

Submission by : / Soumission par :



QuickStar Consulting



Minister of Canadian Heritage
Department of Canadian Heritage

February 19, 2005

To: Minister of Canadian Heritage

Re: Summative Evaluation of the Department of Canadian Heritage's Canada Travelling Exhibitions Indemnification Program (INDEM)

Please find enclosed our submission of a proposal for a summative evaluation of the Department of Canadian Heritage's Canada Travelling Exhibitions Indemnification Program (INDEM). We appreciate the opportunity to present our coherent plan for the evaluation of INDEM.

We believe that this proposal would make it possible to meet technical, performance and time frame objectives that have been outlined by the Request for Proposals (RFP). Once this evaluation is completed, we expect it to yield evidence-based answers relating to the relevance, success, and cost-effectiveness of the INDEM program.


Should you have any questions regarding this proposal, please do not hesitate to contact us. We would be pleased to meet with you to discuss the proposed evaluation strategy. We hope to continue working with you in the future!

Sincerely,

QuickStar Consulting

**Summative Evaluation of the
Department of Canadian Heritage's Canada
Travelling Exhibitions Indemnification Program (INDEM)**

Report prepared for: Department of Canadian Heritage

Report prepared by:  QuickStar Consulting

February 19, 2005

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1. Executive Summary

QuickStar consulting has developed an evaluation plan to meet the reporting objectives outlined by the Department of Canadian Heritage for the Canada Travelling Exhibitions Indemnification Program. In order to address the specific evaluation questions outlined, QuickStar Consulting has recommended a needs assessment, and combined process and outcome evaluation.

The main components of this report include:

- a brief description of the program objectives and expected outcomes as they relate to the evaluation plan,
- a description of the purpose of each component of the evaluation plan as it relates to the specific evaluation questions,
- a description of the proposed methods for data collection as well as advantages and disadvantages of each
- overall challenges and opportunities
- an evaluation timeline (Appendix B) and budget (Appendix C)

Special efforts were taken to make the proposed evaluation feasible.

2. Background of the INDEM Program

This background section intends to demonstrate that the QuickStar Consulting team has a clear understanding of the INDEM program and to provide a basis for the rest of the proposal.

The Department of Canadian Heritage's Canada Traveling Exhibitions Indemnification Program (INDEM) has been in operation since December 15, 1999. Specifically for the INDEM program, indemnification is a form of insurance provided by the government to facilitate the ability of Canadian organizations to host traveling exhibitions. As stated on page 9 of the original Request for Proposal (RFP), "indemnification is a process whereby the government assumes financial risk for loss or damage to objects in eligible traveling exhibitions and provides compensation for damage or loss should they occur."

Appendix A demonstrates a tabular guideline of the program theory, objectives, outputs, and outcomes. This tabular representation of the information serves as a big picture guide for this program. The INDEM program has two main objectives:

1. To increase access for Canadians to Canada's and the world's heritage through the exchange of artefacts and exhibitions in Canada.
2. To provide Canadian institutions with a competitive advantage when competing for the loan of prestigious international exhibitions.

This program enables Canadian institutions (art galleries, museums, archives and libraries) to present more domestic and international exhibitions and possibly to facilitate lending of traveling exhibitions by other governments and institutions. Canadian institutions wishing to participate in the program must provide a deductible based on the exhibition value. Institutions submit applications to the INDEM program. These applications are reviewed by the Department's Heritage Policy Branch and are either withdrawn/rejected or approved/indemnified.

There are three expected outcomes of the INDEM program:

1. the increased capacity of Canadian institutions to host traveling exhibitions,
2. the facilitation of hosting major international exhibitions, and
3. access for Canadians to cultural property.

The overall expected outcomes for Department of Canadian Heritage programs are:

- for Canadians to express and share their diverse cultural experiences with each other and the world, and
- for Canadians to live in an inclusive society built on intercultural understanding and citizen participation.

Thus the INDEM program should fit within the expected outcomes for Department of Canadian Heritage programs.

