariat. *Policy on Evaluation*. [N.p.] Government of Canada, 2009 (last modified in April 2012). Available online at <<http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=15024>>, accessed on March 30, 2015.

<sup>3</sup> Treasury Board Secretariat. *Directive on the Evaluation Function*. [N.p.] Government of Canada, 2009 (last modified in April 2012). Available online at <<http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=15681&section=HTML>>, accessed on April 15, 2015.

## 2. Profile of the 1812 Commemoration Initiative

### 2.1. Background and Context

#### Historical Background

The War of 1812 (which lasted from 1812 to 1814) was a military conflict between the United States and Great Britain. As a colony of Great Britain, Canada was swept up in the War of 1812 and was invaded a number of times by the Americans.<sup>4</sup> This conflict was a milestone in Canadian history, as it channelled the combined efforts of early Canadian, Aboriginal and British peoples in defense of lands that would later become Canada. As stated by the consulting historian: “There is more than one side to every story -- in the War of 1812, there were four. For Canadians, the War of 1812 was all about American invasions. For Americans, it was about standing up to Britain. For the British, it was an irritating sideshow to the Napoleonic Wars raging in Europe. And for Native Americans -- whose presence in the war is too often forgotten -- it was a desperate struggle for freedom and independence as they fought to defend their homelands.”<sup>5</sup>

Even though the War of 1812 was a seminal event in Canadian history, a Decima Research poll conducted in 2009 revealed that 85 percent of Canadians were not aware of its outcome. The same poll found that close to 70 percent of Canadians felt that the commemoration of major historic events reinforced their sense of belonging to Canada and 85 percent believed that the Government of Canada (GoC) should continue to promote such events to provide learning and participation opportunities.<sup>6</sup> In this context, the 1812 Commemoration initiative offered a unique opportunity to increase Canadians’ awareness and knowledge of the War of 1812 and to help them better understand this defining event in the history of their country.

#### Description of the 1812 Commemoration Initiative

The 1812 Commemoration was a three-year GoC initiative that sought both to promote greater awareness, knowledge and understanding of the War of 1812 and also to provide opportunities to engage the Canadian public and target audiences in activities and events related to the commemoration of the War of 1812, with a view to strengthening Canadian identity. This was meant to be a one-time celebration, with no intention of renewal.

The 1812 Commemoration became a horizontal initiative delivered by means of activities involving various federal departments, agencies and stakeholders, in fiscal years 2011-12, 2012-13 and 2013-14. Funding to support costs associated with the 1812 Commemoration

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<sup>4</sup> The Canadian Encyclopedia. *War of 1812*. [N.p.] Historica Foundation [N.d.]. Available online at <<http://thecanadianencyclopedia.ca/en/article/war-of-1812/>>, accessed on April 15, 2015.

<sup>5</sup> D Peter McLeod *Four Wars of 1812*. Canadian War Museum, 2012.

<sup>6</sup> Department of Canadian Heritage. *Commemoration of the War of 1812, Performance Measurement, Evaluation and Risk Strategy*. [N.p.] Government of Canada, August 2012.

initiative was allocated to three separate entities, namely PCH (\$17.8 million), Parks Canada (\$9.42 million) and the Canadian War Museum (\$718,000). In addition to this incremental funding over three years, programs within PCH, funded War of 1812 activities and events from within existing budgets (e.g. Celebrate and Commemorate Canada, Canadian Studies, Building Communities through Arts and Heritage, Canada Cultural Spaces Fund, etc.). Other federal departments and agencies also developed activities from within their existing budgets over the commemoration period (e.g. National Defence and Canadian Forces, Aboriginal Affairs and Northern Development Canada, Foreign Affairs, Trade and Development Canada, Infrastructure Canada, Canada Post Corporation, Royal Canadian Mint, etc.).

PCH acted as the focal point for GoC War of 1812 commemorative activities to provide leadership and to play a coordination role in stimulating involvement of federal departments and agencies to increase awareness and appreciation of the importance of the War of 1812 in the evolution of Canada<sup>7</sup>.

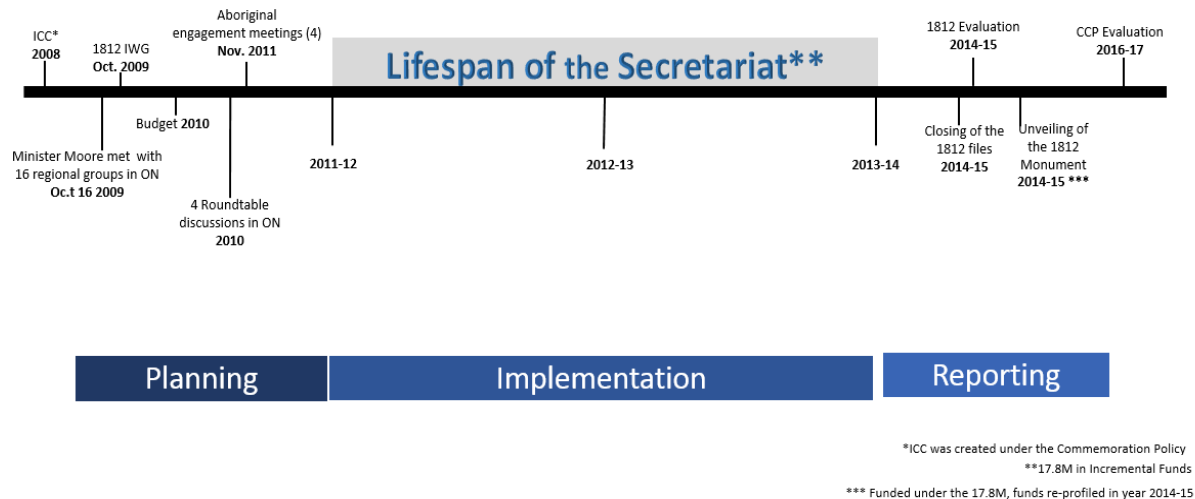
The new funding allocated to PCH was used to establish a Secretariat for the 1812 Commemoration, whose responsibilities were: to manage the 1812 Commemoration Grant and Contribution Fund (G&C program); to promote national awareness; and to coordinate federal participation. The Secretariat was housed within the Major Events and Celebrations Branch and the 1812 Commemoration Fund (“Commemoration Fund”, for short) was delivered under the authorities of the CCP of PCH.

Various activities played a key role in the development of the Secretariat. Figure 1 identifies key milestones that led to the creation of the Secretariat.

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<sup>7</sup> Details of funds allocated, budgeted and spent through federal partner organizations during the Bicentennial of the War of 1812 can be found on the following Website : <http://www.tbs-sct.gc.ca/hidb-bdih/initiative-eng.aspx?Hi=123>

**Figure 1: Commemoration of the Bicentennial of the War of 1812**



Prepared by ESD, PCH, April 2015

## 2.2. Objectives and Outcomes

In the context of the 1812 Commemoration, the primary responsibilities of the Secretariat at PCH were to manage G&Cs, to promote national awareness and to coordinate the GoC’s participation in War of 1812 commemoration activities and events. A logic model, shown in Appendix A, was developed to guide efforts towards these goals. The model listed two expected immediate outcomes, one expected intermediate outcome and one expected ultimate outcome, as shown in Table 1.

The expected outcomes of the 1812 Commemoration initiative supported the achievement of one of PCH’s strategic objectives, namely that “Canadians share, express and appreciate their Canadian identity.” As such, this initiative fell under Program Activity no. 4 in PCH’s Program Alignment Architecture (i.e., “Promotion of and Attachment to Canada”).<sup>8</sup>

The primary outputs supporting the achievement of the 1812 Commemoration’s expected outcomes included: G&C agreements; regional coordination and consultations; awareness and educational tools, events, outreach activities and learning materials; and various committee meetings and reports dealing with federal commemorative activities associated with the War of 1812.

<sup>8</sup> Department of Canadian Heritage. *Idem*.

**Table 1: Expected 1812 Commemoration Outcomes**

Level	Expected Outcome(s)	Rationale
Immediate outcomes	Opportunities are created for Canadians to participate in commemorative activities and events.	Creating opportunities for Canadians to participate in commemoration activities and events and informing them of the activities and events available was expected to be an effective way to promote participation.
	Commemorations have pan-Canadian reach.	Working with an important array of stakeholders—including other levels of government, portfolio agencies within PCH and stakeholder groups such as War of 1812 regional organizations and Aboriginal groups—was expected to help to ensure that activities and events had pan-Canadian reach.
Intermediate outcome	Canadians participate in commemorative activities and events.	As Canadians participated, they were expected to gain awareness of the history of the War of 1812 and the important significance of this event.
Ultimate outcome	Canadians have an increased awareness of their history as it relates to the War of 1812.	Ultimately, Canadians were expected to gain a better understanding of the impact of the War of 1812 and its profound effect on the course of Canadian history.

## 2.3. Secretariat Management, Governance, Target Groups, Key Stakeholders & Delivery Partners

### Secretariat Management and Governance

The Minister of Canadian Heritage was assigned the responsibility for leading and coordinating national commemorations, in line with PCH’s mandate to coordinate major events and expertise, in the *National Commemorations Policy*<sup>9</sup> adopted in 2008. This inspired the formal creation of an Interdepartmental Commemoration Committee (ICC), in charge of coordinating interdepartmental activities related to federal commemorative projects involving more than one GoC department or agency.<sup>10</sup> Working under the policy authority of the CCP at PCH, the Secretariat led and coordinated the development and implementation of incremental GoC commemorative activities, throughout the 1812 Commemoration initiative period. Accountability rested with the Assistant Deputy Minister (ADM), Sport, Major Events and Commemorations (SMEC) at PCH.

Working from PCH offices situated in the National Capital Region, the Secretariat operated with a complement of no more than eight to ten staff members, although the actual number of staff on board varied during the period under examination. A formal governance structure was set up in May 2012 which included a Director, three policy program managers, seven program consultants (four being at the senior level) and three program support staff<sup>11</sup>.

<sup>9</sup> *National Commemoration Policy*. [N.p.] [n.d.].

<sup>10</sup> *Idem*.

<sup>11</sup> Approximately half of the positions were vacant at that time.



As the 1812 Commemoration was a horizontal initiative, various federal and provincial organizations were involved in the delivery of War of 1812 commemoration activities from 2011-2012 to 2013-2014. In this context, to fulfill its coordination mandate at the federal level, the Secretariat had to regularly interact with other GoC departments and agencies. To this end, the ICC created an IWG, made up of 25 representatives from 14 federal or regional organizations and agencies<sup>12</sup>. To maintain ongoing contact with members of the IWG, the Secretariat called periodic meetings and conference calls, issued emails and published regular updates of activity reports prepared by participating federal departments and agencies—all with a view to ensuring an integrated federal approach to the 1812 Commemoration initiative.

## **Target Groups, Key Stakeholders and Delivery Partners**

The 1812 Commemoration initiative was meant to benefit all Canadians. For instance:

- Young people were engaged through activities designed to attract their attention, such as social media applications, a website, re-enactment of battles and theatre.
- Aboriginal communities were invited to develop and host community-based events and to tell their stories.
- Official language minority communities were invited to develop and host community-based events and to tell their stories.

The Secretariat supported 158 G&C funded projects carried out by a wide range of organizations, including heritage groups, Aboriginal groups, non-professional arts organizations, academic groups, local authorities and regional coordination bodies.<sup>13</sup> Furthermore, in certain areas of the country, municipal and provincial governments were invited to support and/or participate in the organization of local events designed to commemorate the War of 1812.

## **2.4. Secretariat Resources**

PCH was allocated \$17.8 million in new funding by the Government of Canada over a period of three years, extending from 2011-12 to 2013-14 to support Secretariat expenditures. Budgeted costs for the work of the Secretariat are described in the table

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<sup>12</sup> Other members were: Parks Canada, Atlantic Canada Opportunity Agency, Canada Economic Development Agency for Quebec Regions, Canada Post, Canadian Immigration Commission, Federal Economic Development Agency for Southern Ontario, Foreign Affairs and International Trade Canada, Aboriginal Affairs and Northern Development Canada, Industry Canada, Library and Archives Canada, Canadian Museum of Civilization, Canadian War Museum, National Capital Commission, National Defence, Royal Canadian Mint.

