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Evaluation of the Museums Assistance Program 2008-09 to 2012-13

Evaluation Services Directorate

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LIST OF ACRONYMS

ATH	Access to Heritage
AH	Aboriginal Heritage
CCI	Canadian Conservation Institute
CFA	Canada-France Agreement
CHIN	Canada Heritage Information Network
CM	Collections Management
DND	Department of National Defence
EA	Emergency Assistance
ECF	Exhibition Circulation Fund
EBP	Employee Benefit Plan
ESD	Evaluation Services Directorate
IPMEC	Integrated Planning, Performance Measurement and Evaluation Committee
MAP	Museums Assistance Program
O&M	Operations & Maintenance
PAA	Program Alignment Architecture
PCH	Department of Canadian Heritage
PMERS	Performance Measurement, Evaluation and Risk Strategy
PRG	Policy Research Group
TBS	Treasury Board Secretariat

EXECUTIVE SUMMARY

This evaluation presents the key findings and recommendations from the 2014-15 evaluation of the Museums Assistance Program (MAP). The evaluation was designed and conducted in accordance with the Treasury Board Secretariat's (TBS) *Policy on Evaluation* (2009). The evaluation objective is to provide comprehensive and reliable evidence on the ongoing relevance and performance (effectiveness, efficiency and economy) of the MAP to support program planning and decision-making. The evaluation covers the period from 2008-09 to 2012-13 and was led by the Evaluation Services Directorate (ESD) of the Department of Canadian Heritage (PCH).

Overview of the Museums Assistance Program

The MAP was originally created in 1972 with the announcement of the National Museum Policy.¹ The MAP was re-affirmed in 1990 with the Canadian Museum Policy, which announced increased funding to the program.²

The MAP supports heritage institutions and workers in the preservation and presentation of heritage collections. The MAP provides financial assistance to Canadian museums and related heritage institutions for activities that:

- facilitate Canadians' access to our heritage;
- foster the preservation of Canada's cultural heritage, including the preservation of representative collections of Aboriginal cultural heritage; and
- foster professional knowledge, skills and practices related to key museum functions.

The MAP provides financial assistance through three main components:

- Access to Heritage (ATH): provides funding for travelling exhibition projects that foster greater access to heritage across different geographic regions of Canada. It includes a sub-component, the Exhibition Circulation Fund (ECF), which assists with the costs of hosting a travelling exhibition originating from another museum or from a federal institution.
- Aboriginal Heritage (AH): provides funding for projects to preserve, present and manage Aboriginal cultural heritage. This component also seeks to increase public awareness and understanding of the rich and diverse cultures of Aboriginal peoples.
- Collections Management (CM): provides funding for projects to improve professional knowledge, skills and practices and to strengthen professional standards related to key museum functions for collections management. The component also supports group

¹ M. Sharon Jeannotte, 2006. *Timeline of Canadian Federal Cultural Policy Milestones, 1849-2005*.

² *Ibid.*

projects to develop resources or services related to the management of key museum functions. Emergency Assistance (EA) may also be available to help institutions undertake urgent remedial action to mitigate damage to collections caused by an external event (e.g. fire, flood, earthquake, etc.).

Projects related to the Canada-France Agreement on Museums Cooperation and Exchanges are also funded through the MAP.

The program is housed within the Heritage Policy and Programs Branch of the Heritage Group within the Citizenship and Heritage sector of the Department of Canadian Heritage (PCH). Administration of the MAP is decentralized; a national headquarters supports five regional offices in delivering the program. A total of approximately \$40 million³ was budgeted for the MAP over the five-year period from 2008-09 to 2012-13.

Evaluation Approach and Methodology

While the MAP umbrella includes three distinct grants and contributions programs, the present evaluation focuses solely on one component: that is, grants and contributions that support heritage institutions and museums.

In accordance with the requirements of the *TBS Policy on Evaluation (2009)* and the *Financial Administration Act*, the MAP must be evaluated every five years. The evaluation approach involved a combination of qualitative and quantitative data collection methods and a mix of primary and secondary data sources, designed to address the evaluation questions and issues. The methodology included a literature review, a document and file review, a review of administrative databases, key informant interviews, an expert panel and a survey of funding recipients. The evaluation questions were selected based on the MAP logic model and are in line with the five core issues of relevance and performance as outlined in the *TBS Directive on the Evaluation Function (2009)*. The evaluation methodology included a triangulation of the results from multiple sources of evidence in order to identify trends and patterns.

The evaluation had the following limitations, which were mitigated by the use of a multi-method approach to generate evidence on the evaluation questions from more than one line of evidence and from both internal and external perspectives. Limitations included the following:

- The evaluation focused on administrative data for the last three years under review: 2010-11, 2011-12 and 2012-13, as changes to the Terms and Conditions of the program in 2011 made previous data less relevant.
- The evaluation revealed some gaps in performance measurement and the aggregate data was not consistently up-to-date.
- The evaluation methodology did not include consultations with unfunded applicants or non-applicants (other museums and heritage institutions).

³ The operating costs of the five regional offices are not included in the budgeted resources. This explains, at least in part, why the actual expenditures are higher than the budgeted resources.

Findings

Relevance

The federal government support for museums and heritage institutions is longstanding, reaching back to the creation of the MAP in 1972 with the National Museum Policy, followed in 1990 with the introduction of the Canadian Museum Policy. The objectives of this policy were to foster access by present and future generations of Canadians to their human, natural, artistic and scientific heritage and enhance awareness, understanding and enjoyment of this heritage; to encourage the development, management and preservation of significant and representative collections in all regions of Canada; to enhance excellence in museum activities across Canada through support to museological research and development; and to assure service throughout Canada.

The evaluation confirms the continuing relevance of the program and the need for federal funding to support the activities of museums and heritage institutions. Canada's 2,400 heritage institutions and museums hold the responsibility for preserving and sharing Canada's heritage, but face numerous competing demands for their limited resources. These organizations face heightened expectations and emerging sector priorities such as increasing social/community engagement, adoption of technology to support digitized, accessible collections and information, greater attention devoted to sustainable management and reflecting the changing demographics of communities. These expectations are difficult to meet while faced with aging infrastructure, and scarce resources, such as insufficient revenues and a shortage of skilled staff and volunteers. One of the most significant trends identified by interview respondents and experts that parallels these mounting demands is a growing divide between the largest and smallest museums in terms of their ability to respond to emerging priorities, including the need for knowledge sharing among museum professionals. Aboriginal organizations experience a wide disparity in needs, with capacity issues being a factor in their ability to apply for support.

The MAP remains critical to supporting museum and heritage institution activities in order to help them improve their collections, create and circulate exhibits and provide Canadians with access to exhibits. However, key informants noted that the relatively small amount of funding available through the MAP is limiting the program's ability to respond to other sector needs on a larger scale and for the long term. Experts pointed to the project-based premise of MAP funding as being insufficient to address the sector's significant needs for sustainability, which includes support for sector-wide leadership, governance, knowledge sharing and capacity building.

The three MAP components remain relevant and are providing financial resources to conduct activities in the program's priority areas, including public exhibits/programming, aboriginal heritage, as well as professional knowledge, skills and practices related to key museum functions for collections management. All program components are responding to distinct issues faced by heritage institutions. This is particularly true for the Aboriginal Heritage component and for the Storage Solutions and Collections Management Information Systems streams of the Collection Management component.

The MAP is aligned with Government of Canada priorities; particularly those related to cultural heritage, history, celebrating the 150th anniversary of Confederation, commitment to Aboriginal communities and supporting the economy. The 2012 federal budget noted that Canada's national and local museums are some of the "best in the world" and highlighted federal funding to museums as a priority area. That said, there has been no formal review of the policy regarding museums since 1990. Consequently, the consensus view among experts is that the policy is not up-to-date on the current environment in which Canadian museums operate. The environment has changed considerably since 1990 with the emergence of new technologies, changes to public funding programs and changes in consumer interests.

The document review reveals that attempts have been made over the years to update the 1990 Canadian Museum Policy. In 2005, the Government announced that Canada would develop a vision for all museums across the country and PCH held consultations aimed at stimulating discussions about key issues that could be addressed in a new policy. Additionally, a 2006 Standing Committee on Canadian Heritage report on Canadian museums recommended that "the government implement as soon as possible the new museum policy discussed in 2005 and respect the work and consultations undertaken by the Department." In 2007, Government priorities shifted towards national collections and museum support programs, and a new policy was not developed. The 2010 evaluation of the MAP recommended that the Department review and update its museum policy. Although the management response and action plan to the recommendation agreed to develop a new federal policy to redefine the role of the program, the Department did not proceed with a new policy.

The MAP's objectives are aligned with PCH's strategic outcome: Canadian artistic expressions and cultural content are created and accessible at home and abroad. The program is also aligned with the departmental priorities of celebrating Canadian history and investing in communities by providing funding for projects. The MAP is aligned with the roles and responsibilities of the federal government and primarily with those supporting the protection of Canadian heritage. PCH's legislative mandate for heritage is established under the *Department of Canadian Heritage Act*, 1995. Federal responsibilities with respect to heritage and museums are also laid out in the *Museums Act*, the Canadian Museum Policy and the Canada-France Agreement on Museums Cooperation and Exchanges.

Performance – Achieving Expected Outcomes

During the period covered by the evaluation, the MAP has made progress toward the achievement of its expected immediate, intermediate and ultimate outcomes. It was found in the evaluation that the immediate outcome, "Travelling exhibitions are produced", is being achieved:

- Sixty-six (46 Access to Heritage and 20 Aboriginal Heritage) travelling exhibitions were produced and circulated over three years of the program (2010-11 to 2012-13) and 88 have circulated via the Exhibition Circulation Fund sub-component.
- The travelling exhibitions showcased a wide range of topics for the target audiences that included youth, schools, families, residents of rural areas, Aboriginal peoples and official language minority groups, as well as general audiences of all ages.

- The MAP has also enabled recipients to carry out research, and design or produce interpretive material associated with the travelling exhibitions and to promote the circulation of travelling art exhibitions that are retrospective or present an historical perspective.

It was found in the evaluation that the immediate outcome, “Projects to improve the preservation and presentation of Aboriginal Heritage are implemented”, is being achieved:

- Between 2010-11 and 2012-13, 42 projects intended to improve the preservation; presentation and management of Aboriginal Heritage were completed.
- Experts noted the importance of the Aboriginal Heritage component in ensuring cultural representation in museums and preserving Aboriginal historical artifacts within the Aboriginal communities.

Additionally, it was found in the evaluation that the immediate outcome, “Opportunities are created for heritage institutions and workers to enhance their professional knowledge, skills and practices”, is being achieved. For example:

- Over three years (2010-11 to 2012-13), 54 Collections Management projects and 8 Aboriginal Heritage projects that supported activities to increase professional knowledge, skills and practices and to strengthen professional standards related to key museum functions for collections management were completed. These activities are typically carried out by museum associations.
- Four projects funded through the Canada-France Agreement were also completed. These contributed to international sharing of knowledge and skills between institutions in Canada and France.
- The survey results show that just 26 percent of Collections Management recipients surveyed feel that the MAP is responding “to a great extent” to the need to improve professional knowledge, skills and practices for institutions and workers.

Activities supported by the MAP have contributed to the first intermediate outcome of better managed and preserved heritage collections. This has been achieved through the Collections Management and Aboriginal Heritage components, with 172 heritage collections having received support from the MAP between 2010-11 and 2012-13 and more than 1.2 million objects reported as being better managed and preserved.

Heritage exhibitions and other public programming products/activities have been presented to the public, thus fulfilling the MAP’s second intermediate outcome. These include 154 exhibitions and 2,601 public programming products/activities presented in the Access to Heritage, Exhibition Circulation Fund and Aboriginal Heritage components. Communities across all of Canada’s provinces and territories have shown MAP-funded exhibitions and programming, and some travelling exhibitions have gone to foreign countries. Over three million people visited MAP-funded exhibitions over the three years (2010-11 to 2012-13) of the evaluation. In the file review, figures on the number of visitors to exhibitions and other public programming products/activities range from just over 2,000 visitors to an exhibition that received a small grant

through the Exhibition Circulation Fund, to more than 74,000 visitors to a multi-venue exhibition, funded through Access to Heritage that travelled to seven locations.

MAP funding has also contributed to the program's third intermediate outcome: "heritage institutions and workers have enhanced their professional knowledge, skills and practices". This was achieved through activities funded by the Collections Management and Aboriginal Heritage components. Between 2010-11 and 2012-13, 524 learning opportunities were held for a total of 5,673 heritage institutions and workers, thus helping participants share their professional knowledge and develop heritage preservation and presentation skills. The Aboriginal Heritage projects in particular provided learning opportunities for Aboriginal heritage professionals. An undetermined number of volunteers also increased their knowledge and developed their skills. According to the file review, participants in learning activities expanded their knowledge of project planning, professional standards, problem detection within collections, working with community organizations and organizing public tours.

A few museum association key informants confirmed that MAP funding supports a broad range of activities that give heritage workers access to knowledge, skills and tools to help them more effectively manage and preserve heritage collections. Furthermore, many survey respondents (73 percent) who undertook relevant professional development activities confirmed that MAP funding allowed them to share best practices and develop workshops, seminars and classes to a great extent. While funding recipients were appreciative of the opportunity to enhance their knowledge, skills and practices, a few PCH officials expressed that there is opportunity for the program to work proactively with organizations to identify needed skills, develop standards and build capacity in the sector in accordance with the program requirements. A few experts also mentioned that the organizations need formally trained staff.

Several lines of evidence provide information to suggest that activities funded under the MAP contribute to making heritage accessible to Canadians over time. The production and presentation of exhibitions and public programming to the public and the enhancement of professional knowledge, skills and practices support this ultimate outcome. MAP-funded activities give Canadians opportunities to seek out collections, exhibits and heritage institutions and obtain information about their heritage and culture. Increasing the professional capacity of heritage workers supports the provision of future exhibits and programming. According to key informant interviews and the survey of recipients, MAP funding was vitally important in helping recipients achieve their expected project outcomes and most projects would not have gone ahead or would have been delayed or scaled back, in the absence of MAP funding.

The program has also had positive unintended outcomes, including: increased reach to audiences and awareness of their institutions, increased involvement by volunteers, increased collaborations and partnerships and increased ability to leverage resources or funds as a result of PCH funding. Any negative unintended impacts of the program were project-specific rather than broad-based. A few survey respondents, as well as some project final reports, noted project-specific negative unintended impacts due to the work required to adjust the project to meet MAP criteria.

Performance – Efficiency and Economy

The MAP's administrative cost as a proportion of its total budget was 22 percent on average, a proportion that has remained fairly stable over the five years covered by the evaluation. While this relatively high ratio is perhaps attributable to the complexity of the decentralized delivery model of the MAP, this regional delivery is seen (particularly by PCH regional staff, experts and funding recipients) as enabling outreach, leveraging local expertise and facilitating direct relationships with institutions. These characteristics are noted as particularly beneficial for the delivery of the Aboriginal Heritage component.

Among PCH staff, views about regional delivery varied. Whereas some see the regional delivery model as performing well, a few noted challenges and limitations with respect to regional delivery. Suggestions were provided on how efficiency could be improved such as: streamlining the project approval process by delegating the decision for approval of lower-risk projects. A few indicated that there are inconsistencies between the regions in terms of delivery of the program, the level of outreach conducted and reporting on results of funded projects. A few informants felt that it would be more efficient to deliver the entire program from National Headquarters (HQ) rather than from the regions; or to share delivery of the program between HQ and the regions.

Key informants noted that the delivery of the MAP through three main components is effective as a means of categorizing the range of projects and institutions that can benefit from the MAP. The Aboriginal Heritage component is appropriate as a separate and distinct component, despite sharing commonalities with both Access to Heritage and Collections Management in terms of the types of eligible projects.

While there is a high level of satisfaction with the MAP among funding recipients, there is room in some areas for potential improvements to delivery, such as the call for proposals timeframe, the length of time between the submission of applications and the receipt of a response from the program and the transparency to applicants of funding decisions. First, the call for proposal deadline is typically announced six weeks prior to deadline, which does not give some organizations sufficient time to prepare and submit their application, particularly if they need to improve or change their project's design to meet eligibility criteria.⁴ Second, one in five funding recipients surveyed (18 percent) indicated dissatisfaction with the transparency of the application review process. Some funded recipient key informants indicated they are particularly dissatisfied with an apparent lack of transparency of the application review process with some asking for the peer jury system to be reinstated. In addition, some noted that the assessment process results are not made available to applicants, despite there being a full section on the application assessment process in the program guidelines. Lastly, most funding recipient key informants indicated that they are dissatisfied with the application review process, as the length of time before learning of funding approval is unreasonably long. The survey results confirmed that the time period between the application date and the response from the program's funding decision is seen as unreasonably long. This had an impact on the delivery and on the projects. The previous evaluation also found similar dissatisfaction regarding this issue. Administrative data illustrates

⁴ Since 2013-14, the program has increased the call for proposal deadline by 2 weeks and now aims to make the announcement 8 weeks prior to the deadline.

that the service standard of 29 weeks from application to decision date was not met, in 2011-12 and 2012-13 for Access to Heritage, Aboriginal Heritage and Collections Management. For the Exhibition Circulation Fund sub-component, the service standard of 16 weeks was met in 2010-11 and 2012-13, but not in 2011-12.

According to the survey results and the key informants, the strongest administrative elements of the program are the service provided by PCH program officers, the application submission process, the clarity of the application guidelines and the flexibility of the funding provided.

The MAP complements the suite of PCH programs that support the heritage sector, particularly the Canada Cultural Investment Fund, Canada Cultural Spaces Fund, Canada Travelling Exhibitions Indemnification Program, Young Canada Works – Heritage, Canadian Conservation Institute (CCI) and Canadian Heritage Information Network (CHIN). CHIN and CCI are similar to the MAP in that they focus on and provide support for the overall professional development of museums and heritage institutions. However, CHIN and CCI are special operating agencies and do not offer grants and contributions. Both CHIN and CCI are service delivery organizations serving as centers of expertise for the Canadian heritage community. While each organization has distinct areas of expertise, they serve the same stakeholder community and share many common functions, and any overlap between them has been identified.

Heritage institutions also access funding from provincial and local governments and some private and not-for-profit funding may also be accessed by MAP recipients. Overall, non-federal sources of funding are less significant than, and complement federal funding for the MAP. According to the survey results, MAP funding recipients received funding from provincial and territorial governments, municipal governments and from other federal programs such as Young Canada Works and other programs offered through Infrastructure Canada. The evaluation revealed that other federal and non-federal programs offer complementary activities to support heritage institutions, with no apparent overlap with the MAP in terms of the types of funded activities and expected outcomes.

The evaluation examined museum support models in other countries (Australia, United Kingdom, France and the United States). Experts noted the British model as a potential alternative to the MAP. The literature review noted one particular model, that of the Arts Council of England, which uses a designation scheme that recognizes nationally significant cultural assets in museums, libraries and archives and has a 10 year strategy called “Great Art and Culture for Everyone”, which targets leadership, partnerships and research opportunities in the museum field. Research on the impact of this approach has shown an increase in visitors to the museums. Other positive outcomes include inter-museum loans and transfers with other designated collections, professionalism, partnerships and leveraging from various sources of funding.

Other Evaluation Issues

Data capture for performance measurement has changed over the years covered by the evaluation. However, the identified performance indicators are being tracked. Some gaps in performance measurement were noted, and aggregate data was not consistently up-to-date (i.e.,

for the purpose of the evaluation, various versions of data were available, such as the number of applications, the number of funded projects and funding amounts). The data collection method for measuring some intermediate outcomes, such as the improvement in knowledge, skills and practices and the improvement of management and preservation could be refined. These measures are not as meaningful as they could be for the purpose of reporting on indicators and decision-making. There are opportunities to use more of the information collected in recipient reports (such as increased numbers of volunteers or memberships), or to otherwise streamline the information collected from recipients to eliminate what is not pertinent to the overall program performance. Furthermore, the MAP's Terms and Conditions state that the Aboriginal Heritage component is intended to increase public awareness and understanding of the rich and diverse cultures of Aboriginal peoples. While this expected outcome is not included in the logic model, there are also no performance data collected for the purpose of reporting on this objective.

Recommendations

As a result of the evaluation findings, the following recommendations have emerged.

Recommendation #1

Over the past two decades, the environment in which Canadian museums operate has changed considerably with the emergence of new technologies, changes to public funding programs and changes in consumer interests. While the results of the evaluation indicate that the program remains critical to support museum and heritage institution activities, there is a need to ensure that project-based funding is targeting prevalent challenges.

Given the evolution in the program's environment since 1990, the Assistant Deputy Minister of the Citizenship, Heritage and Regions sector should undertake an environmental scan to ensure that the MAP's priority areas are aligned with prevalent challenges of the museum community with respect to project funding in an effort to optimize the impact of program funds.

Recommendation #2

The Assistant Deputy Minister of the Citizenship, Heritage and Regions sector should explore opportunities to increase the efficiency of the program. Specifically, improving the program delivery model to meet clients' expectations and potentially reducing the administrative costs and timeliness for funding decisions.

Recommendation #3

The Assistant Deputy Minister of the Citizenship, Heritage and Regions sector should improve activities linked to the performance measurement strategy to ensure a more timely and effective means of collecting and analysing performance information for decision-making purposes.

1. Introduction

1.1 Purpose

This report presents the findings and recommendations resulting from an evaluation of the Museums Assistance Program (MAP) carried out in 2014-15. While the MAP umbrella includes three distinct grants and contributions programs, the present evaluation focuses solely on one component: that is, grants and contributions that support heritage institutions and museums through the three main components: Access to Heritage, Aboriginal Heritage and Collections Management. The purpose of this evaluation is to provide the Department of Canadian Heritage (PCH) with comprehensive and reliable evidence to support decisions regarding the continued implementation of the MAP.