3. Purpose of the Evaluation

The purpose of the evaluation is clearly stated in section 2.3 of the original RFP. It states:

A summative evaluation of the Canada Traveling Exhibition Indemnification Program is required for a Departmental report to the Parliamentary Committee that will review administration of the Canada Traveling Exhibitions Indemnification Act, five years after coming into force on December 15, 1999.

The purpose is further clarified by listing nine specific evaluation questions that INDEM wants answered. These questions have been divided into three categories: (1) program relevance, (2) success, and (3) cost-effectiveness/alternatives.

INDEM is specifically requesting a summative evaluation. Rossi, Freeman, and Lipsey (1999) define summative evaluation as “evaluation activities undertaken to render a summary judgement on certain critical aspects of the program’s performance.” (p. 36). Based on the specific evaluation questions that have been put forth by INDEM, QuickStar Consulting believes that it may be simpler to conceptualize this evaluation as the combination of three specific types of evaluation – 1) a needs assessment, 2) a process evaluation, and 3) an outcome evaluation. These evaluations relate directly to the evaluation questions and can be conducted simultaneously in order to meet the tight timelines necessary for this evaluation project. These types of evaluation will be defined to clarify how QuickStar Consulting will be using the terms throughout this proposal.

Needs Assessment:

Meeting the needs of all potential program users is an essential role of any program. Needs assessments are often conducted to ensure these needs are met. After a program has been fully implemented, periodic needs assessments can be useful to identify changing needs and can direct ongoing program planning and development (Myers, 1999).

Process Evaluation:

Once a program is fully operational within the community, evaluation can be used to assess its routine operation. Process evaluation is a systematic assessment of the program to determine how programs/services are delivered and used in normal, everyday practice and if the program is operating in accordance to its original plan (Rossi, Freeman, Lipsey, 1999).

Outcome Evaluation:

Finally, it is important to ensure that the program is having its intended impact and to assess any unintended impacts (either positive or negative). Hence, an outcome evaluation systematically appraises both the intended and unintended program impacts (Myers, 1999).

The proposed types of evaluation will now be related to each of the specific evaluation questions.

Relevance

1. To what extent is there still a need for the indemnification of travelling exhibitions in Canada?
 - **Needs assessment** will be used to determine if Canadian art galleries, museums, archives and libraries need an indemnification program to loan international exhibitions
2. Is indemnification of travelling exhibitions still consistent with federal objectives/priorities?
 - An integral component of **process evaluation** is to ensure that the program is being delivered in accordance with key objectives and priorities.

Success

3. What results has the program had since 2000 in terms of:
 - a. Providing access for Canadians to Canada's and the world's heritage through the exchange of artefacts and exhibitions in Canada?
 - This question addresses the first INDEM Program objective. An **outcome evaluation** would be needed to determine if the program does indeed improve access.
 - b. Providing Canadian art galleries, museums, archives and libraries with a competitive advantage when competing for the loan of prestigious exhibitions?
 - This question addresses the second INDEM Program objective. An **outcome evaluation** would be needed to determine if the program does indeed offer a competitive advantage.
4. Would travelling exhibitions have been possible without INDEM?
 - This question will need to examine if Canadian Institutions would be able to afford travelling exhibitions without INDEM. This would include whether the institution would be able to provide its own funding and/or whether it would be able to obtain necessary funds from another source. A **needs assessment** could be used to answer this question.
5. Have there been other positive or negative impacts of the program (e.g. improved collection care standards)?
 - As stated above, **outcome evaluations** must consider unintended impacts of the program.