<sup>13</sup> In Ontario, the provincial government set up and funded regional coordination groups for the duration of the commemorations (three years). Ontario was apparently the only province to do so.

below<sup>14</sup>. As shown in Table 2, Gs&Cs accounted for more than 60 percent (\$11.5 million) of the budget.<sup>15</sup>

**Table 2 : Detailed Budgeted Cost for the Secretariat, 2010-11 to 2014-15  
(\$ Canadian dollars)**

Budget Breakdown	2010-11	2011-12	2012-13	2013-14	2014-15	Total
A. Employee Salaries	\$0	\$539 963	\$548 060	\$187 558	\$0	\$1 275 581
B. Employee Benefits - 20%	\$0	\$107 993	\$109 612	\$37 512	\$0	\$255 117
C. Operating and Maintenance	\$0	\$1 798 849	\$2 263 080	\$541 547	\$0	\$4 603 476
D. Total Vote 1	\$0	\$2 446 805	\$2 920 752	\$766 617	\$0	\$6 134 174
E. Grants	\$0	\$0	\$500 000	\$300 000	\$0	\$800 000
F. Contributions	\$0	\$2 500 000	\$4 500 000	\$3 700 000	\$0	\$10 700 000
G. Total Vote 5 (Gs&Cs)	\$0	\$2 500 000	\$5 000 000	\$4 000 000	\$0	\$11 500 000
H. Total (Vote 1+Vote 5)	\$0	\$4 946 805	\$7 920 752	\$4 766 617	\$0	\$17 634 174

Data source: Financial Management Branch

<sup>14</sup> Office leasing costs (PWGSC) of \$165,826 were directly allocated to PWGSC, therefore they do not appear in the budgeted amount.

<sup>15</sup> A total amount of \$2 million was budgeted for the planning and construction of the National War of 1812 Monument on Parliament Hill, as part of Vote 1 spending.

## 3. Evaluation Methodology

### 3.1. Evaluation Scope, Timing and Quality Control

#### Evaluation Scope and Focus

The evaluation's objective is to provide credible and neutral information on the performance (including effectiveness, economy and efficiency) of the Secretariat's activities during its lifespan, (from 2011-12 to 2013-14), which involved a total estimated expenditure of \$17.8 million<sup>16</sup>. The evaluation is also focused on lessons learned from the 1812 Commemoration initiative that could inform the planning and implementation of similar events in the future, as well as good practices that were identified during the review of other core evaluation issues.

The evaluation meets PCH accountability requirements, in fulfillment of the Minister of Canadian Heritage's obligation to report on results of the 1812 Commemoration initiative, following the terms of an agreement with the TBS that required PCH to evaluate its own commemorative activities (as supported by the Secretariat), as well as all related outcomes. The study was also conducted to meet the requirement that G&C programs be evaluated in accordance with the *Financial Administration Act*.

In line with the 2009 TBS *Policy on Evaluation*, the evaluation is focused on two core performance issues (i.e., effectiveness and demonstration of efficiency and economy), while also presenting some evidence on the relevance of the 1812 Commemoration initiative (see details in Table 3, below).

#### Timing

The evaluation of the 1812 Commemoration initiative was conducted between February 2014 and March 2015, under the overall direction of ESD. The findings from this evaluation will feed into the next evaluation of the CCP, scheduled to take place in 2016-17<sup>17</sup>.

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<sup>16</sup> As previously stated, a total amount of \$2 million was budgeted for the planning and construction of the National War of 1812 Monument. As work on the monument and corresponding expenses were not completed at the time of assessment, the monument was not considered in this evaluation.

<sup>17</sup> Two evaluations of the CCP were performed in recent years, both leading to a decision to renew funding for this program. Firstly, in 2007-08, a summative evaluation recommended addressing the need to improve performance information, to extend the reach of and better target promotional activities, and to increase and broaden partnerships and outreach activities. Secondly, in 2011-12, an evaluation made the single recommendation, to review and adjust the Poster Challenge initiative, in order to increase its reach.

## Quality Control

The quality of the evaluation was monitored through several measures: the Terms of Reference for the evaluation were approved by PCH's Integrated Planning, Performance Measurement and Evaluation Committee and senior-level ESD staff conducted the planning of the evaluation.

All information-gathering work associated with the evaluation's three lines of evidence (discussed in Section 3.3.2) was handled by ESD. This led to the preparation of three distinct technical reports. Working from these reports, a private consulting company was entrusted with the review and triangulation of all evidence at hand and the drafting of an evaluation report. Preliminary findings and potential recommendations were identified by the consultants and discussed with representatives from ESD and the concerned program branch management (Director General level) at PCH. The consultants and the ESD team held regular meetings to clear up any misconceptions, to correct any errors and to ensure the overall quality of analysis upon which the evaluation report is based. Moreover, regular meetings were held with an Evaluation Working Group made up of senior staff, managers and representatives of both ESD and the Secretariat, who helped ensure the quality of analyses.

### 3.2. Evaluation Questions by Issue Area

The evaluation addresses performance core areas as outlined in the TBS *Directive on the Evaluation Function* (2009). The evaluation also looked at lessons learned for similar type projects.

The evaluation questions and associated indicators were selected on the basis of a logic model for the 1812 Commemoration initiative Secretariat. This evaluation framework was defined by ESD and approved by the Evaluation Working Group. The issues and questions addressed in the evaluation are outlined in Table 3 and further detailed in Appendix B.

**Table 3: Overview of Evaluation Issues and Questions**

Issues	Questions
<b>Relevance</b>	
Given the nature of the 1812 Commemoration, the relevance issue was addressed through reference to official documents only. The evaluation framework featured no specific question on relevance.	
<b>Performance – Effectiveness</b>	
Achievement of expected immediate outcomes	To what extent were opportunities to participate in activities and events offered? To what extent did commemorations have pan-Canadian reach?
Achievement of expected intermediate outcome	To what extent did Canadians participate in commemoration activities and events?
Achievement of expected ultimate outcome (see note 1)	To what extent do Canadians have an increased awareness or their history as it relates to the War of 1812?
Other effectiveness issues	Have there been any positive or negative unexpected outcomes or impacts from the 1812 Commemoration? To what extent did the 1812 Commemoration outputs contribute to the achievement of the intended outcomes?
<b>Performance – Demonstration of Efficiency and Economy</b>	
Operational efficiency (see note 2)	To what extent were the 1812 Commemoration outputs produced with the given amount of resources?
Economy	To what extent were the 1812 Commemoration resources optimized while maintaining appropriate quantity, quality and timeliness?
<b>Other</b>	
Lessons learned	What good practices and lessons can be learned from the design and delivery of the 1812 Commemoration?
<p>Notes:</p> <ol style="list-style-type: none"> <li>1. The evaluation paid limited attention to the achievement of the initiative’s ultimate outcome, as the latter would have been difficult to assess in the absence of public opinion research. The degree of achievement of this outcome should be further addressed in the evaluation of the CCP, scheduled for 2016-17.</li> <li>2. “Efficiency” is defined as the extent to which resources are used, such that a greater level of output is produced with the same level of input, or a lower level of input is used to produce the same level of output. The “level” of input and output could be increases or decreases in quantity, quality or both. “Economy” is defined as minimizing the use of resources. Economy is achieved when the cost of resources used approximates the minimum amount of resources needed to achieve expected outcomes (Source: Treasury Board Secretariat. <i>Policy on Evaluation</i>. [N.p.] Government of Canada, 2009 (last modified in April 2012). Available online at &lt;<a href="http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=15024">http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=15024</a>&gt;, accessed on March 30, 2015.).</li> </ol>	

## 3.3. Evaluation Methods

### 3.3.1. Preliminary Consultation

Before undertaking the evaluation, preliminary discussions were held with program staff involved with the Secretariat. This led to the development of the Terms of Reference for the evaluation, which included a description of the evaluation scope and issues, the methodological approach and the detailed evaluation matrix. The Terms of Reference were approved by PCH's Integrated Planning, Performance Measurement and Evaluation Committee in October 2014.

### 3.3.2. Lines of Evidence

The evaluation included qualitative and quantitative lines of evidence, a mix of primary and secondary data sources and multiple lines of evidence to allow for triangulation. Evidence was first organized and analyzed by core issue, evaluation question and indicator and then consolidated into an overall evidence matrix.

The evaluation methodology incorporated the following three lines of evidence:

- **Document and database review:** A document and database review was conducted between October 2014 and February 2015 and its purpose was to develop a thorough understanding of the 1812 Commemoration initiative. This line of evidence embraced a wide range of material, including: key governmental and ministerial documents; 1812 Commemoration initiative documents (i.e., budgets, yearly allocations/expenditures, communications and outreach materials and integrated business plan); departmental documents (i.e., Program Alignment Architecture, Report on Plans and Priorities and Departmental Performance Reports); CCP-relevant reports (past evaluation reports and technical reports); GoC official documents (Speeches from the Throne and National Commemoration Policy); administrative databases and files; as well as GoC websites/publications and media articles. Appendix D lists documents examined over the course of the evaluation.
- **Key informant interviews (KIIs):** KIIs were conducted between October 2014 and January 2015. Interviews gathered in-depth information including opinions, explanations, examples and factual information on evaluation issues and questions (mainly performance and lessons learned). Key informants were selected on the basis of their involvement, knowledge and experience with the Secretariat. A total of 14 semi-structured interviews were conducted with seven PCH officials, program managers and directors directly implicated in Secretariat activities, two PCH program representatives and five representatives from external stakeholders (i.e., Parks Canada, Aboriginal Affairs and Northern Development Canada, the Niagara 1812 Bicentennial Legacy Council Corporation and the Canadian War Museum).

- **Case studies:** Seven projects were examined in-depth as case studies. These had illustrative value and helped interpret other available data. Funded projects were randomly selected from lists made up of each type of recipient and were not meant to be representative of the 158 projects financed by the 1812 Commemoration Fund. The case studies represented the single source of evidence coming directly from funding recipients and were specifically designed to supplement other lines of evidence used in the evaluation.

### 3.3.3. Methodological Limitations

On the whole, with respect to performance of the 1812 Commemoration initiative, the study drew consistent findings from the review of observations supplied by all three lines of evidence. Nevertheless, when examining the contents of this report, readers should keep in mind the following challenges which were encountered over the course of the evaluation:

- Caution should be exercised in interpreting results, as interviewees from PCH represented the majority of participants in KIIs (n = 9) and there was only a small number of external interviewees (n = 5). This limitation was somewhat mitigated by the fact that interviews were conducted with case study participants.
- Organizations funded and managed by the Secretariat supplied final evaluation reports that contained information of varying quality. Similarly, attendance data on commemorative events and activities (as recorded in the PCH Grants and Contributions Information Management System) were found at times to lack validity and/or reliability. This limitation was somewhat mitigated by the fact that findings from all three lines of evidence were generally consistent.
- Indicators used to measure participation in funded activities were of limited use to assess overall participation in War of 1812 commemorations, as no global target had been set beforehand with regard to the following outcome: “Canadians participate in commemorative activities and events.” As a result, findings associated with achievement of this outcome should be regarded as tentative.
- Finally, as mentioned earlier, the administrative files supplied only limited data to document intermediate outcomes. Nevertheless, exchanges of information between ESD and the Evaluation Working Group allowed mitigating this limitation to some extent.

## 4. Findings – Relevance

The following sections present key information related to relevance.

### Relevance and alignment with GoC/PCH priorities

#### KEY FINDINGS

Official documents fully acknowledged that the War of 1812 is remembered as a significant historical moment that was key to shaping Canadian identity and was therefore worthy of commemoration. The initiative was designed and implemented with a view to strengthening Canadian identity and presenting Canadians from across the country with a unique opportunity to participate in and become more aware of the celebration of a defining moment in Canadian history.

The 1812 Commemoration initiative was both aligned with PCH’s priority to encourage “Canadians to share, express and appreciate their Canadian identity,” and consistent with stated GoC priorities. The 1812 Commemoration initiative was also envisioned as a key event leading toward the celebration of Canada’s 150th anniversary, in 2017.

The evaluation framework had no specific questions on the relevance of the 1812 Commemoration initiative. However, the document and database review was able to supply meaningful information on the latter’s alignment with priorities set by the GoC and by PCH.

The document and database review found evidence that official Government documents fully acknowledged the importance of celebrations and commemorations. Specifically, these documents contained relevant and detailed information on the needs addressed by the CCP, the latter’s alignment with departmental and federal priorities and the legitimacy of the role exercised by this program. Furthermore, both the National Commemoration Policy and Speeches from the Throne in 2010 and 2011 strongly supported the commemoration of the bicentennial of the War of 1812, with statements such as this one:

*“[O]ur Government will engage millions of citizens and strengthen knowledge and pride in Canada by commemorating the bicentennial of the War of 1812, an event that was key to shaping our identity as Canadians and ultimately our existence as a country.”<sup>18</sup>*

According to documents reviewed in support of the most recent evaluation of the CCP, published in 2012, the War of 1812 Commemoration initiative was regarded as a GoC priority. The commemoration of this historical event contributed to fulfilling the federal government’s commitment to “inform and engage Canadians in Canada’s rich heritage and to mark milestone anniversaries that recognize significant events that contributed to

<sup>18</sup> Parliament of Canada. *Speech from the Throne to open the Third Session, Fortieth Parliament of Canada*. [N.p.] Library of Parliament, March 2010. Available online at <<http://www.parl.gc.ca/Parlinfo/Documents/ThroneSpeech/40-3-e.html>>, accessed on March 30, 2015.



building the Canada of today.”<sup>19</sup> Information gathered to inform the same evaluation suggested that CCP commemoration initiatives such as the 1812 Commemoration initiative aligned with the CCP’s objectives. Moreover, the War of 1812 was flagged as a significant and historical milestone, worthy of consideration by the ICC. In addition, the 1812 Commemoration initiative was envisioned as a key event leading towards the celebration of Canada’s 150th anniversary, in 2017. As stated on the *Canada’s Economic Action Plan* website:

*“The Government of Canada’s investment in commemorating the War of 1812 is boosting tourism while allowing Canadians to learn about their history. This is just one of many events that are bringing Canadians together as the country moves closer to Canada’s 150th anniversary in 2017.”*<sup>20</sup>

Over and above these GoC priorities, as mentioned in Section 2.2, the 1812 Commemoration initiative supported the achievement of one of PCH’s strategic objectives, namely that “Canadians share, express and appreciate their Canadian identity.” The 1812 Commemoration initiative also became a horizontal initiative delivered through the activities of various organizations, federal and provincial governments in 2011-12, 2012-13 and 2013-14. As such, its main objective was to present Canadians from across the country with a unique opportunity to participate in national and local efforts to commemorate a defining moment in Canada’s history.