The evaluation report provides information on the program, the evaluation methodology and the findings for each evaluation question, as well as overall conclusions and recommendations. This evaluation was conducted as prescribed in the *2014-2019 Departmental Evaluation Plan* and covers the period from 2008-09 to 2012-13. The evaluation was led by the Evaluation Services Directorate of PCH with the assistance of the Department's Policy Research Group (PRG) and an external consultant.

The evaluation was designed and conducted in accordance with the Treasury Board Secretariat (TBS) *Policy on Evaluation* (2009) and other components of the TBS evaluation policy suite. In accordance with the *Directive on the Evaluation Function* (2009), the evaluation addressed the core evaluation issues relating to the relevance and performance (effectiveness, efficiency and economy) of the MAP.

This report is divided into six sections, including this introduction:

- Section 2 provides an overview of the MAP.
- Section 3 describes the methodology employed for the evaluation and associated limitations.
- Section 4 presents the findings related to the evaluation issue of relevance.
- Section 5 presents the findings related to performance (effectiveness, efficiency and economy).
- Section 6 presents the conclusions and recommendations.

2. Program Profile

The MAP provides supports for heritage institutions and workers involved in the preservation and presentation of heritage collections. The MAP provides financial assistance to Canadian museums and related institutions for activities that:

- facilitate Canadians' access to our heritage;
- foster the preservation of Canada's cultural heritage, including the preservation of representative collections of Aboriginal cultural heritage; and
- foster professional knowledge, skills and practices related to key museum functions.

2.1 Background and Context

The MAP was originally created in 1972 with the announcement of the National Museum Policy.⁵ The MAP was re-affirmed in 1990 with the introduction of the Canadian Museum Policy, which announced increased funding for the program.⁶

The MAP provides financial assistance to Canadian museums and related heritage institutions through three components:

- Access to Heritage (ATH): provides funding for travelling exhibition projects that foster greater access to heritage across different geographic regions of Canada. It includes a sub-component, the Exhibition Circulation Fund (ECF), which assists with the costs of hosting a travelling exhibition originating from another museum or from a federal institution.
- Aboriginal Heritage (AH): provides funding for projects to preserve, present and manage Aboriginal cultural heritage. This component also seeks to increase public awareness and understanding of the rich and diverse cultures of Aboriginal peoples.
- Collections Management (CM): provides funding for projects to improve professional knowledge, skills and practices and to strengthen professional standards related to key museum functions for collections management. The component also supports group projects to develop resources or services related to the management of key museum functions. Emergency Assistance (EA) may also be available to help institutions undertake urgent remedial action to mitigate damage to collections caused by an external event (e.g. fire, flood, earthquake, etc.).

Projects related to the Canada-France Agreement on Museums Cooperation and Exchanges are also funded through the MAP.

⁵ M. Sharon Jeannotte, 2006. Timeline of Canadian Federal Cultural Policy Milestones, 1849-2005.

⁶ Ibid.

2.2 Objectives and Outcomes

The MAP's overall logic model (see Appendix A) identifies the specific links between program activities and outputs as well as the expected immediate, intermediate and ultimate outcomes. The MAP provides financial assistance through three components in order to support Canadian museums and related heritage organizations and workers, in the preservation and presentation of heritage collections. The activities and outputs of the MAP contribute to the realization of the following expected immediate, intermediate and ultimate outcomes:

Immediate Outcomes

- Travelling exhibitions are produced.
- Projects to improve the preservation and presentation of Aboriginal heritage are implemented.
- Opportunities are created for heritage institutions and workers to enhance their professional knowledge, skills and practices.

Intermediate Outcomes

- Heritage exhibitions and other public programming products/activities are presented to the public.
- Heritage collections are better managed and preserved.
- Heritage institutions and workers have enhanced their professional knowledge, skills and practices.

Ultimate Outcome

- Canada's heritage is accessible to Canadians over time.

The MAP's objectives and outcomes contribute to the achievement of PCH's first Strategic Outcome of its Program Alignment Architecture (PAA): *Canadian artistic expressions and cultural content are created and accessible at home and abroad.*

2.3 Program Management, Governance, Target Groups, Key Stakeholders and Delivery Partners

The MAP is housed within the Heritage Policy and Programs Branch of the Heritage Group, within the Citizenship and Heritage sector of the Department of Canadian Heritage. The objective of the Heritage program activity within the PCH Program Alignment Architecture is to promote the preservation and presentation of Canada's cultural heritage.⁷ The Heritage program area includes other sub-activities: Canada Travelling Exhibitions Indemnification Program; CHIN; CCI; and Movable Cultural Property Program.⁸

⁷ Canadian Heritage 2012, 2012-13 Report on Plans and Priorities.

⁸ Ibid.

Administration of the MAP is decentralized; national headquarters supports five regional offices in delivering the program. The regional offices are responsible for establishing and maintaining relationships with the MAP clients and key stakeholders within their regions, promoting the program to potential applicants, assessing funding applications based on national evaluation instruments, managing and monitoring funded projects, collecting funding recipients' reports and essential data for results measurement and monitoring funding recipient audits conducted in their respective regions.

The national office is responsible for the MAP's overall integrity and accountability. The Heritage Policy and Programs Branch manages the overall grants and contributions budget, as well as projects submitted by national clients. It also develops, reviews and distributes program application material, as well as common administration and communication tools and procedures to meet PCH requirements. The national office provides guidance to the regional offices to ensure a consistent interpretation of the program guidelines and organizes learning/information/discussion sessions as needed. It undertakes policy and program development, monitors trends and issues in the heritage sector and is responsible for program analysis, performance measurement, evaluation and reporting, as well as the coordination of corporate requests related to the program.

The MAP's key stakeholders are heritage institutions, museum associations⁹, networks and related service organizations. These include heritage workers for whom professional development opportunities are provided. Eligible recipients include incorporated Canadian not-for-profit museums, incorporated not-for-profit service organizations whose members are associated with the museum sector, Aboriginal governing bodies and Aboriginal organizations with a mandate to preserve and support Aboriginal heritage. All Canadian not-for-profit museums have access to Emergency Assistance funding.

Professionally managed Canadian museums and related organizations must meet the eligibility criteria as defined in the MAP's Terms and Conditions. The MAP eligibility criteria stipulates that eligible museums must:

- provide services to the public year-round;
- employ at least the equivalent of one full-time professional staff member;
- have policies for key museum functions; and
- have a three to five-year strategic/business plan (except for the Exhibition Circulation Fund).

National museums, federal departments, Crown Corporations and agencies are not eligible for MAP funding. Eligible museums governed by other levels of government or by academic or cultural institutions may apply to the MAP, but must have distinct objectives, programs and budgets related to heritage.

⁹ Including the Canadian Museums Association.

2.4 Program Resources

A total of approximately \$40 million was budgeted for the MAP over the five-year period from 2008-09 to 2012-13. The following table illustrates MAP's budgeted and actual expenditures during the period covered by the evaluation.

Table 1: MAP Budgeted and Actual Expenditures, 2008-09 to 2012-13

Resources	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	Total
Budgeted resources	\$7,092,201	\$7,092,356	\$7,222,640	\$7,186,484	\$7,186,484	\$35,780,165
Actual expenditures	\$7,730,090	\$8,035,434	\$8,237,643	\$7,694,645	\$8,072,960	\$39,770,771

Source: Resource Management Directorate – Strategic Management and Museums Assistance Program

Note: The operating costs of the five regional offices are not included in the budgeted resources. This explains, at least in part, why the actual expenditures are higher than the budgeted resources.

2.5 Program Changes Since Last Evaluation

The MAP was last evaluated in 2010 as part of the program renewal process. There were some noteworthy changes to the program when the Terms and Conditions were renewed in 2011:

- Replacement of the Organizational Development component with the Collections Management component and corresponding changes to eligible projects to reflect a new emphasis on the implementation rather than the development of key collections management policies and to leverage sector knowledge through group projects set up to share best practices related to key museum functions;
- Elimination of a separate component for the Canadian Museums Association and its integration into the Collections Management component;
- Changes to the Access to Heritage component in order to maximize return on investment and circulation of travelling exhibitions, including specifying the duration of eligible projects and the size of travelling exhibitions and reducing the number of required out-of-province venues from two to one;
- Removal of the \$2 million operating budget ceiling and the support of intra-provincial circulation of MAP-funded exhibitions for the Exhibition Circulation Fund; and
- Changes to the Aboriginal Heritage component with respect to the duration of eligible projects and the maximum level of MAP contributions.

3. Evaluation Methodology

This section describes the context and methodology used to undertake the evaluation of the MAP.

3.1 Evaluation Scope, Timing and Quality Control

The evaluation's objective is to provide credible and neutral information on the ongoing relevance and performance of the MAP, including effectiveness, efficiency and economy, for the period of 2008-09 through 2012-13. The evaluation will meet PCH accountability requirements relative to the *TBS Policy on Evaluation* and the Financial Administration Act requirement that all direct program spending be evaluated every five years. It will also provide PCH management with an analysis and recommendations to inform future program decisions.

While the MAP umbrella includes three distinct grants and contributions programs, the present evaluation focuses solely on one component: that is, grants and contributions that support heritage institutions and museums through the three main components: Access to Heritage, Aboriginal Heritage and Collections Management.

The evaluation was led by the ESD of PCH, with components contributed by the Policy Research Group (PRG) and an external consultant. Data collection and reporting on the evaluation results was undertaken between September, 2014 and April, 2015.

In an effort to conduct a quality evaluation in a cost-effective manner within tight timelines, ESD conducted a calibration exercise. In particular, the evaluation of the MAP was calibrated as follows:

- Existing program information was used to assess evaluation questions to the extent possible before performing additional data collection.
- Information from the previous evaluation was examined to determine the relevance of existing information to the current evaluation.
- Purposive sampling was used to determine the number and type of funded recipients from the Aboriginal Heritage component to interview. The sample remained representative of funded recipients in this component.
- The number of deliverables associated with the evaluation was minimized without risking the quality of the evaluation.

The evaluators carried out the work in a manner consistent with the TB Standard on Evaluation, acted in a neutral manner and with integrity in their relationships with stakeholders. To ensure that professional standards regarding the evaluation process and protocol, evaluation planning and design, reporting and project management were respected, a variety of techniques and tools were used by the evaluators.

3.2 Evaluation Questions by Issue Area

The evaluation addresses the five core evaluation issues in accordance with the Treasury Board Secretariat *Directive on the Evaluation Function* approved in April 2009 (see Appendix D – TBS Core Evaluation Issues). The evaluation also looked at the program’s design, delivery and performance measurement systems and areas for improvement.

A detailed evaluation framework organized by evaluation issue, along with clarification of the methodologies to be used to address each issue, was developed to support the evaluation. (See Appendix B, Evaluation Framework)

Table 2 presents the evaluation issues and questions addressed by the MAP evaluation.

Table 2: Overview of Evaluation Issues and Questions

Issues	Questions
<i>Relevance</i>	
Continued need for the program	<ul style="list-style-type: none"> • Does the MAP respond to the needs of the targeted population and key stakeholders? • To what extent is the MAP responsive to the current and changing needs of museums/heritage organizations? • Is there a need for the MAP (3 components)?
Alignment with government priorities	<ul style="list-style-type: none"> • To what extent are the objectives of the MAP aligned with the priorities of the federal government? • To what extent are objectives of the MAP aligned with the strategic outcomes of PCH?
Consistency with federal roles and responsibilities	<ul style="list-style-type: none"> • To what extent is the program aligned with the roles and responsibilities of the federal government?
<i>Performance - Effectiveness</i>	
Achievement of expected outcomes	<ul style="list-style-type: none"> • How many travelling exhibitions are produced? • How many travelling exhibitions and other programming products/activities are presented to the public? • To what extent have opportunities been created for heritage institutions and workers to enhance their professional knowledge, skills and practices? • To what extent have institutions and workers enhanced their professional knowledge, skills and practices? • To what extent are projects aimed at improving the preservation and presentation of Aboriginal heritage implemented? • To what extent are heritage collections better managed and preserved? • To what extent is Canada’s heritage accessible to Canadians over time? • Did the program have any unintended impacts (positive or negative)?
<i>Performance – Efficiency and Economy</i>	
Demonstration of efficiency and economy	<ul style="list-style-type: none"> • What were the expected and actual expenditures? • Are there more economical alternatives which would achieve the same results? • Is the right governance in place to deliver the program? • Is the current delivery mechanism effective? • To what extent is there overlap or complementarity between the MAP and other private, public or non-profit programs?

<i>Other</i>	
Performance Monitoring and Measurement	<ul style="list-style-type: none"> • Is the current performance measurement framework effective in capturing the results of the program? • Are there any gaps in the performance measurement strategy? If so, what are they?

3.3 Evaluation Methods

Preliminary Consultation

Before undertaking the evaluation, preliminary discussions were held with the MAP employees. This led to the development of the Terms of Reference for the evaluation, which included a description of the program, the evaluation scope and issues, the methodological approach and a detailed evaluation framework. The Terms of Reference were approved by PCH's IPPMEC in June 2014.

Lines of Evidence

The evaluation approach featured a combination of qualitative and quantitative data collection methods designed to address the evaluation issues and questions contained in the above chart. This approach also incorporated a mix of primary and secondary data sources, allowing for the triangulation of findings from each line of evidence to be presented in the final report. Therefore, the observations, findings and conclusions of the report are based on more than one line of evidence, unless otherwise stated.

The evaluation methodology included the following six lines of evidence:

- Literature review: The literature review focused on recently published literature, reports, articles, websites and other sources to help address the evaluation issues related to program relevance and efficiency. The review looked at the current and emerging needs of heritage institutions and workers involved in the preservation and presentation of heritage collections; included a comparative analysis of similar programs at the national and international levels; and identified any possible overlap and duplication between the MAP and other Canadian programs.
- Document and file review: The reviewed documents included key government documents (e.g., Throne Speech and Federal Budget excerpts), departmental documents (Departmental Performance Reports and Reports on Plans and Priorities) and program-related documents such as program guidelines and application forms, program Terms and Conditions and the Performance Measurement, Evaluation and Risk Strategy (PMERS). In addition, a sample of project files, which included contribution agreements, correspondence and interim and final reports, was reviewed.
- Review of administrative databases: The program's databases of grant/contribution recipients and performance indicators were reviewed to obtain aggregate data on recipients and results and to assess current data collection and performance measurement tools.

- Key informant interviews: Key informants were selected on the basis of their involvement in, knowledge of or experience with the program. Thirty-one interviews were conducted, including interviews of 10 staff members and 21 funding recipients (7 museum associations and 14 organizations that received funding through the Aboriginal Heritage component). In this report, statements made about the views of key informants were usually reported when the majority shared this view, unless otherwise stated. When more details on the number of key informants who shared this view were deemed necessary, the following terms were used:
 - “Few” was used when fewer than 20 percent of interviewees responded with similar answers.
 - “Some” was used when 20 percent or more, but fewer than 50 percent of interviewees responded with similar answers.
 - “Many” was used when 50 percent or more, but fewer than 75 percent of interviewees responded with similar answers.
 - “Most” was used when 75 percent or more of interviewees responded with similar answers.
- Survey of Collections Management and Access to Heritage recipients: An online survey was distributed by email to 229 institutions that received funding from the MAP between April 2008 and March 2013. The survey results were obtained from 107 respondents (47 percent); 60 organizations (56 percent) that received funding through Collections Management and 47 (44 percent) that received funding through Access to Heritage.
- Expert panel: Five experts in the field of heritage preservation and presentation were consulted. Details of the expert panel members’ views in this report use the same qualitative descriptors as those for the key informant interviews.

Methodological Limitations

While the methodology offered a number of important strengths, including the mix of qualitative and quantitative lines of evidence and a mix of primary and secondary data sources, the evaluation encountered some challenges and there were some limitations to the methodology including the following:

- Although there were administrative data available for 2008-09 and 2009-10, changes made to the Terms and Conditions of the program in 2011 made these data less relevant for the current evaluation. The evaluation therefore focused on administrative data for the last three years under review: 2010-11, 2011-12 and 2012-13. This reduced scope may have limited the richness of the analysis, including the ability to consider trends in the data over time. Furthermore, the project results reported in the performance findings section were only for projects for which the program received final reports (in 2012-13, the program received final reports for 86 percent of the completed projects).
- The evaluation revealed some gaps in performance measurement and the aggregate data was not consistently up-to-date (i.e. for example, various versions of data were

available, such as on the number of applications, the number of funded projects and funding amounts). Some measures were not as meaningful as they could be for the purpose of reporting on indicators and decision-making. Additional information is provided in Section 5.3.

- The evaluation methodology did not include consultations with unfunded applicants or non-applicants (other museums and heritage institutions). Therefore, input for areas such as the ability to address needs represent the reflections of those who were already eligible to receive funding.

The limitations were mitigated through the use of a multi-method approach to generate evidence on the evaluation questions from more than one line of evidence, from different (internal and external) perspectives as well as from triangulation of different data sources.

4. Findings - Relevance

This section of the report examines the continued need for the program and the legitimacy of the federal government's role in funding heritage preservation and presentation activities and assesses the alignment of the MAP with federal and PCH priorities and objectives.

4.1 Core Issue 1: Continued Need for the Program

KEY FINDINGS

- Heritage institutions and museums are central to preserving and sharing Canada's tangible and intangible heritage, but face numerous competing demands for their limited resources.
- Museums and heritage institutions are encountering heightened expectations and newly emerging sector priorities such as:
 - o increasing social/community engagement
 - o adoption of digitization technology
 - o accessible collections and information
 - o greater attention devoted to sustainable management
 - o reflecting the changing demographics of communities

Meanwhile, heritage institutions continue to struggle with aging infrastructure and scarce resources such as insufficient revenues and a shortage of skilled staff and volunteers.

- The financial pressures from these emerging needs are felt across the sector, regardless of institution size. However, there seems to be a growing divide between large and small museums in terms of their ability to respond to the above priorities, including the need for knowledge sharing among museum professionals.
- The MAP remains critical in supporting museums and heritage institutions' activities in order to help them improve their collections, create and circulate exhibits and provide Canadians with access to exhibits.
- The MAP provides support for about five percent of the more than 2,400 museums and heritage institutions in Canada and typically not for the smallest ones. However, it should be noted that given the eligibility requirements, the program estimates that approximately 800 of the 2,400 (33 percent) museums and heritage institutions are eligible for the MAP.
- The three MAP components remain relevant. They are responding to distinct issues faced by heritage institutions. This is particularly true for the Aboriginal Heritage component and for the Storage Solutions and Collections Management Information Systems streams of the Collections Management component.

Needs of heritage organizations and museums

The documentation shows that federal government support for museums and heritage institutions is longstanding, reaching back to the creation of the MAP in 1972 with the National Museum

Policy and its renewal in 1990 with the introduction of the Canadian Museum Policy. Objectives of this policy were to:

- foster access by present and future generations of Canadians to their human, natural, artistic and scientific heritage and enhance awareness, understanding and enjoyment of this heritage;
- encourage the development, management and preservation of significant and representative collections in all regions of Canada; and
- enhance excellence in museum activities across Canada through support to museological research and development and assuring service throughout Canada.

Other longstanding elements of the Canadian government's policy towards museums include federal funding for the Canadian Museums Association (provided since 1974) and the Canada-France Agreement on Museums Cooperation and Exchanges, signed by the governments of Canada and France in 1990 to support exchange missions between Canadian and French museums for the purpose of expertise and knowledge sharing, and professional development.

The literature and documentation on museums and heritage institutions shows that heritage institutions and museums are central to preserving and sharing Canada's tangible and intangible heritage, but they are faced with many competing demands for their limited resources. Museums and heritage institutions manage collections, preserve Canada's approximately 94 million artifacts and in 2011 made these objects and information accessible to visitors through approximately 17,000 permanent exhibitions, 7,000 newly created exhibitions and over 2,000 travelling exhibitions.¹⁰

Despite this huge collective contribution, the documentation shows that these individual institutions are predominantly medium-size and small-size (most have fewer than ten employees).¹¹ Volunteers at heritage institutions typically outnumber paid staff.¹² Heritage institutions rely heavily on funding from various levels of government and private support. Unearned revenue (i.e., grants, contributions and donations) makes up the bulk of museum revenues and comes primarily from government, with the remainder coming from private donors.¹³

The museum and heritage sector is faced with a number of trends and growing needs. Several changes were noted by experts and interview respondents, as well as in the literature, including: increasing pressure on museums to adopt new technologies to preserve and present heritage and respond to changing audience tastes; and, evolving notions of the role of museums. The literature, as well as interviews and expert opinions, indicates that museums and heritage institutions are encountering heightened expectations to meet demands for the following:

¹⁰ 2011 Survey of Heritage Institutions

¹¹ Virtual Museum of Canada, cited in Canadian Heritage, Environmental Scan, 2011, 2012, 3013

¹² 2011 Survey of Heritage Institutions

¹³ 2011 Survey of Heritage Institutions.

- socially engaged, participatory and crowd-sourced exhibits and information, where community involvement can be a focal point in almost every aspect of a museum's activities;
- the use of new media tools that allow audiences to engage with collections and information in new ways, both inside and outside the physical museum;
- digitization of collections;
- increased access to collections;
- sustainable management practices; and
- representation of the community in collections and exhibits (e.g., multicultural, multigenerational).

However, meeting these evolving demands is straining on human and financial resources. According to the literature, as well as the experts and interview respondents, all museums, regardless of the size, are dealing with capacity issues brought on by new technology and competition among museums for scarce resources such as revenues and skilled staff and volunteers.

A few interview respondents, and most experts, noted that infrastructure is another growing issue for museums, not only for reasons brought on by some of the factors outlined above but simply due to the necessity of replacing aging infrastructure and improving or updating their storage facilities.