Cost-effectiveness/Alternatives

6. Are there ways the *design* of the INDEM Program could be improved or made more cost effective? Would legislative changes be required?
 - By assessing how the program services are delivered and used in normal, everyday practice, **process evaluation** can scrutinize the design of the INDEM program and determine if any improvements can be made.
7. Are there ways the *implementation* of the INDEM Program could be improved or made more cost-effective? Would legislative changes be required?
 - By assessing how the program services are delivered and used in normal, everyday practice, **process evaluation** can scrutinize the implementation of the INDEM program and determine if any improvements can be made.
8. Is/are there any other programs that overlap with or duplicate INDEM?
 - This question slightly overlaps with question #4, since Canadian Institutions may be able to exhibit travelling exhibitions without INDEM if similar programs exist. As in question #4, a **needs assessment** could be used to determine if such alternative programs exist.
9. Is output and outcome information being collected by the department sufficient to support impact measurement and reporting?
 - A **process evaluation** collects information about routine operation and therefore would be useful in answering this evaluation question.

4. Evaluation Methodology

We have included an Appendix (D) that clearly summarizes each evaluation objective and how they relate to each type of evaluation, method, and its feasibility.

4.1 Document and Literature Review

The document and literature review is an important part of the needs assessment component of this evaluation. A review of the documents outlined in Section 2.4 on page 12 of the original RFP would provide a source of information to address your specific evaluation questions.

Information obtained	Evaluation Questions Addressed
Trends in the number of prestigious international exhibitions before and after the INDEM program	1 2

implementation	
Barriers to program application due to program process (i.e. cost, length, expertise and knowledge required)	3 5
Identify existing indemnification programs that overlap or duplicate INDEM	4 8
Identify alternative program designs that may improve the cost effectiveness of INDEM	6
Identify alternative methods of implementation that may improve the cost effectiveness of INDEM	7

Time permitting QuickStar Consulting would review the characteristics of ineligible institutions in Canada and those in the four other acknowledged countries (U.S., U.K., Australia, New Zealand) to identify any consistencies (i.e. size of city population, level of funding from other sources, physical and security barriers to INDEM eligibility).

Advantages

Low client burden, documents should be readily available, low level of expertise required, and low cost.

Disadvantage

Time required to complete document review may be fairly substantial.

4.2 Survey of Eligible Institutions

QuickStar Consulting supports the use of a paper questionnaire administered via mail to the 100 institutions eligible for INDEM support in order to collect data on program utility, value and program need. Survey data should be analysed separately for institutions who are eligible, close to being eligible and those who have applied but been rejected and institutions who have not applied. QuickStar consulting also recommends that the questionnaire be administered to smaller institutions that are not currently eligible for the INDEM program, to assess barriers to participation and potential negative impacts. The questionnaire would guarantee anonymity and confidentiality of responses to protect the funding interests of the institutions and increase honesty of responses.

Information obtained	Evaluation Questions Addressed
Knowledge of alternative	4

indemnification programs that may duplicate or overlap with INDEM	8
Perceived positive and /or negative impacts of the program	5
Perceived impact on access to international traveling exhibitions	4
Suggested improvements to the implementation of INDEM (i.e. modifications to application form and/or process, feasibility of completing application, time and training required to complete application)	6 7
Knowledge of INDEM program's existence	3

Advantages

Low client burden, moderate time and cost, high reach to population

Disadvantages

Analysis expertise required, typical response rates to mailed questionnaires are not high

4.3 Costs Analysis

We support the recommendation of having an individual with actuarial experience and expertise to conduct all costs-analyses.

QuickStar Consulting recommends a *relative cost-effectiveness analysis*, meaning a comparison of financial savings of indemnified and non-indemnified institutions which have hosted a prestigious international or Canadian exhibition (Myers, 1999). A relative cost-effectiveness analysis would identify insurance savings and potential net revenue fluctuations due to changes in levels of patronage during the exhibitions. This analysis would partially address evaluation question one, the need for indemnification programs, and evaluation question 4, whether or not the exhibitions would be possible without INDEM.

In addition, QuickStar Consulting suggests a cost-efficiency analysis, meaning a systematic appraisal of program costs in relation to program results to identify ways to improve the implementation of the INDEM Program.