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<sup>19</sup> *Document review for the Evaluation of Bicentennial Commemoration of the War of 1812, Draft Technical Report.* [N.p.] [PCH] February 2015.

<sup>20</sup> Canada’s Economic Action Plan. *Commemorations for the Bicentennial of the War of 1812.* [N.p.] Government of Canada [N.d.]. Available online at <<http://actionplan.gc.ca/en/initiative/commemorations-bicentennial-war-1812>>, accessed on March 30, 2015.

## 5. Findings – Performance

### 5.1. Core Issue: Achievement of Expected Outcomes

The following sections present evaluation findings on the performance of the Secretariat, in terms of effectiveness.

#### To what extent were opportunities to participate in activities and events offered?

##### KEY FINDINGS

Evidence from the document and database review, the KIIs and the case studies suggested that the 1812 Commemoration Fund managed by the Secretariat offered recipient organizations and targeted audiences numerous and diversified opportunities to participate in the bicentennial commemoration of the War of 1812.

Sources indicated that G&Cs projects were effectively managed and that this component of the 1812 Commemoration initiative was instrumental in supporting projects which promoted Canadians' involvement in commemorative activities.

#### Effectiveness of the 1812 Commemoration Fund managed by the Secretariat

In line with its mandate, PCH had the responsibility to lead and coordinate efforts to commemorate the 1812 Commemoration on behalf of the GoC. One of these key undertakings was the creation of the 1812 Commemoration Fund, managed by the Secretariat. This special 1812 Commemoration Fund, with a budget of \$11.5 million for three years, was created to support community-based projects across Canada. Evidence from the document and database review found that between 2011-12 and 2013-14, the Secretariat funded a total of 158 commemoration projects (through 102 contributions and 56 grants), a far greater number than the initial target of support for 100 projects across Canada.

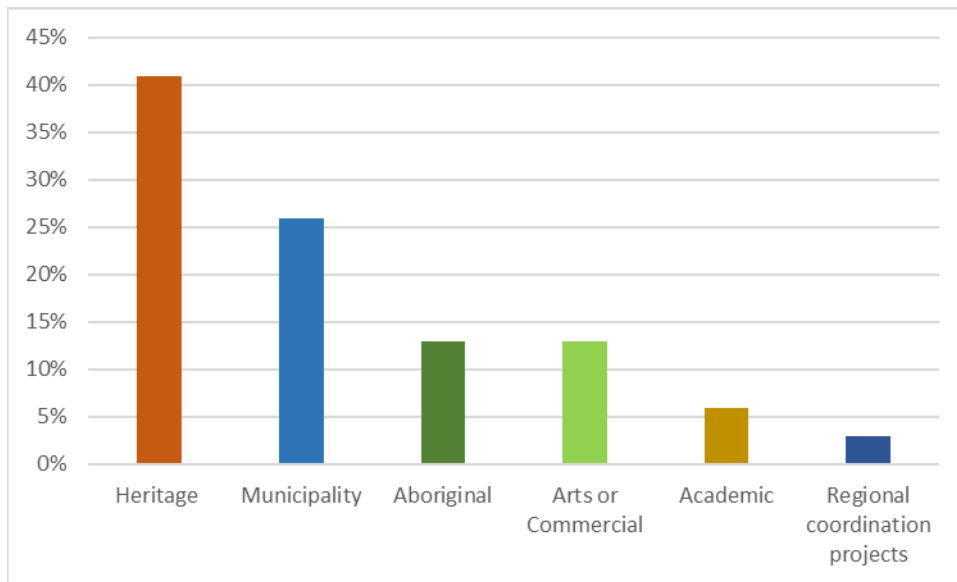
The document and database review found that projects funded through the 1812 Commemoration Fund could be divided into 11 categories.<sup>21</sup> Of all the funded projects, 52 dealt with learning materials or activities, 36 with exhibits, 34 with historical re-enactments, 30 with commemoratives activities and events, 28 with theatrical or musical performances, 18 with plaques and monuments, 13 with education website, 7 with interpretive programming and tours, 7 with large-scale artwork projects or contests, 6 with documentary films and 5 with ceremonies for site dedications.

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<sup>21</sup> These categories were: commemorative activities and events; historical re-enactments; exhibits; plaques and monuments; ceremonies for site dedications; interpretive programming and tours; documentary films; learning materials; educational websites; theatrical or musical performances; and large-scale artwork projects or contests.

Six primary types of organizations received funding in support of G&C projects funded by the Secretariat.<sup>22</sup> An analysis of trends in the number of G&C projects funded by PCH and delivered by these stakeholders from 2011-12 to 2013-14 revealed that almost half of all recipients were heritage organizations (41 percent). Other recipients included municipalities (26 percent), Aboriginal groups (13 percent), arts or commercial organizations (13 percent), academic groups (6 percent) and regional coordination bodies (3 percent).

**Figure 2: Types of organizations that received funding from the Secretariat**



Source: GCIMS, 2014-15  
Data compiled and graph prepared by ESD, May 2015

At least one third of all projects included an explicit learning component, either in the form of learning materials or activities—including educational resources for students (e.g., history lessons and classes) or learning activities for youth and/or the general public (e.g., conferences, workshops, articles, magazines and history books).

The KIIs found that sources agreed that Canadians had been offered numerous, diversified opportunities to participate in commemoration activities. As mentioned by one participant in the interviews, there was “a great public appetite for history commemorations, higher than anyone had ever anticipated.”

Three of the cases studies included projects that involved researching and writing new history to add to the existing narrative.

<sup>22</sup> These were: heritage organizations (i.e., non-profit history and military organizations and museums); municipalities (i.e., provincial bodies, municipalities and municipally-sponsored festivals); Aboriginal groups (i.e. Aboriginal businesses and organizations); arts or commercial organizations (i.e., non-profit performing arts organizations and private businesses); academic groups (i.e., universities and school boards); and regional coordination projects (i.e., the Niagara 1812 Bicentennial Legacy Council Corporation in Ontario, and the St. John River Heritage Corridor in New Brunswick).

The vast majority of participants in the KIIs shared the view that G&C projects supported by the 1812 Commemoration Fund had been effectively managed and that this component of the initiative was instrumental in supporting projects which promoted Canadians' involvement in commemorative activities, especially seeing that the initial target (i.e., the number of G&C projects supported across Canada) had been largely exceeded. Moreover, other programs at PCH had supplied incremental funding as well, in support of an additional 62 G&C projects dealing with the commemoration of the War of 1812.

The document and database review supplied evidence that a triage committee (made up of program officers from PCH) was set up in the early stages of the 1812 Commemoration initiative and that its main functions were to review Expression of Interest (EOI) applications sent by potential recipients and to determine which PCH programs or regional offices would be best suited to support these projects. This triage committee held five meetings in all (i.e., three in November 2011 and two at the beginning of 2012).

The EOI form was designed as a tool to give immediate feedback to an applicant and reduce the number of ineligible full-length applications. The EOI allowed program officers to advise prospective clients before they spent time on a lengthy proposal. Ineligible activities were identified immediately, which led to better formal applications. According to key informants, EOIs were useful tools allowing prompt feedback to better orient prospective clients' choice of projects to be prioritized.

Although evidence shows that the EOI tool worked as intended, information suggests that the triage approach did not quite work as anticipated. A key informant from PCH stated that the 1812 Commemoration Fund was originally established as a clearing house to retain the small number of applications that it was anticipated could not be accommodated by other programs. This role did not materialise, however, as the Fund ended up accepting 95 percent of project applications received. According to PCH staff interviewed for the evaluation, this occurred because while the Fund used CCP Terms and Conditions that were broad and flexible in nature, applications were often not timed with the intake cycles of other programs. In hindsight, it would have been better if the 1812 Commemoration Fund had been created as a stand-alone fund, intended to handle the majority of projects related to commemoration of the War of 1812.

## **Success Factors**

In the KIIs, PCH staff and representatives from external stakeholders identified a number of success factors relevant to the Secretariat's ability to manage G&Cs. These included: latitude and flexibility in the development of operational policies to expedite approval processes; interdisciplinary expertise and knowledge of the Secretariat team; and effective assessment tools designed to speed up procedures, such as "expression of interest" (EOI) forms. Furthermore, by tapping into existing regional and national networks to announce the launch of the 1812 Commemoration initiative and disseminate information, the Secretariat was able to reach a large number of organizations in short order.

The case studies echo these views regarding the Secretariat's ability to handle G&C projects. All of the projects examined in the case studies gave favourable ratings to various aspects of services delivered by the Secretariat. Timeliness of application processing got the lowest mark (i.e., 3.7 out of 5), whereas personal services received from the Secretariat got the highest (4.5 out of 5).<sup>23</sup>

## Challenges

One challenge mentioned by several sources participating in the KIIs was the delayed launch of the 1812 Commemoration initiative, in the fall of 2012, which left very little time to allocate \$2.5 million to support projects and distribute promotional items. This situation had a "snowball effect" on the front-line program officers' workload and this effect did not subside until the next fiscal year. Another challenge mentioned by one participant in the interviews, had to do with the responsibilities and level of engagement of different PCH programs in the management of G&Cs. Finally, recipient organizations described the timeliness of application processing as a challenge.

### To what extent did the commemorations have pan-Canadian reach?

#### KEY FINDINGS

While a large number of funded activities took place in Ontario, the 1812 Commemoration initiative extended outreach activities to almost all provinces, thus providing increased opportunities to engage the Canadian public and target audiences in activities and events related to the commemoration of the War of 1812.

A variety of promotional and learning tools were created and distributed across Canada, to a wide clientele including schools, regional groups, community-based and federal organizations, municipalities and national historic sites. The website appeared to be an important mechanism to promote War of 1812 commemorative events and to boost Canadians' awareness of this historical event.

The Secretariat's coordination efforts were praised, as it acted as a positive and consistent enabler which facilitated direct communications and exchanges of information among organizations, leading to the development of useful partnerships. Working groups were considered useful mechanisms to keep abreast of various funded activities, leverage and cross-promote activities and to keep members of Parliament informed on 1812 Commemoration activities. It is generally agreed that one key factor in the success of coordination efforts lay in the tools developed by the Secretariat (e.g., calendar, list of activities, etc.) to keep members of the IWG up-to-date.

<sup>23</sup> Department of Canadian Heritage. *Evaluation of the Commemoration of the War of 1812. Case Studies, Technical Report*. [N.p.] ESD, January 2015.

## **Effectiveness of the Awareness Activities and Initiatives led by the Secretariat to Achieve Pan-Canadian Reach**

To achieve pan-Canadian reach,<sup>24</sup> the Secretariat implemented an integrated strategy that included funding for a series of awareness activities and projects, a stand-alone GoC War of 1812 website, a mobile application, an advertising campaign (not included in the \$17.8 million budget earmarked for the 1812 Commemoration initiative) and the development of educational tools and communications products distributed across Canada. Complementary products (i.e., promotional or educational materials) developed by PCH were to be issued to schools, 1812 regional groups, community-based organizations, federal organizations, municipalities and national historic sites. These education tools and communication products were expected to act as catalysts to encourage Canadians to look for further resources and information by going on the Web. Products featuring components of visual identity were also to be distributed across Canada at national events and other federal activities.

A comprehensive GoC website dedicated to the War of 1812 was developed to act as the primary source of information on this historical event.<sup>25</sup> The website featured historical information, photos, videos, a resource centre with lesson plans for teachers, a detailed historical timeline of the War of 1812, a media centre with news releases and a photo gallery, as well as a message from the Prime Minister. The website had a mobile site, two mobile applications and social media features (i.e., YouTube, Twitter, Flickr and Facebook) and provided links to various web pages dealing with the War of 1812, including pages set up by other federal organizations, by 1812 regional groups and by other credible sources. A total of 696,464 visits were reported on the <[1812.gc.ca](http://1812.gc.ca)> website for the period between May 2012 and December 31, 2014.