Ongoing fiscal pressures in heritage institutions affect the full life-cycle, from service levels and collection access, through to the appropriate preservation and conservation of collections and professional development opportunities.¹⁴

According to the interview respondents and as mentioned by experts, one of the most significant trends that coincides with these growing demands is a “growing divide” between the largest and smallest museums. While larger museums may have the capacity to stage “blockbuster” exhibitions that attract large audiences, a few experts and interview respondents pointed out that small museums play an important role in regions and communities by representing local history and heritage in a way that supports the social fabric. For small museums, it is especially difficult to plan and devote resources to addressing their ongoing needs, as well as to deal with new demands on their resources, making knowledge exchange between museum professionals more crucial. One of the key differences between large and small museums is that those with greater capacity are successful in obtaining funds to improve the museum. However, smaller organizations may have greater need, but lack the ability to apply for funding.¹⁵

Most experts consulted during this evaluation summarized these trends as boiling down to two major needs that the sector currently faces: 1) the need for financial support of institutions for long-term, multi-year approaches that support sustainability and 2) support for leadership, planning, governance and training in the heritage sector broadly. Some experts reiterated that

¹⁴ Cultural Human Resources Council, Cultural HR Study, 2011, cited in Canadian Heritage, 2012, 2013 Environmental Scan.

¹⁵ Cardinal et. al, 2007.

professional development of museum staff is important as a means of supporting strategic planning to strengthen museums, including community engagement and content development. A few museum associations and a few experts pinpointed an emerging need to address the “management functions” of museums and heritage organizations, because activities such as workshops on governance and management skills, for example, are “no longer aligned with the MAP”.¹⁶ Overall, many respondents, including PCH officials and funding recipients (from both Aboriginal and museum associations), pointed out that support for these activities is important because they lay the foundation for ensuring that collections are properly taken care of and accessible to Canadians.

Aboriginal heritage needs

It was noted in the literature review that there are specific needs related to preserving and presenting Aboriginal heritage and managing Aboriginal collections: 1) increased involvement of Aboriginal people in the interpretation of their cultures and histories by public institutions; 2) knowledge sharing and training to make participation possible; 3) continuous reconsideration of how to conceptualize and handle cultural property in the museum setting, including repatriation of artifacts; and 4) greater access to museum collections for Aboriginal people.¹⁷ Interviews with representatives of funded organizations corroborated these points and illustrated some of the needs that coincide with those found in other heritage institutions, especially capacity needs (funding, training for staff, storage space for collections, and digitization). A few key informants also mentioned that capacity needs are even a factor in being able to apply to the MAP, because some of these organizations may have a shortage of employees with the expertise to develop a successful proposal. It was pointed out by a PCH official that there can be considerable regional differences in Aboriginal needs that must be taken into consideration and interviews with Aboriginal organizations did indeed identify a wide disparity in needs. Professional development and skills training are also an area of need, as noted by many key informants and as supported in the literature. A few experts and some interviewees noted that Aboriginal heritage workers lack a culturally specific professional network in which they can share knowledge and learn from each other.

Responsiveness of the MAP to the needs of museums and heritage institutions

While the experts and interview respondents were in a consensus that the MAP is important to the museum and heritage institution sector and that federal funding for the sector remains relevant, there were considerable differences of opinion on whether or not the MAP responds to the sector’s needs. Many PCH officials and funding recipients who were interviewed said that

¹⁶ The new Terms and Conditions in 2011 discontinued eligibility for workshops on governance and museum management functions. The Strategic Initiatives component of the Canada Cultural Investment Fund provides financial assistance for projects involving multiple partners that will help arts and heritage organizations improve their business practices and diversify their revenues. This includes professional development activities. The Collections Management component currently supports activities “to improve professional knowledge, skills and practices and to strengthen professional standards related to key museum functions for Collections Management” which include acquisition, conservation, research, collections information management, exhibitions and education. MAP Guidelines 2015-2016.

¹⁷ Bolton, 2004; Clapperton, undated.

the MAP continues to be vitally important in that it gives Canadians access to exhibits, supports the creation and circulation of exhibitions and increases the capacity of museums. Comments from applicants who were surveyed confirmed that funding has helped recipients undertake activities they otherwise could not afford.

However, the relatively small amount of funding that the MAP contributes was also underscored by a few interview respondents and most experts as limiting the MAP's ability to respond to the sector's needs on a larger scale and for the long term, especially in terms of skill development to ensure the long-term preservation of collections. Experts pointed to the project-based premise of MAP funding as being insufficient to address the sector's significant needs for sustainability, and said that the sector as a whole needed support for sector-wide leadership, governance, knowledge sharing and capacity building.

The administrative data on the number of institutions that receive funding show that, in terms of reach, MAP funding was allocated to a smaller number of institutions each year. From 2010-11 to 2012-13, the MAP received an average of 162 applications per year,¹⁸ and funding was allocated to an average of 129 new projects.¹⁹ In the previous evaluation, the MAP received an average of 223 applications per year,²⁰ and funding was allocated to an average of 152 projects²¹. According to the administrative data, MAP funding was allocated to an average of 109 institutions²² during the same three-year period. This suggests that MAP funding provides support for about five percent of the more than 2,400 museums and heritage institutions in Canada and typically not for the smallest ones. However, it should be noted that given the eligibility requirements, the program estimates that approximately 800 of the 2,400 (33 percent) museums and heritage institutions are eligible for the MAP.

Smaller organizations are less likely to be among those funded, mostly because of eligibility issues or inability to apply. The majority of Canada's museum and heritage institutions (63 percent) have annual budgets of less than \$100,000;²³ however, the survey of funding recipients conducted for this evaluation revealed that all Access to Heritage recipients had annual budgets of more than \$100,000, as did the vast majority (96 percent) of Collections Management recipients²⁴.

¹⁸ Access to Heritage, Aboriginal Heritage and Collections Management including Exhibition Circulation Fund, Emergency Assistance and Canada-France Agreement. 2010-11: 186, 2011-12: 157, 2012-13: 144. Source: Application 2008-09 to 2015-16.xlsx-EXCEL

¹⁹ 2010-11: 142, 2011-12: 131, 2012-13: 114. Source: Application 2008-09 to 2015-16.xlsx-EXCEL

²⁰ 2005-06: 248, 2006-07: 222, 2007-08: 198. Source: Evaluation of Museums Assistance Program Jan.2010.

²¹ 2005-06: 182, 2006-07: 155, 2007-08: 119. Source: Evaluation of Museums Assistance Program Jan.2010.

²² Unique institutions approved. 2010-11: 122, 2011-12: 99, 2012-13: 107.

²³ Canadian Heritage, Environmental Scan, 2011, 2012, 2013, based on analysis of industry data. \$100,000 is the reference point used in the survey.

²⁴ It is likely that smaller organizations lacked the capacity to respond to the survey, elevating the average annual budget of funding recipients reported through the survey.

Table 3: Breakdown of the Types of Institutions in Canada by Revenue Bracket

	Under \$40K	\$40K-\$99K	\$100K-\$499K	\$500K-\$999K	Over \$1M	Totals
Archives	161	81	81	24	17	364
Galleries	18	35	100	26	27	206
Historic Sites	175	105	136	29	32	477
Museums	704	235	257	57	56	1,309
Zoos & Botanical Gardens	32	12	33	8	22	107
Totals	1,090	468	607	144	154	2,463

Source: Government of Canada Survey of Heritage Institutions: 2011

Table 4: Number of Institutions in Canada Meeting the Eligibility Criteria for MAP Funding

	Under \$40K	\$40K-\$99K	\$100K-\$499K	\$500K-\$999K	Over \$1M	Totals
Archives	0	0	0	0	0	
Galleries	0	35	100	26	27	188
Historic Sites	0	21	85	19	18	143
Museums	0	101	183	57	53	394
Zoos & Botanical Gardens	0	12	33	6	22	73
Totals		169	401	108	120	798

Source: Government of Canada Survey of Heritage Institutions: 2011

Although experts and a few museum associations expressed concerns about the MAP's responsiveness to sector-wide issues on a national level, there is also a fairly clear sentiment that each of the three components of the program is fulfilling a much-needed role in supporting the activities of individual institutions. The following summarizes specific findings related to the need for the three MAP components and the MAP's responsiveness to the sector's needs in those areas.

Access to Heritage and Exhibition Circulation Fund

The Access to Heritage and its subcomponent, the Exhibition Circulation Fund, are designed to help with needs related to the development and circulation of new travelling exhibitions (Access to Heritage) and the hosting of travelling exhibitions (Exhibition Circulation Fund). Over the evaluation period there were more applications for the Exhibition Circulation Fund sub-component than for actual Access to Heritage support. For example, from 2010-11 to 2012-13, the Access to Heritage received 73 applications to develop new exhibitions; while the Exhibition Circulation Fund received 95 applications, with the volume of applications increasing from one year to the next. This is not surprising, however, as most Access to Heritage projects are more costly and span several years and are thus funded through multi-year funding. From 2010-11 to 2012-13, the MAP funded 59 new Access to Heritage projects and 86 new Exhibition Circulation Fund projects. When compared to the number of funded projects reported in the

previous MAP evaluation, this represents a 52 percent decrease in the number of funded Access to Heritage projects, but a 51 percent increase in Exhibition Circulation Fund projects. These trends may be attributable to the program changes that occurred when the Terms and Conditions were renewed in 2011.²⁵

Interview respondents and the survey of funding recipients indicated that this component seems to be relevant and responsive to the needs of those who have received Access to Heritage and Exhibition Circulation Fund funding. Many Access to Heritage recipients surveyed (59 percent) indicated that the MAP met their needs to a great extent²⁶ in the area of production and presentation of travelling heritage exhibitions and other programming products/activities (35 percent gave a neutral rating). Some museums depend on travelling exhibitions to fulfill their mandates and make efficient use of their space. The rising cost of developing, borrowing, transporting and displaying exhibits are a burden on these organizations and so the MAP support for these activities is valued.

However, developing and circulating exhibits is not a priority for all heritage institutions. As a result, some in the sector do not see support for these activities as a particularly salient or growing need. In interviews, although some key informants said there was a steady or growing need for attention in this area, others said that needs in this area had decreased. Among Access to Heritage funding recipients, about half of those surveyed (52 percent) said that there was a growing need for Canadian travelling exhibitions and/or associated interpretive material, which puts the Exhibition Circulation Fund in a good position to respond to this need (31 percent said there had been no change, with a few respondents articulating that there had always been a need). Fewer respondents said they were seeing an increased need for the development of travelling exhibitions and associated interpretive material (39 percent of Access to Heritage recipients); this need is fulfilled by the Access to Heritage.

A few survey respondents and key informant interviewees mentioned that the removal of the requirement to circulate an exhibition outside the applicant's own province²⁷ had improved the component's responsiveness. However, there were a few comments from survey and interview respondents to the effect that there were some areas where this component could respond to needs more effectively. For example, the \$15,000 cap (Exhibition Circulation Fund) may be insufficient to cover the costs associated with the borrowing, transportation and mounting of an exhibition; and the focus on exhibitions travelling across Canada's geographic regions may be too restrictive to align with the priorities of some potential applicants.

²⁵ Changes in the Terms and Conditions included: 1) changes to the Access to Heritage component in order to maximize return on investment and circulation of travelling exhibitions, including specifying the duration of eligible projects and the size of travelling exhibitions and reducing the number of required out-of-province venues from two to one; and 2) Removal of the \$2 million operating budget ceiling and the support of intra-provincial circulation of MAP-funded exhibitions for the Exhibition Circulation Fund

²⁶ Rated 4 or 5 on a 5-point scale from 1 = to no extent at all and 5 = to a great extent

²⁷ The requirement for an exhibition to travel to at least one out-of-province venue was removed as part of further changes made to the MAP Terms and Conditions to support government measures to promote history. These changes were approved in the fall of 2013 and came into effect during the 2014-2015 cycle. While these changes were outside the scope of the evaluation, respondents were aware of the changes by the time of the fall 2014 survey.

Aboriginal Heritage

The Aboriginal Heritage component is relevant. This component is designed to support a wide variety of projects undertaken by Aboriginal organizations or on behalf of Aboriginal communities. Funded projects include the presentation, preservation and management of cultural heritage and the enhancement of knowledge and skills of heritage institutions and workers. Over the three-year period from 2010-11 to 2012-13, 58 new projects were approved under the Aboriginal Heritage component (out of 91 applications), representing 16 percent of new MAP projects. This figure remained stable compared to the previous evaluation, which reported 62 Aboriginal Heritage projects funded between 2005-06 and 2007-08.

Most PCH officials and most Aboriginal organizations interviewed clearly believed that this is an important and relevant component and that it meets needs in the area of Aboriginal heritage. It was even suggested that the MAP does a better job of responding to needs in this area than it does through the Access to Heritage and Collections Management components. A few interview respondents indicated that having a separate component specific to Aboriginal organizations made it easier for these organizations to obtain funding, because they did not face competition from large, mainstream organizations for limited amounts of funding. There were also comments to the effect that the component was designed to be sufficiently broad in its application as to include all Aboriginal heritage organizations (including those without a museum mandate), thus allowing a wider range of Aboriginal organizations to receive funding.

The Aboriginal organizations interviewed described a wide range of needs that affirm the relevance of a component that is broad and flexible. However, the areas where a few interviewees said that the MAP could be more responsive were the provision of operational support to Aboriginal heritage organizations and additional funding to cover the cost of publications. There were also a few requests from interviewees for support in areas where the MAP already provides support, such as recognition of community-based professional development (e.g., elders as trainers) and increased support for travelling Aboriginal exhibits. These requests suggest a lack of awareness of the scope of the Aboriginal Heritage component on the part of a few Aboriginal interviewees.

Collections Management

This component primarily funds two types of projects:

- collections management systems projects that promote the implementation of key collections management policies through the implementation or upgrade of new collections information systems and collections storage solutions; and
- projects related to the sharing of best practices among a number of museum organizations with respect to key museum functions.

Collections Management received 224 applications from 2010-11 to 2012-13, which was more than the other two components combined.²⁸ This high number of applications suggests a strong

²⁸ plus 4 for Canada-France Agreement

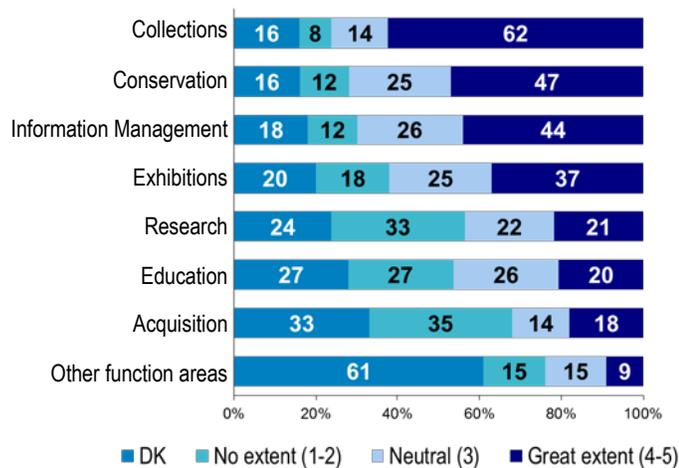
need for Collections Management -supported activities and that the activities are relevant²⁹. This component provided funding for 163 new projects over the three-year period, which was also more than the other two MAP components combined. Given the changes made to the Collections Management component in recent years, it is not feasible to compare the number of applications received or the number of funded projects with the data reported in the previous evaluation (see Section 2.5).

According to the evidence obtained from interviews, experts and surveys, stakeholders felt that the two main types of projects funded through this component (professional development projects and implementation of collections management solutions) are distinct but critical areas in need of federal support, although a few key informants noted that it is also true that professional development projects can sometimes overlap with the implementation of Collections Management solutions.

According to comments made in interviews and the survey, the allocation of funding for Collections Management solutions is felt to be highly relevant. In terms of key museum function areas, many funding recipients participating in the survey (62 percent) said that this component met the needs of their collections and nearly half of them said that that the funding was helping them with conservation (47 percent) and information management (44 percent).

Figure 1 Responsiveness of Needs – Collections Management

“To what extent do you feel the MAP Collection Management component is responding to needs in the key museum function areas?”



(Asked of Collections Management only)
n=51

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²⁹ It is also important to note that the scope of projects funded through Collections Management is usually small and in the form of grants, as opposed to the other 2 components which fund larger, multi-year projects.

Stakeholders felt that Collections Management is an essential area for which it is difficult to find other sources of funding. A large number of survey respondents did not see this component as being responsive to needs related to research, education and acquisitions and their comments indicated an acknowledgment that Collections Management does not directly support activities in those areas. Stakeholders also felt that the professional development aspect of the component should be better promoted.

The surveyed funding recipients were more positive about the MAP in terms of its support for the management and preservation of heritage collections (51 percent of respondents said that the MAP was responsive “to a great extent” in this area³⁰), while just 26 percent of surveyed funding recipients felt that the MAP is responding “to a great extent” to the need to improve the professional knowledge, skills and practices of institutions and workers. A few applicants indicated they were not aware that professional development activities can be funded by the MAP. A few respondents also indicated that it was difficult to put an eligible project together because of the current low capacity levels in the target institutions, particularly because of the requirement that the project activities for professional development involve a number of institutions. A few interview respondents suggested that the current level of funding in this area may be too small to adequately address the variety of professional training needs across Canada’s many heritage institutions. While the MAP is part of a suite of PCH programs that support the heritage sector (see Appendix E), a few experts were concerned that the federal government does not presently look at broad-based sector needs related to professional knowledge, skills and practices.

Collections Management funding can also be used for emergencies. Emergency Assistance is available to help institutions carry out remedial action for damages to collections caused by an external event, such as a flood or earthquake. Few applications were received for Emergency Assistance during the period covered by the evaluation.³¹ Overall, the literature and the evidence from the interviews and the expert panel indicate that emergency support is valued by these institutions responsible for the care of tangible artifacts. A few interview respondents said that the emergency assistance category of funding is somewhat hidden because it is nested under the Collections Management component.

The Canada-France Agreement also provides support to projects in the form of exchange missions between museums in Canada and France that facilitate international knowledge sharing and professional development. The relevance of this specific activity was not thoroughly assessed in this evaluation. However, application numbers show some interest in this type of support, and a few interviewees noted that this activity remains relevant in terms of fostering knowledge sharing between heritage professionals. Between 2010-11 and 2012-13, there were four new Canada-France Agreement projects funded within the Collections Management component. One museum association representative and some experts who were interviewed mentioned the idea of looking at the potential for a Canada/United-States agreement, because the

³⁰ Within this report, a “great extent” means that the respondent rated 4 or 5 on a scale of 1 (no extent) to 5 (great extent).

³¹ One application for EA received in 2010-11 and none in 2011-12. Source: MAP AR 2011-12 Final.doc. p.29

governance structure of Canadian museums is comparable to that of American museums. The museums have boards with a mandate to seek out various sources of funding for their museums.

4.2 Core Issue 2: Alignment with Government Priorities

KEY FINDINGS

- The MAP is aligned with Government of Canada priorities; particularly those related to cultural heritage, history, celebrating the 150th anniversary of Confederation, commitment to Aboriginal communities and supporting the economy.
- The MAP's objectives are aligned with PCH's strategic outcome: "Canadian artistic expressions and cultural content are created and accessible at home and abroad." The program is also aligned with the departmental priorities of celebrating Canada's history and investing in communities by providing funding for projects.
- There has been no formal review of the policy regarding museums since 1990. Consequently, the consensus view among experts is that the policy is not up-to-date with respect to the current environment in which Canadian museums operate. This environment has changed considerably since 1990 with the emergence of new technologies, changes to public funding programs and changes in consumer interests.

In federal government announcements throughout the evaluation period, commitments have been made to making history accessible to Canadians, celebrating and recognizing historical events, and milestones and celebrating our shared heritage, culture and identity as Canadians. Federal budgets, throne speeches and announcements of Canada's commitment to supporting culture and heritage show an alignment of the MAP activities with governmental priorities, especially in preparation for Canada's 150th anniversary celebrations. The 2012 federal budget noted that Canada's national and local museums are some of the "best in the world" and highlighted federal funding to museums as a priority area. Other relevant excerpts include the following:

- "[...] new measures will make our history more accessible to all Canadians [...]" (Minister of Canadian Heritage, 2013 announcement of history initiatives).
- "With Canada's 150th anniversary approaching in 2017, the Government is taking concrete steps to build a lasting legacy for this important milestone. The Government is making a large investment to [...] bring all of Canada's museums together in a national network to share resources and teach the great stories of Canada's past." (2013 Economic Action Plan).
- Canadians are "united by core values, a shared history and a sense of common purpose. Our Government will join Canadians in celebrating our heritage" (2011 Speech from the Throne).

Federal announcements and documents such as the 2011 Budget also outline continued support for Aboriginal communities, which is consistent with the MAP's Aboriginal Heritage

component. There is also some evidence that the MAP supports the government's economic priorities: Federal budgets have highlighted the importance of supporting cultural and heritage institutions. Departmental documentation has cited heritage occupations as contributing to a cultural sector that represents \$49.9 billion in the economy and employs more than 600,000 Canadians.³² Some interview respondents noted that the museum sector plays an important role in the tourism industry.

Most PCH officials and a few experts who were consulted felt that the MAP, and federal government support for the presentation of cultural heritage in general, is aligned with federal government priorities. However, with near unanimity, the experts said that the museum sector is in need of greater attention among federal government priorities. They argued that government priorities ought to emphasize leadership in the museum sector, engagement to encourage funding, and an updated museum and heritage policy. That said, there has been no formal review of the policy regarding museums since 1990.³³ Consequently, the consensus view among experts is that the policy is not up-to-date on the current environment in which Canadian museums operate. This environment has changed considerably since 1990 with the emergence of new technologies, changes to public funding programs and changes in consumer interests.