4.4 Key Informant Interviews

In-depth interviews with key informants are an important part of the proposed process evaluation to a) determine if the program is meeting its objectives and b) obtain in depth

information on barriers to participation and perceived impacts of the program. QuickStar consulting supports interviewing the 14-16 key informants outlined by the original RFP, as listed below:

- Representatives of PCH (n=2-3)
- Umbrella service organizations for museum/galleries of potential applicants (n=2-3)
- Representatives of INDEM in four other countries (n=4)
- Representatives of museums/galleries not indemnified (n=2)
- Representatives of museums/galleries who did not apply (n=2-3)
- Representative of CCI (n=1)

QuickStar Consulting recommends that interviews be conducted via telephone and be audiotaped. Although face-t-face interviews are ideal to gather visual information, phone interviews would be more feasible due budget restrictions. Key informant interviews are subject to special ethical considerations, and confidentiality and privacy of the respondents identity as well as their respective organizations (i.e. museum, gallery, etc.) would be guaranteed.

This method would obtain similar information outlined in the survey of eligible institutions (see section 4.2) but would enable data collection from a wider range of stakeholders, and in more detail than could be obtained in a paper questionnaire.

Advantages

Moderate cost, moderate time, high detail, flexibility in questions asked.

Disadvantages

Moderate-high client burden, lack of visual connection, transcription time required. Missing from the above list of key informants is Canadians who are accessing the exhibits; however, this will be addressed in the following section.

4.5 Client Use/Access Assessment

Although INDEM identifies the importance of evaluating whether the program is providing access for Canadians to Canada's the world's heritage, a specific methodology for obtaining this information is not outlined in the proposed report. Since this evaluation question is also identified as a major objective of the program, QuickStar Consulting recommends additional methods for obtaining this information.

To address this question, it is important to collect data on the number of people attending each exhibit and the location of such exhibits. The following methods can be used to obtain this information:

1. Number of people attending exhibits	Number of individuals paying exhibit admissions fees Observational admission count at entrance to exhibit (i.e. automatic admission counter, guest book, admission attendee)
2. Location of exhibits	Size of city centre where exhibit is located Geographical location of city Geographical location of museum/gallery within city
3. Non-attendees of exhibit VISITING respective museum/gallery	Difference between general admission rates and exhibit admission rates (e.g. via fees paid and/or entrance observations)
*4. Non-attendees of exhibit NOT VISITING respective museum/gallery	Focus groups with general public to determine why individuals may not be visiting museums/galleries.

* Focus groups with non-attendees are an ideal component of the proposed evaluation, however, we recognize that time and monetary constraints limit the feasibility of this method. QuickStar consulting has left this out of our proposed timeline at this point but y advises that this data be collected if funds become available.

Advantages

Low client burden for exhibit attendees, methods for obtaining admission rates already in place in most sites, low level of expertise required, and low cost. Focus groups will allow the opportunity to obtain in-depth information from the general public.

Disadvantages

Methods for assessing why Canadians not attending the museums/galleries in general will require a full survey of barriers limiting their access to the respective exhibits/events. Conducting focus groups requires knowledge and experience in focus group methodology and should be facilitated by a training individual. Further they may prove to be time consuming, although most cost efficient and timely than surveys.

5. Challenges and Opportunities

Challenges

This evaluation plan presents a number of useful evaluation activities and data collection tools that will facilitate INDEM reaching its two key objectives. However, carrying out this evaluation plan within the time allotted could be challenging. The methodologies

proposed in this RFP require extensive interaction with the institutions that make use of the INDEM program. This interaction requires timely responses from these institutions. Collecting this information requires significant staff support and commitment. Due to the time burden placed on the institutions in completing the survey or a key informant interview, it may be difficult to acquire sufficient feedback from a representative sample of this population.

Opportunities

This evaluation plan, while constrained by timelines and budget, will offer the INDEM program with a wealth of valuable information of their user's perceptions of program accessibility, usability, and relevance. By using this information, INDEM can move forward towards a more streamlined program that will facilitate the competitive advantage of Canadian institutions when competing for Canadian and international exhibitions.