Evidence from both the KIIs and the document and database review found that awareness-building activities led by the Secretariat, efforts to manage G&Cs and efforts to exercise a coordination role on behalf of the GoC, all contributed to the 1812 Commemoration having a pan-Canadian reach. Specifically, more than half of all commemoration activities and events funded by the Secretariat through Gs&Cs took place in Ontario (63 percent), which is hardly surprising as it was the geographic location of many events in the War of 1812.<sup>26</sup> Fifteen percent of G&C funded commemoration activities were held in Atlantic Canada and 14 percent were held in Quebec. Other G&C funded activities occurred in Western Canada (8 percent) (figure 3).

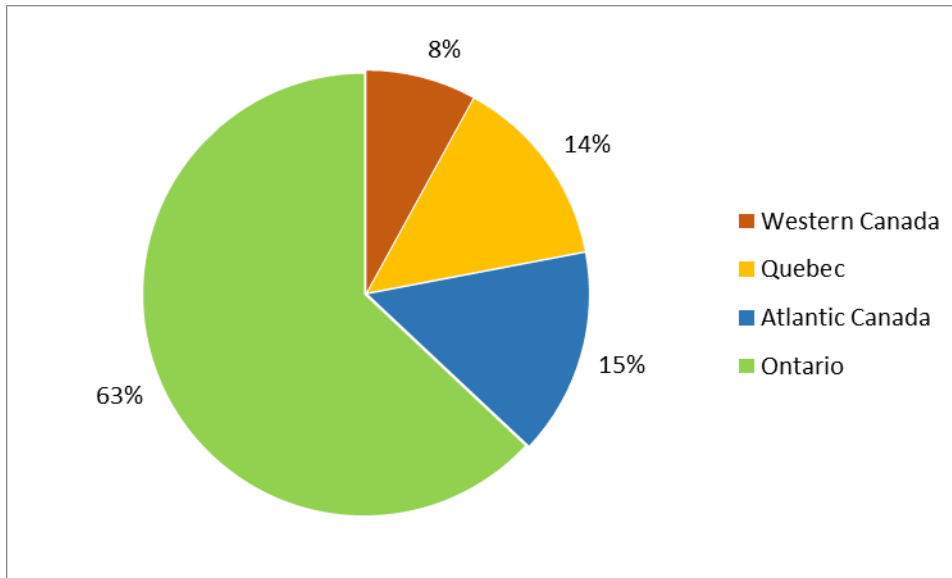
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<sup>24</sup> One of the means by which the 1812 Commemoration initiative was supposed to achieve pan-Canadian reach was through support for national awareness-building efforts designed: to educate Canadians on the important contribution made by Aboriginal, Black, English- and French-speaking early Canadians, as well as their influence on the outcome of the War of 1812; and to encourage Canadians to commemorate the 200th anniversary of the War of 1812, and to look for further information by visiting dedicated online resources.

<sup>25</sup> See English version at <<http://1812.gc.ca>>

<sup>26</sup> The War of 1812 took place mostly in what is now Ontario, especially around the Niagara Region, although battles were also fought in Southern Quebec, and some activities occurred on the East Coast as well.

**Figure 3: Distribution of G&C funded projects, by Canadian region**



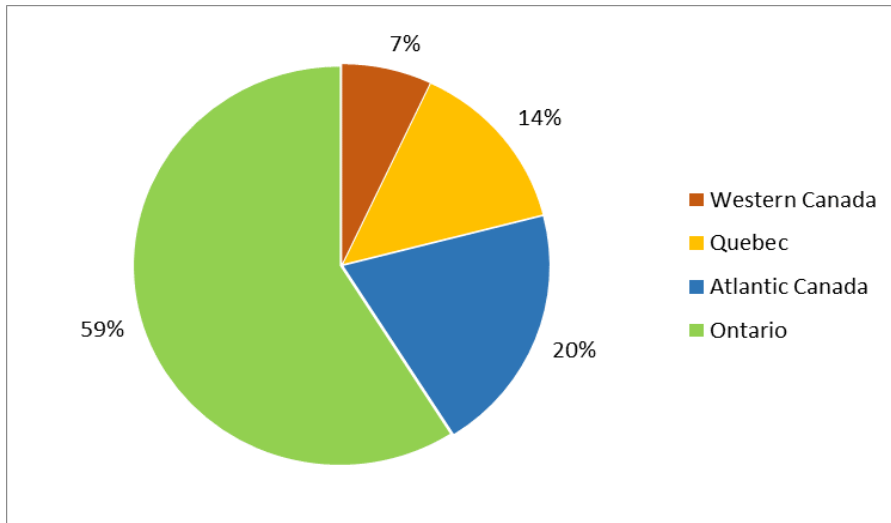
Source: GCIMS, 2014-15

Data compiled and graph prepared by ESD, May 2015

The evaluation found slight differences between the location of recipients (above figures) and the location of actual events and activities, due to the fact that some recipient organizations hosted activities outside of their province of residence. For instance, some recipient organizations located in NB held G&C funded activities in Ontario and Quebec.

Therefore, a review of data showed that 59 percent of all G&C funds supplied by the Secretariat went to support 100 G&C funded projects developed by Ontario recipient organizations, 20 percent of the G&C funds went to support 23 projects carried out by Atlantic Canada recipient organizations, while 8 percent went to support 13 projects carried out by Western Canadian recipient organizations. Quebec recipient organizations spent all of their G&C funds in their respective province (14 percent) to support 22 G&C funded projects.

**Figure 4: Distribution of G&C recipient organizations, by Canadian region**



Source: GCIMS, 2014-15  
Data compiled and graph prepared by ESD, May 2015

With respect to distribution of promotional or educational materials, the document and database review reported the following:

- The Secretariat distributed a wide range of promotional materials, including 124,000 pins, 100,000 tattoos, 125,000 stickers, 360,000 postcards in both official languages and 3,050 media kit folders;
- A total of 20,000 junior schools and high schools across Canada received an education mail-out package containing a series of 25 lesson plans in English or French (Grade 5 and Grades 7 to 9), in both electronic and print format, as well as educational tools for teachers (i.e., lesson templates, books, research, workshops and other teaching materials). The expertise of historians, educators and other key experts was sought to develop learning content from current histories such as: War of 1812 pamphlets and posters depicting heroes and heroines of the War of 1812 and describing major battles fought during this chapter of Canadian history.

According to PCH staff participating in the KIIs, the Secretariat's awareness activities played a significant part in ensuring that commemorations had a pan-Canadian reach. Several participants in the interviews underlined that most Canadians were unaware of the War of 1812 before the commemorations began. One participant added that this historical event was taught as part of the school curriculum in Ontario, but not in other provinces, where little was known about it before the 1812 Commemoration initiative was launched.

Some participants in the KIIs argued that the timing of the launch of the national advertising campaign (i.e., during the 2012 Summer Olympics Games) was instrumental in building national awareness about the War of 1812.<sup>27</sup> Others declared that the campaign left few

<sup>27</sup> An assessment of this campaign, in October 2012, revealed that over half of respondents (55 percent) recalled



people indifferent, with some Canadians believing this was an important event and applauding the GoC for the commemorations and others believing that it was inappropriate for government to spend money on such an event. Finally, one participant in the interviews commented that the outcome of this engagement, whether positive or negative, was a general rise in awareness of the War of 1812.

Based on the opinions voiced by participants in the KIIs, the website was an important mechanism in promoting the 1812 Commemoration and boosting Canadian awareness. Some interviewees from PCH pointed out that the website's content had been validated by a panel of historians and that each federal department or agency involved in promoting and funding related activities could use the site to keep the public informed. Evidence from the KIIs suggested that approximately one million Canadians from all over the country were directly exposed to commemoration activities and events.<sup>28</sup> Several informants participating in the interviews said this had contributed to Canadians having a deeper knowledge of moments and events associated with the history of the War of 1812.

While a large number of funded activities took place in Ontario and Quebec, meaningful events were also organized in the Western Canada and in Atlantic Canada. Evidence from the document and database review also highlighted the success of the 1812 Commemoration initiative at raising interest from Aboriginal Canadians (i.e., 9 percent of all projects funded were from Aboriginal organizations).

The KIIs found that opinions on the effectiveness of efforts to promote national awareness varied among PCH staff and representatives from external stakeholders. A number of PCH interviewees said that the Secretariat did "better than expected" in ensuring a pan-Canadian reach for the commemorations. It was anticipated that the 1812 Commemoration would be most relevant to Canadians living in the Niagara Region of Ontario and, to some extent, in Southwestern Quebec, because these were the regions where the War of 1812 was largely fought. Ultimately, however, the commemorations raised awareness of the broader significance of this conflict for Canadians in other parts of the country as well. In Atlantic Canada, the commemorations raised awareness of the story of privateering during the War of 1812. In Western Canada, the commemorations illustrated the connection between the War of 1812 and the fur trade economy, as well as struggles over territory between the British and Americans in the West. Ultimately, some of the best projects supported by the 1812 Commemoration Fund raised awareness of these lesser known stories.

Representatives from external stakeholders interviewed for the evaluation also indicated that some areas of the country took more interest than others in the 1812 Commemoration

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being exposed to some form of advertising regarding the War of 1812. Awareness increased with age, ranging between 41 percent among 18-34 year olds, to 68 percent among those ages 55+. Respondents were generally positive about the performance of the GoC, with 35 percent reacting positively to efforts to inform Canadians about the War of 1812, and 38 percent reacting positively to efforts to provide information to the public in general. Furthermore, 45 percent of respondents felt positive about the overall performance of the GoC. Source: TNS Canadian Facts Inc. *Assessing the Commemoration of the War of 1812 Advertising Campaign. Advertising Campaign Evaluation Tool (ACET), Survey Methodology Report*. [N.p.] PCH, November 2012.

<sup>28</sup> *Key Informant Interviews. Technical Report for the Evaluation of the Bicentennial Commemoration of the War of 1812*. [N.p.] [PCH] February 2015.

initiative, for obvious reasons. Nonetheless, these same sources agreed that federal agencies with a national presence, such as Parks Canada or Canada Post Corporation, played a significant part in achieving pan-Canadian outreach. For example, some activities funded by the Secretariat were hosted at Parks Canada National Historic Sites spread across Canada. To quote one key informant, “there was an 1812 presence in every park and site of Parks Canada.”

## **Success Factors**

According to PCH staff participating in the KIIs, several factors contributed to promoting national awareness activities, including: close collaboration with 14 departments and agencies (e.g., Aboriginal Affairs and Northern Development Canada, National Defence and Canadian Forces, Foreign Affairs, Trade and Development Canada, Infrastructure Canada, Canada Post Corporation, Royal Canadian Mint, etc.), the PCH Ontario Regional Office and 9 non-profit War of 1812 umbrella organizations (or regional groups) in Ontario, Quebec, Atlantic and Western Canada that had a good knowledge of communities; the distribution of diversified outreach and promotion materials, using existing networks; and documentation supplied by recipients explaining how their funded activities had helped raise awareness.

## **Challenges**

According to key informants from PCH, the primary obstacle to promoting national awareness was the negative response from a segment of the Canadian public, especially with respect to the television advertising campaign.

## **Effectiveness of GoC Coordination Activities led by the Secretariat**

At the GoC level, it is part of PCH’s mandate to foster a strengthened sense of what it means to be a part of the Canadian community and, as a result, the Department is heavily involved in securing Canadian culture. PCH provides Canadians with opportunities to share their stories, to learn and to understand more about one another, to get involved in nation building and to recognize and celebrate Canadian achievements and the commemoration of historical events. Distinct and vital contributions to the commemoration of Canadian history and Canadian heritage are also made by several other federal departments, boards and agencies.

The *National Commemoration Policy* was introduced in 2002 and one of its priorities since has been the establishment of a forum to support the consideration and coordination of a broad range of commemoration activities across Canada. This led to the formal creation of the ICC whose mandate encompasses the initiation and implementation of 1812 Commemoration projects.<sup>29</sup> The ICC consists of delegates from 26 different federal

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<sup>29</sup> The ICC was created before the Secretariat, and still exists to this day. Its primary function is to promote interdepartmental coordination for GoC commemoration activities.

organizations and its primary function is to promote interdepartmental coordination for GoC commemoration activities.<sup>30</sup>

Evidence from document and database review and from the KIIs indicated that PCH was mandated to act as a focal point for the GoC War of 1812 commemorations; and to promote leadership and coordination to stimulate federal departments and agencies' involvement in the 1812 Commemoration initiative, while increasing awareness and appreciation of the importance of the War of 1812 on the evolution of Canada.