In 2005, the Government announced that Canada would develop a vision for all museums across the country. The Department of Canadian Heritage prepared a discussion guide³⁴ to encourage discussions about key issues that could be addressed in the new policy. In the consultation document, the Department stated that it was developing “a new policy in order to assist museums to position themselves to meet the challenges they face and to mobilize the support they need from all stakeholders.”

In 2006, the Standing Committee on Canadian Heritage report on Canadian museums recommended that “the government implement as soon as possible the new museum policy discussed in 2005 and respect the work and consultations undertaken by the Department.” In 2007, Government priorities shifted towards national collections and museum support programs, and a new policy was not developed.

The 2010 evaluation of the Museums Assistance Program recommended that the Department review and update its museum policy. Although the management response and action plan to the recommendation agreed to develop a new federal policy to redefine the role of the program, the Department did not proceed with a new policy.

The MAP's objectives, as laid out in the 2011 Terms and Conditions, are linked to PCH's Program Alignment Architecture (PAA) and the Departmental Strategic Outcome: “Canadian artistic expressions and cultural content are created and accessible at home and abroad.” A few

³² Canadian Heritage, Department Performance Report, 2012-13.

³³ The MAP was introduced in 1972 and re-affirmed when the 1990 Canadian Museum Policy was introduced. It is important to note that this Policy forecasted that the grants budget would increase from \$8.5 million in 1989-1990 to \$18 million in 1994-1995; an increase that never happened.

³⁴ Towards a New Museum Policy, Discussion Guide, PCH, 2005
<http://publications.gc.ca/collections/Collection/CH4-95-2005E.pdf>.

interview respondents noted that the program particularly supports the access of cultural content domestically, while international sharing of cultural content is less of a focus, although there continues to be international sharing through projects funded under the Canada-France Agreement.

Departmental planning documents show that the program has contributed to departmental priorities such as the commemoration of the 200th anniversary of the War of 1812, the World War commemorations and the 150th anniversary of Confederation. “Undertaking actions to enhance the preservation and presentation of Canada’s history and heritage” is specifically stated as a departmental priority which supports the Heritage program area.³⁵ PCH departmental priorities during the evaluation period included the following: taking full advantage of digital technology; celebrating our history; investing in our communities; and ensuring financial stability and service excellence.³⁶ Most PCH officials who were interviewed felt that the MAP objectives are consistent with these priorities, and particularly with celebrating our history and investing in our communities, which the interview respondents said could be brought about by providing funding for smaller institutions.

4.3 Core Issue 3: Alignment with Federal Roles and Responsibilities

KEY FINDING

- The MAP is aligned with the roles and responsibilities of the federal government. Federal responsibilities with respect to heritage and museums are laid out in the *Department of Canadian Heritage Act*, the *Museums Act*, the Canadian Museum Policy and the Canada-France Agreement on Museums Cooperation and Exchanges.

PCH’s legislative mandate for heritage is established in the *Department of Canadian Heritage Act, 1995*. Under the *Act*, “the Minister shall initiate, recommend, coordinate, implement and promote national policies, projects and programs with respect to Canadian identity and values, cultural development, heritage and areas of natural or historical significance to the nation.” Although federal responsibilities for cultural heritage are shared among multiple departments and agencies, PCH is responsible for all matters related to heritage that are not assigned by law to another department or agency.³⁷ The Canadian Museum Policy (1990) affirmed the government’s commitment to the MAP and the Canada-France Agreement on Museums

³⁵ PCH RPP 2012-13, p. 21.

³⁶ Canadian Heritage 2012, Report on Plans and Priorities 2012-13.

³⁷ Canada. *Department of Canadian Heritage Act, 1995*. Parks Canada, for example, has specific responsibilities for areas of natural or historical significance to the nation, including national parks, national marine conservation areas, national historic sites, historic canals, historic museums; heritage buildings, historic places in Canada, federal archaeology, and the design and implementation of programs that relate primarily to build heritage. Canada, 1998. *Parks Canada Agency Act*.

Cooperation and Exchanges (1990) signified the federal government's intention to support partnerships and the sharing of expertise between Canadian and French museums.

Most PCH officials interviewed affirmed that the MAP is aligned with the roles and responsibilities of the federal government and primarily with supporting the protection of Canadian heritage and feel that this wide responsibility is appropriate. As stated by one respondent, "because of the vastness of our country and the local nature of museums, [responsibility for the MAP] is an appropriate role for the federal government."

PCH oversees other statutes, including the *Museums Act* (1990), which sets out federal responsibility for national collections. The national museums are the only museums with specific mandates to preserve and present the heritage of the entire country and they are the only museums that receive annual operating support from the federal government through Parliamentary appropriations. National museums are not eligible for MAP funding, nor are federal departments, Crown corporations and agencies. Eligible museums that are governed by other levels of government or by academic or cultural institutions may apply to the MAP, but they must have distinct objectives, programs and budgets related to heritage.

The national museums also have a role to play with other, non-federally designated museums and institutions. Under the *Act*, the national museums play an essential role "individually and together with other museums and like institutions, in preserving and promoting the heritage of Canada and all its peoples, throughout Canada and abroad and in contributing to the collective memory and sense of identity of all Canadians." In fact, some experts and a few funding recipients stated in interviews that the government's involvement in the heritage sector helps non-nationally designated museums to maintain a broader vision and mission that supports Canadian identity and heritage.

5. Findings – Performance³⁸

The following sections present the major evaluation findings related to performance: effectiveness, efficiency and economy, and include an assessment of progress made in achieving expected outcomes, and an assessment of the use of resources to produce outputs and make progress toward the achievement of expected outcomes.

5.1 Core Issue 4: Achievement of Expected Outcomes

Achievement of Immediate Outcome: Travelling exhibitions are produced

KEY FINDINGS	
-	There were 66 (46 Access to Heritage, 20 Aboriginal Heritage) travelling exhibitions that were produced and circulated over three years of the program (2010-11 to 2012-13) and 88 projects funded through the Exhibition Circulation Fund sub-component have circulated. The travelling exhibitions showcased a wide range of topics for the target audiences that included youth, schools, families, residents of rural areas, Aboriginal peoples and official language minority groups, as well as general audiences of all ages.
-	The MAP has also enabled funding recipients to carry out research, design or produce interpretive material associated with the travelling exhibitions and to promote the circulation of travelling art exhibitions that are retrospective or present an historical perspective.

The review of documentation and key informant interviews confirmed that travelling exhibitions have been produced through the MAP. The administrative data review found that a total of 154 travelling exhibitions have been produced and/or circulated over three years of the program (2010-11 to 2012-13) through the Access to Heritage component (46), the Exhibition Circulation Fund sub-component (88) and Aboriginal Heritage (20).

Table 5: Travelling Exhibitions Produced and/or Circulated - 2010-11 to 2012-13 (for which final reports were received)

Exhibitions only:	ATH	ECF	AH	Total
2010-2011	6	25	9	40
2011-2012	13	28	6	47
2012-2013	27	35	5	67
TOTAL	46	88	20	154

Source: 2010-11 to 2012-13 Results Summary.xls

³⁸ Project results reported in the performance findings section are only for projects for which the program received final reports (in 2012-13, the program received final reports for 86 percent of the completed projects).

According to the survey, three quarters (76 percent) of Access to Heritage funding recipients said that funding had helped them design, produce and/or circulate travelling exhibitions. Three out of five recipients (60 percent) said that funding had been used to research, design and/or produce interpretive material associated with a travelling exhibition. Two out of five recipients (40 percent) said that the funding had helped them design, produce and/or circulate travelling art exhibitions that were specifically retrospective and/or presented an historical perspective.

According to the Access to Heritage and the Exhibition Circulation Fund project files reviewed, exhibitions showcased a range of topics, including the Indian Group of Seven, the mapping of an ancient language, early exploration in the Yukon, Vaudeville, illegal animal trafficking, the life work of Aboriginal artist Bob Boyer and extreme natural phenomena. These exhibits had target audiences that included youth, schools, families, residents of rural areas, Aboriginal peoples and official language minority groups, as well as general audiences of all ages.

Achievement of Immediate Outcome: Opportunities to improve knowledge, skills and professional practices

KEY FINDINGS

- Funding through the Collections Management component and the Aboriginal Heritage component has supported activities to increase professional knowledge, skills and practices in multiple heritage institutions and for many heritage workers. Over a three-year period (2010-11 to 2012-13), 54 Collections Management projects and 8 Aboriginal Heritage projects were completed. These projects supported activities to increase professional knowledge, skills and practices and strengthened professional standards related to key museum functions for collection management.
- Four projects funded through the Canada-France Agreement were completed. These contributed to the sharing of knowledge and skills between institutions in Canada and France.

According to the documentation and key informant interviews, MAP activities contribute to developing knowledge, skills and professional practices among heritage institutions and heritage workers, primarily through the Collections Management component, which funds projects designed to create learning opportunities and to improve the management of collections. Collections Management funds two types of projects: those aimed at directly improving the care and management of collections and those aimed at improving workers' and institutions' knowledge, skills and professional practices.

Over a three-year period (2010-11 to 2012-13), 54 Collections Management projects and 8 Aboriginal Heritage projects intended to enhance professional knowledge, skills and practices and strengthen professional standards related to key museum functions for collection management were completed. In addition, four projects funded through the Canada-France Agreement were completed. These contributed to the sharing of knowledge and skills between institutions in Canada and France.

Table 6: Number of Projects That Enhanced Professional Knowledge, Skills and Practices³⁹ 2010-11 to 2012-13

Number of projects completed that enhanced professional knowledge, skills and practices	CM	AH	Canada-France Agreement	Total
2010-2011	14	3	1	18
2011-2012	28	4	0	32
2012-2013	12	1	3	16
TOTAL	54	8	4	66

Source: 2010-11 to 2012-13 Results Summary.xls

According to the survey results for Collections Management funding recipients, more than one third (38 percent) respondents felt that this component had supported the sharing of best practices related to professional development activities and material for museum personnel, including the development of material for workshops, seminars and/or courses. These responses confirm the administrative data, which shows that projects of this type were less numerous than projects which focus on the direct improvement of collections. A few survey respondents (13 percent) said that Collections Management funding had helped them develop resources and/or documents to assist museum association members. According to project reports, Collections Management funding was allocated for skill-building activities on a variety of topics which were targeted at regional museum organizations and aimed to improve current and future museum practices. These reports also show that heritage workers took part in knowledge-sharing and learning opportunities, such as working meetings, workshops and task-specific training (e.g., to learn new systems or to mount an exhibit). These activities related to enhancing professional knowledge, skills, practices and professional standards are typically carried out by museum associations.

International sharing of best practices is not often an activity of the MAP projects (only eight percent of Collections Management recipients indicated achieving this outcome). This type of work is primarily done through projects funded under the Canada-France Agreement (CFA). For the last three years of the evaluation period, there were four new projects funded under this agreement (one in 2010-11, none in 2011-12 and three in 2012-13) that allowed heritage institutions in Canada to undertake joint activities with an institution in France. For example, the project of the Musée de la civilisation and its French partners (Muséum d'histoire naturelle in Toulouse, the Musée du Louvre-Lens in Lens and the Cité nationale d'histoire de l'immigration in Paris) contributed to new knowledge through exchanges and skill-building events.

³⁹ For which final reports were received

Achievement of Immediate Outcome: Projects to improve the preservation and presentation of Aboriginal heritage are implemented

KEY FINDINGS

- MAP funding through the Aboriginal Heritage component was used to develop heritage activities and present new material focusing on Aboriginal heritage.
- Between 2010-11 and 2012-13, 42 projects intended to improve the preservation; presentation and management of Aboriginal Heritage were completed.

MAP funding through the Aboriginal Heritage component was used to develop heritage activities and present new material focusing on Aboriginal heritage. According to the program documentation, between 2010-11 and 2012-13, a total of 42 projects funded under the Aboriginal Heritage were completed: 15 projects in 2010-11, 15 projects in 2011-12 and 12 in 2012-13. These numbers fell short of the program's target of 20 projects per year.

Projects funded through the Aboriginal Heritage component included the following: development of a travelling exhibit to reconnect former students of Indian residential schools with photographs and information about the schools; development of a special software package for archiving First Nations collections so that they can be better preserved and presented; research into Aboriginal place names and the installation of place name markers along traditional First Nations routes; updating and refurbishing of storage facilities and digitization of artifacts; and research and development for educational toolkits to be used in schools to present Aboriginal heritage.

Some Aboriginal Heritage funding recipients interviewed, along with a few experts, noted that it had been valuable to have the MAP focus on this Aboriginal component within the larger museum population. These key informants indicated that exhibits had been produced, that the component provided great opportunities for Aboriginal Heritage professionals, and that it had been helpful in assessing or securing Aboriginal artifacts in the community. A few experts noted the importance of the Aboriginal Heritage component in ensuring cultural representation in museums and preserving Aboriginal historical artifacts within the communities.

Achievement of Intermediate Outcome: Heritage collections are better managed and preserved

KEY FINDINGS

- Between 2010-11 and 2012-13, MAP funding was allocated to improve the management and preservation of a total of 172 heritage collections. More than 1.2 million objects were reported as being better managed or preserved through MAP projects. It was primarily through the Collections Management and Aboriginal Heritage components that funding recipients were able to improve the management and preservation of their collections.
- Over a three-year period (2010-11 to 2012-13), there were 524 learning opportunities for heritage institutions and heritage workers. There is some evidence that MAP funding helped heritage workers and institutions enhance their professional knowledge, skills and practices through activities supporting their institutions' functions, such as producing/mounting exhibitions. Volunteers also benefitted from enhanced knowledge and skills. Again, it was primarily the Collections Management and Aboriginal Heritage components that made these opportunities possible.
- Through the Access to Heritage component, including the Exhibition Circulation Fund, recipients received funding to produce 154 exhibitions which were presented to the public. To accompany these exhibitions, over 2,600 public programming products/activities were developed. Communities in all of Canada's provinces and territories have shown MAP-funded programs and exhibitions, and some travelling exhibitions have gone to foreign countries. Over 3 million visitors visited MAP-funded exhibitions during the three-year period of the program (2010-11 to 2012-13).

During the three-year of the program, a total of 172 heritage collections received support from the MAP through the Collections Management and Aboriginal Heritage components (this includes 38 collections reported in 2010-11, 66 in 2011-12 and 68 reported in 2012-13). In the administrative data, more than 1.2 million (1,268,269) objects were reported as being better managed and preserved through MAP projects.⁴⁰ Over a two-year period (2010-11 to 2011-12), program documentation obtained from funding recipients' reports showed a 96 percent improvement in the management and preservation of heritage.⁴¹ In the project reports, funding recipients described specific improvements such as being able to more accurately document their collections, increased efficiency and capacity with respect to providing interpretive services for the public, and better preservation of items.

Many key informants felt that the activities funded through the Collections Management and Aboriginal Heritage components of the MAP had contributed to the better management and preservation of heritage collections. Most funding recipients interviewed felt that the MAP was

⁴⁰ Results by indicator for Final Report PMERS summary.xls

⁴¹ Data Analysis for Annual Report 2-1(2011-12).xls

at least somewhat effective⁴² in managing and preserving heritage collections by funding project activities that help achieve this intended outcome. Some funding recipients said that the Collections Management component specifically had helped them carry out activities to improve the care, condition and management of their collections. Most of the surveyed Collections Management funding recipients (73 percent) indicated that the funding helped them to plan purchase and install necessary storage and shelving equipment. In some cases, this included the relocation of collections to a temporary storage facility. Based on the project files reviewed, examples of immediate improvements include improved archiving, cataloguing and inventory compiling of artifacts. These activities reportedly helped to preserve collections and retrieve heritage items more efficiently, because they can now be more readily accessed for activities such as research and exhibits. The funding recipients were able to use the funds to purchase items such as new shelving, cabinets, storage boxes and temperature and humidity controls, and upgrade their existing storage space.

Support for digitization activities⁴³ has also allowed some recipients to improve the management of their collections. Over half of the Collections Management funding recipients (54 percent) said that the funding had helped them introduce new digital collections management information systems, purchase and implement new data management software and/or upgrade an existing system to include significant new functionalities. The file review found evidence that recipients had used funding to implement databases and systems for organizing collections.

According to the administrative data, 40,346 objects and 37 collections⁴⁴ (2010-11 to 2012-13) related to Aboriginal heritage were reported as being better managed and preserved. Most Aboriginal organization recipients rated the effectiveness of the MAP in improving the preservation and presentation of Aboriginal heritage as somewhat to very effective. A few Aboriginal recipients noted that the funding had allowed them to develop new activities that “have never before” been presented, or that the project had been a “real success story”.

Achievement of Intermediate Outcome: Heritage institutions and workers enhanced their professional knowledge, skills and practices

As discussed earlier in the report, the MAP has created opportunities for heritage institutions and workers to enhance their professional knowledge, skills and practices through the Collections Management and Aboriginal Heritage components. Professional development activities funded through this component focus on developing capacity related to key museum functions in collections management.

Over a three-year period (2010-11 to 2012-13), there were 524 learning opportunities for heritage institutions and workers that were primarily funded through the Collections Management component (407) and the Aboriginal Heritage component (117).

⁴² Rating 4 or 5 on a 5-point scale. 1=very ineffective and 5=very effective.

⁴³ In the 2011-12 cycle, support for the digitization element of Collections Management was removed, except if it were an eligible expense for training purposes within a collection information system project.

⁴⁴ Results by indicator for Final Report.xls (Excel file prepared by program) and 11-12 annual report

Table 7: Number of Learning Opportunities for Heritage Institutions and Workers 2010-11 to 2012-13

Number of learning opportunities for heritage institutions and workers:	CM	Aboriginal	Total
2010-2011	176	94	270
2011-2012	95	11	106
2012-2013	136	12	148
TOTAL	407	117	524

Source: 2010-11 to 2012-13 Results Summary.xls

A total of 5,673⁴⁵ heritage institutions and workers took part in more than 500 learning opportunities made possible by MAP funding over the three-year period (2,097 in 2010-11, 2,149 in 2011-12 and 1,427 in 2012-13) for an average of 1,891 per year, just below the program’s annual target of 1,900.⁴⁶ It should be noted that disaggregated information for individuals and institutions was not available; therefore the number of individual heritage workers who took part in learning opportunities may actually be higher than these figures suggest, if the funding recipients reported only the number of institutions that took part.

There is evidence that MAP-funded activities provided opportunities to enhance professional knowledge, skills and practices. Most funding recipients interviewed indicated that the MAP had been somewhat effective in achieving this outcome. Representatives of museum associations in particular (more so than Aboriginal organizations) said that the MAP was very effective in that regard because museum associations are typically the proponents organizing MAP-funded learning opportunities. Similarly, most survey respondents who used funding to help their organizations develop resources and/or documents to assist their members (83 percent) also indicated that this activity was supported by the MAP to a great extent. A few museum associations noted in interviews that the funding had specifically helped them to develop tools, training and professional development opportunities for their members. Over a three-year period (2009-10 to 2011-12), funding recipient reports identified a 97 percent improvement in professional knowledge, skills and practices.⁴⁷ According to the project reports and key informant interviews, volunteers, staff, community members and organizations had all increased their knowledge and improved their skills, although this was not formally tracked or measured by the funding recipients.

A few museum association key informants confirmed that the activities of the MAP support broader efforts to provide knowledge, skills and tools that workers can access to better manage and preserve heritage collections. Survey respondents who undertook relevant professional development activities (73 percent) also confirmed that MAP funding allowed them to share best practices and develop workshops, seminars and classes to a great extent. According to the file review, areas of increased knowledge include: project planning, professional standards, problem detection within collections, working with community organizations and organizing public tours.

⁴⁵ 2011-12 to 2012-13 results Summary.xls

⁴⁶ Results by indicator for Final Report_PMERS summary.xls

⁴⁷ Data Analysis for Annual Report 2-1(2011-12).xls

The representative of one museum association that received funding said that the MAP-funded professional development opportunities resulted in “the enhancement of museum skills and the assurance of knowing that the artifacts are in better hands”.

While funding recipients were appreciative of the opportunity to enhance their knowledge, skills and practices, a few PCH officials suggested that there is opportunity with the program requirements to work proactively with organizations to identify needed skills, develop standards and build capacity in the sector. A few experts also mentioned that the organizations need formally trained staff, especially with the integration of intangible heritage⁴⁸.

Achievement of Intermediate Outcome: Heritage exhibitions and other public programming products/activities are presented to the public

Heritage exhibitions, and other related public programming products/activities, were presented to the public as a result of travelling exhibitions produced or borrowed with funding from the Access to Heritage, Exhibition Circulation Fund and Aboriginal Heritage components. Most funding recipients interviewed, among museum associations and Aboriginal organizations, indicated that the MAP had been somewhat effective in supporting these activities. However, a few respondents indicated that achievement of this outcome was limited somewhat by the MAP’s focus on travelling exhibitions, which effectively excludes organizations from obtaining support for exhibitions that are not intended to travel, except under the Aboriginal Heritage component. According to the survey of funding recipients, a high percentage of them (89 percent) were provided with funding to undertake activities related to travelling exhibitions. Of those who used funding to carry out research, and design or produce interpretive material associated with a travelling exhibition, nearly three-quarters (73 percent) felt that this was achieved to a great extent.

Over the three-year period, 154 exhibitions were presented to the public through MAP funding (including Access to Heritage, Aboriginal Heritage and Exhibition Circulation Fund exhibits) for an average of 51 per year, which exceeds the program’s target of 45 per year. The following table shows that more than 2,600 public programming products/activities such as education guides, catalogues, online exhibitions and workshops (for the public, children and youth) were developed to accompany exhibits or to provide access to collections during the three-year period of the program.