6. Summary

This proposal constitutes an evaluation plan for the Department of Canadian Heritage's Canada Traveling Exhibitions Indemnification Program. Considering the purpose of this evaluation and with relationship to the specific evaluation questions, we have recommended a needs assessment, process evaluation, and outcome evaluation. If carried out as planned, we expect the findings to yield evidence-based answers relating to the relevance, success, and cost-effectiveness of the INDEM program.

7. References

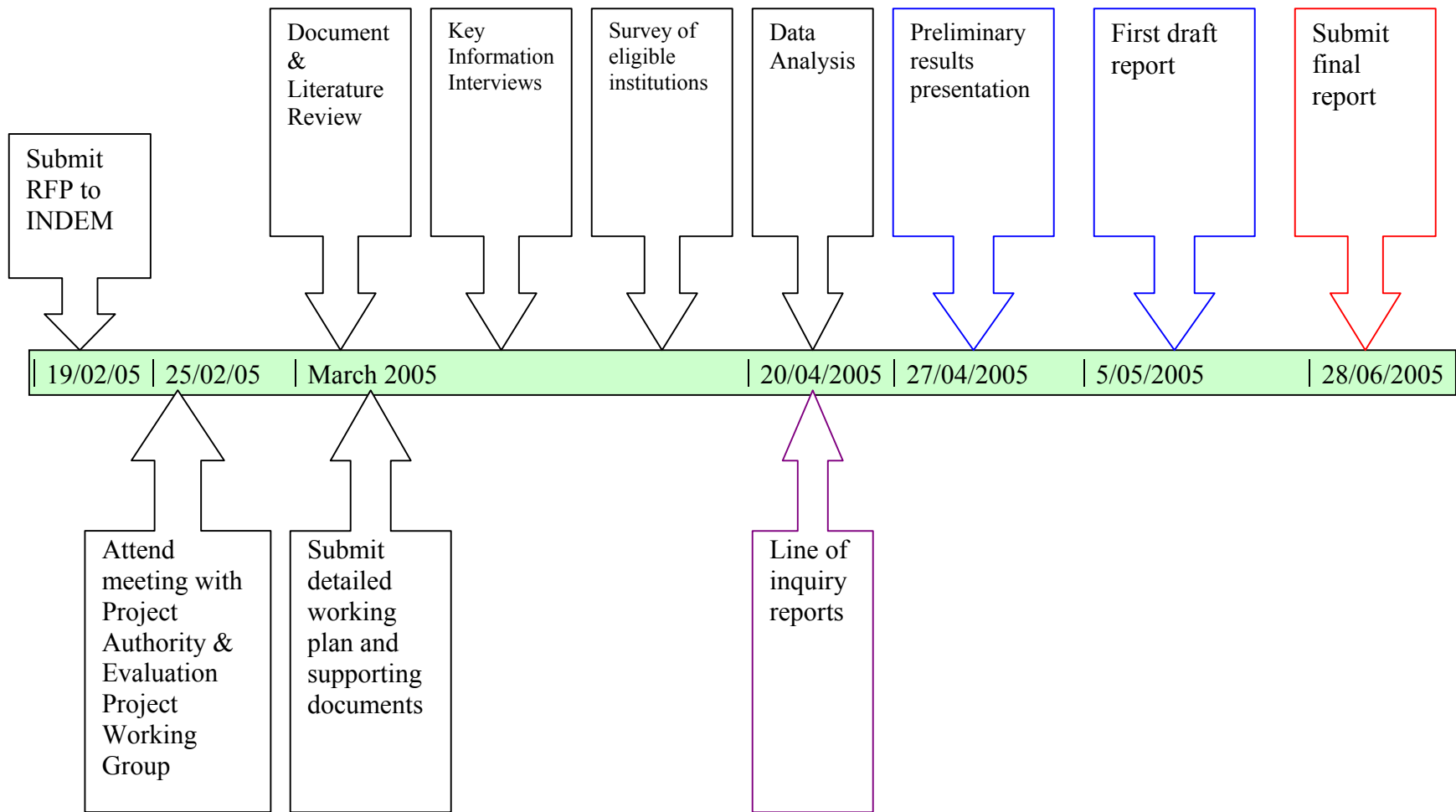
Myers AM. (1999). *Program Evaluation for Exercise Leaders*. Champaign, IL: Human Kinetics.