As mentioned in Section 2.3, the document and database review found that the ICC created the IWG, consisting of 25 delegates from 14 departments and agencies. This secretariat became a very effective mechanism for enriching existing War of 1812 themes during the planning phase. Both PCH staff and representatives from external stakeholders participating in the KIIs indicated that the IWG provided an effective means of transmitting and receiving updates from federal organizations concerning the planning and implementation of relevant activities. Representatives from external stakeholders also said that the IWG brought together a core group of organizations whose mandates were closely tied to the current commemoration and whose contributions were timely and valuable.

Evidence from the evaluation suggested that the 1812 Commemoration was not always seen as a priority by the Departments and agencies involved. As a result, it was often challenging to obtain timely information on related efforts and investments in the early stage of the commemoration.

PCH staff interviewed for the evaluation said the IWG was a useful mechanism to: keep abreast of various funded activities; leverage and cross-promote activities and keep members of Parliament informed of 1812 Commemoration activities. The vast majority of these sources (as well as representatives from external stakeholders) agreed that one of the key factors in the success of coordination efforts lay in the tools (e.g., calendar, list of activities, etc.) developed by the Secretariat to keep members of the IWG up-to-date.

In the KIIs, both PCH staff and representatives from external stakeholders said that partnerships established between the Secretariat and portfolio agencies within PCH and other federal agencies increased the opportunities for Canadians to participate in 1812 Commemoration activities and events.

Evidence from the KIIs suggested that interesting partnerships were initiated between the Secretariat and Parks Canada, resulting in shared efforts to create 1812 Commemoration activities and events, such as promotional videos that travelled across Canada. In addition, PCH-funded activities took place at National Historic Sites managed by Parks Canada. Some PCH informants also regarded portfolio agencies within PCH as important partners. For instance, the Canadian War Museum organized an exhibit in Ottawa and a touring exhibit across the country, which created opportunities for Canadians to visit War of 1812 exhibits.

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<sup>30</sup> *National Commemoration Policy*. [N.p.] [n.d.].

Other participants in the KIIs pointed out that the Secretariat supplied strategic information and advice to members of the IWG. Another source even said that “without PCH’s contribution, we would have been practically and strategically more limited.”

Representatives from external stakeholders participating in the KIIs voiced high levels of satisfaction with coordination efforts made by the Secretariat. These sources underlined the importance of the Secretariat’s support in facilitating contacts and praised the Secretariat for keeping them continuously briefed by means of an information-sharing system spanning the various partners. Such contributions encouraged the federal departments and agencies’ participation in the 1812 Commemoration initiative. Representatives from external stakeholders also underlined the critical role played by the Secretariat as facilitator between federal departments and agencies that otherwise would not have had the possibility of working together. For instance, the Secretariat facilitated the creation of a partnership between the Department of National Defence and Aboriginal Affairs and Northern Development Canada. The national campaign also benefitted from a partnership between Parks Canada and local First Nations who were invited to share their stories on Park Canada sites. This partnership gave an opportunity to deepen relations with Aboriginals and, to quote a participant in the KIIs, to “work with them to make their stories better known.”

### **Success Factors**

Besides good communications between IWG members, PCH interviewees identified various success factors that facilitated the coordination of GoC participation. These include the tools that were developed (e.g., calendar, list of activities, etc.) to keep members “always informed about what was happening on the ground,” and to be able “to brief up and have accurate information.” The IWG also acted as a forum to share promotional materials, as PCH was not the only department creating such materials with respect to the War of 1812.

Representatives from external stakeholders participating in the KIIs agreed that the single most important factor in the successful coordination of federal departments and agencies’ interventions was the effectiveness of the PCH team. Members of this team were “positive and consistent enablers” who facilitated direct communications between organizations that would have normally not spoken to each other. Representatives of external stakeholders also commented on the team’s openness which was instrumental in creating a collaborative working environment.

### **Challenges**

With respect to GoC coordination, evidence from the evaluation suggested that the following challenges occurred over the course of the 1812 Commemoration activities:

- Some departments and agencies had little interest in the early planning stages of the commemoration activities.
- One participant in the KIIs indicated that challenges raised in coordinating GoC participation were not much different from challenges usually encountered in any

government initiative involving multiple parties and during which membership may fluctuate. To quote this source:

*“[O]ne of the challenges was insuring that people were providing us with the most timely information. There were some examples when we may not have been aware that a particular announcement was happening, but I think this is common when you have several federal organizations involved.”<sup>31</sup>*

- Another challenge related to uneven enthusiasm for being a part of 1812 Commemorations among GoC stakeholders. To quote one participant in the KIIs, “there is participation and there is enthusiastic participation!”

### To what extent did Canadians participate in commemoration activities and events?

#### KEY FINDING

Although reporting requirements were in place, constraints prevented the Secretariat from compiling and reporting reliable data on the actual number of Canadians who participated in commemoration activities and events.

Some sources (i.e. DPR) claimed that projects funded by the 1812 Commemoration Fund reached at least one million Canadians. Part of this was achieved through existing events that attracted big crowds. However, several activities involving small communities that had played a direct part in the War of 1812 and that identify with these historical events were also very successful, in terms of participation and momentum building. The Secretariat reported however that some other events were less popular than anticipated.

The document and database review found that, other than claims made in 2012-2013 that the special 1812 Commemoration Fund had “reached an estimated 936,000 Canadians,”<sup>32</sup> no evidence can be found of attempts to come up with a more exact figure in Departmental Performance Reports published by PCH. Instead, the Secretariat decided to report more broadly on the number of projects funded across Canada.

The Secretariat thought this statement was justified, as large-scale projects such as the Tall Ships 1812 Tour,<sup>33</sup> had alone reached over one million people.<sup>34</sup>

<sup>31</sup> *Key Informant Interviews. Technical Report for the Evaluation of the Bicentennial Commemoration of the War of 1812.* [N.p.] [PCH] February 2015.

<sup>32</sup> Department of Canadian Heritage. *Departmental Performance Report, Horizontal Initiatives.* [N.p.] Government of Canada, 2012-13. Available online at <<http://www.pch.gc.ca/eng/1312568647473>>, accessed on March 29, 2015.

<sup>33</sup> The Tall Ships® 1812 Tour visited sixteen ports on the Great Lakes to commemorate the Bicentennial of the War of 1812 with substantial funding from the Government of Ontario. Sources: <<http://www.sailtraining.org/tallships/2013greatlakes/index.php>> and <<http://www.1812ontario.ca/news/>>.

<sup>34</sup> *Document review for the Evaluation of Bicentennial Commemoration of the War of 1812, Draft Technical Report.* [N.p.] [PCH] February 2015.

Evidence from the KIIs, the document and database review and the case studies suggested that data on the exact number of Canadians who participated in activities funded by the 1812 Commemoration initiative were hard to obtain.<sup>35</sup> The Secretariat chose not to roll-up the number of Canadians who participated in activities and events supported as part of the initiative. This was partly due to inconsistencies in how recipients reported their total reach and lack of evidence supporting reported numbers.<sup>36</sup> It appears that some activities had Canadians participating actively (e.g., re-enactments and museums exhibits), whereas others (e.g., advertising campaign) were more passive approaches to trying to get Canadians involved.

According to some participants in the KIIs, the highest level of reach was achieved through existing events which attracted big crowds. For instance:

- The Toronto Waterfront Festival increased the exposure of a play on the War of 1812 especially created for the occasion. However, the fact that a War of 1812 project was associated with an existing festival did not necessarily mean that people were directly interested in the commemoration aspect.
- In its report on the “Recruiting New Brunswick’s 104th Regiment of Foot” project, the St. John River Society indicated that re-enactment events were accessed by 67,035 people, including more active participation on the part of 40,835 people.

Activities involving small communities that had played a direct part in the War of 1812 and that identified with related historical events were a success, in terms of participation and momentum building.<sup>37</sup> For instance, the Goulbourn Museum—located in Richmond, Ontario, a village founded by War of 1812 veterans—attracted 5,000 visitors. On the other hand, the Ontario Heritage Trust organized an interpretative gallery in Toronto that was supposed to bring in 30,000 visitors, but ended up being nearly always empty.

One participant in the KIIs described the 1812 Commemorations as a perfect example of what the CCP was set up to do, which is to commemorate significant national anniversaries. Specifically, the initiative was deliberately inclusive; all participants, parts and events of the War of 1812 were addressed (e.g., through re-enactments and an exhibit at the Canadian War Museum) and the conflict itself had national significance. Furthermore, the 1812 Commemoration initiative created opportunities for Canadians to participate in a national commemoration and celebrations that helped build a sense of pride and belonging

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<sup>35</sup> One program officer interviewed for the evaluation provided further explanation of the difficulties in determining exact figures for participation. Individual targets could be set for individual projects, and then compared to actual results once the project was completed. However, no global targets could be set for the 1812 Commemoration, as it was not feasible to anticipate the reach of overall commemoration activities. Simply adding up participation across activities would not have yielded useful data, which is why the Secretariat did not make it a priority to compile information on overall participation. Increase in awareness was another indicator that proved unworkable, as third-party delivery organizations were unable to effectively and consistently survey participants about their degree of awareness. This constraint prevented the Secretariat from using data it collected on this indicator in a statistically valid way.

<sup>36</sup> Some organizations reported both targets and attained populations, but without indicating any methodology in support of their data.

<sup>37</sup> Three of the seven case studies reviewed by the evaluation involved successful activities held in small communities that identified with historical events associated with the War of 1812.

to Canada, which, to quote this source, represented “the very nature of the G&C component.”

Evidence from the KIIs, the document and database review and the case studies suggests that several indicators selected to measure participation were inadequate. Global targets for participation were not established, since it was not possible to anticipate the reach of the overall commemoration. The Secretariat also found it impossible to make a meaningful distinction between access and active participation in activities, so data were aggregated for both. Increase in awareness was another indicator that proved unworkable, as recipient organizations were unable to effectively and consistently survey participants about their degree of awareness. However, based on the information gathered, even though reach could not be measured adequately, opportunities offered by the 1812 Commemoration Fund and outreach activities and events led by the Secretariat did foster the participation of Canadians to the 1812 commemoration activities

**To what extent do Canadians have an increased awareness or their history as it relates to the War of 1812?**

**KEY FINDING**

The evaluation found limited evidence, in the case studies, that a number of Canadians participating in commemorating events and activities had developed an increased awareness or their history as it relates to the War of 1812.

One of the challenges raised by the promotion of national awareness lies in the fact that awareness levels are difficult to measure in the absence of public opinion research. Nevertheless, in funding G&C projects, the Secretariat focussed on support to learning and education activities that made people participate or that exposed people to Canadian history. Attendance survey results reported in the case studies suggested that a number of Canadians participating in commemoration events had increased their knowledge and understanding of history related to the War of 1812. Furthermore, one case study underlined that commemoration events had greatly increased Canadians’ awareness of the role of Six Nations in the War of 1812.

**Have there been any positive or negative unexpected outcomes or impacts from the 1812 Commemoration?**

**KEY FINDING**

The 1812 Commemoration initiative had numerous unexpected outcomes or impacts, both globally and at the level of individual projects. The vast majority of these outcomes or impacts were positive.

The document and database review and the KIIs identified the following unexpected outcomes or impacts:

- One positive unexpected outcome of the 1812 Commemoration initiative relates to the large number of projects stemming from all over the country, which significantly expanded the initiative’s outreach. To quote one participant in the KIIs, there were “more projects and more of pan-Canadian distribution than initially imagined possible, given the geography of the War”.
- The 1812 Commemoration initiative was an opportunity to create a network of very effective partnerships among PCH programs and between PCH and other federal departments and agencies. This network could prove to be an asset to implement the upcoming celebrations of Canada’s 150th anniversary, in 2017:
  - The 1812 Commemoration initiative generated a strong uptake and engagement response from Aboriginal communities following the conduct in November 2011 of four round tables designed to solicit their engagement. Funding from this initiative allowed Aboriginal communities to research and promote their War of 1812 history, thereby adding their stories to the national narrative on the conflict. This also resulted in an increased awareness of Aboriginal issues in Toronto which was not part of the initiative’s anticipated outcomes.
  - The 1812 Commemoration initiative helped mainstream recipient organizations (including Aboriginal groups) to build stronger mutual engagement. In a more general way, several communities established new partnerships and got to work together for the first time to develop commemoration activities and events that could be regarded as a “kick-off” to celebrations of Canada’s 150th anniversary, in 2017.
  - The IWG allowed the creation of new working relations, which proved to be a positive outcome.

The case studies also identified the following:

- There was some increase in historical tourism in the year following the commemoration of the Battle of Beaverdams by the City of Thorold. Volunteer re-enactors requested a repeat event in which they could participate and that would help neighbouring historic sites increase their profile.
- There was an opportunity to educate visitors at 1812 commemorative events in Ontario about the March of the 104th, as the latter was an aspect of the conflict that appeared to be unknown to them.
- The Six Nations’ 1812 commemoration initiative demonstrated that Canadians are receptive and have an interest in the role that the Six Nations played in the War of 1812. The Six Nations’ desire for solemnity in commemoration events received sympathetic treatment in the local press. An opportunity to present important historical treaty artefacts to the Governor General was scheduled following the commemoration.
- The celebration organized by the Corporation of the City of Brockville attracted far more visitors than anticipated and generated far more revenues than expected for



both the municipality and businesses. A large numbers of families participated and the celebration drew a young crowd.