⁴⁸ According to UNESCO, intangible heritage refers to the totality of tradition-based creations of a cultural community expressed by a group or individuals and recognized as reflecting the expectations of a community in so far as they reflect its cultural and social identity

Table 8: Number of Exhibitions and Other Programming Products/Activities Presented to the Public 2010-11 to 2012-13

Number of exhibitions and other programming products/activities presented to the public	ATH	ECF	AH	Total
2010-2011	226	113	113	452
2011-2012	105	431	23	559
2012-2013	833	710	47	1590
TOTAL	1164	1254	183	2601

Source: 2010-11 to 2012-13 Results Summary.xls

The MAP also provides some funding for the design, production and promotion of travelling art exhibitions that are retrospective and/or present an historical perspective. The literature review noted some evidence that recent changes to the MAP eligibility criteria have resulted in a decrease in MAP support for art museums and galleries. The Constantinidi report argues that MAP support for contemporary art exhibitions has been scaled back to the point that only “design, production, promotion and circulation of travelling art exhibitions that are retrospective and/or present an historical perspective” are eligible.⁴⁹ The current eligibility criteria reduces opportunities to borrow contemporary art exhibitions or to develop contemporary Aboriginal art exhibitions for touring purposes with MAP funding. This ensures that the MAP complements, without overlapping, a program offered through the Canada Council for the Arts.⁵⁰ The survey results indicate that the MAP may now be less relevant to art museums and galleries because of this change, as only a few organizations are accessing funding for the design, production and promotion of travelling art exhibitions (only 10 survey respondents indicated that they had received funding for this purpose). Still, most of those who were eligible and received support indicated that the funding had had a strong impact in this area, achieving this work on travelling art exhibitions to a great extent.

Distribution of exhibition locations

The distribution of locations where exhibitions were held illustrates that Canadians across the country are being given access to heritage. A total of 271 locations, including locations in big cities and small communities, were the site for exhibitions over three years of the program (April 2010 to March 2013), although this number includes some funded projects whose exhibitions were held in the same location. The average number of locations where exhibitions were held was 90 per year, and the number of locations hosting one exhibition only increased from 60 in 2010-11 to 166 in 2012-13.

⁴⁹ Constantinidi, M. *Touring Contemporary Art Exhibitions: The Situation for Canada’s Public Galleries and Art Museums in 2012*. Report prepared for the Canada Council for the Arts. 2013.

⁵⁰ Department of Canadian Heritage. *MAP Policy Proposal. Definition guidelines for ‘Historical/Retrospective’ visual arts exhibitions*. July 5, 2010.

Table 9: Number of Locations of MAP-Funded Exhibition Projects per MAP Component 2010-11 to 2012-13

Number of exhibition locations:	Access	ECF	Aboriginal	Total
2010-2011	18	25	17	60
2011-2012	13	28	4	45
2012-2013	122	35	9	166
TOTAL	153	88	30	271

Source: 2010-11 to 2012-13 Results Summary.xls

MAP-funded programs and exhibitions were held in communities in all of Canada’s provinces and territories as well as in a few locations in other countries.

Visitors to exhibitions and other public programming products/activities

Evidence indicates that MAP-funded exhibitions and other public programming products/activities are reaching millions of Canadians. According to the document review, a total of more than 3 million visitors visited MAP-funded exhibitions over three years of the program (April 2010 to March 2013). This works out to an average of just over 1 million visitors per year and meets the program’s annual target. In the file review, the figures for the number of visitors to exhibitions and other public programming products/activities range from just over 2,000 visitors to an exhibition that received a small grant through Exhibition Circulation Fund, to more than 74,000 visitors to a multi-venue exhibition funded through Access to Heritage that travelled to seven locations. According to the funding recipient reports, there were challenges in achieving desired attendance numbers owing to the time of year when exhibitions were held (e.g., an exhibition held in the winter months may attract fewer visitors than one held in the summer) and there was sometimes less interest in an exhibition than in the related complementary programming (e.g., interactive demonstrations and performances may spark more interest than a static exhibition).

Achievement of Ultimate Outcome: Canada’s heritage is accessible to Canadians over time

<p>KEY FINDINGS</p> <ul style="list-style-type: none"> - The MAP is making progress towards achieving the ultimate outcome of making Canada’s heritage accessible to Canadians over time. - The production of exhibitions, the presentation of exhibitions and programming products/activities to the public and the enhancement of professional knowledge, skills and practices help to achieve this ultimate outcome. These activities give Canadians opportunities to seek out collections, exhibits, and heritage institutions and obtain information about their heritage and culture. - MAP funding was vitally important for the success of funded projects. Most funding recipients indicated their projects would not have gone ahead, or would have been delayed or scaled back, in the absence of MAP-funding.

Several lines of evidence provide some information to suggest that the MAP has made progress towards achieving the ultimate outcome of making Canada's heritage accessible to Canadians over time. However, this outcome is difficult to attribute specifically to the MAP and, as noted by two experts, it is a passive statement. Furthermore, the measurement of this outcome is limited to funding recipients who file reports on MAP projects, and only a partial overview of the impact is obtained, especially given that funding recipients do not always report on their project's outcomes and reach.

Nonetheless, many key informants felt that the program is well designed to contribute to this outcome and said that the project activities are making progress towards achievement of this outcome by creating and mounting exhibitions and other programming that are made available so that Canadians can learn about their culture and heritage. The survey results indicate that most funding recipients perceive their projects as having achieved or exceeded their expected outcomes. In fact, one in five Access to Heritage and Collections Management funding recipients (21 percent) felt they had achieved more than they had expected. In interviews, answers to survey questions and project reports, a few funding recipients pointed to a variety of indicators suggesting that progress is being made towards achievement of the ultimate outcome. These indicators included media coverage (which can encourage greater numbers of people to go view collections), actual visitor attendance and participation, and increases in heritage workers' professional knowledge.

There is clear evidence from funding recipients that MAP funding had improved their capacity to provide better care for collections and make them accessible to Canadians. The survey findings illustrate that most Access to Heritage and Collections Management funding recipients (73 percent) felt that MAP funding had improved their organization's capacity to provide Canadians with access to heritage over time. Specifically, activities to improve the professional knowledge, skills and practices of museum and heritage workers have increased the capacity of museums and heritage institutions. Even though improving knowledge, skills and practices is a less direct way to connect Canadians with their culture and heritage, it is clear from what some funding recipients said in interviews and in the survey, and from what experts said, that building capacity is a necessary step towards making heritage accessible in the long term.

MAP funding was critical to recipients' projects going ahead as planned. In the survey, nearly two-thirds of funding recipients (61 percent) indicated that their proposed project would not have taken place without MAP funding.⁵¹ In the 2010 evaluation, 60 percent of funding recipients indicated that their project would not have taken place. More than one quarter indicated that the project would have been delayed (31 percent), or would have gone ahead but on a reduced scale (28 percent). As noted by one respondent, "Without the financial support, our organization would have shifted away from the culture mandate and focused on catering and conference services to exist as a business."

⁵¹ The relatively small sample size does not allow for statistical differences between respondents to be revealed. However, smaller organizations (less than 10 full-time-equivalent (FTE) employees and an operating budget of less than \$1M) appear to indicate more often that they would not have gone ahead with their projects, while bigger organizations tend to say that their projects would have been delayed or scaled back.

The extent to which MAP-funded projects have provided Canadians with Access to Heritage exhibitions and other public programming products/activities has not been accurately assessed. However, the roughly one million visitors going to MAP-funded exhibitions every year (according to reports on the achievement of intermediate outcomes, and information collected by the program through funding recipients' reports) can be considered a good basis for an assessment. Demonstration of achievement of this outcome would benefit from consistent and comparable measurement of Canadians accessing heritage, the attribution of the MAP funding to the accessibility of Canadian heritage and exploring any changes in these measurement indicators over time.

Unintended Impacts

KEY FINDINGS

- There are few negative (project-specific) unintended outcomes associated with the program.
- Positive unanticipated outcomes of the MAP include the following:
 - o increased reach and audiences awareness of heritage institutions;
 - o the ability to leverage additional resources or funds;
 - o an increase in collaborations and partnerships;
 - o an increase in capacity that enabled sustainability or momentum of their activities;
 - o an increased sense of professionalism or knowledge; and
 - o increased involvement by volunteers.

Positive unintended impacts

A few positive unintended impacts of the MAP were found in survey comments, key informant interviews and the review of projects files. Each of the following positive outcomes was mentioned at various times:

- increased reach and audiences awareness of heritage institutions;
- the ability to leverage additional resources or funds;
- an increase in collaborations and partnerships;
- an increase in capacity that enabled sustainability or momentum of their activities;
- an increased sense of professionalism or knowledge; and
- increased involvement by volunteers.

Negative unintended impacts

The evaluation found very few negative unintended impacts of the MAP. None of these was specific to a particular project; instead they were representative of the MAP as a whole:

- A few survey respondents noted project-specific negative unanticipated impacts due to the work required to make adjustments to the project. This was also noted in the final reports for a few projects where there had been some difficulties mounting travelling exhibits in their anticipated number of locations (unforeseen circumstances

of the lending institutions, budgetary constraints and insufficient facilities). The reports for two projects mentioned some strain/stress on staff and volunteers as a result of project activities (amount of work involved, tedious work, delays in funding decisions, etc.).

5.2 Core Issue 5: Demonstration of Efficiency and Economy

KEY FINDINGS

- The total budget allocation for the MAP is approximately \$40 million⁵² over the five-year period under evaluation.
- During the five-year period covered by the evaluation, the average administrative ratio was 22 percent.
- The evaluation found few examples of international programs comparable to the MAP; however experts noted the British model as a potential alternative to the MAP. The literature review also noted one particular model, that of the Arts Council of England, which uses a designation scheme that recognizes nationally significant cultural assets in museums, libraries and archives, and has a 10 year strategy called “Great Art and Culture for Everyone”, which targets leadership, partnerships and research opportunities in the museum field.

Expected and Actual Expenditures

Budget allocation

The total budget allocation for the MAP was approximately \$40 million⁵³ during the five-year period covered by the evaluation. The following table illustrates the breakdown of program costs; however, these numbers exclude the operating costs of the five regional offices because this information was not available.

Table 10: MAP Budget, 2008-09 to 2012-13

	2008-09	2009-10	2010-11	2011-12	2012-13	Total
Salaries	411,000	411,000	411,000	411,000	411,000	2,055,000
Operating @ 20%	82,200	82,200	82,200	82,200	82,200	411,000
Total Operating	493,200	493,200	493,200	493,200	493,200	2,466,000
Grants	2,500,000	2,500,000	2,500,000	3,500,000	3,500,000	14,500,000
Contributions	4,099,001	4,099,156	4,229,440	3,193,284	3,193,284	18,814,165
Total G&Cs	6,599,001	6,599,156	6,729,440	6,693,284	6,693,284	33,314,165
Total	\$7,092,201	\$7,092,356	\$7,222,640	\$7,186,484	\$7,186,484	\$35,780,165

Source: Resource Management Directorate – Strategic Management and Museums Assistance Program

⁵² The operating costs of the five regional offices are not included in the budgeted resources. This explains, at least in part, why the actual expenditures are higher than the budgeted resources.

⁵³ Ibid

Actual expenditures

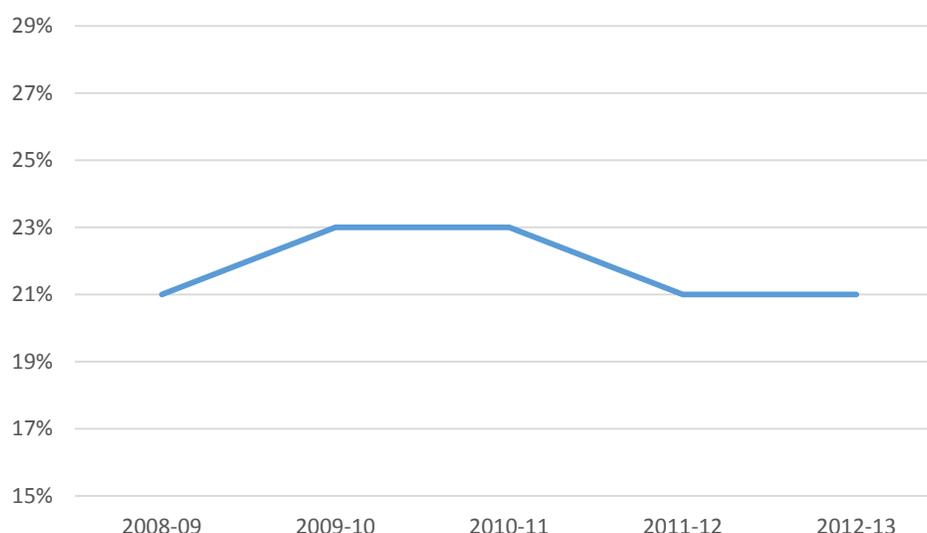
The total actual expenditures for the MAP were \$39,770,772 over the five-year period (including regional operating cost expenditures not presented in the budget table above). The MAP's administrative cost as a proportion of its total budget was 22 percent on average, a proportion that has remained relatively stable over the five years covered by the evaluation. This relatively high ratio is perhaps attributable to the complexity of the decentralized delivery model.

Table 11: MAP Actual Expenditures - \$ (2008-09 to 2012-13)

	2008-09	2009-10	2010-11	2011-12	2012-13	Total
Salary	1,307,125	1,501,138	1,495,058	1,330,796	1,421,604	7,055,721
EBP	261,425	300,228	299,012	266,159	284,321	1,411,145
O&M	94,343	65,832	66,619	56,434	27,838	311,066
Total Admin	1,662,893	1,867,198	1,860,689	1,653,389	1,733,763	8,777,932
Grants	1,973,189	1,774,587	2,042,922	1,893,778	1,694,460	9,378,936
Contributions	4,094,008	4,393,649	4,334,032	4,147,478	4,644,737	21,613,904
Total G&C	6,067,197	6,168,236	6,376,954	6,041,256	6,339,197	30,992,840
Total Actual Expenditures	7,730,090	8,035,434	8,237,643	7,694,645	8,072,960	39,770,772
Ratio (%) (D/H*100)	21%	23%	23%	21%	21%	22%

Source: Resource Management Directorate – Strategic Management and Museums Assistance Program

Figure 2 MAP Administration Ratio (%) (2008-09 to 2012-13)



Source: Resource Management Directorate – Strategic Management and Museums Assistance Program

Distribution of costs per program component

Over the five-year period, the Access to Heritage component (including Exhibition Circulation Fund) allocated \$12,566,241 in funding in the form of grants and contributions. The Collections Management component allocated \$11,506,723 in funding (including the Canada-France

Agreement). The amount of funding, \$6,919,875, allocated to Aboriginal Heritage component recipients was nearly half that of the other two components.

Table 12: MAP G&C Funding by Component - Actuals Expenditures (\$) (2008-09 to 2012-13)

	2008-09	2009-10	2010-11	2011-12	2012-13	Total
ATH	2,333,440	2,300,897	1,909,744	2,392,027	2,563,174	11,499,282
ECF	-*	2,848	330,134	319,560	414,417	<u>1,066,959</u>
Total ATH						\$12,566,241
AH	756,177	1,422,272	1,664,159	1,455,762	1,621,505	<u>6,919,875</u>
Total AH						\$6,919,875
CM	2,394,818	1,855,388	1,909,714	1,480,323	1,351,800	8,992,043
Canadian Museums Association ⁵⁴	545,000	535,000	546,624	393,584	375,339	2,395,547
Canada-France Agreement	37,762	51,831	16,578	-	12,962	<u>119,133</u>
Total CM						\$11,506,723
Total	\$6,067,197	\$6,168,236	\$6,376,953	\$6,041,256	\$6,339,197	\$30,992,839

Source: Resource Management Directorate – Strategic Management and Museums Assistance Program

*in 2008-09, Exhibition Circulation Fund was included in Access to Heritage

Economical alternatives

Efficiency measures implemented by the program

Improvements were made to the design and delivery of the MAP based on the conclusions of the previous evaluation, including the following: a common analysis grid and application assessment tools; simplification of the application material; clarifications and guidelines for the review committees; standardized reporting templates for funding recipients; and revised expected results and performance indicators.

Alternative Models - Comparable International Programs

The literature review conducted as part of the evaluation examined museum support models in other countries. The Australian government uses a more decentralized model to provide support for the country's heritage sector. The majority of the funding is allocated to the National Trust Organization, an independent non-governmental organization which then redistributes the funds to the regional National Trust Organizations that support regionally relevant heritage programming. Additionally, the Indigenous Fund Program is managed directly by the government and serves the Indigenous and Torres Strait Islanders directly through a number of established organizations.

⁵⁴ The Canadian Museums Association receives an annual contribution for a project, for which the specific eligible expenditures include salaries, wages, travel, supplies, material, minor capital assets and other costs associated with the development of programs, resources or services provided for the benefit of numerous museums to enhance their knowledge, skills and practices with respect to key museum functions.

There is a distinction between national museums and regional museums in the United Kingdom and in France, both in the manner in which they are funded and in the many aspects of museum management. In the United Kingdom, the funding stems from the Arts Council of England, which has set out specific goals for the regional museum sector and supports the attainment of these goals (including leadership and skills development in the workforce) through its Renaissance Funding Scheme. In France, the funding comes from the state and supports activities such as collections conservation and nationally relevant exhibits. The European Union also supports the sector through the European Museum Forum, which aims to support museum professionals through meetings.

In the United States, support for museums mainly comes from the Alliance of American Museums, the Institute for Museum and Library Services and the Heritage Preservation Organization. The grants may be obtained by any museum and focus on the proper management of collections and museums through the Conservation and Museum Assessment Programs. The Museums for America Grant provides support for collection management, community engagement, conservation, digitization, formal education, partnerships, professional development, public programs and research, while the National Leadership Grants for Museums focuses on opportunities for museums to address critical needs in the categories of learning experiences, community anchors and collections stewardship.

Some experts also noted that a different management model is used for museums and heritage institutions in European countries such as France, where the state is highly involved in museum activities. These experts stated that overall, Canadian museums are currently more comparable to American museums in their governance. The management structure is very similar with regard to having a board and having to seek various sources of funding for their museums. This is a different approach than in Europe, where funding comes from various levels of government.

A few experts did point to the need for Canada to have a national “cultural policy” which includes support (funding and tax incentives) and public engagement for museums and heritage institutions. This policy would embody a coordinated approach which would include all levels of government, as all stakeholders “have a role to play in the building of our heritage and culture”. The British model was noted by experts as a potential alternative. The review of literature noted one particular model by the Arts Council of England. This involves a designation scheme that recognizes nationally significant cultural assets in museums, libraries and archives and the Council’s 10 year strategy, “Great Art and Culture for Everyone”. Through a system of designated collections, the strategy targets leadership, partnerships and research opportunities in the museum field. Research on the impact of this approach has shown an increase in visitors to the museums. Other positive outcomes include inter-museum loans and transfers with other designated collections, professionalism, partnerships and leveraging from various sources of funding.⁵⁵

⁵⁵ Arts Council of England. *Pearls and Wisdom: Arts Council England’s Vision for the Designation Scheme for collections of national significance*. July 2014.

KEY FINDINGS

- The MAP is centrally managed, with services delivered by regional offices. This is an effective approach for conducting targeted outreach, leveraging local expertise and fostering direct relationships with institutions. However, this approach may contribute to the relatively high administrative ratio of the program.
- Delivery of the MAP through three components is effective as a means of categorizing the range of projects and institutions that can benefit from the MAP. The Aboriginal Heritage component, in particular, is appropriate as a separate and distinct component, despite sharing commonalities with both Access to Heritage and Collections Management in terms of the types of eligible projects.
- While there is a high level of satisfaction with the MAP among funding recipients, there are some areas in need of potential improvements to delivery, such as the call for proposals timeframe and the length of time between submission of applications and the receipt of funding decisions.

Governance – Regional Delivery Model

Many PCH officials indicated that the governance of the MAP includes defined roles for HQ and the regional offices. The regional delivery model is noted by many (particularly PCH regional staff, experts and funding recipients) to be effective in terms of outreach, local expertise and direct relationships with institutions. Some said that the model is particularly effective for the Aboriginal Heritage component, given the regional knowledge and relationships required.

Seventy-two percent of MAP administrative expenditures during the evaluation period consisted of regional operating costs, thus demonstrating the prevalence of regional offices in the delivery of the MAP.

Table 13: MAP Vote 1 Actuals – HQ and Regions (2008-09 to 2012-13)

	2008-09	2009-10	2010-11	2011-12	2012-13	Total
HQ	493,200	493,200	493,200	493,200	493,200	2,466,000
Regions	1,169,693	1,373,998	1,367,489	1,160,189	1,240,563	6,311,932
Total	1,662,893	1,867,198	1,860,689	1,653,389	1,733,763	8,777,932

Source: MAP – New template.xls

Notably, views about regional delivery varied among PCH staff. Whereas some see the regional delivery model as performing well, a few noted challenges and limitations with respect to regional delivery. Suggestions were made as to how efficiency could be improved. For example, a few key informants suggested that the project approval process could be streamlined by having the regions or HQ approve lower-risk projects. A few indicated that there are inconsistencies between the regions in terms of program delivery, the level of outreach conducted and the reporting of the results of funded projects. A few informants noted the high administrative ratio of the program and thought that it would be more efficient to deliver the entire program from

HQ, rather than from the regions; or to share delivery of the program between HQ and the regions.