Rossi PH, Freeman, HE, Lipsey MW. (1999). *Evaluation: A Systematic Approach, 6th Edition.*, Thousand Oaks, CA: Sage Publications.

Appendix A: A Big Picture Guide to the INDEM Program

Program Theory	By assuming a major share of the financial risk, the government reduces insurance costs for travelling exhibitions, enabling institutions to present domestic and international exhibitions which otherwise might not have been possible
Program Objectives	<ul style="list-style-type: none"> • To increase access for Canadians to Canada's and the world's heritage through the exchange of artefacts and exhibitions in Canada • To provide Canadian art galleries, museums, archives and libraries with a competitive advantage when competing for the loan of prestigious international exhibitions
Program Outputs	<p><i>Cost of Program:</i></p> <ul style="list-style-type: none"> • \$200K/year for salaries (3 FTEs) & administration • \$6.2B in total indemnification costs <p><i>Indemnification Process:</i></p> <ul style="list-style-type: none"> • No. applications: 57 • No. withdrawn/rejected applications: 14 • No. approved/indemnified applications: 41 • No. indemnified venues: 73 • No. venues not indemnified: 10 • No. indemnified exhibits with fair market value > \$450M: 3 • No. claims: 0
Expected Program Outcomes	<ul style="list-style-type: none"> • Increased capacity of Canadian institutions to host travelling Canadian exhibitions • Facilitation of the hosting of major international exhibitions • Access for Canadians to significant cultural property that might not otherwise be available to them

Appendix B: INDEM Evaluation Plan Timeline



Appendix C: Budget

Total Budget: \$ 46,500

	Percentage of Budget	Cost in Dollars (\$)
Administrative Costs	10	4650
Professional Fees	35	16,275
• QuickStar Consulting		
• Actuarial Professional		
Supplies	5	2325
Project-related Costs		
• Document Review	5	2325
• Institution Surveys	15	6975
• Analysis of Insurance	5	2325
Savings	25	11,625
• Key Informant Interviews		
Total	100	46,500

Appendix D: Mapping Evaluation Questions and Evaluation Methods			
A. Evaluation Questions	B. Type of Evaluation	C. Method	D. Feasibility (time and cost burden)
1. Is there still a need for INDEM program?	Needs assessment Process evaluation	Document and literature review	High
2. Is INDEM program still consistent with federal objectives?	Process evaluation	Document and literature review	High
3. Results of INDEM program? a. Provide access for Canadians? b. Provide competitive advantage?	Outcome evaluation	Document and literature review Survey of eligible institutions Key informant interviews	High Moderate Moderate
4. Would exhibit be possible without INDEM program	Needs evaluation	Document and literature review Survey of eligible institutions Key informant interviews	High Moderate Moderate
5. Positive and/or negative impacts of program?	Outcome evaluation	Document and literature review Survey of eligible institutions Key informant interviews	High Moderate Moderate
6. Ways of improving design of INDEM Program to make more cost effective?	Process evaluation	Document and literature review Survey of eligible institutions Key informant interviews	High Moderate Moderate
7. Ways of improving implementation of INDEM Program to make more cost effective?	Process evaluation	Document and literature review Survey of eligible institutions	High Moderate Moderate

		Key informant interviews	
Mapping Evaluation Questions and Evaluation Methods			
A. Evaluation Questions	B. Type of Evaluation	C. Method	D. Feasibility (time and cost burden)
8. Any other programs similar to INDEM?	Needs evaluation	Survey of eligible institutions Key informant interviews	Moderate Moderate
9. Is output/outcome information collected?	Process evaluation	Document and literature review Key informant interviews	High Moderate