- The additional research undertaken on the War of 1812 was highly appreciated by the Odyssey Showcase staff of actors and musicians.
- The project sponsored by the Conseil de la Nation Huronne-Wendat led to the discovery of previously unknown 1812 artefacts in the community, including a British cavalry sword that was found in an attic and is now proudly displayed in the First Nation’s museum.

Finally, with respect to negative unexpected outcomes, most interviewees mentioned some negative comments in the media, which criticized costly commemoration events taking place just as the GoC was making massive budget cuts.

## 5.2. Core Issue: Demonstration of Efficiency and Economy

**To what extent were the 1812 Commemoration outputs produced with the given amount of resources? To what extent were the 1812 Commemoration resources optimized while maintaining appropriate quantity, quality and timeliness?**

### KEY FINDINGS

The Secretariat received far more G&C project applications than it had initially anticipated. To address the backlog caused by this situation, the Secretariat had to streamline its processes and add capacity.

The Secretariat also requested and obtained an increase in its G&C envelope. The Secretariat’s staff complement was sufficient to cover operational needs, but access to additional human and financial resources would have been useful to run the 1812 Commemoration initiative more smoothly and further explore networking opportunities.

The quality of Secretariat employees was a crucial factor in the achievement of planned outcomes, especially seeing how small the 1812 Commemoration team was. The Secretariat’s scheduled dismantling created a shortage of resources at the last stages of the initiative.

On the whole, resources were efficiently used and no major differences were seen between budgeted and utilized financial resources allocated to the Secretariat.

### Operational Efficiency

The Secretariat’s resourcing level was based on the assumption that the bicentennial commemoration of the War of 1812 would only generate moderate interest outside Ontario. Thus, 100 funded projects were forecast for the 1812 Commemoration Fund. However, the Secretariat received far more project applications than anticipated which led to the acceptance of 158 requests for G&C project funding. This strong demand outstripped the

capacity of the Secretariat resulting in a temporary back-log of applications in the early stages of the G&C component. According to several key informants, the G&C team could have been larger in the initiative's early stage, "to eliminate some stress." To compensate for insufficient resources at the time, employees worked extra hours during the first fiscal year. The Secretariat responded by streamlining processes and adding capacity. This solution proved to be adequate, as it allowed targets to be met or exceeded while removing the backlog in a timely fashion.

According to PCH staff participating in the KIIs, the Secretariat's staff complement was sufficient to cover operational needs. Specifically, five officers handled a total of 360 applications from which 158 positive funding decisions were made. The workload grew to be heavier than anticipated by the Secretariat, as processing turned out to be more demanding than originally planned and timelines proved to be very tight. One person was added to help with administrative work and one regional resource in Ontario was invited to join the Secretariat (a decision regarded as a high value-added move). However, according to several key informants, a larger team could have been assigned to the G&C team in the early stages of the 1812 Commemoration, in order to make the assessment process timelier. Similarly, the outreach and promotional component would have benefitted from having at least one more person, especially for data collection and reporting duties. As well, when asked for their comments, participants in two of the seven case studies reported that it was difficult to deal with high staff turnover at the Secretariat.

The Secretariat complement was substantially reduced towards the end, as only one officer stayed on board to administer outstanding projects at the closing stages of the 1812 Commemoration Fund. This created a situation where the staff had to maintain the delivery of core services to funding recipients and partners without having access to supplementary operating funds. Given the requirements associated with file closure (i.e., all recipient organizations having to submit a final report and documentation), it may have been more suitable to have all employees remain on board until finalization of the G&C component, in order to take advantage of personnel's knowledge and expertise in their respective projects. Evidence from the KIIs suggested that the quality of Secretariat employees was a crucial factor in the achievement of planned outcomes, especially seeing how small the Secretariat team was. Representatives from external stakeholders participating in the interviews praised the work and leadership of the Secretariat and underlined that its staff did an outstanding job. As one informant put it, "the Secretariat team work[ed] diligently and effectively to communicate and coordinate."

Notwithstanding the above, all representatives from external stakeholders interviewed for the evaluation pointed out that it would have been helpful for the Secretariat to have access to additional human and financial resources, as this would have allowed for more to be done through networking. These informants pointed out that having more staff on board would have perhaps been seen as a costly measure, but would have in fact represented an asset, "considering the multiplying effect of creating networks and ensuring that nothing goes wrong." Furthermore, additional personnel would have helped ensure compliance from funding recipients, with respect to reporting requirements.

## Economy

Table 4 shows that actual expenditures for employee salaries were higher than planned from 2010-11 to 2013-14, while operating and maintenance expenditures remained lower than planned during the same period. Operating and maintenance included expenditures specific to national awareness, community events and commemoration initiatives (such as the War of 1812 Monument). As for Vote 5 expenditures (grants and contributions), there are no major differences between budgeted and actual expenditures<sup>38</sup>. Annex D includes detailed information on the Secretariat expenditures and their variance between 2010-11 and 2014-15<sup>39</sup>.

**Table 4: Planned vs Spent Secretariat Expenditures, 2010-11 to 2014-15**  
(\$ Canadian dollars)

Budget Breakdown	2010-11		2011-12		2012-13		2013-14		2014-15	
	Budgeted	Actual	Budgeted	Actual	Budgeted	Actual	Budgeted	Actual	Budgeted	Actual
A. Employee Salaries	\$0	\$56,562	\$539,963	\$667,844	\$548,060	\$805,610	\$187,558	\$236,396	\$0	\$0
B. Employee Benefits - 20%	\$0	\$11,312	\$107,993	\$133,569	\$109,612	\$161,122	\$37,512	\$47,279	\$0	\$0
C. Operating and Maintenance	\$0	\$21,115	\$1,798,849	\$1,006,780	\$2,263,080	\$625,804	\$541,547	\$411,528	\$0	\$898,450
D. Total Vote 1	\$0	\$88,989	\$2,446,805	\$1,808,193	\$2,920,752	\$1,592,536	\$766,617	\$695,203	\$0	\$898,450
E. Grants	\$0	\$0	\$0	\$141,758	\$500,000	\$474,526	\$300,000	\$302,184	\$0	\$0
F. Contributions	\$0	\$0	\$2,500,000	\$2,334,719	\$4,500,000	\$4,641,507	\$3,700,000	\$3,446,775	\$0	\$0
G. Total Vote 5 (Gs&Cs)	\$0	\$0	\$2,500,000	\$2,476,477	\$5,000,000	\$5,116,033	\$4,000,000	\$3,748,959	\$0	\$0
H. Total (Vote 1 and 5)	\$0	\$88,989	\$4,946,805	\$4,284,670	\$7,920,752	\$6,708,569	\$4,766,617	\$4,444,162	\$0	\$898,450

Data Source: Financial Management Branch

When asked about cost allocations associated with the Secretariat's management, awareness and coordination work, all key informants from PCH replied that, considering the need to maintain quality standards and meet timelines, the Secretariat's activities were adequate to achieve expected results, although some of the funded G&C projects turned out to be more successful than others. According to PCH sources, the Secretariat's strategy was to grant recipients an amount just under what they had requested. From that point, if funding demands exceeded allocations, then only the best project components were retained for funding.

In 2012-13, the Secretariat requested and obtained an increase of \$500,000 in its G&C envelope, to accommodate the unexpectedly large number of applications received by the

<sup>38</sup> An amount of \$200,000 from the 1812 Commemoration Fund was transferred to the PCH G&C Canadian Studies Program (now the Canadian History Fund) to deliver 1812 commemoration activities.

<sup>39</sup> All 'Actual' figures have been taken from SAP under FC: 90221. Transfers of O&M monies to other areas of the department (Canada Day, Capital Experience, CIOB, Legal, Communications, Finance, Evaluation and SSC) per fiscal year are as follows: 11-12 = \$266,877, 12-13 = \$230,197, 13-14 = \$25,453 and 14-15 = \$479,684. O&M surpluses from year 2011-12 and 2012-13 for a total amount of \$1,337,000 were reprofiled internally to 2014-15. Not taken into consideration in the table is the 13 percent Accommodation for the initiative in the amount of \$165,826 which is sent to PWGSC.

1812 Commemoration Fund<sup>40</sup>. These additional financial resources were used to support additional projects, rather than “top up” existing programming. Thus, the Secretariat managed to accommodate demands that were “outstripping [its] resources and the Department had the money.”<sup>41</sup>

Commenting on this approach, several participants in the KIIs pointed out that additional funds could have been allocated to better support some of the commemoration activities and events approved by the Secretariat. Furthermore, even though the Secretariat worked closely with the Governments of Quebec and Ontario, sources argued that additional resources would have been helpful to develop closer partnerships with other provinces and with municipalities.<sup>42</sup>

With respect to complementary funding, one best practice was seen in the fact that other PCH programs delivered funds to organizations also supported by the Secretariat. For instance, in Sault-Ste-Marie, Ontario, the Ermatinger-Clergue National Historic Site was awarded \$1,778,000 by the Cultural Spaces Fund to erect a modern 6,500 sq. ft. interpretative centre and to renovate another building (i.e., the “Old Stone House”) located on the site. For its part, the 1812 Commemoration Fund awarded a contribution of \$140,000 to develop an exhibit on local events in the War of 1812, to be displayed in the new centre.

Finally, the case studies supplied evidence of the type of in-kind contributions made by parties involved in commemoration projects funded by the 1812 Commemoration initiative. Although not systematically measured by the Secretariat, these types of contributions were probably very useful to the achievement of the initiative’s planned outcomes:

- In Thorold, Ontario, the Niagara Bicentennial Legacy Council provided free advertising. A corporate sponsor funded a barbecue for re-enactors, as well as a community breakfast. Community support was obtained from three historical societies, the library, churches, 69 volunteers and re-enactors.
- To support the Six Nations Legacy Consortium, through one of its member libraries, the Six Nations Legacy Council provided in-kind archival support valued at \$10,000. Five partners of the St. John River Society also made an in-kind contribution valued at \$59,400.

The following lessons, drawn from the 1812 Commemoration experience, transpire from the document and database review, the KIIs and the case studies examined by the evaluation:

- Working tools for a commemorative initiative, including branding such as a logo and promotional items, should be created prior to the initiative’s launch, rather than while the selection and assessment process is unfolding.

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<sup>40</sup> Table 4 excludes the transfer of \$500,000 from the Department Reserve to the 1812 Commemoration Fund.

<sup>41</sup> *Key Informant Interviews. Technical Report for the Evaluation of the Bicentennial Commemoration of the War of 1812.* [N.p.] [PCH] February 2015.

<sup>42</sup> Although not a part of the budget, the national advertising campaign was granted an additional \$5 million. Evidence from the KIIs suggested that without these new funds, the campaign would have been “challenging.”

- A secretariat can develop customized assessment tools and set broad criteria to encourage recipient organizations to submit funding applications for a wide variety of projects.
- EOIs are useful, highly efficient tools that can be used to dissuade potentially ineligible organizations from going through the full approval process. They represent the perfect example of a tool that can be transposed from one initiative to another.
- Frameworks and guidelines used to carry out a commemoration initiative can serve as models in future commemoration events.
- Establishing good working relationship with umbrella groups and other federal departments and agencies as well as regional offices enables a national initiative to develop sound partnerships and complementary funded activities, in order to extend the initiative's reach and engage a larger number of Canadians.
- Setting up consultations with regional umbrella groups and potential stakeholders at the planning stage of a commemoration initiative, prior to the kick-off of operations, is a useful approach to ensure buy-in from all stakeholders.
- Calling on existing regional and provincial networks to announce the launch of a national initiative is a way to quickly reach a large number of organizations.
- Implementing a national commemorative initiative may require that a large team be set in place for a considerable length of time, to address the need: to initiate early consultations with Aboriginal groups and other potential funding recipients; to maintain ongoing networking efforts with provincial entities; to resolve operational issues and advise funding recipients on procedures and monitoring requirements; and to collect reports from all funding recipients and release all final payments, up to one full year after activities have ceased.
- For a G&C program to be optimally efficient, resources and time need to be set aside to advise all interested organizations on how to submit project applications. If the process is not properly planned, projects applications can turn out to be quite time-consuming to handle.
- In situations where many projects are involved, setting up a sound communication structure is key to facilitating information exchanges.
- Providing standard written definitions and setting targets for reach, participation and access indicators (e.g., number of people who access and participate in national commemorative activities) can help strengthen an initiative's ability to measure results achieved with respect to opportunities for Canadians to participate in national commemorating events.
- Setting up a GoC Working Group that holds regular meetings to oversee a national initiative is the best way to get accurate, up-to-date information on what other departments and agencies are currently doing.