Effectiveness of the delivery mechanism – Three components

As discussed earlier in the report, the division of the MAP into three components remains relevant and the evidence indicates that this delivery mechanism is also an effective method for categorizing the range of eligible projects. A few program staff suggested that possible improvements to the design and delivery of the program could be made, such as the following:

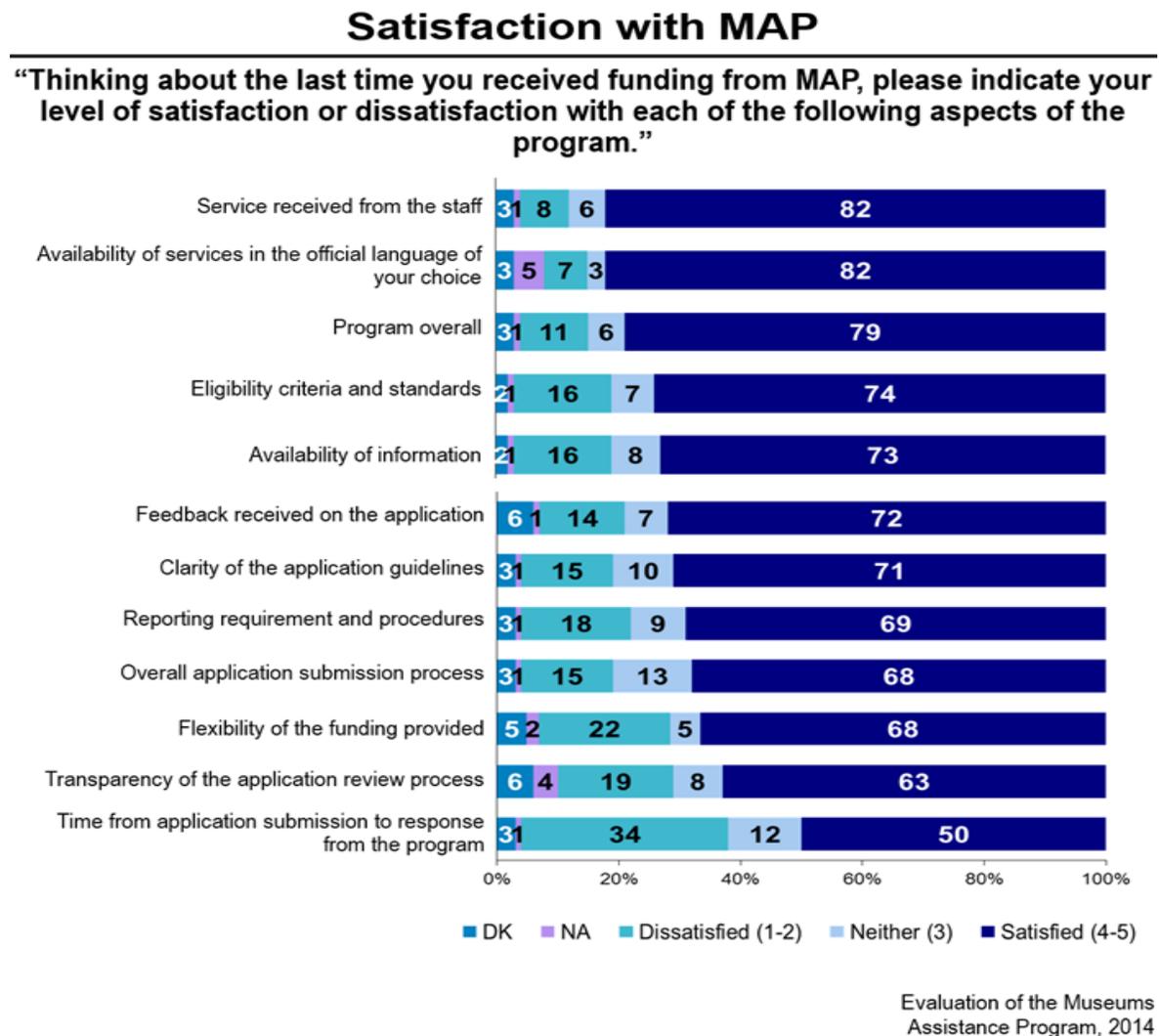
- Implementing a selection strategy within the components that allows for targeting by size and type of organization (i.e., paid staff run vs. volunteer run).
- Separating professional development activities from collections management, as these activities are distinct and the conflation of these activities limits the type of organizations that can apply.
- Changing the name of the Aboriginal Heritage component so as to make it more semantically distinct from Access to Heritage and emphasize the broader range of funded projects.

The delivery of the Aboriginal Heritage component is viewed as highly effective by most Aboriginal organization funding recipients and museum associations familiar with Aboriginal heritage. Most funding recipients and PCH officials indicated that the component is very flexible in its range of potential projects and opportunities for communities. However (as noted in Section 4.1), there is concern that Aboriginal organizations have capacity issues that can limit their ability to apply to the MAP. A few key informants noted that the regional delivery model of the MAP is beneficial for the Aboriginal Heritage component in terms of local cultural understanding and its accessibility for applicants.

Effectiveness of administrative elements

Survey respondents and key informants indicated moderately high levels of satisfaction with various aspects of the program. The survey results, which included Access to Heritage and Collections Management funding recipients (Aboriginal Heritage funding recipients were consulted through interviews), found that most respondents (82 percent) were satisfied with the service they received from the MAP staff. Likewise, a similar proportion of respondents were satisfied with the availability of services in the official language of choice (82 percent) and the program overall (78 percent).

Figure 3 Satisfaction with MAP



Call for proposals process

Many PCH officials interviewed felt that the call for proposals process works well; some others felt that the process could be improved. For example, the deadline is typically announced six weeks prior, which does not give some organizations sufficient time to respond, particularly if they need time to improve or change their project’s design to meet the eligibility criteria.⁵⁶

Survey respondents indicated a lower rate of satisfaction with elements of the application process than with the program overall. More than two-thirds of survey respondents indicated that they were satisfied with the clarity of the application guidelines (71 percent), and with the application submission process (68 percent).

⁵⁶ Since 2013-14, the program has extended the call for proposal deadline by two weeks and now aims to make the announcement eight weeks prior to the application deadline.

Eligibility criteria

The survey of funding recipients found moderate levels of satisfaction with elements of the eligibility criteria. Roughly three quarters of the funding recipients in the survey were satisfied with the eligibility criteria and standards (74 percent) and the availability of information (73 percent). Some funded recipient key informants (including museums associations and Aboriginal recipients) also indicated they were satisfied with the clarity of the eligibility criteria; however, a few noted that “the vast majority of institutions are not eligible”. The expert panel also felt that the eligibility criteria should be broadened to encourage more creativity and innovation in the sector and provide better support for smaller museums.

Many PCH officials felt that the eligibility criteria need to be more clearly stated, both in terms of how the criteria link to the program objectives and how they are communicated to potential applicants. However, one PCH official noted that having some flexibility in eligibility criteria (to encourage applications for projects that “should” fit) is already strong point of the program, as long as the linkage to MAP’s objectives remains clear. In addition, some experts and one PCH official noted that broadening the criteria would strain the available budget.

Trend in applications

During the three-year evaluation period (2010-11 to 2012-13), there was a downward trend in the number of applications to all three components and a corresponding reduction of approved projects. However, when the five years of data for the evaluation period are taken into consideration, the 2010-11 fiscal year saw the highest number of applications. According to a few PCH officials, the reasons for the lower number of applications for 2011-12 and 2012-13 included changes to the criteria in 2011 that affected the project eligibility criteria. In addition, some previously funded recipients indicated in their survey responses that they had a limited capacity to apply for new projects, or that they might not have had a need to develop new projects and reapply each year, particularly those recipients with multi-year funding. Program representatives also indicated that the late approval of projects in 2010-11 and 2011-12 resulted in some recommended projects being cancelled or re-profiled. It is likely that the postponement of application deadlines⁵⁷ also had an impact on the number of applications.

Review and approval process

The proposal review and approval process was described by many PCH officials as a very detailed and thorough review, with discussions between the regional and national teams. Areas for potential improvement mostly had to do with the timelines of the process. Some PCH officials noted that reviews have to be carried out within short timeframes, which can be challenging if there is, for example, internal staff turnover (this was also seen as a challenge by a few funding recipients) or if there are delays in the approval process. This can result in projects being cancelled, funding allocations re-profiled and timelines constantly revised. Most funding recipient key informants indicated that they were dissatisfied with this process, as the amount of

⁵⁷ For the 2010-11 cycle the application deadline date was moved to Dec.22, 2009. For the 2011-12 cycle, the application deadline date was Jan. 14, 2011 and for 2012-13 it was in Nov. 1, 2011.

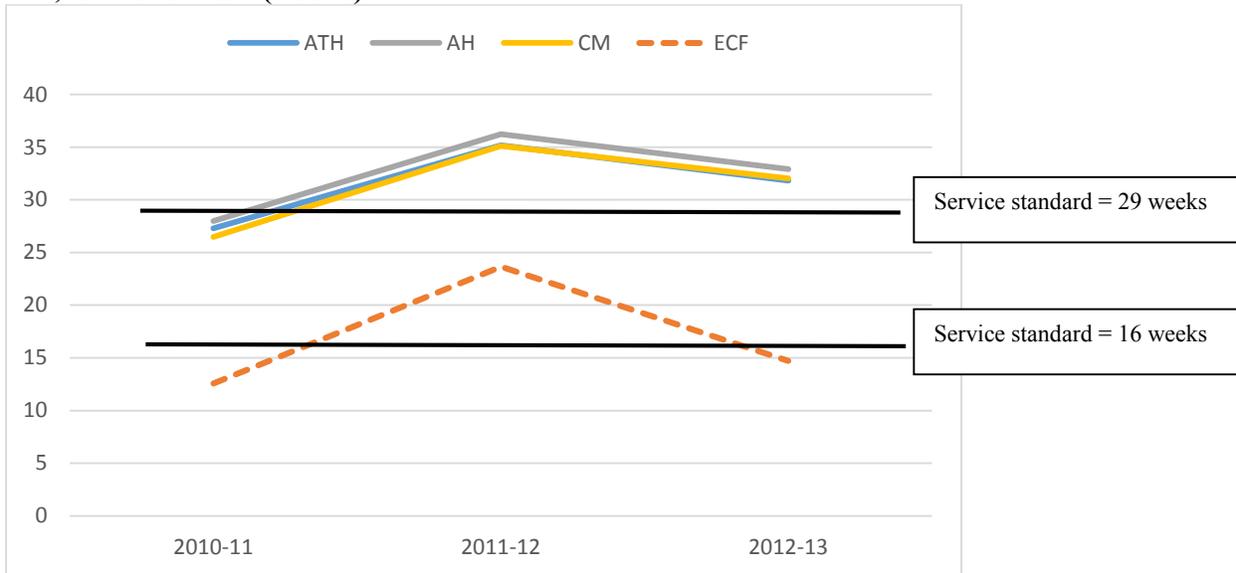
time that elapsed before they learned that the funding had been approved was unreasonably long. The survey results confirmed that the timelines of the review and approval process were challenges of the program, with this area receiving the lowest satisfaction ratings. In fact, Access to Heritage recipients were significantly less likely to be satisfied with the amount of time that passed between submission of an application and receipt of a reply from the program (34 percent satisfied, 41 percent dissatisfied) than Collections Management recipients (58 percent satisfied). Nonetheless, once they received feedback, the majority were satisfied, with slightly more than seven out of ten funding recipients saying they were satisfied with the feedback they received regarding their application (72 percent).

Sixty-three percent of funding recipients participating in the survey were satisfied with the transparency of the application review process. Only a few survey respondents were neutral about transparency, with one in five (18 percent) expressing dissatisfaction with the transparency of the application review process. Some funded recipient key informants said they were dissatisfied with an apparent lack of transparency of the process. Some said that the peer jury system should be reinstated, or noted that the assessment process results are not made available to applicants, despite there being a full section on the application assessment process in the program guidelines.

The MAP has service standards that apply to the timely delivery of acknowledgements of receipt, notice of funding decisions and payment processes. The goal of the MAP with respect to notifying applicants of funding decisions is to issue official written notification of the funding decision within 29 weeks for Access to Heritage, Aboriginal Heritage and Collections Management and 16 weeks for the Exhibition Circulation Fund.

The figure below illustrate the average response time (in weeks) between the application deadline date and the decision date. As illustrated, the average application was processed within the established service standards for all components and the Exhibition Circulation Fund sub-component in 2010-11. However, in 2011-12 and 2012-13, the average time between the application date and the decision date exceeded the established standards for Access to Heritage, Collections Management and Aboriginal Heritage. While the service standards for the Exhibition Circulation Fund sub-component were not met in 2011-12, they were met in 2012-13. It is important to note that the Exhibition Circulation Fund sub-component is the only MAP funding stream that accepts applications year round, while all the others have set application deadline dates.

Figure 4: Average Time Between Application Deadline Date and Decision Date for ATH, AH, CM and ECF (weeks)



Source: GCIMS

KEY FINDINGS

- The MAP complements other PCH programs that support the heritage sector. Potential duplication between these PCH programs has been mitigated by strong communication between PCH staff.
- Overall, non-federal sources of funding are less significant than, and complement federal funding for the MAP. The MAP is not designed to cover the entire cost of the projects, but designed to encourage other sources of funding.

Funding for museums and heritage institutions comes from various sources (a table outlining the various funding programs can be found in Appendix E). Within PCH, the Heritage Group is responsible for supporting cultural heritage through legislation, programs, special operating agencies and policy and research. Within the Heritage Group, there are other programs and groups performing different functions that support cultural heritage. These include the Canada Travelling Exhibitions Indemnification Program, the Virtual Museum of Canada Investment Programs⁵⁸, the Canada Heritage Information Network (CHIN)⁵⁹ and the Canadian Conservation Institute (CCI)⁶⁰, as well as Young Canada Works-Heritage and Movable Cultural Property Grants, which are part of the MAP umbrella. In addition, other PCH programs are available to heritage organizations, such as the Strategic Initiatives component of the Canada Cultural Investment Fund (CCIF) and the Canada Cultural Spaces Fund (CCSF). At the federal level

⁵⁸ In February 2014 the Federal Government announced its intention to transfer the Virtual Museum of Canada and the Online Works of Reference to the Canadian Museum of History.

⁵⁹ It is proposed that the integration of CHIN within CCI proceed within Q1 2015/2016.

⁶⁰ Idem.

outside of PCH, there are programs offered by Parks Canada, the Canada Council for the Arts and the Department of National Defence (DND).

About one in five MAP funding recipients surveyed (21 percent) indicated they received other federal government support for their projects, which may include support from some of these other programs, including PCH programs. Additionally, some funding is available to heritage organizations from the provinces, including departments responsible for heritage, arts councils and lottery foundations. Provincial funding appears to be an important source, as more than one quarter (26 percent) of Access to Heritage and Collections Management funding recipients surveyed had received funding from this source. Municipal funding, such as funding allocated by local arts councils, is also an important source for about one quarter of the recipients surveyed (26 percent). The survey results indicate that to a varying but much lower degree, recipients obtained funding from other sources outside federal, provincial and municipal government programs, such as funding from not-for-profit organizations, private-sector organizations, foundations and Aboriginal government organizations.

According to the documentation and key informant interviews, other federal and non-federal programs offer complementary activities to support heritage institutions, with no apparent overlap with the MAP in terms of the types of activities that are funded. Cultural Spaces funding is perhaps the most complementary to the MAP, in that this program provides infrastructure funding for renovations and restoration in capital projects. Some interviewees mentioned that this source was sometimes sought out in addition to MAP Collections Management funding in order to renovate the storage facilities for collections. The Canada Cultural Investment Fund also complements Collections Management in that it supports activities such as the sharing of best practices related to museum management. A few key informants mentioned that PCH staff assigned to these programs communicate with one another and with applicants to ensure that the applicants obtain funding from the most appropriate program. The MAP staff at the national level is actively engaged with the CCIF's Strategic Initiatives component (management of heritage files) and CCSF (participation in a national review committee) and are well aware of the funding and services for which MAP clients may be eligible from related PCH programs and services. For example CHIN and CCI also provide support for the overall professional development of museums and heritage institutions. However, CHIN and CCI are special operating agencies and do not allocate grants and contributions. Both CHIN and CCI are service delivery organizations serving as centres of expertise for the Canadian heritage community. While each organization has distinct areas of expertise, they serve the same stakeholder community and share many common functions.

At the provincial level, some programs offer very similar types of funding that may be obtained by MAP recipients to help fund the same activities that might be funded by the MAP. For example, Manitoba's Heritage Grants program offers several categories of grants, many of which are intended for activities that could be eligible under the MAP. These provincial sources can provide important additional means of funding for museums. As MAP funding does not cover all of the costs of projects, proponents must seek funding from multiple sources. A few key informants pointed out that a key difference between the MAP and these provincial sources is that the MAP is very specific to the heritage and museum sector, while some provincial and local programs are open to a variety of organizations with activities touching upon heritage. Key

informants regard the amounts of money across all these funding sources as smaller than and complementary to the MAP funding amounts.

5.3 Performance Monitoring and Measurement

KEY FINDINGS

- The current performance measurement framework is capturing program results related to immediate outcomes, intermediate outcomes and ultimate outcomes.
- Reporting on results is generally reasonable, but can be burdensome or inflexible for some recipients.
- The evaluation encountered issues with the consistency of data related to program performance.
- The performance measurement framework could make use of indicators that demonstrate other results of the program and make better use of data already being collected.
- It is not clear whether or not or how project results information is used in decision-making, and in the identification of trends and needs.

The current MAP performance measurement framework is capturing program results that address immediate, intermediate and ultimate outcomes. There were changes to the way data was captured over the years covered by the evaluation; however, the relevant performance indicators were being tracked. Data collection to match performance indicators was ongoing, with regional offices delegated the responsibility of collecting completed activity reports from grants and contributions recipients.⁶¹

PCH officials interviewed said that they were satisfied with the amount of information being collected and used by the program to measure performance. However, a few indicated that more could be done with the collected data in order to produce meaningful analyses, particularly at the regional level, and show the program's economic impact⁶² (number of jobs created, revenue from admission, and employee salaries), as well as its achievements, lessons learned and increased community engagement. The file and administrative data review also did not find any clear analysis or roll-up of information made at the regional level. The program does collect information on achievements and other positive outcomes of projects, such as the number of new volunteers, but does not appear to analyze this information for performance measurement purposes. It is therefore unclear whether or not, or how, project results information is used in decision-making, including in the identification of trends and needs.

Funding recipients had generally positive views of the reporting requirements, but these requirements could be burdensome or unreasonable for some (mostly smaller) funding recipients. Two thirds (69 percent) of funding recipients in the survey were satisfied with the reporting requirements and procedures. Two out of three survey respondents (65 percent)

⁶¹ For contributions recipients, financial reporting is also required.

⁶² Use of the Economic Impact Model Applied (EIMA)

said that the reporting requirements allowed them to demonstrate the outcomes and impacts of MAP funding on their project. Many funding recipients also said in interviews that they were satisfied with the reporting requirements; however a few stated that they were dissatisfied, more often referring to financial reporting, or that the resources needed for reporting could be difficult for a smaller organization. A few key informants and survey respondents indicated that reporting might be more demanding for some funding recipients than for others, and that expectations might be unreasonable, given the late starts of projects due to delayed funding approval.

Based on the review of administrative data and files, the evaluation encountered some issues with the data being collected:

- Some intermediate outcomes would benefit from improvements in the data collection method. For example, the measure related to improvement in knowledge, skills, practices as well as the measure related to improvement in management and preservation are not as meaningful as they could be for the purpose of reporting on the indicators and decision-making.
- The aggregate data on number of applications, funded projects and funding amounts were not consistently up-to-date.
- The MAP's Terms and Conditions states that the Aboriginal Heritage component is intended to increase public awareness and understanding of the rich and diverse cultures of Aboriginal peoples. While this expected outcome is not included in the logic model, there is also no performance data collected for the purpose of reporting on this objective.

6. Conclusions and Recommendations

6.1 Conclusions

Relevance

The evaluation confirms the continuing relevance of the program and the need for federal funding to support the activities of museums and heritage institutions. These organizations face heightened expectations, as well as emerging sector priorities that are difficult to address while faced with aging infrastructure, and scarce resources such as insufficient revenues and a shortage of skilled staff and volunteers. One of the most significant trends identified by interview respondents and experts that parallels these mounting demands is a growing divide between the largest and smallest museums in terms of their ability to respond to emerging priorities, including the need for knowledge sharing among museum professionals. Aboriginal organizations experience a wide disparity in needs, with capacity issues being a factor in their ability to apply for support.

The three MAP components remain critical to supporting museum and heritage institution activities to improve their collections, create and circulate exhibits and provide Canadians with access to exhibits/programming. Each component remains relevant because they are responding to distinct issues faced by heritage institutions. This is particularly true for the Aboriginal Heritage component and for the Storage Solutions and Collections Management Information Systems streams of the Collections Management component. Key informants noted that the relatively small amount of funding available through the MAP is limiting the program's ability to respond to other sector needs on a larger scale and for the long term. Experts pointed to the project-based premise of MAP funding as being insufficient to address the sector's significant needs for sustainability, which includes support for sector-wide leadership, governance, knowledge-sharing and capacity-building.

The MAP is aligned with Government of Canada and departmental priorities as well with the roles and responsibilities of the federal government. However, there has been no formal review of the policy regarding museums since 1990. As a result, the consensus view among experts is that the policy is not up-to-date on the current environment in which Canadian museums operate in the 21st century, with the emergence of new technologies, changes to public funding programs and changes in consumer interests.

Performance – Achieving Expected Outcomes

During the period covered by evaluation, the MAP has made progress toward the achievement of its expected immediate, intermediate and ultimate outcomes.

Sixty-six (46 Access to Heritage and 20 Aboriginal Heritage) travelling exhibitions were produced and circulated over three years of the program (2010-11 to 2012-13) and 88 have circulated via the Exhibition Circulation Fund sub-component. These include 154 exhibitions and 2,601 public programming products/activities presented. Communities in all of Canada's

provinces and territories have shown MAP-funded programs and exhibitions, and some travelling exhibitions have gone to foreign countries. Over three million visitors have visited MAP-funded exhibitions over three years (2010-11 to 2012-13) of the program.

The travelling exhibitions showcased a wide range of topics for the target audiences that included youth, schools, families, residents of rural areas, Aboriginal peoples and official language minority groups, as well as general audiences of all ages. The MAP has also enabled funding recipients to carry out research and design or produce interpretive material associated with the travelling exhibitions and to promote the circulation of travelling art exhibitions that are retrospective or present an historical perspective.

Between 2010-11 and 2012-13, 172 heritage collections received funding from the MAP Collections Management and Aboriginal Heritage components, which resulted in more than 1.2 million objects, reported as being better-managed and preserved. Experts noted the importance of the Aboriginal Heritage component in ensuring cultural representation in museums and preserving Aboriginal historical artifacts within the communities.

During the three-year period (2010-11 to 2012-13), 54 Collections Management projects and 8 Aboriginal Heritage projects that supported activities to increase professional knowledge, skills and practices and to strengthen professional standards related to key museum functions for Collections Management were completed. Four projects funded through the Canada-France Agreement were also completed. These contributed to the sharing of knowledge and skills between institutions in Canada and France. The survey results show that just 26 percent of Collections Management funding recipients surveyed feel that the MAP is responding “to a great extent” to the need to improve professional knowledge, skills and practices of heritage institutions and workers.

Heritage institutions and workers have enhanced their professional knowledge, skills and practices. Between 2010-11 and 2012-13, 524 learning opportunities were held for a total of 5,673 heritage institutions and workers, thus helping participants share their professional knowledge and develop heritage preservation and presentation skills. An undetermined number of volunteers also increased their knowledge and developed their skills. According to the file review, participants in learning activities expanded their knowledge of project planning, professional standards, problem detection within collections, working with community organizations and organizing public tours.

A few museum association key informants confirmed that MAP funding supports a broad range of activities that give heritage workers access to knowledge, skills and tools to help them more effectively manage and preserve heritage collections. Furthermore, many survey respondents who undertook relevant professional development activities confirmed that MAP funding allowed them to share best practices and develop workshops, seminars and classes to a great extent. While funding recipients were appreciative of the opportunity to enhance their knowledge, skills and practices, a few PCH officials expressed that there are opportunities for the program to work proactively with organizations to identify needed skills, develop standards and build capacity in the sector in accordance with the program requirements. A few experts also mentioned that the organizations need formally trained staff.

Several lines of evidence provide information to suggest that activities funded under the MAP appear to be contributing toward making heritage accessible to Canadians over time. The production and presentation of exhibitions and public programming to the public and the enhancement of professional knowledge, skills and practices, supports this ultimate outcome. MAP-funded activities give Canadians opportunities to seek out collections, exhibits and heritage institutions and obtain information about their heritage and culture. Increasing capacity for heritage workers allows the provision of future exhibits and programming. According to key informant interviews and the survey of recipients, MAP funding was vitally important in helping recipients achieve their expected project outcomes.

The program has also had positive unintended outcomes, such as reaching larger audiences, raising awareness of institutions, increased involvement by volunteers, increased collaborations and partnerships and greater ability to leverage resources or funds as a result of the PCH funding. Any negative unintended impacts of the program seem to be project-specific rather than broad-based. A few survey respondents, as well as some final project reports, noted project-specific negative unintended impacts due to the amount of work required to make adjustments to projects to meet the MAP criteria.

Performance – Efficiency and Economy

The MAP's administrative cost as a proportion of its total budget was 22 percent on average, a proportion that has remained relatively stable over the five years covered by the evaluation. While this relatively high ratio is perhaps attributable to the complexity of the decentralized delivery model of the MAP, the latter has enabled outreach, leveraged local expertise and facilitated direct relationships with institutions. These characteristics were noted as particularly beneficial for the delivery of the Aboriginal Heritage component.

Views about regional delivery varied among PCH staff. Whereas some see the regional delivery model as performing well, a few noted challenges and limitations with respect to regional delivery. Suggestions were made as to how efficiency could be improved, such as possibly streamlining the project approval process by having the regions or HQ approve relatively low-risk applications. A few indicated that there are inconsistencies between the regions in terms of delivery of the program, the level of outreach conducted and reporting on results of funded projects. A few informants felt that it would be more efficient to deliver the entire program from HQ rather than from the regions; or to share delivery of the program between HQ and the regions.

Delivery of the MAP through three main components is effective as a means of categorizing the range of projects and institutions that can benefit from the program. The Aboriginal Heritage component is appropriate as a separate and distinct component, despite sharing commonalities with both Access to Heritage and Collections Management in terms of the types of eligible projects.

While there is a high level of satisfaction with the MAP among funding recipients, there is room in some areas for potential improvements to program delivery, such as the call for proposals

timeframes, the length of time between the submission of applications and the receipt of responses from the program and the transparency of funding decisions from the perspective of applicants. First, the call for proposal deadline is typically announced six weeks prior to the deadline, which does not give some organizations sufficient time to respond, particularly if they need to improve or make changes to their project design to meet the eligibility criteria. Second, one out of five funding recipients surveyed expressed dissatisfaction with the transparency of the application review process (18 percent). Some funded recipient key informants indicated they are particularly dissatisfied with an apparent lack of transparency of the process. Lastly, most funding recipient key informants indicated that they were dissatisfied with the application review process, as the amount of time that passed before they learned that the funding had been approved or funding approval is unreasonably long. The survey results confirmed that the time period between the application date and the date of funding decision notification is unreasonably long. This had an impact on the delivery and on the projects. The previous evaluation also found similar levels of dissatisfaction with the application review process. Administrative data show that the service standard of 29 weeks from application to decision date was met in 2010-11 but not in 2011-12 and 2012-13, for the Access to Heritage, Aboriginal Heritage and Collections Management components. For the Exhibition Circulation Fund sub-component, the service standard of 16 weeks was met in 2010-11 and 2012-13, but not in 2011-12.

The strongest administrative elements of the program are the service provided by PCH program officers, the application submission process, the clarity of the application guidelines and the flexibility of the funding provided.

The MAP complements the suite of PCH programs that support the heritage sector, particularly the Canada Cultural Investment Fund, Canada Cultural Spaces Fund, Canada Travelling Exhibitions Indemnification Program, Young Canada Works - Heritage, CCI and CHIN. CHIN and CCI are similar to the MAP in that they focus on and provide support for the overall professional development of museums and heritage institutions. While each organization has distinct areas of expertise, they serve the same stakeholder community and share many common functions, and any overlap between them has been identified.

Heritage institutions also access funding from provincial and local governments and some private and not-for-profit funding may also be accessed by MAP recipients. Overall, non-federal sources of funding are less significant than, and complement federal funding for the MAP.

The evaluation examined museum support models in other countries, Australia, United Kingdom, France and United States. Experts noted the British model as a potential alternative to the MAP. The literature review also noted one particular model, that of the Arts Council of England, which uses a designation scheme that recognizes nationally significant cultural assets in museums, libraries and archives and has a 10 year strategy called “Great Art and Culture for Everyone”, which targets leadership, partnerships and research opportunities in the museum field. Research on the impact of this approach has shown an increase in visitors to the museums. Other positive outcomes include inter-museum loans and transfers with other designated collections, professionalism, partnerships and leveraging from diverse sources funding.

Other Evaluation Issues

Data capture for performance measurement has changed over the years covered by the evaluation however, the identified performance indicators are being tracked. Some gaps in performance measurement were noted, and aggregate data was not consistently up-to-date (i.e., for the purpose of the evaluation, various versions of data were available, such as the number of applications, the number of funded projects and funding amounts). The data collection method for measuring some intermediate outcomes, such as the improvement in knowledge, skills and practices and the improvement of management and preservation could be refined. These measures are not as meaningful as they could be for the purpose of reporting on indicators and decision-making. There are opportunities to use more of the information collected in recipient reports (such as increased numbers of volunteers or memberships), or to otherwise streamline the information collected from recipients to eliminate what is not pertinent to the overall program performance. Furthermore, the MAP's Terms and Conditions states that the Aboriginal Heritage component is intended to increase public awareness and understanding of the rich and diverse cultures of Aboriginal peoples. While this expected outcome is not included in the logic model, there are also no performance data collected for the purpose of reporting on this objective.

6.2 Recommendations and Management Response

The following three recommendations emerge from the evaluation findings:

Recommendation 1
<p>Over the past two decades, the environment in which Canadian museums operate has changed considerably with the emergence of new technologies, changes to public funding programs and changes in consumer interests. While the results of the evaluation indicate that the program remains critical to support museum and heritage institution activities, there is a need to ensure that its project-based funding is targeting prevalent challenges.</p> <p>Given the evolution in the program's environment since 1990, the Assistant Deputy Minister of the Citizenship, Heritage and Regions sector should undertake an environmental scan to ensure that the MAP's priority areas are aligned with prevalent challenges of the museum community with respect to project funding in an effort to optimize the impact of program funds.</p>
Statement of Agreement /Disagreement
<p>The Heritage Policy and Programs Branch Management accepts this recommendation.</p>
Management Response
<p>Consultations with the museum community and the gathering of business intelligence has taken place over the years through the Heritage Group (CHIN, CCI, Heritage policy Unit), the Canadian Museums Association, attendance at conferences, etc. In addition, the Heritage Policy and Program Branch recently produced and published the first Government of Canada Survey of Heritage Institutions. This survey is providing more comprehensive information than has ever been available previously and includes the entire museum community which was not</p>

previously the case. The Branch is currently analyzing data to report on the results of the second such survey.

When the program was renewed in 2010-2011, adjustments were made to consider changes to the museum environment at that time. The current evaluation reaffirms the relevance of MAP and its three components. The Heritage Policy and Programs Branch will undertake an environmental scan to determine if further adjustments are needed in the orientation of the program to ensure its limited resources are used in a way that maximizes results.

Deliverable(s)	Timelines	OPI
Environmental scan produced	April 30, 2016	Senior Director, Heritage Policy and Programs Branch
Analysis of possible adjustments completed	December 31, 2016	Senior Director, Heritage Policy and Programs Branch

Recommendation 2

The Assistant Deputy Minister of the Citizenship, Heritage and Regions sector should explore opportunities to increase the efficiency of the program. Specifically, improving the program delivery model to meet clients' expectations, potentially reducing the administrative costs and timeliness for funding decisions.

Statement of Agreement /Disagreement

The Heritage Policy and Programs Branch Management accepts this recommendation.

Management Response

Program efficiency and continuing to meet client expectations presents a challenge. Higher delivery costs as a percentage of grants and contributions, are partly driven by the limited amount of grants and contributions funding MAP distributes and the regional delivery model. The program has limited control over the first factor and stakeholders identify the level of client service offered through regional staff as a key strength of the program.

Some reduction in delivery costs has already taken place since the evaluation. Analysis suggests that administrative costs have been reduced from the 22 percent average reported over the five years covered by the evaluation to about 18 percent in 2013-2014 and 2014-2015. In addition, MAP was one of the last PCH programs to "on-board" (2014) as part of the Grants and Contributions Modernization Initiative (GCMi) – a departmental project to streamline, standardize and simplify the delivery of Grants and Contributions at PCH. Experience has shown that programs normally reap the full benefits of GCMi efficiencies with the third program cycle, which, for MAP, will be the November 2016 applications. The department is currently developing a new on-line system which will change the relationship with clients and further increase efficiency.

The environment scan analysis from recommendation 1 could ultimately have an impact on how the program is delivered. In light of the result of recommendation 1, the Heritage Policy and Programs Branch will review the efficiency of MAP's current program delivery model. The regions will be involved in the review.

Deliverable(s)	Timelines	OPI
Review of program delivery efficiency prepared for ADM	March 31, 2017	Senior Director, Heritage Policy and Programs Branch
MAP fully integrated into on-line element of GCMAP initiative	March 31, 2017	Senior Director, Heritage Policy and Programs Branch
Recommendation 3		
The Assistant Deputy Minister of the Citizenship, Heritage and Regions Sector should improve activities linked to the performance measurement strategy to ensure a more timely and effective means of collecting and analyzing performance information for decision-making purposes.		
Statement of Agreement /Disagreement		
The Heritage Policy and Programs Branch Management accepts this recommendation.		
Management Response		
<p>The Heritage Policy and Programs Branch will review the Performance Measurement Evaluation and Risk Strategy (PMERS) for MAP and make appropriate adjustments where needed, taking into consideration:</p> <ul style="list-style-type: none"> • any program changes that may result from Recommendation 1, • the Department's on-going work to improve reporting on results, • the reduction of client reporting burden, and, • practicality / cost efficiency of different data collection or reporting strategies. 		
Deliverable(s)	Timelines	OPI
Updated PMERS: -Review expected results -Review performance indicators -Review data collection and reporting strategy -Implement changes where appropriate	March 31, 2017	Senior Director, Heritage Policy and Programs Branch

APPENDICES

Appendix A: MAP Logic Model

Component	Access to Heritage	Aboriginal Heritage	Collections Management
Activity	Communication about MAP Advice and guidance to heritage institutions Financial assistance ↓		
Outputs	Grants and contribution agreements are signed Tools for efficient program delivery are developed ↓ ↓ ↓		
Immediate Outcomes	Travelling exhibitions are produced ↓	Projects to improve the preservation and presentation of Aboriginal heritage are implemented ↙ ↓	Opportunities are created for heritage institutions and workers to enhance their professional knowledge, skills and practices ↙ ↓
Intermediate Outcomes	Heritage exhibitions and other public programming products/activities are presented to the public	Heritage collections are better managed and preserved	Heritage institutions and workers have enhanced their professional knowledge, skills and practices
Long Term Outcomes	↓ Canada's heritage is accessible to Canadians over time		

Appendix B: Evaluation Framework

Key Questions	Questions	Indicators	Data Sources	Data Collection Methods
Relevance				
Question 1: Continued need for program				
Assessment of the extent to which the Program continues to address a demonstrable need and is responsive to the needs of Canadians	<p>Does the MAP respond to the needs of the targeted population and key stakeholders?</p> <p>To what extent is MAP responsive to the current and changing needs of museums / heritage organizations?</p> <p>Is there a need for MAP (3 components)?</p>	<p>Stakeholder points of view on:</p> <p>The presentation of travelling heritage exhibitions and other public programming products/activities.</p> <p>Management and preservation of heritage collections.</p> <p>Assistance to institutions and workers to improve their knowledge, competencies and professional practices.</p> <p>Receptiveness of the MAP regarding current and changing needs of Canadian museums.</p> <p>The needs to have 3 components</p>	<p>GCIMS</p> <p>MAP administrative data</p> <p>Key stakeholders</p> <p>Experts</p> <p>Program guidelines</p> <p>Performance measurement indicators for the MAP</p> <p>Terms and Conditions of the program</p> <p>Annual internal MAP report</p> <p>And other relevant documents</p>	<p>Documents and files review</p> <p>Administrative data review</p> <p>Surveys of program recipients (ATH and CM)</p> <p>Literature review</p> <p>Interviews with PCH and museum representatives</p> <p>Panels of museum sector experts (3 components and sub-components)</p>

Question 2 : Alignment with Government Priorities				
Assessment of the linkages between program objectives and (i) federal government priorities and (ii) departmental strategic outcomes	<p>To what extent are the objectives of the MAP aligned with priorities of the federal government?</p> <p>To what extent are objectives of the MAP aligned with the strategic outcomes of PCH?</p>	<p>Points of view of the representatives from PCH, stakeholders and experts on the extent to which the MAP is aligned with federal government priorities.</p> <p>Points of view of the representatives from PCH, stakeholders and experts on the extent to which the MAP is aligned with PCH priorities and its strategic outcome.</p>	<p>Speech from the Throne</p> <p>Departmental reporting</p> <p>Annual reports</p> <p>Memoranda to Cabinet and TB Submissions</p> <p>Federal Budgets</p> <p>PCH representatives</p> <p>Experts</p>	<p>Documents and files review</p> <p>Interviews with PCH representatives</p> <p>Panels of museum sector experts (3 components and sub-components)</p> <p>Literature review</p>
Question 3 : Alignment with federal roles and responsibilities				
Assessment of the role and responsibilities of the federal government in delivering the program	To what extent is the program aligned with the roles and responsibilities of the federal government?	Points of view of the representatives from PCH, museum representatives and experts on the extent to which the MAP is aligned with the roles and responsibilities of the federal government and the Department	<p><i>Department of Canadian Heritage Act</i></p> <p>Speech from the Throne</p> <p>Departmental reporting</p> <p>Memoranda to Cabinet and TB Submissions</p> <p>Federal Budgets</p> <p>PCH representatives</p> <p>Museum sector representatives</p> <p>Expert</p>	<p>Documents and files review</p> <p>Interviews with PCH and museum sector representatives</p> <p>Literature review</p> <p>Panel of museum sector experts</p>

Question 4 : Achievement of Expected Outcomes				
Assessment of progress toward expected outcomes (incl. immediate, intermediate and ultimate outcomes) with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes	How many travelling exhibitions are produced?	Number of travelling exhibitions produced	GCIMS	Documents and files review
	How many travelling exhibitions and other public programming products/activities are presented to the public?	Number of exhibitions and other public programming products/activities Number and distribution of locations Number of visitors to exhibitions and other public programming	Performance management indicators for the MAP (Excel file) MAP annual reports Recipients reports	Administrative data base review
	To what extent have opportunities been created for heritage institutions and workers to enhance their professional knowledge, skills and practices? (CM component)	Reported percentage of improvement in management and preservation of heritage Number of heritage institutions and workers reached	GCIMS MAP annual reports Recipients reports Representatives of PCH and museums Museum sector experts	Documents review Surveys of program recipients (ATH and CM) Interviews with PCH representatives and stakeholders Panel of museum sector experts
	To what extent have institutions and workers enhanced their professional knowledge, skills and practices? (CM component)	Reporting of improved knowledge, skills and professional practices of participants and museums Number of opportunities aimed at improving knowledge, skills and professional practices.		
	To what extent are projects aimed at improving the preservation and presentation of AH implemented? (AH component)	Number of heritage collections better management and preserved Number of projects focused on AH Points of view of representatives from PCH and stakeholders on the extent to which the projects improved preservation and presentation of AH.	GCIMS MAP annual reports Performance management indicators for MAP (Excel file) Recipients reports Museum sector experts	Documents and files review Administrative database review Interviews with PCH representatives and stakeholders (AH component) Panel of museum sector experts

	<p>To what extent are heritage collections better managed and preserved?</p>	<p>Number of heritage collections better managed and preserved</p> <p>Reported improvement in management and preservation of heritage.</p> <p>Points of view of heritage institutions and workers regarding the improvement in knowledge, competencies and professional practices.</p>	<p>GCIMS</p> <p>Recipients reports</p> <p>Key informants</p> <p>Museum sector experts</p>	<p>Documents and files review</p> <p>Administrative database review</p> <p>Surveys of program recipients (ATH and CM)</p> <p>Interviews with PCH representatives and stakeholders (AH component)</p> <p>Panel of museum sector</p>
	<p>To what extent is Canada's heritage accessible to Canadians over time?</p>	<p>Percentage of heritage institutions and workers reporting an improvement in their capacity to provide access to Canada's heritage to Canadians over time</p>	<p>Statistics Canada survey</p> <p>Museum sector</p>	<p>Statistics Canada survey</p> <p>Interviews with representatives of museums</p>
	<p>Did the program have any unintended impacts (positive or negative)?</p>	<p>Perception of key stakeholders according to whom the MAP produced unexpected positive or negative results</p>	<p>Key informants</p> <p>Recipients reports</p> <p>Museum sector experts</p>	<p>Documents and files review</p> <p>Interviews with representatives of PCH and stakeholders</p> <p>Panel of museum sector experts</p>

Question 5 : Demonstration of Efficiency and Economy				
Assessment of resource utilization in relation to the production of outputs and progress toward expected outcomes	<p>What were the expected and actual expenditures?</p> <p>Are there more economical alternatives which would achieve the same results?</p> <p>Is the right governance in place to deliver the program?</p> <p>Is the current delivery mechanism effective?</p>	<p>Overall program costs</p> <p>Distribution of costs per sector of activity</p> <p>Operating costs</p> <p>Number of FTEs</p> <p>Budget versus expenditures</p> <p>Perception of PCH senior management on the design and delivery of the program.</p> <p>Efficiency measures implemented by the program</p>	<p>Administrative, financial and human resources reports</p> <p>Departmental reports</p> <p>Key informants</p> <p>Museum sector experts</p>	<p>Documents and files review</p> <p>Administrative database review</p> <p>Interviews with representatives of PCH and stakeholders</p> <p>Literature review</p> <p>Panel of museum sector experts</p>
	<p>To what extent is there overlap or complementarity between the MAP and other PCH programs?</p> <p>To what extent is there overlap or complementarity between the MAP and other private, public or non-profit programs.</p>	<p>Degree of overlap or complementarity between the MAP and other PCH programs.</p> <p>Degree of overlap or complementarity between the MAP and other programs at the private, public and / or non-profit sector level</p>	<p>Departmental reports</p> <p>MAP annual reports</p> <p>PCH representatives</p> <p>Museum sector experts</p>	<p>Documents and files review</p> <p>Interviews with representatives of PCH</p> <p>Literature review</p> <p>Panel of museum sector experts</p>

Question 6 : Performance Monitoring and Measurement				
	Is the current performance measurement framework effective at capturing the results of the program?	Quality, frequency and reliability of data gathered. Usefulness of performance data and information in decision making.	Performance management indicators for the MAP PCH senior management MAP documents	Documents and files review Administrative database review Interviews with PCH representatives
	Are there any gaps in the performance measurement strategy? If so, what are they?	Possible improvements in performance (based on the opinions and analysis of data with documented evidence)	Performance management indicators for the MAP PCH representatives MAP documents	Administrative database review Documents and files review Interviews with PCH representatives

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Appendix D: TBS Core Evaluation Issues

The Government of Canada requires that evaluations support the following:

- Accountability, through public reporting on results;
- Expenditure management;
- Management for results; and
- Policy and program improvement.