## **6. Conclusions, Good Practices and Lessons Learned**

### **6.1. Conclusions**

#### **6.1.1. Relevance**

The GoC took on a relevant, legitimate role in funding and overseeing the 1812 Commemoration. This was a one-time celebration building on a unique historical milestone and the government seized the opportunity to deepen Canadians' knowledge of this page of Canadian history and to strengthen Canadian identity. The GoC's support to the 1812 Commemoration was consistent with the strategic objectives of PCH and reflected the GoC's policies and priorities.

#### **6.1.2. Performance – Achieving Expected Outcomes**

Using multiple lines of evidence, the present evaluation found consistent evidence that, on the whole, the Secretariat lived up to the task of achieving the immediate outcomes of the 1812 Commemoration initiative. To a large extent, the latter was successful at allowing Canadians to deepen their knowledge of moments and events associated with the history of the War of 1812. In addition, the initiative extended outreach activities in nearly all Canadian provinces, thus providing increased opportunities to engage the public and target audiences in activities and events related to the commemoration of the bicentennial of the War of 1812. A variety of promotional and learning tools were created and distributed to a wide clientele across Canada, including schools, regional groups, community-based organizations, federal organizations, municipalities and national historic sites. A comprehensive GoC website, a mobile site and mobile application dedicated to the War of 1812 was created to act as the primary source of information for Canadians on this historical event.

The 1812 Commemoration Fund supported 158 commemoration projects, well in excess of the initial target of 100 activities funded. Ontario hosted 63 percent of all commemoration activities and events supported by the Secretariat and organizations from this province received 59 percent of G&C project funds issued by the 1812 Commemoration initiative. However, efforts were also made to support activities in almost all Canadian provinces, including in Atlantic Canada and Western Canada. The 1812 Commemoration Fund invested in a variety of undertakings developed by PCH to inform and engage Canadians in commemoration activities and events. To this end, several funded projects had an explicit learning component designed to help target audiences improve their knowledge and understanding of the War of 1812. Regardless of province, the most common type of projects funded and implemented by recipient organizations were projects dealing with learning materials and activities, followed by exhibitions and theatrical or musical performances. Notwithstanding its achievements at the immediate outcome level, the 1812 Commemoration initiative faced challenges in trying to demonstrate the achievement of its expected intermediate-level outcome. Thus, due (among other things) to lack of accurate information reporting by recipients, the 1812 Commemoration Secretariat was unable

to report on the exact number of Canadians who participated in commemoration events and activities.

Acting as the focal point for the GoC's commemoration efforts, PCH provided leadership and exercised (through the action of the Secretariat) a key coordination role in the deployment of a concerted 1812 Commemoration federal approach. The Secretariat established strong working relationships with 14 departments and agencies and brought together nine non-profit War of 1812 umbrella organizations whose mandates were closely tied to the commemoration. These organizations made timely, valuable contributions to support the commemoration of the War of 1812. Interdepartmental collaboration fostered fruitful partnerships to expand Canadians' opportunities to participate in 1812 Commemoration activities.

### **6.1.3. Performance – Efficiency and Economy**

The Secretariat was quite effective at handling the 1812 Commemoration initiative. Management and administrative systems were generally adequate. The Secretariat introduced working groups, communications channels and tools that proved to be useful to portfolio agencies within PCH and other federal agencies to keep abreast of the various funded efforts, to leverage and cross-promote activities and to keep members of Parliament informed of 1812 Commemoration activities. Operational constraints and challenges (e.g., delayed launch of the initiative and limited resources at the closing stages to finalize the management of G&Cs) did not prevent the 1812 Commemoration from achieving its objectives.

Resources were allocated to cover Secretariat expenditures. However, the Secretariat was dismantled prior to the closure of all of the recipient organization files and the completion and unveiling of the War of 1812 Monument. The Secretariat's dismantling therefore created a shortage of resources at the last stages of the initiative.

## **6.2. Good Practices and Lessons Learned**

As the 1812 Commemoration was a one-time initiative, the following good practices and lessons learned are strictly made to inform the programming of future national commemorations by PCH.

	GOOD PRACTICES	LESSONS LEARNED
<b>Management of grants and contributions</b>		
Planning	<p>Setting up consultations with potential stakeholders (including separate early consultations with Aboriginal communities) prior to beginning operations is a way to engage a large number of organizations.</p>	<p>National initiatives would gain from setting a secretariat as early as possible and initiating their planning phase as soon as possible.</p> <p>Working tools should be created prior to the program's launch, rather than during the selection and assessment stages.</p> <p>Operational definitions for indicators should be formulated and targets for reach, awareness, participation and access set to ensure that recipients can properly measure achieved results. Definitions should be clearly stated in the application guides.</p> <p>Completed funding applications should clearly identify the fiscal year(s) for which funding is sought; including for the different items in a request for multi-year funding.</p>
Implementation	<p>Broad eligibility criteria, giving Aboriginal and other Canadians the chance to add their own history to the national narrative allows the funding wider variety of projects</p> <p>EOIs are useful and highly efficient tools allowing prompt feedback to better orient prospective clients and choice of projects to be prioritized.</p> <p>Having a senior program officer embedded in Ontario Region was highly effective. It allows for a much closer coordination between the Secretariat and the Region.</p>	



Reporting		<p>Recipients should be encouraged to use more rigorous methods to support attendance statistics when monitoring and reporting.</p> <p>The importance of in-kind contributions, volunteering and other funding sources should not be underestimated as they provide an important indicator to assess Canadians’ interest and commitment in participating in commemoration activities. Such information should be more consistently included in the final reports that recipients submit to PCH.</p>
<b>National Awareness</b>		
Planning		<p>Branding tools (logo and promotional items) should be created prior to the initiative’s launch.</p>
Implementation	<p>Establishing good working relationships with PCH Regional Offices and other federal departments and agencies (such as Parks Canada and the Canadian War Museum) enabled a national initiative to develop sound partnerships and complementary funded activities, in order to extend its reach and engage a large number of Canadians.</p> <p>Using existing networks to distribute multiple outreach and promotional materials proved to be efficient.</p>	<p>Prepare to manage challenges stemming from negative comments in the media.</p>
Reporting		<p>To better document pan-Canadian reach during future national commemorations initiatives, PCH should compile data to demonstrate user awareness stemming from the distribution of educational and promotional materials by province.</p>

<b>Federal Coordination</b>		
Planning	<p>Launching a national initiative with the communication support of existing regional and provincial networks quickly reaches a large number of organizations.</p> <p>A large-scale commemorative initiative benefits from having a strategic planning team (such as the War of 1812 Working Group) set up within the standing Interdepartmental Commemoration Committee (ICC), well before the commemoration begins.</p>	
Implementation	Regular meetings and effective working and communication tools (including a follow-up grid) is an appropriate approach for the Working Group to encourage the sharing of information.	Encourage other departments and agencies to provide timely information on events and activities to the Secretariat.
Reporting	Tools for reporting such as annual Horizontal Initiatives reports were highly efficient.	

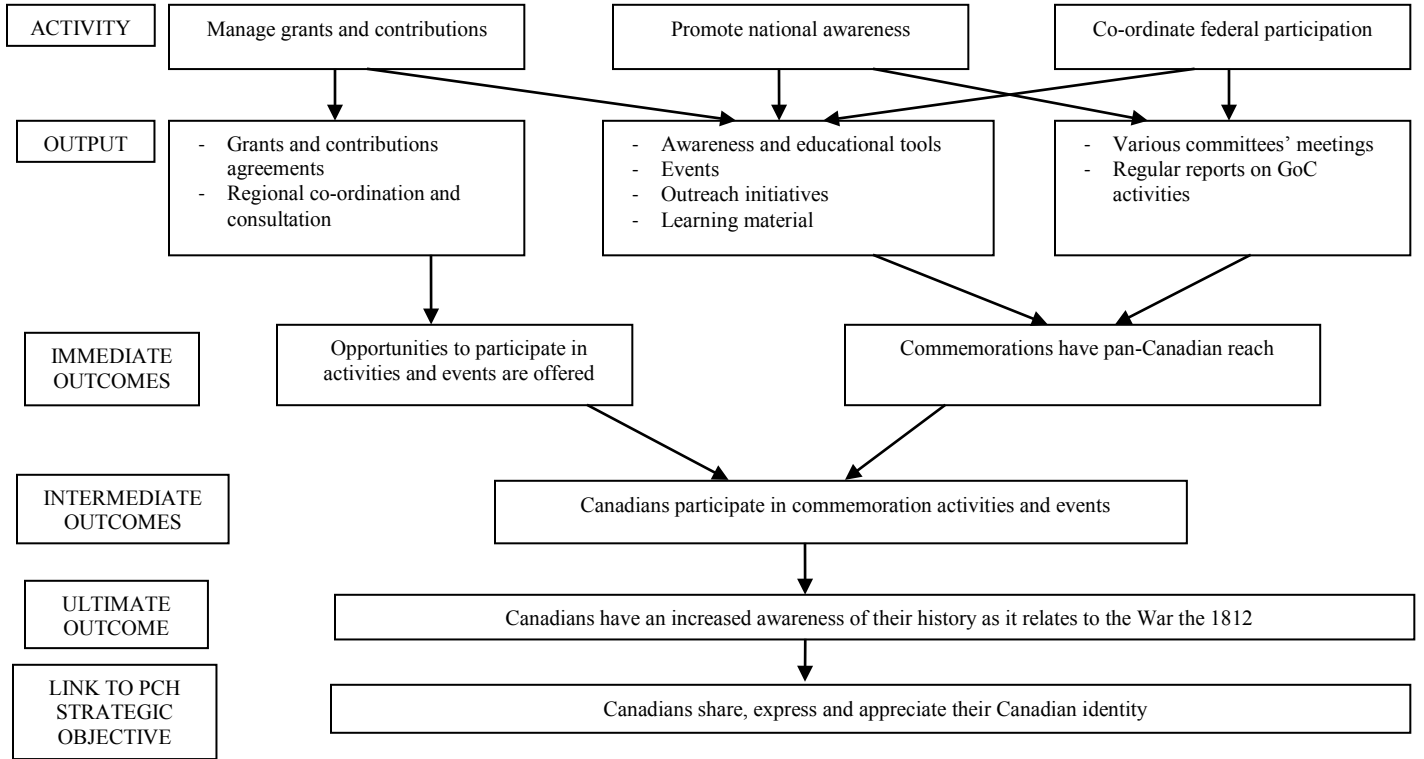
### 6.3. Recommendations and Management Response

<b>Recommendation 1</b>
The ADM, Sport, Major Events and Commemorations Sector (SMEC) should share the best practices and lessons learned from the Bicentennial of the War of 1812 Secretariat activities when planning and implementing large-scale celebrations and commemorations.
<b>Statement of Agreement /Disagreement</b>
Management agrees with this recommendation.

<b>Management Response</b>		
<p>The best practices and lessons learned from the Bicentennial of the War of 1812 have already been shared, adapted and used by the Special Projects Team for the First and Second World War commemorations, the Federal Cultural Strategy for the Toronto 2015 Pan and Parapan American Games and the Canada 150 Fund. They will also be shared and used when planning and implementing future large-scale celebrations and commemorations.</p>		
<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
To share best practices and lessons learned when implementing large-scale celebrations and commemorations.	Fiscal year 2016-17	Director General, Major Events, Commemorations and Capital Experience
<b>Recommendation 2</b>		
<p>Over the years, the Sport, Major Events and Commemorations Sector (SMEC), has implemented various mechanisms to ensure that appropriate resources were made available for major events and commemorations. It is recommended that the Sector undertake an in-depth analysis and propose options to more effectively and efficiently manage highly visible, nationally significant and multi-year large-scale celebrations and commemorations.</p>		
<b>Statement of Agreement /Disagreement</b>		
<p>Management agrees with this recommendation.</p>		
<b>Management Response</b>		
<p>The Sector will undertake an in-depth analysis factoring in lessons learned and best practices and prepare an options paper for more effectively and efficiently managing highly visible, nationally significant and multi-year large-scale celebrations and commemorations.</p>		
<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
To undertake an in-depth analysis and recommend options to more effectively and efficiently manage highly visible, nationally significant and multi-year large-scale celebrations and commemorations.	Fiscal year 2016-17	ADM, Sport, Major Events and Commemorations

## ***APPENDICES***

# APPENDIX A: LOGIC MODEL



Source: Department of Canadian Heritage. *Commemoration of the War of 1812, Performance Measurement, Evaluation and Risk Strategy*. [N.p.] Government of Canada, August 2012.