The core evaluation issues used to guide this evaluation are:

Relevance	
Issue #1: Continued Need for program	Assessment of the extent to which the program continues to address a demonstrable need and is responsive to the needs of Canadians
Issue #2: Alignment with Government Priorities	Assessment of the linkages between program objectives and (i) federal government priorities and (ii) departmental strategic outcomes
Issue #3: Alignment with Federal Roles and Responsibilities	Assessment of the role and responsibilities for the federal government in delivering the program
Performance (effectiveness, efficiency and economy)	
Issue #4: Achievement of Expected Outcomes	Assessment of progress toward expected outcomes (incl. immediate, intermediate and ultimate outcomes) with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes
Issue #5: Demonstration of Efficiency and Economy	Assessment of resource utilization in relation to the production of outputs and progress toward expected outcomes

Appendix E: Examples of Other Programs

Name of Program	Objectives	Target Organizations	Eligible Activities
MAP umbrella			
Young Canada Works - Heritage	Young Canada Works (YCW) offers students and recent graduates the chance to put their skills to the test, build career equity, earn money for their education or get started on the right career path.	<p>An incorporated, non-profit organization in Canada with a heritage mandate, such as a museum*, archives, library, or an organization managing a heritage site**;</p> <p>An educational or cultural institution that has distinct objectives, programs and budget related to heritage;</p> <p>A non-profit organization, under a provincial, territorial, regional or municipal government, that has distinct objectives, programs and budget related to heritage;</p> <p>A professional heritage service organization;</p> <p>An Aboriginal regional government or governing body (band/tribal council) and/or Aboriginal organization with a mandate to preserve and support AH</p>	<p>Jobs for students that last from 6 to 16 weeks.</p> <p>Students must work 30 to 40 hours per week;</p> <p>Internships for recent graduates that last from 4 to 12 months. Interns must work 30 to 40 hours per week.</p>
Movable Cultural Property Grants	Supports the preservation of Canada's artistic, historic and scientific heritage through the <i>Cultural Property Export and Import Act</i> . The provisions of the <i>Act</i> help to ensure that cultural property of outstanding significance and national importance remains in Canada.	Heritage organizations	<p>Designates Canadian organizations to preserve cultural property and make it accessible to the public;</p> <p>Provides tax incentives that encourage Canadians to donate or sell important cultural property to designated organizations;</p> <p>Awards grants to help with the purchase of cultural property;</p> <p>Regulates the export of cultural property; and</p> <p>Regulates the import of cultural property.</p>
Other PCH Programs			
Virtual Museum of Canada Investment Program	Supports the development of online exhibits, interactive resources and other educational tools that engage online audiences in Canada's history and heritage.	Canadian museums and other Canadian heritage organizations.	<p>Activities supported focus on online museum and heritage activities:</p> <p>Virtual Exhibit - A stand-alone production with an interpreted approach to the content.</p> <p>Interactive Resources - Interactive quizzes, on and off-line activities.</p> <p>Educational Resources - A production that contains educational information that may or may not be tied to</p>

Name of Program	Objectives	Target Organizations	Eligible Activities
			<p>a specific curriculum-related topic.</p> <p>Exchange - A production that allows users to exchange information and share stories etc.</p> <p>Virtual Tour - A production that provides a tour of a physical space, such as a historical site or a physical exhibit.</p>
Canadian Heritage Information Network	The CHIN enables museums and other heritage institutions to connect with each other and their audiences through digital technologies.	Heritage institutions, museums and heritage workers	<p>This special operating agency offers some professional development activities on topics dealing with digitization, technology, which may be accessed by MAP recipients.</p> <p>CHIN does not offer grants and contributions.</p>
Travelling Exhibitions Indemnification Program	<p>Through the Canada Travelling Exhibitions Indemnification Program, the Government of Canada assumes the financial responsibility for loss or damage to objects and appurtenances in eligible travelling exhibitions.</p> <p>Objectives are to: to increase access for Canadians to Canada's and the world's heritage through the exchange of artifacts and exhibitions in Canada; and second, to provide Canadian art galleries, museums, archives and libraries with a competitive advantage when competing for the loan of prestigious international exhibitions.</p>	Institutions located in Canada that organize or host a travelling exhibition	<p>Two types of exhibitions qualify for indemnification under this Program:</p> <p>Exhibitions that are organized domestically and shown at venues in at least two provinces within Canada. This encourages the circulation of travelling exhibitions within Canada and meets the government's policy objective of providing greater access to Canada's heritage.</p> <p>Exhibitions where the total fair market value of objects borrowed from sources outside Canada exceeds that of the total fair market value of objects borrowed from inside Canada. Such exhibitions are required to have only one Canadian venue as, through hosting the exhibition, the Canadian public will have access to cultural and heritage objects that would not otherwise be available.</p>
Canada Cultural Investment Fund	Projects supported through the Canada Cultural Investment Fund are intended to contribute to the organizational, administrative and financial health of arts and heritage organizations.	<p>Variable depending on component.</p> <p><i>Endowment Incentives:</i> not-for-profit professional arts organization and associated public foundations. (heritage organizations are not eligible)</p> <p><i>Strategic Initiatives:</i></p> <p>professional non-profit organizations, associations, institutions, foundations; First Nations, Inuit or Métis organizations with mandates, activities, programs related to the arts or heritage sector;</p> <p>postsecondary education institution or a heritage organization created by another level of government with distinct</p>	<p>The program has three components that work together in achieving these objectives: Endowment Incentives – encouraging arts organizations to build new revenue streams.</p> <p>Strategic Initiatives – provides financial assistance for projects involving multiple partners that will help arts and heritage organizations strengthen their management abilities, make strategic use of new technologies and diversify their revenues.</p> <p>Limited Support to Endangered Arts Organizations - established for those rare instances where a professional arts organization faces the prospect of</p>

Name of Program	Objectives	Target Organizations	Eligible Activities
		objectives, programs and budgets related to the arts or heritage.	closure
Cultural Spaces Fund	Seeks to improve physical conditions for artistic creativity and innovation. It is designed to increase access for Canadians to performing arts, visual arts, media arts and to museum collections and heritage displays.	Arts and heritage organizations	The Fund supports the improvement, renovation and construction of arts and heritage facilities and the acquisition of specialized equipment as well as conducting feasibility studies.
Canadian Conservation Institute	Through conservation science, treatment and preventive conservation, the Canadian Conservation Institute supports heritage institutions and professionals in conserving Canada's heritage collections so they can be accessed by current and future generations.	Heritage institutions and organizations	Provides direct services of conservation treatments, scientific analysis of materials, facilities assessments, archaeological field services and environmental monitoring equipment loans. Also offers learning opportunities through internships and workshops and shares knowledge through lectures and papers presented at professional development events.
Community Cultural Action Fund – Official Languages	Support and strengthen the cultural, artistic and heritage actions of official-language minority communities; Ensure outreach of the wealth and diverse cultural, artistic and heritage expressions of official-language minority communities.	Canadian not-for-profit institutions and organizations, as legally defined, provincial and territorial governments and their creations.	Eligible expenditures include costs to carry out projects that help ensure the long-term development of official-language minority communities in the area of arts, culture and heritage. Excluded are: <ul style="list-style-type: none"> •capital expenditures; •organization's operating expenditures; •regular coordination, networking and strategic planning; •needs analyses and research; •professional training; •activities with an international dimension.
Building Communities Through Arts and Heritage	The program was created to help Canadians celebrate their community, its past and present. The program aims to increase opportunities through festivals and other events and projects, for local artists and artisans to be involved in their community for local groups to commemorate their local history and heritage.	Local community groups and the general public	There are three separate components of funding: Local Festivals: which provides funding to local groups for recurring festivals that present the work of local artists, artisans, or historical performers. Community Anniversaries: provides funding to local groups for non-recurring local events and capital projects that commemorate an anniversary of 100 years or greater in increments of 25 years. Legacy Fund: provides funding for community capital projects that commemorate a 100th anniversary or

Name of Program	Objectives	Target Organizations	Eligible Activities
			greater in increments of 25 years, of a significant local historical event or local historical personality.
National travelling exhibition programs offered by Canada's national museums (According to Constantinidi 2013)	The program is intended to reach a broad range of audiences in both urban and regional centers and circulates approximately 30 exhibitions each year to museums and galleries across Canada and abroad.	Museums	The funding supports a travelling exhibition at a partner museum including the development of exhibition publications, new educational programs and the On Tour lecture series.

Other Non-PCH Federal Programs			
Canada Council for the Arts: Assistance to Art Museums and Public Galleries	<p>This program offers financial assistance to art museums and public art galleries.</p> <p>The objectives of the program are to:</p> <ul style="list-style-type: none"> Foster broad public access to contemporary art. Support organizations in the realization of their mandates and strengthen their organizational capacity. Advance the development of Canadian contemporary art through its collection, preservation, presentation and interpretation. 	Incorporated, non-profit Canadian art museums and public galleries with a mandate to serve the public	<p>Activities that advance knowledge and enjoyment of contemporary visual art. For this program, visual art includes architecture, fine craft and photography.</p> <p>Assistance is provided for the following activities in contemporary art:</p> <ul style="list-style-type: none"> - CM - Curatorial research - Presentation of exhibitions - Publications - Public programming - Audience development - Promotion - Administration
Canada Council for the Arts: Aboriginal/Traditional Art Forms Program for Organizations	To foster the continued vitality of traditional Aboriginal/Inuit visual arts, including the renewal of extinct or endangered practices.	Aboriginal and Inuit non-profit organizations including groups, collectives, cultural centres	Activities that contribute to the knowledge, sharing, understanding and development of Aboriginal or Inuit traditional art forms.
Canada Council for the Arts: Acquisition Grants to Art Museums and Public Galleries	<p>Provides financial support to Canadian art museums and public art galleries.</p> <p>Grants from this program are available on a matching funds basis to purchase original works of contemporary Canadian visual art, including architecture (maquettes and drawings), fine crafts and photography.</p>	Canadian art museums and public art galleries.	<p>Works purchased with financial assistance from this program must be by living Canadian artists. These works may be purchased either directly from the artists or from Canadian dealers where the works are on consignment from the artists.</p> <p>Institutions that include the commissioning of site-specific works as part of their ongoing collecting mandate may request funding for commissioned work.</p>
Department of National Defence – Directorate of History and Heritage: Canadian Forces Museums	Canadian Forces museums collect, preserve and interpret our military heritage to create a sense of history, identity and pride within the Canadian Forces and throughout Canada, in support of the goals of the Department of National Defence.	Canadian Forces Museums across Canada - independent, non-public funded institutions, with ownership vested in the Commanding Officers of the supporting units.	No information found.

Parks Canada National Historic Sites Cost-sharing Program	Parks Canada's National Historic Sites Cost-Sharing Program ("the Program") helps ensure the commemorative integrity of non-federally owned or administered national historic sites through financial contributions.	National historic sites that possess “commemorative integrity”	<p><i>Preparatory Assistance Projects:</i> Projects to develop technical and planning documents necessary to ensure the site’s physical integrity. Eligible costs will be reimbursed up to the lesser of \$10,000 or 50% of total eligible costs.</p> <p><i>Conservation Projects:</i> Projects to conserve threatened components of a national historic site, in order to ensure its physical integrity. Eligible costs will be reimbursed up to the lesser of \$100,000 or 50% of total eligible costs.</p> <p>Total program funding is \$1M for 2015-16. Projects will be given priority that demonstrate connection to commemorative events in Canada’s history.</p>
Other programs			
Quebec - Ministère de la Culture et des Communications	<p>Provides grants to applicants in Quebec for museum functions and museum action plans.</p> <p>For projects</p> <p>For restoration</p>	<p>The financial assistance is aimed at non-profit museums, exhibit centers and interpretation centers or historical sites</p> <p>Artists or businesses</p> <p>Individual, public authorities and organizations (like cooperatives)</p>	<p>The assistance will support functions of organizations in attaining their mission and action plans through:</p> <p>Activities that are in line with the priority areas of the Ministry</p> <p>Where the activities and action plans are in line with the priorities of the Ministry</p> <p>Where there is significant support from other partners in the area of work, that will collectively benefit from the financial assistance</p> <p>Where the management is effective and efficient to guaranty a good quality of service to their peers and the population.</p> <p>Cultural projects that encourage a dynamic culture aimed at the general population</p> <p>Restoration and conservation of cultural heritage under the Cultural goods Law and some infrastructure projects</p>
Alberta Museums Association Grants Program	The AMA Grants Program provides funds through the financial support of the lottery-	Qualifying Individual and Institutional Members	<p>There are five activity areas for which grants are available:</p> <p>Conference: The Conference grant provides funds to</p>

	<p>funded Alberta Historical Resources Foundation.</p>		<p>eligible Individual and Institutional Members to assist with the costs associated with attending the AMA Annual Conference. Eligible expenses can include travel and accommodations or registration costs.</p> <p>Institutional: The Institutional grant provides funding to eligible Institutional Members to complete projects in the following sections: Museums and Society, Administration, Collections and Programming. The Partnership grant is also available for a project involving two or more institutions. This grant encourages applicants to undertake projects that directly respond to needs identified by their communities and demonstrate leadership within the museum sector.</p> <p>Professional Development: The Professional Development grant provides funding to eligible Individual and Institutional Members as they undertake professional and personal learning opportunities to increase the overall body of knowledge of the Alberta museum community.</p> <p>Operational Staffing: The Operational Staffing grant provides funding to eligible Institutional Members to build capacity by contributing to the wages of core museum staff.</p> <p>General Operations: The General Operations grant provides funding to eligible Institutional Members to assist with operating costs associated with running a museum including utilities, insurance, staffing and audit fees.</p>
<p>Alberta Culture – Heritage Awareness Grants</p>	<p>Heritage Awareness grants support tangible initiatives that promote awareness of Alberta's history and that will have a lasting impact.</p> <p>Matching grants are awarded up to 50% of eligible costs. Beginning February 2015, the maximum grant amount is \$15,000.</p>	<p>Individuals, organizations, corporations, municipalities</p>	<p>Innovative educational projects increasing knowledge and understanding of Alberta's history for young Albertans.</p> <p>Visual or participatory projects promoting awareness of Alberta's history, such as historical videos or broadcasts.</p> <p>Production and installation of interpretive plaques, monuments and markers that provide information about Alberta's history.</p> <p>Professional development projects or opportunities within the field of heritage preservation, such as attendance at workshops, seminars or conferences relating to the preservation and interpretation of historic, archaeological or paleontological resources.</p>

			Heritage preservation projects that encourage public involvement and promote knowledge about Alberta's history, such as the organization and presentation at local or provincial workshops, seminars or conferences. Eligible costs include conference materials, speaker's honorarium and travel costs.
BC Arts Council's Special Project Assistance – Capacity and Sustainability Program	The Special Project Assistance - Capacity and Sustainability Program is designed to assist arts and cultural organizations planning to undertake specific activities that will increase their capacity and contribute to long term sustainability.	Arts and cultural organizations in BC	Specific activities that will increase the capacity of organizations and contribute to long term sustainability, including human resources, capital assets and marketing/development activities.
Manitoba Heritage Grants Program	The Heritage Grants Program has been developed to assist Manitobans in identifying, protecting and interpreting the province's human and natural heritage.	Any not-for-profit, incorporated community organization, Local Government, university or First Nation seeking to identify, protect or interpret Manitoba's human and natural heritage. The organization must have been in existence for at least one year.	<p>A variety of project types are eligible:</p> <p>CM: To assist with collections planning and/or upgrading of collections records</p> <p>Conservation: To assist with the conservation of a heritage/ archival/museum object or collection.</p> <p>Exhibitions: To improve the interpretation of Manitoba's heritage through creating, upgrading or circulating exhibits.</p> <p>Programs: To assist projects that aim to promote Manitoba's heritage through interpretive leaflets, brochures and posters, public programs, planning, or conferences, seminars or workshops.</p> <p>Cairns and Plaques: To assist with permanent interpretive media which recognize and interpret significant aspects of Manitoba's history. Media includes interpretive cairns, statues, monuments, plaques, signs and murals. Murals will be considered where they portray historic accuracy and authenticity.</p> <p>Research/Archaeological/Audio Visual/Historical/Oral Histories: To assist with projects that aim to improve the knowledge of Manitoba's heritage through research for archaeological, audio visual, historical, oral, school material projects.</p> <p>Special Initiatives: To assist with imaginative heritage projects that do not fall within any other categories.</p>

<p>Nova Scotia Ministry of Communities, Culture and Heritage – Strategic Development Initiative</p>	<p>The initiative encourages "partners-in-heritage" to develop projects that build on a community's assets and strengths. The program has the following goals: develop and expand retail operations of heritage organizations; develop new revenue sources to increase financial sustainability; improve leadership and programming skills of heritage related boards and workers through training in targeted areas; develop new audiences that expand the heritage sector's service base in targeted areas, such as: development of new exhibits (based on a formal interpretive plan), improved online resources, etc.; and increase heritage/community cooperation</p>	<p>Archives, community organizations, museums, heritage associations, municipal governments, regional development authorities and not-for-profit groups</p>	<p>Priority is given to projects that focus on increased self-sufficiency in the province's growing heritage sector and those involving multiple partners working for the benefit of Nova Scotian heritage.</p>
<p>Nova Scotia Provincial Lotteries and Casino Corporation - Support4Culture</p>	<p>Support4Culture is a new collection of programs that support arts, culture and heritage in communities across Nova Scotia.</p>	<p>Various organizations, depending on sub-program: <i>Mi'kmaq Cultural Activities Program</i>: Mi'kmaq community groups and organizations <i>Heritage development fund</i>: owners of properties registered under the <i>Heritage Property Act</i>, municipalities <i>One-time Emerging Culture and Heritage Initiatives Program</i>: culture and heritage organizations or organizations partnering with specific culture and heritage interests</p>	<p>There are numerous funding programs available. Those most closely relevant to MAP include: <i>Mi'kmaq Cultural Activities Program</i>: The Mi'kmaq Cultural Activities Program will foster Mi'kmaq artistic and community cultural development. This panel-reviewed application-based program will support Mi'kmaq community groups and organizations to promote and preserve Mi'kmaq culture and heritage. <i>Heritage development fund</i>: conservation work and conservation advice grants to owners of properties registered under the <i>Heritage Property Act</i>; background studies for municipalities considering establishing heritage conservation districts. <i>One-time Emerging Culture and Heritage Initiatives Program</i>: activities to build capacity, develop innovative projects and support diverse communities.</p>

Ontario – Provincial Heritage Organization Operating Grant	This ministry provides annual operating support to 12 Ontario Provincial Heritage Organizations. They are umbrella organizations for the major types of heritage activities across the province, representing disciplines such as archaeology, genealogy, architecture, history, archives and museums. The programs and services they deliver promote wide public access to Ontario's heritage and encourage public participation in heritage conservation activities.	Program eligibility requires the applicant to conform to the definition of a Provincial Heritage Organization and to meet the Program Objectives. The following are currently funded: Architectural Conservancy of Ontario Archives Association of Ontario Centre franco-ontarien de folklore Community Heritage Ontario Multicultural History Society of Ontario Ontario Archaeological Society Ontario Black History Society Ontario Genealogical Society Ontario Historical Society Ontario Museums Association Réseau du patrimoine franco-ontarien (RPFO) Save Ontario Shipwrecks	N/a - operating grant
Ontario Trillium Foundation (OTF)	OTF provides grants to Ontario non-profit and charitable organizations that undertake initiatives to build healthy and vibrant communities throughout Ontario. There are four different project investment streams: grants for small, short-term initiatives; scaling up grants; capital grants; and collective grants.	Ontario non-profit and charitable organizations	Projects that support healthy and vibrant communities. Current eligibility is not specified.
Newfoundland and Labrador – Aboriginal Cultural Heritage Program	Supports Aboriginal projects that involve the safeguarding of traditions and culture, including language; traditional knowledge and skills; storytelling, music, games and other pastimes; knowledge of the landscape; customs, cultural practices and beliefs; food customs; and living off the land.	Established Aboriginal organizations with a cultural focus are eligible to apply. Professionals (Aboriginal artisans, cultural workers and educators) can apply for professional skills development if they have a demonstrated background in culture and have community support	Documenting and inventorying cultural traditions Passing on cultural knowledge through teaching, demonstrations, publications, websites and other educational and awareness-raising activities Recognizing and celebrating traditions and those with traditional skills, through awards and special events Identifying and supporting cultural enterprises that employ aspects of traditional culture (for example, craft production and cultural tourism) Professional Development for cultural workers, educators and knowledge holders

<p>The Military Communications and Electronics Museum Foundation</p>	<p>The Foundation raises funds to support the C&E Museum's mission of receiving, preserving and displaying artifacts and documents pertaining to military communications and electronics.</p>	<p>Military C&E Museum in Kingston</p>	<p>Receiving, preserving and displaying artifacts and documents pertaining to military communications and electronics.</p>
<p>Royal Bank of Canada – Aboriginal Training Program in Museum Practices.</p>	<p>The goal of the Program is to develop ways for Aboriginal Nations across Canada to represent their own history and culture in concert with cultural institutions and to offer practical experience for Aboriginal people who would like to broaden their knowledge and skills in various aspects of museum work.</p>	<p>First Nations Métis Inuit</p>	<p>A small stipend is provided to candidates for travel, training and facilities for the Program.</p> <p>Candidates undertake practicum assignments lasting four to five weeks, in the following divisions of the Canadian Museum of History and the Canadian War Museum:</p> <ul style="list-style-type: none"> - Research - Collections - Exhibitions - Public Programs - Public Affairs and Publishing - Development - Museum Services