## APPENDIX B: EVALUATION FRAMEWORK

Core Evaluation Issues	Evaluation Questions	Indicators	Data Sources	Methods of collection
<b>Performance (effectiveness, efficiency and economy)</b>				
<b>Effectiveness</b>				
Assessment of progress toward expected outcomes with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes	To what extent did the 1812 Commemoration initiative achieve its expected immediate outcome? <ul style="list-style-type: none"> <li>To what extent were opportunities to participate in activities and events offered?</li> </ul>	<ul style="list-style-type: none"> <li>Trends in the number and type of commemorative activities and events supported (delivered, funded, coordinated) by PCH from 2011-2012 to 2013-2014</li> <li>Trends in the number and type of awareness and/or educational tools created, distributed and supported by the Federal Secretariat from 2011-2012 to 2013-2014</li> <li>Trends in the number of grant and contribution projects funded by PCH and delivered by key stakeholders [note 1] from 2011-2012 to 2013-2014</li> <li>Perspective of key stakeholders, delivery partners and experts on the effectiveness of the Secretariat's management of grants and contributions (resulting in opportunities to participate in commemorative activities and event)</li> </ul>	<ul style="list-style-type: none"> <li>Administrative data</li> <li>Program documents</li> <li>PCH officials (management and working level)</li> <li>Delivery partners</li> <li>Funded recipients</li> <li>Federal organizations</li> </ul>	<ul style="list-style-type: none"> <li>Data and file review</li> <li>Key informant interviews</li> <li>Case studies</li> </ul>
	To what extent did the bicentennial 1812 Commemoration achieve its expected immediate outcome? <ul style="list-style-type: none"> <li>To what extent did commemorations have pan-Canadian reach?</li> </ul>	<ul style="list-style-type: none"> <li>Geographic profile of PCH-funded activities, events and awareness/educational tools (including national and community events, ceremonies, learning materials and other commemorative activities)</li> <li>Trends in the number of PCH-funded activities, events and</li> </ul>	<ul style="list-style-type: none"> <li>Administrative data</li> <li>Program documents</li> <li>PCH officials (management and working level)</li> <li>Delivery partners</li> <li>Funded recipients</li> </ul>	<ul style="list-style-type: none"> <li>Data and file review</li> <li>Key informant interviews</li> <li>Case studies</li> </ul>

Core Evaluation Issues	Evaluation Questions	Indicators	Data Sources	Methods of collection
		<p>awareness/educational tools distributed across Canada</p> <ul style="list-style-type: none"> <li>• Number of eligible groups represented at 2009 and 2010 consultation meetings who subsequently applied for and received PCH funding</li> <li>• Perspective of key stakeholders, delivery partners and experts on the effectiveness of promoting national awareness; on the co-ordination of federal participation (resulting in reaching Canadians via commemorations)</li> <li>• Success factors and barriers for the implementation of projects funded</li> </ul>	<ul style="list-style-type: none"> <li>• Federal organizations</li> </ul>	
	<p>To what extent did the 1812 Commemoration achieve its expected intermediate outcome?</p> <ul style="list-style-type: none"> <li>• To what extent did Canadians participate in commemoration activities and events?</li> </ul>	<ul style="list-style-type: none"> <li>• Trends in the number of visits to PCH-funded commemorative activities</li> <li>• Trends in the number of Canadians accessing PCH-funded commemorative awareness/educational tools (including learning materials)</li> <li>• Trends in the number of hits on the <a href="http://1812.gc.ca">1812.gc.ca</a> website and mobile site with respect to the commemorative activities and events</li> <li>• Perspective of key stakeholders, delivery partners and experts regarding the participation of Canadians in commemorative activities and events</li> <li>• Success factors and barriers for the implementation of projects funded</li> </ul>	<ul style="list-style-type: none"> <li>• Administrative data</li> <li>• Program documents</li> <li>• PCH officials (management and working level)</li> <li>• Delivery partners</li> <li>• Funded recipients</li> <li>• Federal organizations</li> </ul>	<ul style="list-style-type: none"> <li>• Data and file review</li> <li>• Key informant interviews</li> <li>• Case studies</li> </ul>
	<p>To what extent did the 1812 Commemoration achieve its expected ultimate outcome?</p> <ul style="list-style-type: none"> <li>• To what extent do</li> </ul>	<ul style="list-style-type: none"> <li>• Perspective of key stakeholders, delivery partners and experts on the effectiveness of the 1812 Commemoration initiative in increasing awareness of the history of the War of</li> </ul>	<ul style="list-style-type: none"> <li>• PCH officials (management and working level)</li> <li>• Delivery partners</li> </ul>	<ul style="list-style-type: none"> <li>• Key informant interviews</li> <li>• Case studies</li> </ul>

Core Evaluation Issues	Evaluation Questions	Indicators	Data Sources	Methods of collection
	Canadians have an increased awareness or their history as it relates to the War of 1812?	1812 amongst Canadians	<ul style="list-style-type: none"> <li>Funded recipients</li> <li>Federal organizations</li> </ul>	
	Have there been any positive or negative unexpected outcomes or impacts from the 1812 Commemoration?	<ul style="list-style-type: none"> <li>Documentary evidence of positive or negative unexpected outcomes or impacts as a result of the 1812 Commemoration initiative</li> <li>Perspective of key stakeholders, delivery partners and experts on unexpected outcomes that could be attributed to the 1812 Commemoration initiative</li> </ul>	<ul style="list-style-type: none"> <li>Administrative data</li> <li>Program documents</li> <li>PCH officials (management and working level)</li> <li>Delivery partners</li> <li>Funded recipients</li> <li>Federal organizations</li> </ul>	<ul style="list-style-type: none"> <li>Data and file review</li> <li>Key informant interviews</li> <li>Case studies</li> </ul>
	To what extent did the project outputs contribute to the achievement of the intended outcomes?	<ul style="list-style-type: none"> <li>Documentary evidence supporting alignment amongst the commemorative initiatives objectives, activities, outputs and expected results</li> <li>Perspective of key stakeholders, delivery partners and experts on the relative consistency amongst the commemorative initiatives objectives, activities, outputs and expected results</li> </ul>	<ul style="list-style-type: none"> <li>Documentary evidence supporting alignment amongst the commemorative initiatives objectives, activities, outputs and expected results</li> <li>Perspective of key stakeholders, delivery partners and experts on the relative consistency amongst the commemorative initiatives objectives, activities, outputs and expected results</li> </ul>	<ul style="list-style-type: none"> <li>Data and file review</li> <li>Key informant interviews</li> <li>Case studies</li> </ul>
<b>Demonstration of Economy and Efficiency</b>				
Assessment of resource utilization in relation to the production of outputs	Operational Efficiency [note 2] To what extent were the project outputs produced with the given amount of	<ul style="list-style-type: none"> <li>Total cost of the 1812 Commemoration initiative</li> <li>Cost breakdown (cost per the Secretariat activities/output)</li> </ul>	<ul style="list-style-type: none"> <li>Administrative data</li> <li>Program documents</li> <li>PCH officials (management and</li> </ul>	<ul style="list-style-type: none"> <li>Administrative data</li> <li>Program documents</li> </ul>



Core Evaluation Issues	Evaluation Questions	Indicators	Data Sources	Methods of collection
	resources?	<ul style="list-style-type: none"> <li>• Administrative costs vs. total costs</li> <li>• Number of full time equivalents and cost</li> <li>• Comparison of use/allocation of resources with comparable activities (administrative costs vs. total costs)</li> <li>• Relationship between outputs produced, resources consumed and outcomes</li> <li>• Time to process applications (receipt of complete application till delivery)</li> <li>• Effect on processing time of using “expression of interest” or other pre-vetting techniques</li> <li>• Perspective of key stakeholders, delivery partners and experts on the efficient use of resources by the 1812 Commemoration initiative in relation to outputs</li> </ul>	<ul style="list-style-type: none"> <li>working level)</li> <li>• Delivery partners</li> <li>• Funded recipients</li> <li>• Federal organizations</li> </ul>	<ul style="list-style-type: none"> <li>• PCH officials (management and working level)</li> <li>• Delivery partners</li> <li>• Funded recipients</li> <li>• Federal organizations</li> </ul>
	<p>Economy [note 3]</p> <p>To what extent were the project resources optimized while maintaining appropriate quantity, quality and timeliness?</p>	<ul style="list-style-type: none"> <li>• Level of discrepancy between planned and utilized financial resources as a whole and for each of the Secretariat activities <ul style="list-style-type: none"> <li>. Budgeted costs and resources used to manage grants and contributions</li> <li>. Budgeted costs and resources used to promote national awareness</li> <li>. Budgeted costs and resources used to coordinate federal participation</li> </ul> </li> <li>• Perspectives of key informant on the costs allocated to the Secretariat to perform management, awareness and coordination activities while assuring quality and respecting timelines</li> </ul>	<ul style="list-style-type: none"> <li>• Administrative data</li> <li>• Program documents</li> <li>• PCH officials (management and working level)</li> <li>• Delivery partners</li> <li>• Funded recipients</li> <li>• Federal organizations</li> </ul>	<ul style="list-style-type: none"> <li>• Data and file review</li> <li>• Key informant interviews</li> </ul>

Lessons learned				
	What good practices and lessons can be learned from the design and delivery of the 1812 Commemoration?	<ul style="list-style-type: none"> <li>• Evidence of lessons learned and good practices regarding the design and delivery of the 1812 Commemoration initiative, including alternatives for delivery</li> <li>• Perspective of key stakeholders, delivery partners and experts on lessons learned that could contribute to the design and delivery of similar events</li> </ul>	<ul style="list-style-type: none"> <li>• Administrative data</li> <li>• Program documents</li> <li>• PCH officials (management and working level)</li> <li>• Delivery partners</li> <li>• Funded recipients</li> <li>• Federal organizations</li> </ul>	<ul style="list-style-type: none"> <li>• Data and file review</li> <li>• Key informant interviews</li> <li>• Case studies</li> </ul>
<p>Notes:</p> <ol style="list-style-type: none"> <li>1. Ontario Ministry of Tourism War of 1812 Bicentennial Planning Office, Government of Quebec, Niagara 1812 Legacy Council and other regional groups, Six Nations of the Grand River and other First Nations, non-profit historical societies, military regiments and youth organisations.</li> <li>2. Efficiency at the output level. Efficiency is defined as the extent to which resources are used such that a greater level of output is produced with the same level of input, or a lower level of input is used to produce the same level of output. The level of input and output could be increases or decreases in quantity, quality or both (2009 TBS <i>Policy on Evaluation</i>). We are interested in how well the inputs are being used and converted into outputs.</li> <li>3. Respected budgeted costs; context, risks and assumptions. Economy is defined as minimizing the use of resources. Economy is achieved when the cost of resources used approximates the minimum amount of resources needed to achieve expected outcomes (2009 TBS <i>Policy on Evaluation</i>). We are interested in how well the program selected inputs to support program success and prudent use of resources.</li> </ol>				

## APPENDIX C: SECRETARIAT EXPENDITURES, 2010-11 to 2014-15

DIRECT COST – To be provided by Programs and Financial Management Branch (for Sub-program Evaluations)

	Reference Level						Actuals						Variance					
	Vote 1			Vote 5			Vote 1			Vote 5			Vote 1			Vote 5		
	Salary	EBP	O&M	Grants	Contributions	Total	Salary	EBP	O&M	Grants	Contributions	Total	Salary	EBP	O&M	Grants	Contributions	Total
2008-09																		
2009-10																		
2010-11	0	0	0	0	0	0	56 562	11 312	21 115	0	0	88 989	-56 562	--11 312	-21 115	0	0	-88 989
2011-12	539 963	107 993	1 798 849	0	2 500 000	4 946 805	667 844	133 569	1 006 780	141 758	2 334 719	4 284 670	-127 881	-25 576	792 069	-141 758	165 281	662 135
2012-13	548 060	109 612	2 263 080	500 000	4 500 000	7 920 752	805 610	161 122	625 804	474 526	4 641 507	6 708 569	-257 550	-51 510	1 637 276	25 474	-141 507	1 212 183
2013-14	187 558	37 512	541 547	300 000	3 700 000	4 766 617	236 396	47 279	411 528	302 184	3 446 775	4 444 162	-48 838	-9 768	130 019	-2 184	253 225	322 454
2014-15	0	0	0	0	0	0	0	0	843 874	0	0	843 874	0	0	-843 874	0	0	-843 874
2015-16						0						0	0	0	0	0	0	0

NOTE: All 'Actual' figures have been taken from SAP under FC: 90221. Transfers of O&M monies to other areas of the department (Canada Day, Capital Experience, CIOB, Legal, Communications, Finance, Evaluation and SSC) per fiscal year are as follows: 11-12 = \$266,877, 12-13 = \$230, 197, 13-14 = \$25,453 and 14-15 = \$479, 684. O&M surpluses from year 2011-12 and 2012-13 for a total amount of \$1,337,000 were reprofiled internally to 2014-15. Not taken into consideration in the table is the 13% Accommodation for the initiative in the amount of \$165,826 which is sent to PWGSC.

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